

**Final Evaluation  
of the Parliament Support Project (PSP) – Phase 2,  
UNDP Nepal**

**Final Report**

Frank Feulner  
Pratap Chhatkuli  
Sarmila Shrestha

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**Disclaimer**

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

## Acknowledgements

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The findings and recommendations in this evaluation report represent a synthesis of the feedback received and shared experiences with the Parliament Support Project and does not attribute comments to individual respondents. A complete list of people consulted is included in an annex.

Finally, the evaluation team is particularly grateful for the warmth and hospitality extended to it in the parliaments of Nepal, at UNDP, and by other interlocutors.

Frank Feulner  
Pratap Chhatkuli  
Sarmila Shrestha

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## Project and evaluation information details

| Project Information                                  |  |                    |
|--|--|--------------------|
| <b>Project title</b>                                 | Parliament Support Project   |                    |
| <b>Atlas ID</b>                                      | 00049635   |                    |
| <b>Corporate outcome and output</b>                  | <p>CPD outcome 2: By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring the rule of law, social justice and human rights for all, particularly for vulnerable people.</p> <p>CPD Output 2.1: National level executive and legislative branches of the Government and commissions have the capacities and tools to implement the constitution, including peaceful transition to federal structure.</p> |                    |
| <b>Country</b>                                       | Nepal  |                    |
| <b>Region</b>  | Asia and the Pacific   |                    |
| <b>Date project document signed</b>                  | 23 April 2018  |                    |
| <b>Project dates</b>                                 | <b>Start</b>   | <b>Planned end</b> |
|  | January 2018   | December 2022      |
| <b>Total committed budget</b>                        | USD 5,915,257  |                    |
| <b>Project expenditure at the time of evaluation</b> | USD 4,548,201  |                    |
| <b>Funding source</b>                                | Royal Norwegian Embassy in Nepal and UNDP TRAC   |                    |
| <b>Implementing party<sup>1</sup></b>                | UNDP Nepal   |                    |
| Evaluation information                               |  |                    |
| <b>Evaluation type</b>                               | Project  |                    |
| <b>Final/midterm review/</b>                         | Final Evaluation   |                    |
| <b>Period under evaluation</b>                       | <b>Start</b>   | <b>End</b>         |
|  | 2018   | 2022 (June)        |
| <b>Evaluators</b>                                    | Frank Feulner<br>Pratap Chhatkuli<br>Sarmila Shrestha  |                    |
| <b>Evaluator email address</b>                       | ffeulner@gmail.com<br>paruchhatkuli@gmail.com<br>advshrestha@gmail.com   |                    |
| <b>Evaluation dates</b>                              | <b>Start</b>   | <b>Completion</b>  |
|  | 5 April 2022   | 15 June 2022       |

<sup>1</sup> This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

## List of acronyms and abbreviations

|          |   |
|----------|---|
| A2J      | Enhancing Access to Justice through Institutional Reform Project                          |
| AWP      | Annual Work Plan  |
| CPD      | Country Programme Document  |
| CSO      | Civil Society Organisation  |
| DIM      | Direct Implementation Modality  |
| ESP      | Electoral Support Project   |
| FP       | Federal Parliament  |
| GESI     | Gender Equality and Social Inclusion  |
| IPU      | Inter-Parliamentary Union   |
| LGBTIQ   | Lesbian, gay, bisexual, trans and gender diverse, intersex and queer                      |
| MEAL     | Monitoring, Evaluation, Accountability, and Learning                                      |
| MIS      | Management Information System   |
| MP       | Member of Parliament  |
| MTR      | Mid-term Review   |
| NAP      | National Action Plan  |
| NHRC     | National Human Rights Commission  |
| OAG      | Office of the Auditor General   |
| OECD-DAC | Organisation for Economic Co-operation and Development - Development Assistance Committee |
| PA       | Provincial Assembly   |
| PAC      | Public Accounts Committees  |
| PFM      | Public Finance Management   |
| PLGSP    | Provincial and Local Governance Support Programme   |
| PLS      | Post Legislative Scrutiny   |
| PSP      | Parliament Support Project  |
| PWD      | Persons with Disabilities   |
| RRF      | Results and Resources Framework   |
| SDGs     | Sustainable Development Goals   |
| ToC      | Theory of Change  |
| UN       | United Nations  |
| UNDAF    | United Nations Development Assistance Framework   |
| UNDP     | United Nations Development Programme  |
| WFP      | World Food Programme  |
| WHO      | World Health Organization   |
| WPS      | Women, Peace and Security   |

## Executive summary

Nepal became a federal republic after promulgating a new Constitution in late 2015. The elections in late 2017 provided the mandate to form and operate the bicameral Federal Parliament (FP) and seven Provincial Assemblies (PAs).

United Nations Development Programme (UNDP) has implemented the Parliament Support Project (PSP). PSP Phase 1 commenced in September 2015 to assist the Legislative Parliament (LP). In 2018, the scope of the PSP was enhanced to accommodate the FP and PAs. Under PSP Phase 2, the project duration was prolonged until December 2022. PSP Phase 2 sought to strengthen the parliamentary institutions as well as the individual capacities of the newly elected Members of Parliament (MPs) to discharge their duties as parliamentarians.

The project initially outlined four major outputs to achieve its purpose, with a fifth output added in 2020 as a response to the COVID-19 pandemic:

Output 1: Federal Parliament and Provincial Assemblies are effective and participatory.

Output 2: Parliamentary secretariats are capable and innovative in their support to MPs and committees.

Output 3: Capacity of the Federal Parliament and Provincial Assemblies is enhanced to be open, interactive and accountable with citizens.

Output 4: Capacity of women MPs and MPs (from federal and provincial parliaments) from disadvantaged groups is enhanced to effectively engage with women, youth and other disadvantaged citizens.

Output 5: Parliament at the federal and provincial levels are capacitated to respond to COVID 19 pandemics effectively.

The Theory of Change (ToC) assumed that project outputs would over time contribute to the project goal: “Parliaments at federal and provincial levels in Nepal are effective, accountable, transparent, and inclusive”. In addition, the project under each of its output areas addressed the cross-cutting issues of gender equality and social inclusion (GESI), human rights, anti-corruption, and environment.

UNDP implemented PSP under the Direct Implementation Modality (DIM) in partnership with the FP and PAs, and with the Secretary General of the FP being jointly responsible for the steering and oversight of the project. A final project evaluation was carried out from April to June 2022, covering the processes and achievements made during the past four and a half years of the PSP execution. The purpose of the evaluation was to assess the progress made by the project against its purpose, objectives, and outputs, and to provide specific recommendations for future course of action. The primary audiences of the evaluation report are UNDP, the FP and PAs, funders, development partners, and other relevant stakeholders.

The assessment was made against the Results Resource Framework (RRF) of the Project Document, Annual Work Plans, and Annual Progress Reports. The evaluators assessed how well the PSP achieved progress towards its goal and expected outcome, as well as identified the project’ contribution to the change. In light of the global COVID-19 pandemic, the final

evaluation covered the extent to which the project has been able to adapt to the crisis and support the parliaments' readiness to meet the new challenges emphasised by the pandemic.

The evaluation was carried out using a mix approach through combination of qualitative and quantitative data collection approaches, namely an in-depth desk review and 97 interviews. The evaluation applied a participatory and consultative approach to ensure close engagement with UNDP, the project team, parliamentary counterparts, and stakeholders. The evaluation methodology adheres to the United Nations Evaluation Group Norms and Standards. The evaluation applied a multi-dimensional methodology in collecting and reviewing the data and information.

The final evaluation was conducted based on the OECD-DAC six criteria for evaluation of development projects: Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. Moreover, additional cross-cutting criteria such as gender equality and social inclusion, human rights, anti-corruption and financial good governance, and environment were also included.

**Relevance:** The evaluation found that the project has been a very relevant and timely initiative that provided critical support to Nepal's FP and PAs and their task to pass new legislation. The objectives and expected results of the project were well aligned with the priorities of the parliaments. The project's ToC followed a simple cause-and-effect hierarchical relationship between the different levels of results. The evaluation found that during the design, outcome parameters such as "effective", "accountable", "transparent", and "inclusive" were not defined. Without a clear definition of such parameters, the full achievement of outcomes was compromised.

**Coherence:** The project was coherent with the governance needs and development priorities of the Government of Nepal. PSP cooperated with development partners supporting parliaments and democratic governance. Yet, partner cooperation became not as formalized as it could have been. The project was aligned with the strategic documents of the UN and UNDP. Within the UNDP Nepal portfolio, the project has been strategically important through its contributions to the implementation of a constitutional democracy and federal parliamentary system.

**Effectiveness:** Overall, the evaluation found that the project was very ambitious in achieving the expected results. Each project output had a number of achievements that will have a lasting impact on the parliaments, particularly at the provincial level. One output was rated as achieved, three outputs were rated as mostly achieved, and one output was rated as partially achieved. Due to the design flaw of clearly defining the outcome parameters, the expected outcome of the project was rated as partially achieved.

**Efficiency:** The project did mostly achieve its cumulative targets under each output. Funds and activities have been delivered in a timely manner. The evaluation found that within the COVID-19 context the project was able to increase cost efficiency due to the forced shift from in-person capacity development mode to more virtual and hybrid mode which significantly reduced overhead costs such as travel, accommodation, and allowances. Overall, the costs

estimated, and the final expenditure of funds allocated were reasonable for a project of this type.

**Impact:** Although it is still early to measure impact, the project had some initial institutional impact on parliaments including on their secretariats. The project strengthened the functions and capabilities of the FP and the new PAs. Support from the project also improved the ICT infrastructure of the parliaments, the positive impact of which could be seen during the COVID-19 pandemic. The project's initial impact has been greatest at the provincial level where parliaments were newly created. At the individual level, the project had an immediate impact through the induction trainings for MPs and staff. Other activities and outputs may have an impact soon if the results of the project can be institutionalised.

**Sustainability:** Institutional capacity building is a lengthy process. For some project outputs that could have become sustainable, there is a lack of evidence that the project attempted early on to build sufficient capacity of the parliament to ensure such sustainability. Despite delivering many positive results, the project at times struggled to institutionalise mechanisms in form of adopted procedures or binding guidelines to guarantee sustainability of the outputs.

**GESI and Human rights:** The project was firmly committed to enhance gender equality and empowerment of MPs, especially women, Dalits, indigenous and other marginalized members. The project consistently employed GESI tools ensuring a GESI lens was applied in activity planning and implementation, which has resulted in the creation of an enabling environment for women MPs and MPs from marginalized backgrounds to have their voices heard in and by the parliament.

The project adopted a human rights-based approach in its support to law-making and oversight resulting in a number of new laws reflecting greater alignment with human rights standards, including the 2018 Disability Act, the Safe Motherhood and Reproductive Health Bill, the Social Security Bill, the Citizenship (Amendment) Bill, the Land Use Management Bill, and the National Identity Bill.

**Anti-corruption and environment:** The project identified anti-corruption as a priority. The evaluation found that capacity trainings for MPs on good governance and integrity increased awareness of the anti-corruption agenda. As a result of project support, all seven provincial PACs analysed the 58th Report of the Office of the Auditor General (OAG), thereby contributing to greater transparency in PFM in the provinces. The project also supported PACs in strengthening good governance, fiscal oversight, and anti-corruption measures.

Climate change and environmental concerns have been at the heart of several project activities. For example, partnering with UNDP's Environment, Climate Change and Disaster Risk Management Unit, the project organised policy dialogues on climate change and environmental issues for members of the Natural Resource Committee and Fiscal Committee in the FP, sensitizing MPs about their role to address the adverse impact of climate change.



In conclusion, the assessment of the OECD-DAC criteria has shown that the project was able to muster significant technical support to the parliaments at the federal and provincial levels, thereby further increasing capacities of MPs and supporting the development of democratic parliaments. But the project faced some challenges to institutionalise results through viable systems, like procedures, mechanisms, strategies, and internal resource allocations. During this phase, only a limited number of strategic documents were developed and adopted. In the final year of its implementation, to address some of the challenges, the project invested solidly in quality assurance. For example, a sustainability strategy was developed and a lessons learnt paper was compiled. The project also conducted an analysis of legislation that had been reviewed and consulted with PSP support. Early findings confirm that from 2019 onward, the feedback derived from consultations and subsequent possibility of incorporation of such feedback into the bills has increased.

### **Recommendations**

Based on the findings of this final evaluation, to further advance towards the goal set by the project, the following are some key recommendations for future course of action:

#### ***Recommendation 1: UNDP should continue to support the needs of parliaments in Nepal.***

Strengthening democratic parliaments takes time and a five-year support project, like the PSP, in such short timespan can only address some of the challenges faced by parliament after federalism has been introduced to Nepal. The report found that to achieve the goal UNDP and the project set out to achieve, the parliaments of Nepal will need continued support. UNDP has built trust and good relationships among parliamentary players. The institutionalisation of results for a tangible impact requires continued parliament support at least for another parliamentary cycle.

#### **Recommendation 2: Future parliament support should be based on realistic and achievable outcomes and outputs.**

PSP has provided support for capacity development, oversight and outreach, ICT, and administrative development of the Federal Parliament and Provincial Assemblies. Given resource constraints and country context, future support needs to be targeted at areas that are most strategic for investment. Therefore, to increase the likelihood of achieving outcomes and impact, project design when defining outcome parameters should reference international benchmarks and normative standards for democratic parliaments. Based on the findings of this report, a clear alignment with SDG sub-targets 16.6 and 16.7. is recommended, combined with greater focus on building and strengthening systems like parliamentary procedures, mechanisms, strategies, and internal resource allocations.

#### **Recommendation 3: Support to parliament should be provided on its core relevance to human rights, justice, and the SDGs, and aligned with UN expertise in those areas.**

Particularly at the federal level, but also at the provincial level, targeted committee support should utilise the knowledge of UNDP in synergy with other UN agencies, for example for future legislation related to environment, education, GESI, climate and energy. Support for oversight should focus on plenary discussion and committee utilisation of annual reports by

independent commissions, like National Human Rights Commission, National Women Commission, Commission for the Investigation of Abuse of Authority, Nepal SDG Forum, etc. Considering PSP's lessons in supporting parliamentary committees, providing future support in areas where UN expertise is paramount, will further improve the expertise and effectiveness of committees in law making and oversight. Such targeted support will also respond to the engagement needs voiced by stakeholders.

**Recommendation 4: Technical assistance for improving awareness and bringing about legislation strengthening GESI and women empowerment.**

The evaluation found that expectations remain high towards greater gender equality and social inclusion, particularly among women MPs and CSO representatives. At the provincial level with MPs increasingly aware about GESI and human rights, specific legislation regarding women and gender equality remain limited. Only few policies and guidelines have been issued. PSP activities have increased accountability through parliamentary oversights on the issues of women, children, elderlies, PWDs and vulnerable groups. Project advocacy at the provincial level on budget bills and the budget process, resulted in more gender-sensitive budgeting and more inclusive pre-budgeting. Future post legislative scrutiny at the FP and PAs is recommended to review the consistency with GESI and human rights instruments. PLS findings combined with technical assistance could form the basis for the deliberation of GESI legislation and strategies on women empowerment.

**Recommendation 5: Future support to strengthen parliamentary accountability should include indicators related to parliamentary ethics as well as institutional integrity.**

An accountable parliament is one that is ethical, serves the public interest, and is a model of institutional integrity. Based on the findings of this report, parliamentary accountability is a broad issue, and achieving results requires a comprehensive approach. Future support should focus on the role MPs play in upholding standards, the parliamentary responsibility to uphold accountability across public institutions through oversight, and internal parliamentary integrity with regard to finances, procurement and reporting. Written codes of conduct for MPs and senior officials should be introduced and adopted by parliaments. By addressing these important issues, the support to parliamentary accountability will be more holistic than so far.

**Recommendation 6: Expanding the use of ICT in parliament should be mainstreamed across all future areas of support.**

The COVID-19 pandemic has highlighted the importance of ICT for the operation of parliament. Taking into account the lessons learnt and good experience with ICT so far, an expansion of ICT support to parliaments is recommended. The digitalisation and electronic management of documents will enable the parliament and its committees to operate more effectively, since access to data and information will be faster and more comprehensive. This will accelerate the work of MPs and staff, and also increase transparency and the access to information of stakeholders. Experience from PSP has shown that the digitalisation of planning processes and operations will increase efficiency of secretariat support services.

**Recommendation 7: Future engagement should provide support for more efficient and effective parliamentary support services.**

At the provincial level, since Provincial Assemblies are very young, the need for establishing processes and structures remains high. Such needs have been voiced in interviews with PA Speakers and Secretaries. Also, the evaluation found that since management structures are under development, there is an opportunity to build effective support services from the ground up. Future engagement should therefore focus on the commitment made in the PSP Project Document for scaling-up. Through continuous capacity development of MPs and secretariat staff, the demand for support should be translated into creating structures that will focus on in-house service delivery. To further increase sustainability of interventions, technical support should be offered to strengthen human resources management, like staff recruitment, continuous learning, and performance reviews. Sponsorship of MPs and staff participating in Professional Development Certificate programmes should be considered.

**Recommendation 8: Public Engagement should be expanded to include more outreach, education, and participation opportunities for communities.**

Despite advances in recent years, public engagement in Nepal remains limited. Globally, UNDP together with its partner IPU has been leading the discussion on public engagement by parliaments. The evaluation found that the purpose of public engagement should be clearly defined in the project design and subsequently in any parliamentary engagement strategies. Outreach and public education tools will be successful when they result in greater public involvement in parliamentary activities and processes, be it through attendance of committee expert consultations, public consultations, town hall meetings with MPs, or the submission of petitions. This way it will increase the relevance for citizens and impact of the tools created. Hence, future support should foster more inclusive engagement leading to broader participation, including attention to closing the feedback cycle with the public.

**Recommendation 9: Greater inter-provincial cooperation through parliament professional networks.**

The evaluation report found that inter-provincial cooperation has been increasing with the support from PSP. Lessons learnt have shown the benefits of such cooperation for the exchange of experience and learning. This offers great potential to for the future. Inter-provincial cooperation, and cooperation between Provincial Assemblies and the Federal Parliament can be further enhanced through parliament professional networks. For example, more interaction and exchange of experience and practice of Speakers, Secretaries, ICT Managers, Public Engagement Experts, GESI working groups, young PA Members. Future support in this field can also draw on international best practice of parliament professional networks. The expanded network structures will enable provinces to provide input to the federal level, and at the same time expand learning opportunities for expert staff.

## 1. Introduction

The United Nations Development Programme (UNDP) Nepal commissioned an independent Final Evaluation of the Parliament Support Project – Phase 2 in 2022. It covers particularly the project interventions related to strengthening the new parliamentary institutions at the federal and provincial levels, as well as the individual capacities of the newly elected MPs to discharge their core duties related to law-making, oversight, and representation. The evaluation covers the project period of 2018-2022. This is the second assessment carried out of the project. A previous Mid-Term Review was conducted in 2020.

The Final Evaluation towards the end of the five-year project assessed the results achieved and lessons learnt by the project. It assessed the implementation approaches, results against output targets, contributions to higher level outcome results, and challenges encountered. Further, it identified and documented the lessons learnt and good practices and made specific recommendations for future course of actions. The evaluation applied the standard evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact. Moreover, it also considered some essential cross-cutting areas such as gender equality and social inclusion, human rights, anti-corruption, and environment.

The primary audience of this final evaluation report is UNDP Nepal as the implementing party, Federal Parliament (FP) and Provincial Assemblies (PAs), funders, development assistance providers, and other relevant stakeholders. The evaluation recommendations will be helpful in designing future interventions and projects in Nepal, both at the federal and provincial levels. Some of the Final Evaluation results may even be useful in the regional context.

The final evaluation report is structured according to the UNDP standard guidelines for project evaluations. The main sections include Introduction, Description of the intervention, Evaluation scope and objectives, Evaluation approach and methods, Data analysis, Findings, Conclusions, Recommendations and Lessons learnt. The Findings section analyses in detail the main evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Sustainability, and Impact. A four-point rating scale is used. It also discusses the project's contributions on promoting Gender Equality and Social Inclusion, Human Rights, Anti-corruption, and the Environment. The final evaluation report also analyses the project achievements in line with the revised Theory of Change.

## 2. Description of the intervention

Nepal became a Federal Democratic Republic by promulgating a new Constitution in late 2015. The Constitution put in place a federal structure of government with a central (federal) government, seven provincial and 753 local governments. After a series of elections in 2017 in all tiers, the constitutional institutions came into existence at all levels of government and elected officials assumed office in 2018. The parliament had to develop and revise more than 300 laws to implement the Constitution smoothly. The new constitutional institutions are playing a critical role in implementing the Constitution, the country's commitment to the Agenda 2030, and public finance management. Moreover, they are vital for the long-term sustainable development of the country.

In 2018, the United Nations and UNDP introduced a new five-year United Nations Development Assistance Framework (UNDAF) 2018-2022 and UNDP Country Programme Document (CPD) 2018-2022 respectively. Previously, UNDP developed the Parliament Support Project (PSP) to assist the national parliament. The project commenced in September 2015 and was initially designed to last four years, until December 2019. However, the scope of the PSP was enhanced in 2018 to accommodate the FP and PAs under the changed political and administrative context. The project's duration was also prolonged until December 2022.

During the phase 2 (2018-2022), the project set out to address some of the key challenges faced by legislatures in Nepal, strengthening the parliamentary institutions at the federal and provincial level, as well as the capacities of the newly elected MPs to discharge their duties as parliamentarians, i.e. to formulate and review new laws, to conduct oversight of the executive, and to represent the diverse communities of Nepal. The project has been guided by a project document informed by formal and informal feedback and periodic need assessments. The target groups included MPs at the FP and PAs, and the officials of the parliament secretariats. Representatives of Civil Society Organizations (CSOs) and the media were some of the project's key stakeholders.

The project goals were aligned with the United Nations Development Assistance Framework (UNDAF) Outcome 4 and the UNDP CPD Outcome 2, which aims that:

“By 2022, inclusive, democratic, accountable, and transparent institutions are further strengthened towards ensuring the rule of law, social justice and human rights for all particularly for vulnerable people.”

In addition, the envisaged project outputs and outcome were also expected to contribute to the one of its core areas, namely “Governance, Rule of Law and Human Rights” as an integral part of the Fourteenth and Fifteenth Development Plan of the Government of Nepal, as well as the Agenda 2030 for Sustainable Development, and particularly Goal 16 of the Sustainable Development Goals (SDGs).<sup>2</sup>

The project initially outlined four major outputs to achieve its purpose, with a fifth output added in 2020 as a response to the COVID-19 pandemic:

- Output 1:** Federal Parliament and Provincial Assemblies are effective and participatory.
- Output 2:** Parliamentary secretariats are capable and innovative in their support to MPs and committees;
- Output 3:** Capacity of the Federal Parliament and Provincial Assemblies is enhanced to be open, interactive and accountable with citizens.
- Output 4:** Capacity of women MPs and MPs (from federal and provincial parliaments) from disadvantaged groups is enhanced to effectively engage with women, youth and other disadvantaged citizens;
- Output 5:** Parliament at the federal and provincial levels are capacitated to respond to COVID 19 pandemics effectively.

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<sup>2</sup> SDG 16 is about "peace, justice and strong institutions." The goal has ten "outcome targets" and also two "means of achieving targets". Target 16.6 "Develop effective, accountable and transparent institutions at all levels" and Target 16.7 "Ensure responsive, inclusive and representative decision-making at all levels" are the targets most closely related to parliaments. See, <https://www.sdg16hub.org/landing-page/sdg-16-indicators>

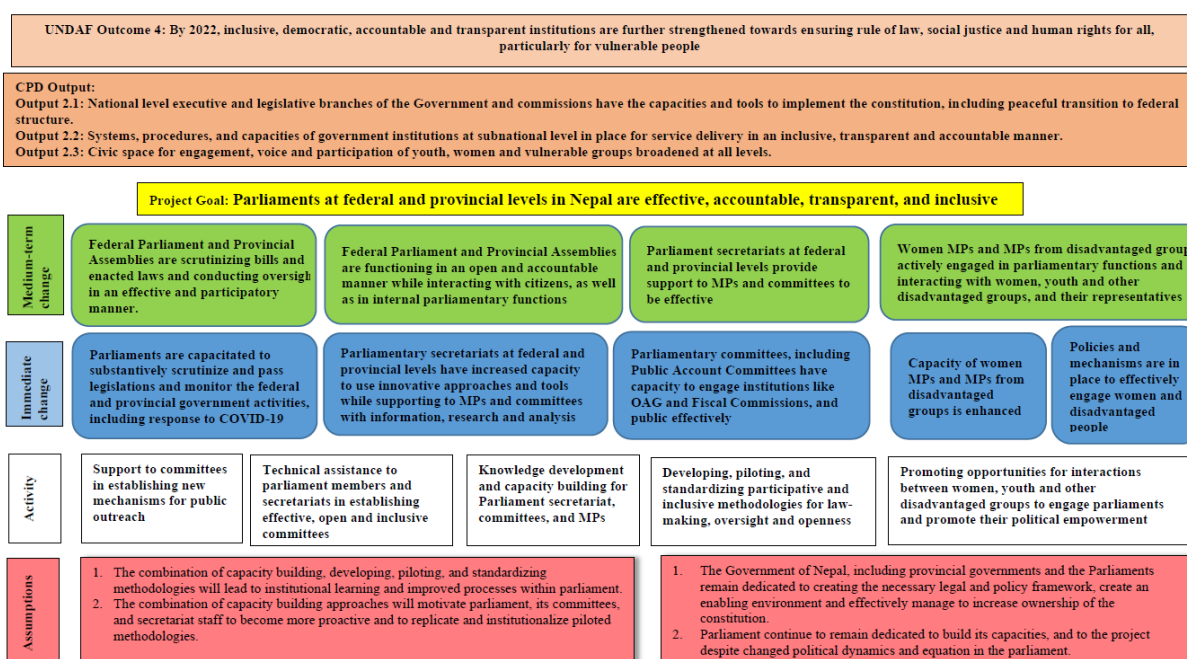
The project has been guided by its Theory of Change (ToC) in terms of achieving its results and goal:

**“Parliaments at federal and provincial levels in Nepal are effective, accountable, transparent, and inclusive.”**

The five outputs are derived from a ToC, which assumes that activities such as technical assistance, knowledge development, and capacity building, will lead to immediate changes that in turn will result in (i) a more effective and participatory Federal Parliament and Provincial Assemblies; (ii) parliamentary secretariats capable and innovative in their support to MPs and committees; (iii) enhanced capacities of the Federal Parliament and Provincial Assemblies to be open, interactive and accountable to citizens; (iv) enhanced capacities of women MPs and MPs from disadvantaged groups to effectively engage with women, youth, and other disadvantaged citizens; and (v) capacitated parliaments to effectively respond to the COVID-19 pandemic.

The ToC assumes that project outputs will over time contribute to the project goal which is aligned with the UNDAF outcome stated above. The project addresses under each of its output areas the cross-cutting issues of gender equality and social inclusion (GESI), human rights, anti-corruption, and environment. Moreover, concern for gender equality and social inclusion has been underlined through the dedicated Output 4.

### Project Theory of Change (revised 2021)



The Mid-Term Review of the project carried out in 2020 recommended that the ToC had to be revised to make the project more realistic in determining its output indicators, including targets for women MPs and MPs from marginalized groups. The project commissioned a review of the ToC and subsequently output indicators in the Result and Resources Framework were revised. All other recommendations of the MTR were also implemented by the project.

UNDP has implemented the PSP under the Direct Implementation Modality (DIM) in partnership with the FP and PAs, notably the parliament secretariats. The partners had a role in coordinating the support activities and to identify needs for capacity support interventions. The Secretariat of the FP was also jointly responsible for the steering and oversight of the project, with the Secretary General of the FP Secretariat sitting on the Project Board.

The total estimated budget for Phase 2 was USD 5.9 million, out of which the Government of Norway has contributed USD 3.2 million, and UNDP USD 2 million from internal TRAC funds. The balance of USD 700,000 remained unfunded.

| PSP sources of funds with annual expenditure from 2018 to 2022 (in USD) |                   |                      |           |           |           |           |           |           |
|---|-------------------|----------------------|-----------|-----------|-----------|-----------|-----------|-----------|
| Source of funds   | Funding period    | Total budget 2018-22 | Year 2018 | Year 2019 | Year 2020 | Year 2021 | Year 2022 | Total     |
| UNDP  | Jan 2018-Dec 2022 | 2,000,000            | 614,082   | 395,944   | 332,183   | 325,862   | 327,000   | 1,995,071 |
| NORWAY  | Dec 2018-Dec 2022 | 3,181,231            | 0         | 1,426,945 | 500,289   | 498,000   | 755,997   | 3,181,231 |
| Total   |                   | 5,181,231            | 614,082   | 1,822,889 | 832,472   | 823,862   | 1,082,997 | 5,176,302 |

Despite optimism for a period of political stability, events in 2020-2021 demonstrated that political instability still prevails in Nepal. At the recommendation of the government, the House of Representatives was dissolved twice in December 2020 - and again in May 2021 - to call for early elections. The Supreme Court overturned the decisions and parliament was reinstated. A new Prime Minister was appointed in July 2021.

The COVID-19 pandemic has affected the project since March 2020. The project management adapted to virtual mode and added one additional output addressing the emerging demands of the pandemic on parliamentary work. Further, to stay on track to deliver its support, the project revised its annual work plans and budgets, and modified some of the activities. Overall, the consistently high delivery rates of the project are testimony of the fact that the project has very well navigated the dynamic context in Nepal and demonstrated adaptability to challenging situations.

### 3. Evaluation scope and objectives

**Evaluation Scope:** The final project evaluation was carried out from April to June 2022 and covered the processes and achievements made by the project during the past four and a half years (2018 to June 2022). The evaluation focused on achievements and constraints of the project targets for indicators and outputs as contained in the project document. The final evaluation considered the project's relevance, coherence and quality of the project design, the effectiveness and efficiency of the project implementation, and the project's impact and sustainability. As specified in the terms, the final evaluation included the following areas:

- **Relevance of the project:** review of progress against its purpose, objectives, and outputs along with project documents, such as revised Theory of Change, Results and Resources Framework, and M&E framework;

- **Coherence of the project:** alignment of the project with strategic documents (e.g., UNDAF, CPD) and national priorities (e.g., Nepal's Fourteenth and Fifteenth Plan);
- **Effectiveness of project implementation:** review of the project's technical as well as operational approaches and deliverables in general, and approaches to gender equality and social inclusion, and marginalized groups in particular. Examination of external factors beyond the project's control that have affected it negatively or positively and how the project dealt with it.
- **Efficiency in project implementation:** Appraisal of the planning, management, and quality assurance mechanism to deliver the project interventions. Review of the project's coordination and communication process and mechanisms with stakeholders.
- **Impact of the project:** review of the quality of results, such as knowledge products developed and utilized, expertise transferred to the target groups, partnership and engagements, whether the functional efficiency of the target institutions was increased.
- **Sustainability of the project interventions:** review whether the positive impact of the project interventions can be sustained beyond the project life. Review of the incorporation of the Mid-Term Review (MTR) recommendations by the project.

**Evaluation objectives:** The objective of the final evaluation was to assess the progress made by the project against its purpose, objectives, and outputs, and to provide specific recommendations for future course of action. The evaluators assessed how well the project achieved progress towards its goal and expected outcome, as well as identified the project's contribution to the change. Some of the specific objectives of the evaluation as outlined in the Terms of Reference were:

- to measure the progress against its purpose, objectives, and outputs.
- to assess the approaches and interventions adopted by the project to achieve the outputs in line with revised Theory of Change.
- to identify and document main project achievements and results and their impact, and lessons learned in order to inform a future course of action.
- to ascertain the relevance, effectiveness, efficiency, coherence and sustainability of the project interventions, including synergies with other UNDP support efforts.
- to analyze the project's contribution on promoting gender equality and inclusion, human rights, anti-corruption, and environment.
- to review and assess the risks and opportunities (in terms of resource mobilization, synergy and areas of interventions) directly linked to the project.
- to recommend potential new areas of intervention and approaches in the current context of federalization and in light of Nepal's COVID-19 crisis and socio-economic response efforts.
- to assess effectiveness of COVID-19 response support activities that were woven into the project in response to the first and second wave of COVID-19 in Nepal.

**Evaluation criteria:** The final evaluation was conducted based on the OECD-DAC six criteria for evaluation of development projects: Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. Moreover, additional cross-cutting criteria such as Gender equality and social inclusion, human rights, anti-corruption and financial good governance, and environment were also included.



**Evaluation questions:** To address the information needs of the users of this evaluation, the following key questions for each criterion were developed and have guided the evaluation team (also see Evaluation Matrix in the Annex for additional sub-questions):

- **Relevance:** To what extent did the project meet the needs of the FP and the PAs?
- **Coherence:** To what extent was the project aligned with national development priorities, country programme outputs and outcomes, and the SDGs?
- **Effectiveness:** To what extent did the project contribute to the goal of parliaments at federal and provincial levels in Nepal being effective, accountable, transparent, open and inclusive?
- **Efficiency:** To what extent was the management structure of the project efficient to generate the expected results?
- **Impact:** Did the project contribute to long-term intended results (expected impact)?
- **Sustainability:** Were the project's results acknowledged and/or institutionalised (Standing Orders, legal framework, strategies, etc.) by the FP and PAs?
- **Cross-cutting issues:** To what extent were cross-cutting issues addressed by the project (gender, marginalised groups, human rights, anti-corruption, environmental factors)?

#### 4. Evaluation approach and methods

**Evaluation approach:** The evaluation was carried out using a mix approach through combination of qualitative and quantitative data collection approaches, namely an in-depth desk review and 109 interviews. The evaluation applied a participatory and consultative approach to ensure close engagement with the UNDP Evaluation Manager, project team, parliamentary counterparts, critical stakeholders, and male and female direct beneficiaries. Moreover, the evaluation report followed a descriptive approach to assess progress against indicators.

The evaluation methodology adheres to the United Nations Evaluation Group Norms and Standards. The final evaluation based its analysis on the outputs and outcome presented by the PSP for the period 2018-2022. It looked at the planned outcome and the links to the objectives of the project. The evaluation provides evidence-based information that is credible, reliable, and useful. Therefore, the evaluation applied a multi-dimensional methodology in collecting and reviewing the data and information.

**Data sources:** The main source of information for addressing the evaluation questions has been documents and project stakeholders. The findings from the data collection phase, informed all issues covered by the final evaluation report, such as verification of facts, opinions on project timeliness and performance, management review of the project activities, efficiency of the implementation and quality of the results, challenges and constraints which confronted the project, and lessons learnt and recommendations.

**(i) Document review:** Through a comprehensive desk-review of the project documentation, the evaluation team obtained in-depth knowledge and understanding of the project design and activities of the project. The three types of documents included: 1) Project design and planning documents (Assessment Reports, Project Document, Results and Resources Framework, Annual Work Plans); 2) Project regular reports and M&E data (Annual Progress Reports, Minutes of Project Board Meetings, Mid-term Review Report, Activity Reports); 3)

Knowledge products (Handbooks, Guidelines). The desk review also considered the relevant legal framework (Constitution of the Federal Democratic Republic of Nepal, as well as the documents adopted by the FP and PAs, like Rules of Procedures and strategies. For a complete list of documents reviewed see Annex e).

**(ii) Semi-structured interviews:** Based on the desk review, questions were designed for semi-structured interviews among project beneficiaries and stakeholders. Key interviews were designed to gather information about the nature and quality of change to which the project has contributed to in line with the ToC and RRF, as well as recommended future support. For a complete list of evaluation questions, see Evaluation Matrix in Annex b).

**Sample and sampling frame:** A total of 97 interviews were conducted. See, Annex c) and Annex d) for a breakdown of the interviews and FGDs conducted. Some respondents were pre-determined based on their position and function, like selected chairpersons and members of parliamentary committees, MPs from women and disadvantaged groups, or past and sitting Secretary Generals of the FP and Secretaries of PAs. Other respondents were randomly selected from a list compiled by the evaluation team, with input from the PSP team. The respondents represented beneficiaries both at the federal and provincial levels. For the interviews, the final evaluation included a representative mix of beneficiaries and stakeholders, ensuring gender balance and inclusivity.

**Data collection procedures and instruments:** In-person interviews were conducted at the FP with Committee Chairs and selected MPs, the Secretary General and Secretariat staff. Interviews with PAs were conducted in the four provinces of Madhesh, Bagmati, Gandaki, and Karnali with Speakers, Deputy Speakers, Committee Chairs and selected MPs, Secretaries and staff. Interviews and consultations used guiding questions as per the beneficiaries' type derived from the evaluation questions included in Annex b). Interviews were used to collect data and obtain a comprehensive view of the perceptions of the main beneficiaries on the performance and impact of the interventions, on the constraints to the project implementation, as well as on UNDP's positioning, strengths and weaknesses for supporting parliaments in Nepal. The field visits allowed on-site validation of key tangible outputs and interventions.

Most of the interviews were conducted through face-to-face conversations, some interviews were conducted via telephone or online. Most interviews with national beneficiaries were conducted in Nepali to ensure smoother communication, which proved particularly conducive in communications with the respondents in the four selected provinces. For internal analysis of the data and evidence obtained, the evaluation team produced summaries of the key interviews conducted and clustered according to groups of beneficiaries and stakeholders interviewed.

The evaluation made sure that women and marginalized groups were adequately represented and that such respondents were given an opportunity to speak and to be heard. In focus group discussions including men, for example, men may dominate the conversation and women often choose not to speak. To address this problem, the evaluation team conducted a separate discussion particularly for women MP and MPs from marginalized to ascertain the gender equality and social inclusion-related results and approaches.

**Performance standards:** During the inception phase of the evaluation, an Evaluation Matrix was developed, containing the key evaluation question and sub-questions for each criterion, the data sources, data collection tools, and the methods for data analysis. See Evaluation Matrix in Annex b). In addition, as common for project and programme evaluations, a four-point rating scale was applied, to rate the achievement of project outputs and outcomes, with 4 (Satisfactory/ Achieved) being the highest and 1 (Unsatisfactory/ Not achieved) the lowest rating.<sup>3</sup>

**Stakeholder participation:** The evaluation conducted interviews with development partners and key donors, as well as relevant CSOs and experts to collect useful external perspectives on the perceptions of the performance of the project, as well as the communication and interaction by the project with stakeholders. Further, the evaluation team carried out a focus group discussion (FGD) with representatives of national CSOs and media in Kathmandu. Participants of the FGD represented organizations the project has been partnering with during implementation, and therefore they were able to provide valuable insight into the contributions of PSP activities. The evaluation team also followed up with national partners by email to obtain additional information and a number of surveys and reports as additional secondary data for analysis and triangulation.

To assess the progress made by the project, the evaluation also interviewed UNDP senior management, Portfolio Managers, Policy Advisors, and the PSP Project Team. Particular attention was given to the management challenges, coordination and cooperation with partners, political constraints, causes for delays in recruitments and procurement, the possible remedial actions that were undertaken, and the structural questions on partnerships and management structures emerging from these management challenges.

**Ethical considerations:** The evaluation anonymized the direct reportage to protect the rights and confidentiality of informants in accordance with UNEG Ethical Guidelines for Evaluators. To ensure maximum validity and reliability of data (quality), all information and data collected from multiple sources was triangulated before making any evaluative judgements.

**Background information on evaluators:** The evaluation team consisted of two men (Frank Feulner and Pratap Chhatkuli) who are experts on parliaments and governance, and one woman (Sarmila Shrestha) who is an expert in gender equity and social inclusion. Frank Feulner is an international consultant and parliament specialist. Pratap Chhatkuli and Sarmila Shrestha are Nepalese experts in their respective fields. Together, the team members had the appropriate technical skill mix necessary for conducting the final evaluation.

**Major limitations of the methodology:** The Evaluation Team made every effort to complete a full, evidence-based review of the project. However, the timing of the evaluation did have some impact on the ability of the evaluators to engage all beneficiaries and stakeholders and

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<sup>3</sup> 4 = Satisfactory/Achieved: A rating of this level means that the results exceed expectations/All intended project outputs and outcomes have been delivered; 3 = Moderately satisfactory/Mostly achieved: A rating of this level is used when there are some limitations in the contribution of the project that prevent an excellent rating but there were no major shortfalls. Many of the planned outputs/outcomes have been delivered and expected results likely to be achieved. Overall, the assessment is substantially positive, and problems were small relative to the positive findings; 2 = Moderately unsatisfactory/Partially achieved: A rating of this level is used when significant shortfalls are identified, but there were also some positive findings. Only some of the intended outputs and outcomes have been completed/achieved. Overall, the assessment is less positive; 1= Unsatisfactory/Not achieved: A rating of this level means that the contribution of the project faced severe constraints and the negative assessment outweighs any positive assessments. There has been limited or no achievement of planned outputs/outcomes.

to do so in-person. The evaluation was conducted during the same time local elections took place in Nepal, and some interlocutors were on leave during the evidence-gathering phase of the evaluation and were not able to participate in either an in-person or virtual interview<sup>4</sup>.

The evaluation focused on conducting face-to-face interviews. Where this was not possible, phone or virtual interviews had to be conducted. In some instances, individuals could not be interviewed because they were unavailable or travelling, and the evaluation period could not be extended. This included the Speaker and Deputy Speaker of the FP, and the Speaker of the National Assembly. The evaluation team had to rely on the information from those that were available and held similar positions in parliament. Overall, the evaluation team interviewed enough individuals to obtain the necessary information and feedback.

The evaluation team was unable to visit and see all physical infrastructure provided by the project, such as SDG Centre at the FP and Video Conferencing Facilities (VCFs) at the PAs. The team visited four provinces and was able to inspect the VCFs in those locations. The effectiveness of the ICT infrastructure was verified by triangulating information from multiple sources, including IT managers. The team also visited the libraries supported by the project in four out of the seven provincial PAs. However, the VCF equipment in two committees and SDG corner at the FP could not be accessed. Hence, their existence and value were confirmed by MPs and secretariat staff at the FP.

## 5. Data analysis

Project reporting and interviews were the key source of data and information for obtaining insights into project contributions to change, particular regarding organisational and individual capacity development. The evaluation conducted triangulation and data validation by checking respondents' claims with other respondents and by confirming data from reports in interviews with project beneficiaries. Findings were further triangulated through interviews and discussions with a diverse range of stakeholders and target groups.

The evaluation team members conducted interviews separately to maximise the number of interviews undertaken during the evaluation period and, through regular team debriefings validated findings from each member's respective findings and observations. Key findings were also validated through a debriefing with the project team, UNDP Country Office, and the Royal Norwegian Embassy as key donor.

### **Limitation**

The evaluation encountered no major limitations in data analysis. However, the evaluation was limited by the availability of internal parliament data and strategy documents and had to rely more on the reporting from beneficiaries.

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<sup>4</sup> The 2022 Nepalese local elections were held on 13 May 2022 in 6 metropolitan cities, 11 sub-metropolitan cities, 276 municipalities and 460 rural municipalities.

## 6. Findings

### 6.1. Relevance

The project was highly relevant for the needs of the FP and in particular the PAs. The objectives and expected results of the project were well aligned with the priorities of the parliaments. MPs and thematic committees generally appreciated the technical and capacity building support provided, enabling them to scrutinise bills and conduct oversight in a more effective manner. In addition, the project displayed relevance in addressing the institutional needs of parliament secretariats to provide services to MPs and committees, including support to work planning, oversight field trips, and public outreach.

The five-year timeframe of the project corresponded well with the UN and UNDP strategic documents as well as with the parliamentary terms in Nepal. Most parliament support projects last four to five years, and it is considered good practice to align such projects with the convocation of the parliament. This period also allows time to build trusted relationships with MPs and secretariat staff and allows for the project to focus on the needs of those actors during their time in office. With each election, a potentially high percentage of turnover of MPs can result in a need to renew relationships to increase the subsequent impact of the support.

The project design was based on participatory needs assessments in 2018 and again in 2019 and focused on the eminent capacity needs of parliaments to pass a large number of acts as required by the new constitution. The project's overall focus and output areas were a logical consequence of the attempt to address those identified needs. The project's ToC has been constructed in a logical and coherent way, following a simple cause-and-effect hierarchical relationship between the different levels of results. It was further refined after the MTR in 2020. Although a concise ToC narrative has been absent from the project document, this is not a requirement of UNDP's Programme and Operations Policies and Procedures (POPP).

However, the absence of such a narrative further defining the meaning of outcome parameters such as "effective", "accountable", transparent", and "inclusive" impacted the design of activities under the various outputs. The evaluation found that without a clear definition of such crucial parameters, for example by following international normative standards set by UNDP, IPU or the World Bank, the full achievement of outcomes was compromised. To avoid such design flaw, clear definitions of outcome parameters and where necessary clear limitations, would have been beneficial. Referencing the UNDP SDG 16 Hub and Indicators for Democratic Parliaments Based on SDG Targets 16.6 and 16.7 would have been particularly useful.<sup>5</sup>

The decision to design and implement a parliament support project was welcomed by the beneficiaries and stakeholders interviewed. It led to the required funding commitment by the Government of Norway and from UNDP TRAC funds. Early issues with the results indicators of the RRF were resolved after the Mid-term Review of the project.

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<sup>5</sup> See, <https://www.sdg16hub.org/landing-page/about> and <https://www.parliamentaryindicators.org/>

The project adopted GESI as a priority, which was reflected in a dedicated output and accompanying indicators and in a dedicated GESI Strategy that ensured a GESI lens was adopted in the design and implementation of activities. During implementation, the project mainstreamed GESI across all its activities and engagements with the FP and provincial PAs.

The project made significant contributions to parliamentary strengthening and to a functioning federal political system in Nepal. For that, this project phase responded to the target group's needs by focusing on capacity development and some technical interventions.

Under this phase, in 2020 and 2021, the project provided relevant support to the so called "Speakers' Meet" among the Speakers and Deputy Speakers of the FP and PAs. Such meetings have been taking place annually since 2018 and represent an opportunity among other issues to discuss and forge high-level consensus on reform needs in parliament and how to best address such needs. However, given the complex political situation and diverse interest of political parties, such consensus building mostly remained at the stage of exchanging experience and non-binding declarations on policy reforms and better operations of assemblies.

At the level of parliament secretariats, the project facilitated a "Secretaries' Meet" for the first time in 2021, with another one planned for late 2022. The first meeting resulted in non-binding conclusions on issues such as communication, collaboration, and coordination. The evaluation team found that more binding resolutions as an outcome of the "Speakers' Meet" and "Secretaries' Meet" could have been beneficial for a stronger consensus and mandate for parliamentary reform at federal and provincial levels.

## 6.2. Coherence

**External coherence:** The project was coherent and well-aligned with the democratic governance needs and development priorities of the Government of Nepal (GoN), as outlined in the Fourteenth and Fifteenth Development Plan of the GoN. The project also reflected the priorities of the SDGs endorsed by the GoN.

PSP was the only large-scale project supporting parliaments in Nepal. The project cooperated with development partners supporting parliaments and democratic governance in Nepal. Ensuring such external coherence happened mainly on a bilateral level with members of the Consortium for Elections and Political Process Strengthening (CEPPS), funded by USAID. To a lesser degree, the project had an ongoing dialogue with the Westminster Foundation for Democracy (WFD) on the issue of Post-Legislative Scrutiny. Yet, partner cooperation was not as formal as it could have been, and a lack of FP leadership limited the opportunities for a more robust collaboration. Throughout the project period, only one official meeting took place of parliament development partners organised by PSP

**Internal coherence:** The UN and UNDP have internal strategic documents to which the project was also aligned. The UNDAF (2018-2022) Outcome 4 defines the focus of UNDP with regard to inclusive, democratic, accountable, and transparent institutions to ensure rule of law, social justice and human right for all, particularly for vulnerable people.<sup>6</sup> The UNDP Nepal CPD

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<sup>6</sup> See, United Nations Development Assistance Framework (UNDAF) 2018-2022.

(2018-2022) Output 2 has been aligned with UNDAF Outcome 4 on the strengthening of inclusive, accountable, and transparent institutions.<sup>7</sup>

The project has contributed to the CPD Output 2.1: National level executive and legislative branches of the Government and commissions have the capacities and tools to implement the constitution, including peaceful transition to a federal structure; Output 2.1: Systems, procedures, and capacities of government institutions at subnational level in place for service delivery in an inclusive, transparent and accountable manner; and Output 2.3: Civic space for engagement, voice and participation of youth, women and valuable groups broadened at all levels.

Within the UNDP Nepal governance portfolio, the project has been strategically important through its contributions to the implementation of a constitutional democracy and the establishment of a federal parliamentary system. Internal coherence was ensured with other UNDP projects, such as the Electoral Support Project Phase II (ESP-II), the Enhancing Access to Justice through Institutional Reform Project (A2J), and the Provincial and Local Governance Support Program (PLGSP). There was inter-project collaboration on some activities, and project managers of the PSP and A2J projects attended each other’s Project Board meetings as observers.

The evaluation team found that collaboration of PSP with other UN agencies at the provincial level, has increased the interaction of those agencies with the PAs, their secretariats, and local governments. For example, in Karnali Province in 2019, PSP collaborated with the WFP field office in relation to the Right to Food Act. In 2020, during the early stages of the COVID-19 crisis, PSP collaborated with WHO to discuss with MPs what could be done about the infectious disease from their perspective, and how best communicate back to the communities. PSP cooperation with UN agencies at the provincial level opened opportunities for them to work again with PAs in the future.

### 6.3. Effectiveness

Overall, the project was very ambitious in the expected results to be achieved. Given the political dynamics in Nepal during the implementation and institutionalisation of federalism, it would have been more prudent for the project to decide on outcomes and outputs that were more likely to be fully achieved. The following sections present the evaluation findings regarding the project’s achievements and results under each output as well as the contributions to outcomes. A four-point rating scale is applied, with 4 (Satisfactory/ Achieved) being the highest and 1 (Unsatisfactory/ Not achieved) the lowest rating.

#### **Outcome: Parliaments in Nepal are effective, accountable, transparent and inclusive**

|                      |  |
|----------------------|--|
| Outcome              | Parliaments at federal and provincial levels in Nepal are effective, accountable, transparent and inclusive                |
| Outcome indicator(s) | Undefined in the PSP Project Document; assuming that project outputs contribute to the achievement of the project outcome. |
| Rating               | 2 = Partially achieved   |

<sup>7</sup> See, UNDP Nepal Country Programme Document (CPD) 2018-2022.

The project under each of the outputs had a number of achievements that will have a lasting impact on the parliaments of Nepal, particularly at the provincial level. However, due to the design flaw of clearly defining the outcome parameters and shortcomings related to the overall achievement of normative standards, the conclusion of this report is that the expected outcome of the project – that the parliaments in Nepal are effective, accountable, transparent, and inclusive – was partially achieved. To substantiate this rating and to provide for a clearer understanding of the project’s contribution to the expected outcome, the following sections review in more detail the four outcome parameters - effectiveness, accountability, transparency, and inclusiveness.

### ***Effectiveness***

According to the Indicators for Democratic Parliaments Based on SDG Targets 16.6 and 16.7 by the Inter-Parliamentary Union, in partnership with eight other partner organisations, including UNDP, an effective parliament is one that:<sup>8</sup>

- Delivers satisfactorily on its core functions of representation, legislation, and oversight, having the legal, administrative, and financial capacity to do so and making use of this capacity in practice.
- Performs adequately as a state (public) institution, having a vision and strategy, managing well its resources (budget and staff) and monitoring its own performance.

As a sub-target “Effective Parliament” is the first element of the SDG target 16.6 (Effective, accountable, and transparent institutions at all levels), adapted to apply to the institution of parliament. “It concerns the core functions and responsibilities of the parliament, whether they be institutional or administrative. Taken together, the indicators in this sub-target constitute the means of assessing the ability of the parliament (its effectiveness) in performing its core responsibilities.”<sup>9</sup>

The project primarily addressed the effectiveness of parliaments under Output 1 and Output 2, and to a lesser extent under Output 3, Output 4, and Output 5. Here, the project contributed to increasing the effectiveness indicators for Parliamentary procedures (dimension of Rules of procedure), Administrative capacity and independence (dimension of Parliamentary administration and human resources management; dimension of Innovation and digital technologies), Law-making (dimension of Legislative procedure; dimension of Legislative drafting; dimension of Post-Legislative Scrutiny), Oversight (dimension of Parliamentary access to information from government), Budget (dimension of Formulation,

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<sup>8</sup> See, Preliminary Indicators for Democratic Parliaments, IPU, 2022, [www.parliamentaryindicators.org](http://www.parliamentaryindicators.org)

<sup>9</sup> See, Sub-target 1: Effective Parliament, Preliminary Indicators for Democratic Parliaments, IPU, 2022. The sub-target both reflects constitutional and legal frameworks, which enable effectiveness, as well as the performance of the legislature in practice. The sub-target covers more indicators and dimensions than any other sub-target because the effectiveness of parliament encompasses so many different aspects of the role and operations of parliament. There is also a close relationship with the other sub-targets as issues such as parliamentary accountability, transparency, responsiveness, representativeness, and others, all contribute to its effectiveness”. The eleven indicators for measuring effective parliament are the following: 1. Parliamentary autonomy; 2. Members of parliament; 3. Parliamentary procedures; 4. Parliamentary organization; 5. Administrative capacity and independence; 6. Law-making; 7. Oversight; 8. Budget; 9. Representational function; 10. Relations of parliament; and 11. Specific state policies.



examination and approval; dimension of PAC), Representational function (dimension of Constituent relations), Relations of parliament (dimension of Subnational parliaments and authorities and local councils and authorities), and Specific state policies (dimension of SDGs and the 2030 Agenda; dimension of Human rights).

However, as a project goal “parliament effectiveness” is very ambitious, with many more institutional and administrative dimensions that need to be considered. Such a goal would take a much greater effort to achieve, since particularly constitutional and legal frameworks are beyond the domain of a parliamentary support project.

The evaluation found that to reach the standard of effective parliaments, the work of the FP and PAs in Nepal still must significantly advance to be effective. Progress has been made over the past years and the UNDP project has contributed to this progress. The project has foremost contributed to the achievement of the sub-targets “Accountable Parliament”, “Transparent Parliament”, and “Inclusive Parliament” of the SDG target 16.6 and SDG target 16.7 (Responsive, inclusive, participatory, and representative parliament).

### ***Accountability***

An accountable parliament is one where the citizens of Nepal can hold the institution to account. At a basic level, any parliament elected through free and fair elections is meeting the accountability standard. However, at a higher level there are other standards of parliamentary accountability as defined by the World Bank and IPU.<sup>10</sup>

An accountable parliament is one that:<sup>11</sup>

- Is ethical, with all MPS upholding standards related to anti-corruption, conflict of interest, lobbying and disclosure of information.
- Serves the public interest and promotes accountability across public institutions and society as a whole through its legislative and oversight functions.
- Is a model of institutional integrity, including with regard to finances, procurement, reporting, and recruitment and management of staff.

The sub-target Accountable Parliament has two corresponding indicators: Parliamentary ethics, and Institutional integrity.

The project mainly addressed the institutional integrity indicator of parliamentary accountability under Output 3 by supporting greater engagement of MPs with citizens through public hearings and consultations. Particularly on the provincial level, the project has been successful to contribute to greater accountability of PAs, for example through the “Meet the Speaker” and “Meet the MPs” outreach initiatives. But the support stopped short of establishing regulations on mandatory public consultations and parliament engagement strategies. By focusing on the sole dimension of Reporting on parliamentary work, the project did not address other dimensions of institutional integrity (i.e. Parliamentary expenditure,

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<sup>10</sup> See, Parliamentary Accountability and Good Governance: A Parliamentarian’s Handbook, World Bank Institute, Washington DC, 2006, <https://www.agora-parl.org/sites/default/files/agora-documents/PC-WBI%20-%20Parliamentary%20Accountability%20and%20Good%20Governance%20-%20EN%20-%20PACE.pdf>

<sup>11</sup> See, Sub-target 2: Accountable Parliament, Preliminary Indicators for Democratic Parliaments, IPU, 2022.

Public procurement, Access to information, Staff recruitment and advancement, Professionalism of parliamentary administration).

The evaluation found that overall, the project contributed little to the establishment of systems (parliamentary policies, procedures, guidelines, and mechanisms) to further entrench institutional integrity or parliamentary ethics at the parliaments in Nepal.

### **Transparency**

According to the Indicators for Democratic Parliaments, a transparent parliament is one that:<sup>12</sup>

- Ensures its work, decisions, procedures and spending are made available to the public, in a timely, understandable and user-friendly manner.

The sub-target Transparent Parliament has three corresponding indicators: Transparency of parliamentary processes; Parliamentary communication; and Access to parliament.

The project addressed various dimensions under each of the indicators for measuring parliamentary transparency. For example, under Transparency of parliamentary processes, the project contributed to greater transparency of parliamentary work by supporting the parliaments to make available information to citizens, civil society organisations, and journalists about the work, decisions, and activities of all aspects of the legislature, from the plenary and committees to international parliamentary relationships and the work of MPs. Under Parliamentary communication, the project supported parliaments in their use of other channels for informing the public, including print media, radio and television broadcasters, internet and social media providers, and mobile device technology platforms. Addressing the indicator of Access to parliament, the project focused on the openness of parliamentary venues and events to citizens. Particularly at the provincial level, the project successfully contributed to greater accountability of PAs through the establishment of routine “Open Houses”.

On transparency, the project has introduced the principles of the Open Parliament Initiative (OPI) to the FP.<sup>13</sup> However, after showing initial interest, the FP as an institution did not further commit to become part of the global initiative. Only some committees used the momentum to increase access to meetings and sharing information on their work. At the provincial level, the project has been more successful, with selected PAs committing to greater transparency through greater access to information, plenaries, and committee meetings. This provincial interest may eventually result in institution-wide systems and infrastructure that will make those institutions more open. But so far, the parliaments of Nepal have not yet met the benchmark of transparency for a parliament.

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<sup>12</sup> See, Sub-target 3: Transparent Parliament, Preliminary Indicators for Democratic Parliaments, IPU, 2022

<sup>13</sup> The OPI is based on a Declaration on Parliamentary Openness first developed in 2012. The principles have several overarching objectives by which all parliaments can measure about openness. These objectives are: 1. Promoting a Culture of Openness; 2. Making Parliamentary Information Transparent; 3. Easing Access to Parliamentary Information; 4. Enabling Electronic Communication of Parliamentary Information. See, <https://openingparliament.org/declaration/>

The evaluation found that although the project made contributions to some of the objectives, parliaments have not met the standard for each of these. In addition, parliaments in Nepal have not yet fully committed to a culture of openness. Until this can be observed and confirmed on an institutional level, the standard expected at the outcome level has not been met.

### ***Inclusiveness***

One of the criteria for a democratic parliament is that it should reflect the diversity of the society and communities that it represents. An inclusive parliament has institutionalised public participation and encourages those voices that are often marginalised to be heard in the work of a parliament. More inclusive parliaments strengthen democracy, promote integration, and prevent conflicts. An inclusive parliament is one that:<sup>14</sup>

- Leaves no one behind.
- Makes laws and holds government to account, taking into consideration the needs and aspirations of all segments of society, including the most vulnerable and those subject to discrimination.
- Reflects the diversity of the communities that it represents in its institutional practices.

The sub-target Inclusive Parliament has three corresponding indicators: Inclusive legislation and oversight; and Inclusive institutional practices.

The project has mainly focused its support on inclusive legislation and oversight under Output 1. It strengthened internal capacity to scrutinize bills and conduct oversight by introducing and supporting the use of different tools to ensure inclusiveness in working processes. Such tools included among others gender mainstreaming, the development of gender-responsive budgets, education of youth, and the promotion of human rights legislation and policies. There is some evidence of the project contributing to establish systems making it mandatory for committees to apply tools and guidelines guaranteeing inclusiveness. Parliaments should conduct their work in a manner that not only promotes inclusiveness but actively encourages public participation. Therefore, parliaments should have procedures, systems, and resources in place to support committees in their efforts to guarantee inclusive participation of those that are not typically engaged.

Under Output 4, the project successfully supported women MPs and MPs from disadvantaged groups to actively engage in parliamentary functions and to interact with women, youth and other disadvantaged groups. The project greatly contributed to the strengthening of capacities of individual MPs and supporting dialogues on women issues through its engagement with the Women and Social Development Committee at the FP and PAs.

The evaluation found that the project contributed little to address the second indicator for ensuring parliamentary inclusiveness. This indicator concerns the inclusiveness of parliament in terms of its institutional practices. It recognizes that, if parliament is to be fully effective

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<sup>14</sup> See, Sub-target 5: Inclusive Parliament, Preliminary Indicators for Democratic Parliaments, IPU, 2022.

executing its mandate, the legislature itself needs to demonstrate inclusiveness in its practices. Therefore, this second indicator covers the diversity of the parliamentary secretariat staff. It specifically addresses issues of gender balance in the composition of the key secretariat personnel. Further, the ability of parliament to make its work inclusive for a diverse community, particularly where there are multiple official languages spoken, is important. Finally, the indicator recognizes the importance of a positive workplace environment where safety, health, and the wellbeing of both MPs and staff, as well as visitors, are ensured.<sup>15</sup>

The project has limited evidence to show that all standards of inclusiveness are so far met by the parliaments of Nepal, despite this being inherently a part of the overall outcome of the project. The evidence is clear that the project focused more on capacity building for inclusive legislation and oversight rather than inclusive institutional practices.

### **Output 1: Effective and participatory Federal Parliament and Provincial Assemblies**

|                      |  |
|----------------------|--|
| Output 1             | Federal Parliament and Provincial Assemblies are effective and participatory   |
| Output indicator 1.1 | Public Accounts Committees (PAC) in federal and provincial assemblies are effective in fulfilling their role in Public Finance Management (PFM), including cooperation with the Office of the Auditor General (OAG) and fiscal commission. |
| Output indicator 1.2 | Number of draft bills and laws scrutinized & oversight of provincial government activities made by PA Committees.  |
| Output indicator 1.3 | Number of draft bills, and laws scrutinized & oversight of federal government activities made by FP thematic committee.  |
| Output indicator 1.4 | FP and PA committees are monitoring the implementation of SDGs.  |
| Rating               | 3 = Mostly achieved  |

The purpose of this output was to enhance the process by which laws are developed and passed by the FP and PAs. The challenge has been that after the new Constitution came into force, parliaments had to pass into law a large number of bills introduced by the government. Parliamentary committees and their MPs were faced with topics they had no or little knowledge of, creating an eminent need for capacity building. The project addressed these challenges under Output 1. A detailed listing of the activities conducted and documentation of the cumulative achievements of each Output Indicator can be found in the Annex PSP RRF Update June 2022. Specifically, the following results are noted:

- Induction of newly elected MPs at the federal and provincial levels has resulted in a reported increase of knowledge about the parliamentary system and skills relevant to their roles;<sup>16</sup>
- Introduction of international best practice of effective law making for MPs and parliamentary committees resulted in a reported better understanding of the role of lawmakers and greater ownership over the law-making process.

<sup>15</sup> See, Sub-target 5: Inclusive Parliament, Preliminary Indicators for Democratic Parliaments, IPU, 2022.

<sup>16</sup> From 2018-2022, the project reached 62% of all MPs and a total of 884 MPs, including 84% of women MPs of a total of 303 women MPs, and 61% MPs from DAGS..

- Technical support to the review of 37 draft laws by FP thematic committees, including engaging the public and public hearings, resulted in better-informed deliberation process and the registration of more amendment requests by MPs.<sup>17</sup>
- Technical and logistics support to the review of 43 bills by PA committees, including public engagement and public hearings, resulted in better-informed feedback from MPs during deliberation and decision-making.<sup>18</sup>
- Introduction to and discussion of the parliamentary Rules of Procedure at the FP and PAs, resulted in a better understanding of the rules of parliament.
- Expert support to the Drafting Committee under the FP Legislative Management Committee to prepare the draft versions of the Rules of Procedure for the FP and PAs resulting in all parliaments later adopting the draft versions as their official rules.
- Support to conducting a parliamentary gender review of draft legislation, resulting in an increased GESI consideration being incorporated in several bills.
- Introduction to the role of parliaments in implementing SDGs, resulting in the establishment of a SDG Resource Centre by the Sustainable Development and Good Governance Committee (SDGGC), and an increased understanding of the mandate of parliaments with regard to SDGs.

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

- Introduction to MPs of an effective oversight methodology based on international best practices, resulting in greater awareness of the benefit of following such practices and the need to introduce such practices in Nepal.
- Introduction of best practices and manual for PACs at the federal and provincial levels to fulfil their role in PFM, resulted in increased knowledge and skill of PAC members
- Capacity building for FP thematic committees monitoring federal government activities in an effective and participatory manner, resulting in improved oversight planning and 55 oversight inquires<sup>19</sup>
- Capacity building for PA committees monitoring provincial government activities in an effective and participatory manner, resulting in 45 oversight inquires<sup>20</sup>
- Technical support of field missions and spot checks by committees in support of their oversight work, resulting in better-informed scrutiny of government activities, as well as recommendations and directives to government<sup>21</sup>;
- Guidelines for scrutinizing government activities through a gender lens, resulted in broader lens of government oversight and the consideration of women's needs
- Policy Dialogues and handbook for parliaments to monitor the government's implementation of the SDGs, resulting in better committee oversight of government activities and the achievement of Nepal's SDG commitments.

<sup>17</sup> During the period 2018 to June 2022. See, PSP Achievements and remaining targets against the RRF, 8 June 2022. In 2018, acts supported at the federal level included among other the Citizenship (Amendment) Act, Social Security Act, Children (Amendment) Act, and Safe Motherhood and Reproductive Health Act.

<sup>18</sup> During the period 2018 to June 2022. See, PSP Achievements and remaining targets against the RRF, 8 June 2022. In 2018, acts supported at the provincial level included the State Irrigation Bill, Provincial Assembly Secretariat Bill, and Province Good Governance Bill.

<sup>19</sup> During the period 2018 to June 2022. See, PSP Achievements and remaining targets against the RRF, 8 June 2022. For example, in 2020, a total of 365 MPs participated in 62 capacity building interventions related to oversight. See, PSP 2020 Annual Progress Report.

<sup>20</sup> During the period 2018 to June 2022. See, PSP Achievements and remaining targets against the RRF, 8 June 2022.

<sup>21</sup> A total of 32 parliamentary oversight missions were conducted by 2019, with a focus on human rights, SDGs and public financial management. See, PSP 2019 Annual Progress Report.

- Introduction of the concept of post-legislative scrutiny (PLS) as a tool of legislative oversight, resulting in working procedures and a committee handbook on PLS for greater awareness of the legislation-cycle and the role of parliament in periodically reviewing legislation, including piloting of PLS on some acts, like the Caste-based Discrimination and Untouchability (Offence and Punishment) Act of 2011, Social Behaviour Reform Act, and Public Procurement Act.

The evaluation found that inductions of MPs and staff to core functions parliament, including roles of key stakeholders in parliamentary business and the role of parliament in the implementation of the SDGs, were much appreciated by the stakeholders. The technical support to specific issues of bills responded to the immediate needs of the parliaments, especially in the first three years of the project.<sup>22</sup> Further, the project 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 the parliamentary secretariats and staff at the federal and provincial level, with committee chairs, and with Speakers and Deputy Speakers at the provincial level.

Support to parliamentary budget oversight on the federal and provincial level has been targeted to engage PACs in seven provinces, promoting transparency and accountability of pandemic-related procurement, as well as conducting oversight of government programmes. For example, project support to budget oversight in Sudurpaschim Province in 2020, resulted in the Auditor General’s Annual Report being tabled for the first time in the assembly for discussion.<sup>23</sup> By 2021, all seven provincial PACs analysed the report of the OAG. However, project engagement with the PAC at the FP has been more limited. Here, the project supported the development of a Management Information System (MIS) for the PAC. The MIS in the form of a website is made publicly accessible. It also contains a section for public feedback, queries and complaints.<sup>24</sup> To further increase the impact at the federal level, an engagement together with other assistance providers on PFM, like the World Bank, could have been explored.

In the first two years, the project exceeded its targeted number of committee oversight inquiries. Although oversight business by committees was reduced in the following years, during the COVID-19 pandemic the project managed to continue its support for strengthening the parliamentary oversight function by successfully aiding virtual oversight activities at both the FP and PAs. For example, in 2020 the project supported the virtual oversight activity of district isolation wards by the Women, Children and Social Justice Committee of the PA in Province 2. The findings of this visit led the committee to issue directives to the provincial government to improve management of the isolation centres.

In addition, relationships with other stakeholders like CSOs and media were successfully leveraged to initiate and support the development of the legislative process to become more open and participatory. Particularly at the provincial level, CSO representatives have been

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<sup>22</sup> From 2021 onward, the changed political context in Nepal resulted in disrupted House sessions and reduced legislative business for committees at both the federal and provincial levels. As a consequence, the project reduced the targets for bill reviews in 2021-2022.

<sup>23</sup> See, PSP 2020 Annual Progress Report.

<sup>24</sup> See, <http://pac.parliament.gov.np/np/reports>

invited to committee meetings and provided input to the deliberation of bills. Hence, the project has been able to successfully contribute to a more effective and participatory FP and PAs.

The demands on the parliaments to quickly deliberate and pass many new laws, capacity shortcomings, and the onset of the COVID-19 crisis, required from the project more than expected a lot of human and financial resources to successfully address all needs in a sustainable way. Peer work and study tours had to be cut during the pandemic impacting on the development and testing of new plans and methodologies for legislation-making and oversight. Despite a general curiosity for new and effective practices at the FP and PAs, and the project making maximum use of its human and financial resources, the project was ultimately limited in providing more hands-on support where project experts utilise the established relationships with committee chairs, committee members, and committee staff to promote the transfer of knowledge and learning to create organisational change.

Based on the activities implemented by the project, it can be concluded that the output was mostly achieved. Aside from the fact that the project achieved all its cumulative output targets under Output 1 (see also Annex on PSP RRF Update June 2022), there is a shortfall related to parliamentary effectiveness that requires excellence in dimensions additional to those addressed by the project (see report section on project Outcome). Further, the evaluation found that successes of piloted work with standing committees and PAs need to be translated into more permanent changes in procedure, processes, and systems to embed the new methodology into the work of committees about legislation-making, oversight, and participation.

**Output 2: Parliamentary secretariats capable and innovative in supporting MPs and committees**

|                      |  |
|----------------------|--|
| Output 2             | Parliamentary secretariats are capable and innovative in their support to MPs and committees   |
| Output indicator 2.1 | PA Staff have capacity to support assemblies and their committees in functioning effectively and in an open and participative manner.  |
| Output indicator 2.2 | FP staff have capacity to support assemblies and their committees in functioning effectively and in an open and participative manner.  |
| Output indicator 2.3 | FP and PA Secretariats have resources and capacity to implement innovative use of ICT for knowledge management and to support in effective, inclusive, and participative committees. |
| Output indicator 2.4 | FP Secretariat promotes coordination and information sharing amongst project partners  |
| Rating               | 3 = Mostly achieved  |

The focus of Output 2 was on the capability and innovation of the parliamentary secretariats to deliver their support to MPs and committees. Secretariats are key to the long-term development of the parliaments, as can be seen in the 2017 parliamentary elections. With over 60% of all HoR members, 85% of those in the NA, and 90% in the PAs new, it is the

parliamentary staff that must uphold the standards and practices of the institution. Secretariat staff are therefore essential for the institutional memory of parliaments.

The project delivered some important activities, resulting in improved capability of secretariat support. A detailed listing of the activities conducted and documentation of the cumulative achievements of each Output Indicator can be found in the Annex PSP RRF Update June 2022. Results noted for this output include:

- Training of secretariat staff at the FP and PAs, including ICT use, resulted in a better understanding about their roles in supporting assembly business, the work of MPs and parliamentary committees;<sup>25</sup>
- Discussion and manual on the organisation of work and reporting for parliamentary committees, resulting in a greater awareness of the need for effective and efficient committee secretariats.
- Development and dissemination of several knowledge products in support of the needs, capacities, and knowledge of secretariat staff.
- Technical equipment supports and user training for Video Conferencing Facilities at all seven provincial PAs resulted in better communication of PAs with their districts coordination committees' offices, especially during the COVID-19 pandemic.
- Financial support for the web portal development of the PAC and SDGGC at the federal level improved the effectiveness of committees and opportunities for participation.
- Initiating and supporting inter-provincial gatherings of all PA Secretaries and FP Secretary General, resulting in establishing an ongoing professional network for consultation and the exchange of best practices.

The project provided significant training, knowledge transfer and capacity development activities for Secretariat staff at all levels. Some of these measures were closely linked to the other outputs of the project. For example, the support to legislation making and oversight work with committees included capacity development for staff working with the committees. Secretariat staff interviewed for the evaluation greatly appreciated the training activities, particularly at the provincial level, where such support has been more urgent due to the new formation of the PAs and their secretariats.

The evaluation team learned from Secretaries interviewed in four PAs (Madesh, Bagmati, Gandaki, Karnali) that because of the good experience with staff capacity development, PAs have allocated budgetary resources to capacity development. From 2020 onward, due to the COVID-19 pandemic lockdown, the project was unable to continue in-person training of staff but instead developed and disseminated several knowledge products for both staff and MPs, like for example Guidelines for Bill Review, Guideline for Parliamentary Oversight from the perspective of inclusion of Gender and Marginalized Groups, or Guideline for the work of PAC Secretariats of FP and PAs.

Most importantly, the project supported PA committee secretariats to institutionalise their planning and reporting system. In 2020, the project supported the development of a draft

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<sup>25</sup> From 2018 to 2022, cumulative 200 staff in PAs and 150 staff at the FP have received training in how to support parliamentary sittings and committee business..



manual on planning and reporting for committees intended to harmonise their internal planning and reporting system. Around 70 staff of PA committee secretariats attended consultations on the practical use of the manual for annual planning and reporting.<sup>26</sup>

Output 2 also included support to parliamentary secretariats in the use of ICT for knowledge management and effective, inclusive, and participative committees. Hence, the project introduced ICT technology to parliamentary secretariats as an important contribution to increase effectiveness. For example, the project supported YouTube broadcast technology in the Sudurpaschim PA and Video Conferencing Facilities (VCF) of the PAs in Gandaki, Karnali, and Sudurpaschim. The VCFs provided particularly useful for linking the assemblies to the provincial government, to communities, but also to the parliament at the federal level. In addition, the project supported the SDG resource centre and web portal at the Sustainable Development and Good Governance Committee (SDGGC).<sup>27</sup>

Yet, the maintenance and sustainability of the SDGGC web portal could not be verified. Project support for the development of an ICT strategy of the parliament secretariat and implementation plan could have incorporated such questions in relation to the portal. Further, despite investments for the use of VCF, the project did not much focus on the overall need for digitization of the parliamentary work in Nepal. The evaluation found that project support has been more ad-hoc and responding to secretariat and committee needs during the COVID-19 pandemic, but for greater sustainability of the assistance, a more strategic approach would have resulted in longer lasting results.

Finally, under Output 2, the project was expected to support the FP in donor coordination and information sharing among project partners. Until the end of the project, only a single donor coordination meeting was held in 2019. Development partners confirmed that no follow-up meeting have taken place since. Despite the FP not seeing donor coordination as a priority, coordination still has its benefits, especially if other partners are working with the same beneficiaries or are engaging in complementary work, like for example providing support to the FP’s Women and Social Development Committee, or other portfolio committees. Coordination can avoid duplication of work and a more efficient use of resources.

### **Output 3: Capacity of parliaments enhanced to be open, interactive, and accountable**

|                      |  |
|----------------------|--|
| Output 3             | Capacity of the FP and PAs is enhanced to be open, interactive, and accountable with citizens  |
| Output indicator 3.1 | PAs establish and implement systems (policies, procedures and mechanisms, interaction platforms, budget allocation, etc.) that promote openness and information sharing with citizens.   |
| Output indicator 3.2 | FP establishes and implements mechanisms (policies, procedures, preparation of guidelines) for routine outreach to citizens and to share (through various media such as YouTube, livestream, internet etc.) information and knowledge with regard to the work of the parliament. |

<sup>26</sup> Orientation on planning and reporting was provided to 25 staff from committees in Sudurpashhim and Karnali Provinces. 45 staff from PA committees were oriented on parliament management. See, PSP Annual Progress Report 2020.

<sup>27</sup> See, UNDP Nepal News, “Making access to SDG data trouble-free”, posted 16 December 2019, <https://www.undp.org/nepal/news/making-access-sdg-data-trouble-free>

|                      |   |
|----------------------|---|
| Output indicator 3.3 | Individual MPs at provincial & federal levels are engaged in a dialogue (face-to-face, radio program, and digital and/or virtual platforms) with citizens on a routine basis. |
| Output indicator 3.4 | PAs operate in an open and accountable manner and in accordance with Open Parliament principles.  |
| Rating               | 2 = Partially achieved  |

This output was focused on the relationship between the FP and PAs and the citizens they are mandated to represent. The goal was to enhance the parliamentary capacities for open, interactive, and accountable institutions, including routine outreach and more effective communication with citizens. In addition, the project focused on enabling the parliaments to offer the public regular opportunities to provide input and engage with the parliaments. A detailed listing of the activities conducted and documentation of the cumulative achievements of each Output Indicator can be found in the Annex PSP RRF Update June 2022. The project was able to contribute to the achievement of certain results, including:

- Project initiated support to establishing systems of good governance and open government at the FP and PAs resulted in greater awareness among MPs about the importance of parliamentary transparency and accountability.
- Introduction of Open Parliament principles to the FP resulted in insufficient interest to adopt the principles and to operate in a more open and accountable manner.<sup>28</sup> At the PAs, introduction of Open Parliament principles resulted in greater interest to adopt such principles and to operate in accordance.
- Support to individual MPs at federal and provincial levels to increase their outreach resulted in greater engagement with citizens through public hearings and consultations, as confirmed by beneficiaries and stakeholders;<sup>29</sup>
- In partnership with the Journalists' Society for Parliamentary Affairs (JSPA) the project engaged journalists from Kathmandu and the provinces on how to cover parliamentary affairs, resulting in reportedly more accurate news on parliamentary work;<sup>30</sup>
- The project supported the "Meet the Speaker" initiative in Karnali, Sudurpaschim, and Lumbini provinces resulting in face-to-face dialogues between the assembly leadership and the public. This initiative has since been adopted as a regular event and funded by resources from the parliamentary budgets.
- In cooperation with CSOs, the project facilitated parliamentary outreach through community radio programmes in all 77 districts, resulting in 100 MPs addressing public concerns and promising actions through informing government authorities during regular committee meetings.

One of the biggest successes under this output has been the introduction and support by the project to the "Meet the Speaker" initiative in Karnali and Sudurpaschim provinces. The two PAs have since made open parliament day a regular event, with Karnali organising open houses twice a month. The initiative also has the potential to serve as a model for citizen engagement in other provinces and at the federal level.

<sup>28</sup> Open Government Partnership - <https://www.opengovpartnership.org>

<sup>29</sup> For example, in 2018, the project facilitated interaction of MPs with 1,805 members of the public. In 2019, the project supported engagement with 1,899 members of the public (25% women and 38% participation of the marginalized community).

<sup>30</sup> During the period 2018 to June 2022, the project engaged 800 journalists through trainings, fellowships, and various programme interventions on how to report in parliament work. See, PSP Achievements and remaining targets against the RRF, 8 June 2022.

In 2020, the project supported three PAs to develop digitalization plans with strategic actions. Still under internal discussion, such plans are an excellent opportunity to guide the development and digital transformation of parliaments. The evaluation found that ICT support from the project and the increasing application of ICT tools has contributed to greater parliamentary efficiency and transparency. In another forward-looking initiative, the project supported PAs to develop Management Information Systems (MIS), including a bill tracking and outreach system and digital communication system. When fully adopted, PA secretariats will be able to more efficiently manage citizen feedback to draft legislation.

However, the evaluation found that the output also had some challenges in supporting the development and implementation of an Open Parliament Action Plan at the FP. Adopting the principles of the Open Government Partnership, that also includes specific commitments for a more open and transparent parliament, has not been a priority of the Government of Nepal. The project introduced open parliament principles to the FP, but development of an open parliament plan was discontinued at the federal level. There has been more interest for parliamentary openness at the provincial level, and future support might be more effective in here.

Based on the activities implemented by the project, it can be concluded that the output was partially achieved. Overall, few actual systems were established at the FP and PAs. It was planned that the project will contribute to the formulation and implementation of parliamentary policies, procedures, guidelines, and mechanisms. Also, a sustainable budget allocation by parliaments for open, interactive, and accountable parliaments had been anticipated in the project document. Further, the sustainability of project activities has been reduced since so far there has been no development, adoption, and implementation of a Public Engagement Strategy and implementation plan. Since development of education material was mostly outsourced by the project, this constituted a missed opportunity to build the internal capacity of the parliaments to develop and design outreach and public education materials.

**Output 4: Enhanced capacity of women MPs and MPs from disadvantaged groups**

|                      |  |
|----------------------|--|
| Output 4             | Capacity of women MPs and MPs (from federal and provincial parliaments) from disadvantaged groups is enhanced to effectively engage with women, youth and other disadvantaged citizens |
| Output indicator 4.2 | Provincial and federal parliament committees are consulting and engaging women in their work on a routine basis.   |
| Output indicator 4.3 | Committees at provincial & federal levels are consulting and engaging in a dialogue with disadvantaged groups on a routine basis.  |
| Output indicator 4.4 | Capacity of women MPs at federal and provincial levels is enhanced to allow for meaningful contributions to parliamentary debates.   |
| Output indicator 4.5 | Capacity of MPs from disadvantaged groups at federal and provincial levels enhanced to allow for meaningful contributions to parliamentary debates.                                    |
| Output indicator 4.6 | Provincial parliament committees are engaging youth for parliamentary debates.   |
| Rating               | 3 = Mostly achieved  |

The purpose of this output was to enhance the capacity of women MPs and MPs from disadvantaged groups to effectively engage with women, youth, and other disadvantaged citizens. As a result of the project interventions, it has been confirmed by beneficiaries and stakeholders, that PA and FP committees have increasingly been consulting and engaging women in their work on a routine basis. The capacity building for women MPs and MPs from marginalized groups strengthened the voice of these groups in parliament, particularly at the provincial level. The project delivered some important activities that contributed to enhancing the capacities of MPs and committees. A detailed listing of the activities conducted and documentation of the cumulative achievements of each Output Indicator can be found in the Annex PSP RRF Update June 2022. Results noted for this output include:

- Technical advocacy and SOP to identify ways of ensuring active participation of women MPs in parliamentary functions for FP and PA committees, resulting in committees consulting and engaging women on a more routine basis.
- Capacity building support and technical advocacy for committee of provincial and federal parliaments, resulting in committees more routinely consulting and engaging in a more regular dialogue with disadvantaged groups.
- The project provided capacity building events and learning opportunities for women MPs at federal and provincial levels, resulting in women MPs being more knowledgeable and more meaningfully contributing to bill deliberations and parliamentary debates.
- The project provided capacity building trainings and learning opportunities for MPs from disadvantaged groups at federal and provincial levels, resulting in MPs being more knowledgeable and more meaningfully contributing to parliamentary debates.
- Project support to youth groups to interact with MPs at the FP and PAs resulting in more substantive and timely opportunities for youth to raise their concerns and provide input to parliaments.
- Project support to the development of a GESI checklist resulting in better GESI scrutiny during bill review and parliamentary oversight of GESI issues.
- Youth Parliament Virtual School for youth from three provinces, resulted in 200 youth enhancing their understanding of parliaments, civic engagement, and opportunities to creating youth' civic forums.<sup>31</sup>

The project contributed to the output by focusing support for dialogues on women issues through its engagement with the Women and Social Development Committee at the FP and PAs. In particular, the project enhanced the knowledge of women MPs and provided them with the skills for debating bills. As a result of project support, committees have engaged more MPs from disadvantaged groups in the core parliamentary functions. In 2021, 25% Janajati MPs, 10% Dalit MPs, 24% Madhesh MPs, 2% Muslim MPs out of 500 MPs have been engaging in bill reviews and oversight interactions.<sup>32</sup> Women MPs positively commented on the trainings that they have received through the project, arguing that they gained greater confidence to contribute to the work of committees and to speak-up during plenary sessions. Moreover, MPs from disadvantaged groups commented positively about the learning opportunities that they attended.

<sup>31</sup> The project in partnership with the Association of the Youth Organisation in Nepal (AYON) conducted youth focused activities to make heard the voices of youth in parliamentary process by encouraging their active engagement in parliamentary discourse. One such event was the 2020 Youth Parliament Virtual School introducing the key concepts of parliaments, civic engagement, and opportunities for youth participation. See, PSP 2020 Annual Progress Report.

<sup>32</sup> See, Annex f) Project RRF with progress update.

In 2020, the project introduced women MPs at two PAs to gender-sensitive budgeting (GSB) by analysing budgets and advocating for gender-friendly and inclusive pre-budgeting. By 2021, all seven PAs had been familiarized with the concept and tools of GSB. This resulted in provincial MPs advocating governments during budget sessions to include GRB provisions in programmes and projects.<sup>33</sup>

Women participation on parliamentary committees varies across parliaments in Nepal, with committee hearings still dominated by men. At the FP, women chair roughly half of all committees, but they are not necessarily vocal on women issues. The evaluation found that the project could have utilized more international best practices on how to promote meaningful participation and awareness of women’s perspectives on issues under discussion. It was hoped that project support would be measurable by an increased proportion of women in decision-making positions in public institutions. This was an ambitious target outside the project’s control, and it was revised after the MTR, with the target for 2021 and beyond not set.

Based on the achievement of cumulative targets as measured by the project’s RRF indicators, the evaluation concluded that the output was mostly achieved. The output aimed at more effective engagement with women, youth, and other disadvantaged citizens. Such increase in engagement can be quantitatively measured. For example, it has been observed that women MPs have introduced 80 motions and bill amendments to the HoR in 2019.<sup>34</sup>

However, the impact of greater engagement on new laws and the oversight of government activities is far more difficult to assess. The contributions in these working areas of parliament by women MPs and MPs from disadvantaged groups require a more in-depth assessment. To this end, the project has conducted an analysis of recently passed legislation where selected bills were reviewed and consulted with PSP support. The findings show that from 2019 onward, the feedback derived from consultations and subsequent possibility of incorporation of such feedback into the bills has increased.<sup>35</sup>

**Output 5: Parliaments capacitated to effectively respond to COVID 19 pandemic**

|                      |   |
|----------------------|---|
| Output 5             | Parliament at the federal and provincial levels are capacitated to respond to COVID 19 pandemic effectively |
| Output indicator 5.1 | Percentage of MPs engaged in monitoring government's responses to the COVID 19 through thematic committees. |
| Rating               | 4 = Achieved  |

This output was added in 2020 and focused on improved institutional capacity to effectively respond to the COVID-19 pandemic. One of the goals was to strengthen the ICT of the FP and PAs and to expand the use of VCFs. This approach helped the parliaments to continue their business and strengthen parliamentary outreach during the pandemic, when face-to-face meetings were restricted. A detailed listing of the activities conducted and documentation of the cumulative achievements of the Output Indicator can be found in the Annex PSP RRF

<sup>33</sup> By June 2022, over 90 MPs of all seven PAs have advocated for inclusive and gender-responsive budgeting. See, PSP Achievements and remaining targets against the RRF, 8 June 2022.

<sup>34</sup> See, PSP 2019 Annual Progress Report.

<sup>35</sup> See, “Bills reviewed or consulted by 2022” (updated May 2022), Parliament Support Project, 2022.

Update June 2022. The project was able to contribute to the achievement of certain results, including:

- Virtual training and information sharing on COVID-19 for Speakers and MPs resulted in more knowledgeable legislators on the challenges of the pandemic.
- Support to parliamentary committees for virtual engagement on COVID-19 resulted in better informed committees to oversee the policies and activities of the government.
- Support to the provincial level Finance Committees on the financial impact of the COVID-19 crisis, resulted in better communication about the budget challenges generated by the crisis

In 2020, the project together with experts from the World Health Organisation (WHO) organised a seminar for the Karnali PA on the multiple dimensions of the COVID-19 crisis, including myths, infection trends, vaccinations, latest updates, and the need to prevent social stigma and discrimination against the infected population. Project support became very important during COVID-19 pandemic. It enabled parliament, sessions, and committee meetings to continue. Overall, the project’s quick response in addressing the additional needs caused by the pandemic was appreciated by MPs and parliamentary. As a result of this support, parliamentary committees were able to monitor the government’s response to the COVID-19 pandemic more effectively.

#### 6.4. Efficiency

The project did mostly achieve its cumulative targets under each output. Funds and activities have been delivered in a timely manner. In the first two years of the project period, expenditure closely tracked income, but with the advent of the COVID-19 crisis in 2020, expenditure initially dropped when many activities were cancelled. After re-planning and re-budgeting, project expenditure returned to tracking income until the end of the project period in 2022. Even more so, the evaluation found that within the COVID-19 context the project was able to increase cost efficiency. This has been due to the forced shift from in-person capacity development mode to more virtual and hybrid mode which significantly reduced overhead costs such as travel, accommodation, and allowances.

Overall, the costs estimated, and the final expenditure of funds allocated were reasonable for a project of this type.

**PSP approved annual budget and expenditure<sup>36</sup>**

| <i>Year</i>  | <i>Approved Budget in USD</i> | <i>Expenditure in USD</i> | <i>Expenditure as % Income</i> | <i>Remarks</i> |
|--------------|-------------------------------|---------------------------|--------------------------------|----------------|
| 2018         | 595,927                       | 614,082                   | 103%                           |                |
| 2019         | 1,959,626                     | 1,822,889                 | 93%                            |                |
| 2020         | 847,925                       | 832,472                   | 98%                            |                |
| 2021         | 833,051                       | 823,862                   | 99%                            |                |
| 2022         | 1,082,997                     | 454,896                   | 42%                            | Jan-Jun 2022   |
| <b>Total</b> | <b>5,319,526</b>              | <b>4,548,201</b>          | <b>86%</b>                     |                |

<sup>36</sup> Source: PSP Project 2022.

About the cost allocation, the costs were generally reasonable. Project activities were implemented according to the Annual Work Plans, and funding was used strategically and in accordance with annual project budgets. Resources were appropriately re-allocated in response to the pandemic and in response to strategic opportunities and changing needs because of the changing political context. Until June 2022, output 1 has received the largest share of expenditure, followed by output 4, output 3, output 2, and output 5.

### Project budget and expenditure by output<sup>37</sup>

| <i>Output</i>  | <i>Total Budget<br/>2018-22 in USD</i> | <i>Total Expenditure<br/>2018-22 in USD</i> | <i>Delivery<br/>%</i> |
|--|--|---|-----------------------|
| Output 1: Enhance the capacity of federal and provincial parliaments to be effective and participatory   | 1,551,286                              | 1,377,434                                   | 89%                   |
| Output 2: Enhance the capacity of parliamentary secretariats to be capable and innovative in their support to MPs and committees   | 1,000,776                              | 760,991                                     | 76%                   |
| Output 3: Enhance the capacity of the FP and PAs to be open, interactive and accountable with citizens   | 988,902                                | 802,718                                     | 81%                   |
| Output 4: Build the capacity of women MPs and MPs from disadvantaged groups to be effective and parliaments to routinely engage with women, youth and other disadvantaged citizens | 1,127,323                              | 1,058,326                                   | 94%                   |
| Output 5: Enhance the capacity of parliaments at the federal and provincial levels to routinely respond pandemic in the post COVID 19  | 309,822                                | 274,065                                     | 88%                   |
| Mid-term Review/Final Evaluation   | 67,200                                 | 64,917                                      | 97%                   |
| RRF, GESI Strategy, Knowledge Management and Exit Strategy   | 24,500                                 | 11,385                                      | 46%                   |
| General Management Service   | 249,717                                | 198,365                                     | 79%                   |
| <b>Total</b>   | <b>5,319,526</b>                       | <b>4,548,201</b>                            | <b>86%</b>            |

**Project management:** The project management structures appeared to be efficient for implementing the project and generating the expected results. No delays were reported in the hiring of project staff. During interviews with the project team, UNDP CO, and project stakeholders, no concerns about the project management were raised. The use of mainly local technical specialists was a cost-effective approach. However, there was a need for an international expert to provide technical guidance, international best practice, and overall quality assurance. Such advisory position was not permanent and resulted in less exposure to benchmarks for democratic parliaments, the parliamentary community of practice, and knowledge exchange at the regional and international levels.

<sup>37</sup> Ibid.

**Risk management:** The risk analysis during the design of the project was comprehensive in scope. The evaluation found that the risk management during project implementation was efficient. When new risks were identified during implementation that could threaten achievement of intended results, they were included into the risk log matrix, categorised, rated, and adequately mitigated. This became most evident during the COVID-19 pandemic when the project showed that through its risk mitigation measures it was able to adapt to the changing context and to respond to the newly emerging needs of parliaments, such as virtual meetings.<sup>38</sup>

**Monitoring and Evaluation system:** The project’s monitoring and evaluation system has been in accordance with UNDP programming policies and procedures. Results progress under each output was consistently tracked against the results indicators in the RRF. Here, the project benefitted from the work of its dedicated M&E Officer. Knowledge, good practice, and lessons have been captured regularly and documented in Annual Progress Reports as well as individual documents.<sup>39</sup>

Reporting of annual progress has been consistent and efficient. Comprehensive Annual Progress Reports have been produced and presented to the Project Board and key stakeholders. The Project Board congregated regularly and functioned effectively, providing the necessary approvals and guidance to the project team, including Annual Work Plans and budgets. The evaluation team found the Project Board meeting minutes are sufficiently detailed and show a high degree of engagement with the project. The Board was supportive of the necessary adjustments to the AWP’s and project budgets in response to the COVID-19 pandemic.

In accordance with policies and procedures, a Mid-Term Review of the project was conducted in 2020, and an independent Final Evaluation was commissioned in 2022.

## 6.5. Impact

The impact of development projects usually takes some time to emerge, and parliament support projects are no exception. It may take two to three parliamentary cycles for changes to be institutionalised and become sustainable. The project had some initial institutional impact on parliaments including their secretariats. The project strengthened the functions and capabilities of the FP and the new PAs. Secretariat staff confirmed improved capabilities in the operations of parliamentary committees and parliamentary secretariat support to the work of committees.

Support from the project also improved the ICT infrastructure of the parliaments, the positive impact of which could be seen during the COVID-19 pandemic, when committees were able to remain operational despite lockdowns. The project’s initial impact has been greatest at the provincial level where parliaments are still relatively new, and procedures and work processes are still under development. There were no baselines and project support for sharing best practices and standards impacted all areas of parliamentary work.

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<sup>38</sup> See, for example, “Risk Log Matrix”, PSP 2020 Annual Progress Report.

<sup>39</sup> See, for example, “PSP List of Knowledge Products”, and “PSP Collection of Best Practices”.



At the individual level, the project had an immediate impact through the induction and trainings of MPs and staff. Capacities of beneficiaries - particularly of women MPs and MPs from marginalized groups - were increased, enabling them to immediately translate their new skills into action to better fulfil their duties as parliamentarians. Some newly elected women MPs and MPs at the provincial level had been completely unaware of the parliamentary system, operating rules, and their specific roles in law-making, oversight, and representation. In addition, ICT skills of MPs and staff were also built with support from the project.

The project had several impactful results, but the project design often did not require it to ensure that the results were institutionalised through appropriate systems, procedures, or structural changes. For example, the work with committees on scrutinizing bills, supported MPs and committees to consider gender and social inclusion aspects. However, this support did not generate a commitment by parliament to make such GESI review mandatory during the review of bills. Similarly, the induction of newly elected MPs and the capacity building trainings for MPs and staff used material that was outsourced, or translations of guidelines from elsewhere. Instead, the project design could have included an assistance component for the parliamentary secretariats to develop such material and subsequently update it for future use after upcoming elections.

Other activities and outputs may have an impact soon if the work of the projects can be institutionalised. For example, the draft manual for PA committee secretariats on planning and reporting supported by the project was not officially adopted by PAs, but nonetheless informed committee staff on how to improve committee annual planning, budgeting of activities, and reporting. Also, meetings initiated by the project of FP and PA Secretaries could become routine events in the future. For parliaments, there are great learning benefits of utilising professional networks of Speakers, Secretaries, ICT Managers, Public Engagement Experts, GESI Specialists, etc.

Development partners' support to parliament with a guaranteed impact often includes support to the review and revision of parliamentary the Rules of Procedure. Likewise, the development and implementation of a Strategic Plan or parliamentary reform agenda may result in tangible impact. The PSP provided technical assistance to the Legislative Management Committee on the draft Rules of Procedures. Future consultations on the importance of parliamentary rules as well as a possible review of the experiences with existing rules based on international best practice might be useful. If such way forward can be agreed with the beneficiaries, this can result in useful recommendations for further improvement of the House rules.

## 6.6. Sustainability

Institutional capacity building is a lengthy process that must be continued during successive parliamentary terms. Ensuring sustainability of results and the institutionalisation of mechanisms to provide in-house learning opportunities for MPs and staff must be a priority. With high turnover of MPs after elections, the parliamentary service will be able to build capacities. Professionalism among the support service will be an ongoing asset for parliament.

For some project outputs that could have become sustainable, there is a lack of evidence that the project attempted to build sufficient capacity of the parliament to ensure such sustainability. For example, the induction programme and training material on multiple parliamentary topics - from law-making to oversight and representation duties - were procured from consultants and organisations on behalf of the project. The evaluation found no evidence that the activity included mentoring or coaching as a means of building the capacity of the parliamentary services to develop such programmes and modules in the future.

Despite delivering many positive results, the project at times struggled to institutionalise mechanisms in form of adopted procedures or binding guidelines to guarantee sustainability of the outputs. This was caused by a lack of interest by the parliamentary leadership and capacity within the secretariat to prioritise long-term institutional development over short-term individual capacity building. The evaluation found that at the provincial level, due to the novelty of the Provincial Assemblies, there seemed to be more appetite for engagement on institutional advances than at the FP.

Technical equipment, like VCFs, ICT equipment, and library support provided to the FP and PAs will require routine maintenance in the coming years. It is unclear whether parliaments will provide the necessary budget for doing so. As a start, from around 2022 onward, the project was able to increase the cost-sharing component of activities, with parliaments contributing a larger share of the activity costs. During interviews with several MPs and CSO representatives about the sustainability of the GESI support it was suggested that more synergy was needed among UN agencies, and that a separate GESI-project could be developed for the provincial level, addressing PAs, local government, and CSOs.

In the final year of its implementation, the project drafted a Sustainability Strategy, recognising the fact that “it is important to note that investment for one parliamentary cycle may not institutionalise expected changes as the political landscape remains volatile and it is likely that there will be new parliamentarians stepping in”.<sup>40</sup> The strategy lists a number of contributions it has made to the work of federal and provincial parliaments. However, it remains vague about its approach in consolidating results, and it remains to be seen, how far contributions to “establish a participatory law-making culture” and “creating momenta” for sensitizing MPs on issues of marginalised communities will ultimately result in greater sustainability. Overall, it seems that the project started rather late with a consistent strategy or approach to ensure the projects’ work and results would be sustainable.

## 6.7. GESI

Ensuring gender equality and social inclusion was one of the priorities for designing and implementing the PSP. This has been reflected in a particular project output (Output 4) and accompanying indicators, by the recruitment of a project GESI Officer, and in a dedicated GESI Strategy that ensures a GESI lens is adopted in the design and implementation of activities. The project was firmly committed to enhance gender equality and empowerment of MPs of federal and provincial parliaments, especially women, Dalits, indigenous and other

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<sup>40</sup> See, PSP Sustainability Strategy for 2022.

marginalized members. This GESI support successfully contributed to the creation of an enabling environment for women MPs and MPs from marginalized backgrounds to have their voices heard in and by the parliament.

The evaluation found that the project design was well aligned with the constitution (accepting GESI approach and principle) and Goal 5 of the SDGs: Leaving no one behind. During implementation, the project consistently employed GESI tools ensuring a GESI lens was applied in activity planning and implementation; ensuring a minimum 33% of women MPs and MPs from marginalized groups were represented in all activities; collecting gender disaggregated data as part of routine M&E; and using knowledge products and training materials promoting GESI.

The project annually reviewed its activities from a GESI perspective and used the findings to refine subsequent activities. For example, an internal review of progress on GESI led to greater engagement with the Women and Social Development Committee at the FP and PAs and support of several committee initiatives, like fact-finding visits. The project also expanded its support to build capacity for reviewing bills from a GESI perspective. For example, the project supported the thematic committees of the FP for the PLS on the Caste-based Discrimination and Untouchability (Offense and Punishment) Act which enabled the committee to review and analyse the effectiveness and impact of this law and recommend amendments of the act to the government. Another substantive contribution to gender equality by the project was all parliamentary committees have adopted GESI considerations, and committees now routinely ensure that 50% of their members are women.

Interviews with MPs and staff confirmed that the training of provincial MPs and staff was useful in building a common understanding on how and why to focus on gender equality and social inclusion in law-drafting. Moreover, women MPs in Bagmati and Karnali provinces reported a positive change in attitude and behaviour of senior staff toward women parliamentarians. As a result, women MPs have been more actively participating in assembly sessions and committee meetings. Participants of provincial-level trainings on law-drafting and the law-making process lauded the importance of such activity but pointed out that one session on GESI alone was insufficient for an in-depth discussion of GESI and a human rights-based approach.

Project activities supporting parliamentary oversights on the issues of women, children, elderlies, PWDs and vulnerable groups have created more accountability. Project advocacy at the provincial level on budget bills and the budget process, resulted in more gender-sensitive budgeting and more inclusive pre-budgeting. Future post legislative scrutiny at the FP and PAs is necessary to review the consistency with GESI and human rights instruments.

Parliamentary meetings tend to be dominated by a small number of male MPs and the project tried to ensure that women have a voice. Most women MPs, Dalits and MPs of indigenous communities have limited knowledge about the parliamentary process, including how to speak up and raise issues in parliamentary sessions. During interviews with women MPs and MPs from disadvantaged groups, the respondents stated that the project has been successful to build their confidence. Project activities were found to ensure that women and other marginalised groups can participate fully and have their voices heard and increase their contributions. Women MPs and MPs from marginalised groups sitting on the Women and Children Committee in the FP reported that, through project mentoring, they were able to

improve their negotiation and debate skills and are now more frequently addressing sensitive issues. MPs also reported a need for continued training on the substantive details of GESI policies and on how to overcome challenges.

One of the positive aspects of the project in promoting GESI was engagement with a diverse group of national CSOs that have been working on areas such as youth, disadvantaged groups, indigenous women's rights, Dalit's rights, rights of PWD including mental health problems, LGBTIQ, socio-economic and cultural rights of people, women in the media, and gender-based violence. Activities involving CSOs included capacity building trainings for MPs, inter-provincial exposure visit and experience-sharing, discussions for women MPs and media on how to interact with the media, resulting in more frequent reporting on the GESI issues in the media.

### 6.8. Human rights

The project adopted a human rights-based approach in its programming, which prioritised the needs of disadvantaged groups. In addition, the project has also mainstreamed human rights within the parliament's law-making and oversight functions by introducing and promoting international best practices of parliaments and human rights.

As a result of the contributions by the project, several new laws are reflecting greater alignment with human rights standards. For example, the project collaborated with the UNDP/A2J Project and the National Human Rights Committee (NHRC) to support the formulation of the 2018 Disability Act. Further, also at the federal level, the project supported dialogues and human rights perspective to the review of several bills, including the Safe Motherhood and Reproductive Health Bill, the Social Security Bill, the Citizenship (Amendment) Bill, the Land Use Management Bill, and the National Identity Bill. At the provincial level, among others, the project contributed technical expertise to the deliberation of the Dalit Empowerment Bill of Madhesh Province, the Food Sovereignty Bill of Karnali Province, and the Disaster Management Act of Bagmati Province.

MPs confirmed during interviews, that after receiving capacity training from the project, they can identify gaps and contradictions in draft bills, ensure GESI has been considered, and to normalise the participation of women MPs and MPs from disadvantaged backgrounds in the review process. During interviews MPs have confirmed that they now better understand the linkages between human rights protection and sustainable development through policies, parliamentary oversight and public accountability.

The project also sensitized MPs of the FP and PAs on the United Nations Security Council Resolution 1325 (2000) and 1820 (2008) on Women, Peace and Security (WPS), as well as the government's National Action Plan (NAP). The resolutions provide a number of important operational mandates, with implications for Member States and the entities of the United Nations system. After discussions at the FP, the Women and Social Committee issued a directive to the Government of Nepal to advance the stalled NAP II on the WPS resolutions. The directive includes the call on the Ministry of Home Affairs and the Ministry for Women, Children and Senior Citizens to endorse the NAP II for implementation, and to use the score board for measuring NAP indicators to update the national status.

During the COVID-19 pandemic, the project supported MPs in adopting a human rights perspective in reviewing the government's pandemic response and policies. Further, it facilitated dialogue between MPs and stakeholders on human rights violations against women, girls, children, Dalits, people affected by floods, migrant labour returnees, and quarantine dwellers across the country, which has led to direct action by parliamentary committees. For example, MPs from the FP and PAs have participated in on-site visits to assess the situation, resulting in provincial directives and demands on the government to take action.

The project cooperated with national partner organisations, including Juri-Nepal, Jagaran Media, Mitini Nepal, DNF, NIWF, MAG, KOSISH and other media organizations. The cooperation has been praised by the partners. Further, the project provided meaningful contribution to the media and local communities through the training of women journalists, radio programmes, media training, promoting open parliament, and community dialogue which covered a wide array of human rights-related issues. Project collaboration also involved International Human Rights Day celebrations in 2019, which featured a human rights dialogue among MPs in all seven provinces about the role of federal and provincial level MPs in the implementation of fundamental human rights.

## 6.9. Anti-corruption and environment

### **Anti-corruption**

The project identified anti-corruption as a priority consideration in providing support to parliaments in Nepal. During implementation, capacity trainings and workshops for MPs on good governance and integrity increased awareness of the anti-corruption agenda. As a result of regular exchanges between the Office of the Auditor General (OAG) and parliaments, all seven provincial PACs analysed the 58<sup>th</sup> Report of the OAG focusing on annual reports of provinces, thereby contributing to greater transparency in PFM in the provinces. The committees have committed to a proactive role in maintaining financial good governance.<sup>41</sup> Further, the PLS of the Public Procurement Act and various provincial acts have contributed to identifying gaps and areas for improvement in the implementation of legislation to promote financial accountability and good governance.<sup>42</sup>

The project supports resulted strengthening PACs in good governance, fiscal oversight, and anti-corruption measures. In 2020, the project supported a virtual meeting among PAC Chairpersons and Secretaries from all seven provinces which concluded with a 10-point declaration for addressing accountability and anti-corruption during the COVID-19 pandemic. Although limited to procurement and spending as part of the Government's pandemic response, the initiative helped to highlight possibilities for cooperation and for forging common understanding and goals across provincial PACs on the ongoing fight against corruption.

### **Environment**

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<sup>41</sup> See, PSP 2021 Annual Progress Report.

<sup>42</sup> Ibid.

Climate change and environmental concerns have been at the heart of several project activities. The project drew the attention of MPs and portfolio committees to their need for action on these issues. For example, partnering with UNDP's Environment, Climate Change and Disaster Risk Management Unit, the project organised policy dialogues on climate change and environmental issues for members of the Natural Resource Committee and Fiscal Committee in the FP. Likewise, the dialogue on SDGs, Climate Change and Parliament sensitized over 90 MPs about their role to address the adverse impact of climate change. The project has also assisted parliamentary committees during the deliberation of environment-related legislation at the provincial and federal levels, including the Land Use Act, Forestry Act, and the Environmental Act.

Throughout implementation, the project brought an environmental lens to the oversight work of parliament. As a result, oversight inquiries into climate change and environment increased, and several committee oversight missions addressed environmental issues and SDG 13 on Climate Action.

## 7. Conclusions

When the second phase of the Parliament Support Project commenced in 2018, the timing was right for the kind of intervention that would support the FP and its tasks for passing new legislation as mandated by the new Constitution. In addition, the support provided relevant and timely support to the induction of many newly elected MPs both at the federal and provincial levels, and supported institutional strengthening and parliamentary support services, particularly of the newly established PAs.

The design and implementation of the project was strategically aligned with the SDGs and Nepal's development needs. A flaw in the project design has been the absence of clearly defined outcome parameters and outcome indicators. This prevented the full achievement of outcomes. The evaluation found the project sensitive to gender equality and social inclusion as well as human-rights based approaches to programming. The project's components on Women MPs and MPs from disadvantaged groups, as well as the addition output added in 2020 on COVID-19 related activities in parliament, adequately addressed some of the specific needs within the Nepalese context and mediated the impact of the COVID-19 pandemic.

The project was able to muster significant technical support to the parliaments at the federal and provincial levels, further increasing capacities of MPs and supporting the development of a democratic parliaments. But the project had some challenges to institutionalise the results through viable systems, like procedures, mechanisms, strategies, and internal resource allocations. During this support phase, only a limited number of strategic documents were developed and adopted.

In the final year of its implementation, the project invested solidly in quality assurance. For example, a sustainability strategy was developed and a lessons learnt paper was compiled. The project also conducted an analysis of legislation that had been reviewed and consulted with PSP support. The findings confirm that from 2019 onward, the feedback derived from consultations and subsequent possibility of incorporation of such feedback into the bills has increased.

Throughout its implementation, the project was able to maintain trusted relationships with key actors, including parliamentary and assembly leadership, MPs, secretaries, and staff. Moreover, the relationship and communication with funders and stakeholders was open, comprehensive, and consistent. Coordination with development partners did not go beyond a single official meeting but continued throughout the implementation mainly through informal meetings and communication. For future support to parliaments in Nepal, greater coordination with development partners engaged in parliamentary support is encouraged.

The project well-managed institutional and external risks through continuous contingency planning and adaptive activity development. Overall, the project's quick response in addressing the additional needs caused by the COVID-19 resulted in parliamentary committees to stay operational and able to monitor the government's response to the pandemic more effectively.

## 8. Lessons learnt

This section will draw some lessons learnt from the implementation of the PSP in Nepal. 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.

### ***Promoting ownership***

The excellent relationship of the project with the Secretary General of the Federal Parliament has proven invaluable for the successful and impactful implementation of activities. Only if the support provided is co-owned by UNDP and the parliament, it will be meaningful to its beneficiaries in addressing their needs. At the Project Board level, the interests of the Provincial Assemblies were represented by the Secretary General of the Federal Parliament. For future support to develop into more institutionalised results, a more direct participation of senior representatives from the Provincial Assemblies in annual activity planning could increase ownership.

### ***Scope of the support***

The project outputs and expected project outcome were very broad (like achieving effectiveness, accountability, transparency, and inclusiveness) and therefore faced difficulties during project implementation, especially in a highly politicized context where there was much other pressing business on the parliamentary agenda. The project had its most tangible results where the beneficiaries and stakeholders benefitted individually by increasing their capacities to better fulfil their respective functions. The logical next step is to make these capacity building opportunities sustainable by creating institutional mechanisms, like for example through an in-house training system, a reformed human resource management system, and a work planning system, serving both individual MPs and staff as well as parliamentary committees.

Eventually, a parliament-internal identification of the support needs should lead into the development of a parliament strategic plan for each of the parliaments and assemblies in Nepal, outlining the vision, mission, and strategic objectives of the future institutional

direction. International benchmarks for parliamentary self-assessments are available and UNDP would be ready to assist in their impartial application.

### ***Alignment with benchmarks and indicators***

Successful parliament support needs to find the right balance between local knowledge and international expertise. Further, support needs to rely both on the national legal and policy framework, and on best practices and international benchmarks. The project design stated as primary objective support to the establishment of practices and procedures in the parliaments of Nepal that reflect international best practices about effectiveness, transparency, accountability, and inclusivity. As the capacity assessment of the project rightly concluded, a results-oriented capacity development should include impactful tools, like mentoring/ coaching, knowledge sharing, peer-to-peer support, piloting, and exposure visits.

### ***Media relations***

In the early stages of implementation, the project experienced some unfavourable media reporting of some of its activities. This sensitised the project and UNDP to the fact that media relations must be managed carefully. The project initiated tailor-made trainings for journalists reporting on parliament, and informed national media about the relationship between UNDP and the parliament, as well as on the purpose and relevance of the support project for democratic governance in Nepal.

### ***GESI strategy***

The project successfully combined a top-down strategy within a bottom-up approach to address gender equality and social exclusion, as well as the participation of marginalized women MPs. The project was effective in supporting activities with strong top-down mechanisms, whereas implementing partners employed a bottom-up approach, which included successful use of a community organization pyramid, and allowing stakeholders to collaborate at the local level while remaining connected to Kathmandu.

### ***Planning for sustainability***

The Government of Norway as the main donor and UNDP have invested sizable resources and justifiably expect that the project results and impact be sustained after the ending of the project. This means that parliaments in Nepal should continue to allocate resources that, among others, draft regulations are adopted and enacted, inductions and capacity training continue to be offered to stakeholders, best practices continue to be implemented, and knowledge products such as guidelines will remain accessible after the closing of the project.

For internal budget allocation to happen, support to establishing procedures and mechanisms for institutionalising results must start early. This requires expert discussions and projecting which ideally includes parliamentary decision-makers. One of the ways of planning for sustainability is to draft a “sustainability note” at the very end of the project period. The project has already listed in a paper what it will do until the end of the project to contribute to the sustainability of results.<sup>43</sup> However, the “sustainability note” should list the initiatives

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<sup>43</sup> See, PSP Sustainability Strategy for 2022.



which the parliament or respective assembly will take after closing of the project to oversee the continued application of the knowledge gained through the project.

### ***MEAL practices***

Project investment into Monitoring, Evaluation, Accountability, and Learning (MEAL) activities is crucial, especially in the field at parliament locations. For this to happen, there should be a consistent MEAL mechanism designed in the Project Document. The MEAL implementation should be overseen by a person within the project. Internal learning for project staff and interested stakeholders should be encouraged. The project continuously improved its MEAL mechanism during implementation and therefore was able to adjust its Annual Work Plans following the emergence of external risks.

## 9. Recommendations

Based on the findings of this final evaluation, to further advance towards the goal set by the project, the following are some key recommendations for future course of action:

### ***Recommendation 1: UNDP should continue to support the needs of parliaments in Nepal.***

Strengthening democratic parliaments takes time and a five-year support project, like the PSP, in such short timespan can only address some of the challenges faced by parliament after federalism has been introduced to Nepal. The report found that to achieve the goal UNDP and the project set out to achieve, the parliaments of Nepal will need continued support. UNDP has built trust and good relationships among parliamentary players. The institutionalisation of results for a tangible impact requires continued parliament support at least for another parliamentary cycle.

### ***Recommendation 2: Future parliament support should be based on realistic and achievable outcomes and outputs.***

PSP has provided support for capacity development, oversight and outreach, ICT, and administrative development of the Federal Parliament and Provincial Assemblies. Given resource constraints and country context, future support needs to be targeted at areas that are most strategic for investment. Therefore, to increase the likelihood of achieving outcomes and impact, project design when defining outcome parameters should reference international benchmarks and normative standards for democratic parliaments. Based on the findings of this report, a clear alignment with SDG sub-targets 16.6 and 16.7. is recommended, combined with greater focus on building and strengthening systems like parliamentary procedures, mechanisms, strategies, and internal resource allocations.

### ***Recommendation 3: Support to parliament should be provided on its core relevance to human rights, justice, and the SDGs, and aligned with UN expertise in those areas.***

Particularly at the federal level, but also at the provincial level, targeted committee support should utilise the knowledge of UNDP in synergy with other UN agencies, for example for future legislation related to environment, education, GESI, climate and energy. Support for oversight should focus on plenary discussion and committee utilisation of annual reports by independent commissions, like National Human Rights Commission, National Women

Commission, Commission for the Investigation of Abuse of Authority, Nepal SDG Forum, etc. Considering PSP's lessons in supporting parliamentary committees, providing future support in areas where UN expertise is paramount, will further improve the expertise and effectiveness of committees in law making and oversight. Such targeted support will also respond to the engagement needs voiced by stakeholders.

***Recommendation 4: Technical assistance for improving awareness and bringing about legislation strengthening GESI and women empowerment.***

The evaluation found that expectations remain high towards greater gender equality and social inclusion, particularly among women MPs and CSO representatives. At the provincial level with MPs increasingly aware about GESI and human rights, specific legislation regarding women and gender equality remains limited. Only few policies and guidelines have been issued. PSP activities have increased accountability through parliamentary oversights on the issues of women, children, elderlies, PWDs and vulnerable groups. Project advocacy at the provincial level on budget bills and the budget process, resulted in more gender-sensitive budgeting and more inclusive pre-budgeting. Future post legislative scrutiny at the FP and PAs is recommended to review the consistency with GESI and human rights instruments. PLS findings combined with technical assistance could form the basis for the deliberation of GESI legislation and strategies on women empowerment.

***Recommendation 5: Future support to strengthen parliamentary accountability should include indicators related to parliamentary ethics as well as institutional integrity.***

An accountable parliament is one that is ethical, serves the public interest, and is a model of institutional integrity. Based on the findings of this report, parliamentary accountability is a broad issue, and achieving results requires a comprehensive approach. Future support should focus on the role MPs play in upholding standards, the parliamentary responsibility to uphold accountability across public institutions through oversight, and internal parliamentary integrity with regard to finances, procurement and reporting. Ethics guidelines and the code of conduct for MPs and senior officials should be reviewed and consistently upheld. By addressing these important issues, the support to parliamentary accountability will become more holistic.

***Recommendation 6: Expanding the use of ICT in parliament should be mainstreamed across all future areas of support.***

The COVID-19 pandemic has highlighted the importance of ICT for the operation of parliament. Taking into account the lessons learnt and good experience with ICT so far, an expansion of ICT support to parliaments is recommended. The digitalisation and electronic management of documents will enable the parliament and its committees to operate more effectively, since access to data and information will be faster and more comprehensive. This will accelerate the work of MPs and staff, and also increase transparency and the access to information for stakeholders. Experience from PSP has shown that the digitalisation of planning processes and operations will increase efficiency of secretariat support services.

***Recommendation 7: Future engagement should provide support for more efficient and effective parliamentary support services.***

At the provincial level, since Provincial Assemblies are very young, the need for establishing processes and structures remains high. Such needs have been voiced in interviews with PA Speakers and Secretaries. Also, the evaluation found that since management structures are under development, there is an opportunity to build effective support services from the ground up. Future engagement should therefore focus on the commitment made in the PSP Project Document for scaling-up. Through continuous capacity development of MPs and secretariat staff, the demand for support should be translated into creating structures that will focus on in-house service delivery. To further increase sustainability of interventions, technical support should be offered to strengthen human resources management, continuous learning, and performance reviews. Sponsorship of MPs and staff participating in Professional Development Certificate programmes should be considered.

***Recommendation 8: Public Engagement should be expanded to include more outreach, education, and participation opportunities for communities.***

Despite advances in recent years, public engagement in Nepal remains limited. Globally, UNDP together with its partner IPU has been leading the discussion on public engagement by parliaments. The evaluation found that the purpose of public engagement should be clearly defined in the project design and subsequently in any parliamentary engagement strategies. Outreach and public education tools will be successful when they result in greater public involvement in parliamentary activities and processes, be it through attendance of committee expert consultations, public consultations, town hall meetings with MPs, or the submission of petitions. This way it will increase the relevance for citizens and impact of the tools created. Hence, future support should foster more inclusive engagement leading to broader participation, including attention to closing the feedback cycle with the public.

***Recommendation 9: Greater inter-provincial cooperation through parliament professional networks.***

The evaluation report found that inter-provincial cooperation has been increasing with the support from PSP. Lessons learnt have shown the benefits of such cooperation for the exchange of experience and learning. This offers great potential to for the future. Inter-provincial cooperation, and cooperation between Provincial Assemblies and the Federal Parliament can be further enhanced through parliament professional networks. For example, more interaction and exchange of experience and practice of Speakers, Secretaries, ICT Managers, Public Engagement Experts, GESI working groups, young Members of Parliament. Future support in this field can also draw on international best practice of parliament professional networks. The expanded network structures will enable provinces to provide input to the federal level, and at the same time expand learning opportunities for expert staff.

## Annexes

### a) Evaluation Terms of Reference



## **Terms of Reference Final Evaluation Parliament Support Project – (Phase 2)**

### **1. Background and context**

Nepal became a federal republic from the unitary state promulgating a new constitution in late 2015, and the Constituent Assembly (CA) became the Legislative Parliament (LP). After a series of elections, the constitutional institutions came into existence at all levels of Government. The LP had to develop and revise more than 300 new laws to implement the Constitution smoothly. With these constitutional institutions in place, it is expected that they will play a critical role in implementing the Constitution, the country's commitment to the 2030 agenda and public finance management. Moreover, they are vital for the long-term sustainable development of the country. The United Nations Development Program (UNDP) developed the Parliament Support Project (PSP) to assist the LP in these tasks. The project started on 1 September 2015 and was initially designed to last four years, until December 2019.

The new Constitution mandated the provision of three tiers of Government: federal, provincial and local level, which have been fully operational since 2018. The United Nations and UNDP also introduced its new five years UN Development Assistance Framework 2018-2022 (UNDAF)<sup>44</sup> and the UNDP's Country Program Document 2018-2022 (CPD)<sup>45</sup>.

The scope of the PSP was enhanced in 2018 to accommodate the Federal Parliament and Provincial Assemblies in the changed political and administrative context. Project duration was also prolonged until December 2022.

PSP has continued to respond to the needs of the national and subnational parliaments based on formal and informal feedback and a periodic need assessment. The project has been continuously enhancing the effectiveness of these parliamentary bodies, bringing about necessary institutional reform, and strengthening the capacity of members of parliament (MPs) in reviewing and formulating new policies and laws, performing various oversight functions and representing the interests of the people of Nepal.

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<sup>44</sup> <https://www.np.undp.org/content/dam/nepal/docs/legalframework/UNDAF%202018-2022.pdf>

<sup>45</sup> [https://www.np.undp.org/content/nepal/en/home/library/legal\\_framework/cpd-nepal-2018-to-2022.html](https://www.np.undp.org/content/nepal/en/home/library/legal_framework/cpd-nepal-2018-to-2022.html)

The target groups of the PSP are MPs at the Federal Parliament and Provincial Assemblies and the officials at their secretariats. Similarly, the public, Civil Society Organizations (CSOs) and journalists are the project's stakeholders.

The PSP expects to contribute to achieving Outcome 2 of the UNDAF and UNDP- CPD that envisions: "*By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring the rule of law, social justice and human rights for all particularly for vulnerable people*". These envisaged project outputs and outcomes would finally contribute to one of the four core areas—Governance, Rule of Law and Human Rights—which is an integral part of the Fourteenth and Fifteenth Development Plan of the Government of Nepal; 2030 Agenda for Sustainable Development and Goal 16 of the Sustainable Development Goals (SDGs) in the long run. The project has outlined five major project outputs to achieve its purpose as mentioned below:

*Output 1:* Federal Parliament and Provincial Assemblies are effective and participatory.

*Output 2:* Parliamentary secretariats are capable and innovative in their support to MPs and committees.

*Output 3:* Capacity of the Federal Parliament and Provincial Assemblies is enhanced to be open, interactive and accountable with citizens.

*Output 4:* Capacity of women MPs and MPs (from federal and provincial parliaments) from disadvantaged groups is enhanced to effectively engage with women, youth and other disadvantaged citizens.

*Output 5:* parliament at the federal and provincial levels are capacitated to respond to COVID 19 pandemics effectively.

#### **Implementation approach and key achievements:**

The UNDP implements the PSP under the Direct Implementation Modality (DIM) in partnership with the Federal Parliament and Provincial Assemblies. The project is being guided by its "Theory of Change (TOC)" in terms of achieving the results. Based on the needs of the federal context, PSP has been supporting parliaments to build their capacity in discharging their law making, and oversight and monitoring roles. Project interventions in this regard will include outreach activities, such as public consultations/hearing and dialogues with civil society; revisiting parliament's rules and procedures; and technical support and expert advice to select committees for legislative scrutiny, monitoring and oversight. Similarly, targeted support will be provided to parliamentarians on key themes such as gender and social inclusion, the Sustainable Development Goals, oversight and monitoring, and legislative review/amendment of government proposals through production of knowledge tools, training, peer-to-peer mentoring and coaching, and exposure visits. These interventions will enhance the capacity of parliaments both at federal and provincial levels to respond to the constitutional mandate and in the long run this results that the Federal Parliament and Provincial Assemblies are scrutinising bills and conducting oversight in an effective and participatory manner.

However, the Mid-Term Evaluation carried out in 2020, has also recommended that the "TOC" has to be revised to make the project more realistic in determining output

indicators, including targets for women MPs and MPs from marginalized groups. The project commissioned the review of the TOC by an independent National Consultant and the consultant has reviewed it and submitted the revised version. Regarding the other recommendations including this, the project has made the ‘Evaluation Management Response Plan’ and has regularly been updating. Some of the recommendations have already been implemented and some are going to be completed in 2022.

As noted above, Phase 1 of the PSP project ran from September 2015 to December 2017. Phase 2, the project extension in response to the changed political and pandemic context, is currently ongoing and is expected to end in December 2022. Therefore, the project's final evaluation needs to be done to assess the progress made by the project against its purpose, objectives, and outputs and provide specific recommendations for future course of actions. The final evaluation offers the opportunity to assess the implementation approaches, progress made, and challenges encountered, identify and document the lessons learnt.

The total estimated budget of phase 2 is 5.9 million USD. The final evaluation covers Phase 2, i.e., from January 2018 to December 2022.

The project information is also summarized below.

| PROJECT INFORMATION                           |   |                  |
|---|---|------------------|
| Project/outcome title                         | Parliament Support Project (PSP)  |                  |
| Atlas ID                                      | 00049635  |                  |
| Corporate outcome and output                  | <p>UNDAF/CPD outcome 2: <i>By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring the rule of law, social justice and human rights for all, particularly for vulnerable people</i></p> <p>CPD Output 2.1: <i>National level executive and legislative branches of the Government and commissions have the capacities and tools to implement the Constitution, including peaceful transition to federal structure.</i></p> |                  |
| Country                                       | Nepal   |                  |
| Region  | Asia Pacific  |                  |
| Date project document signed                  | 23 April 2018   |                  |
| Project dates                                 | Start   | Planned end      |
|   | 1 January 2018  | 31 December 2022 |
| Project budget                                | US \$ 5.9 million   |                  |
| Project expenditure at the time of evaluation |   |                  |
| Funding source                                | UNDP and the Government of Norway   |                  |
| Implementing party                            | UNDP Nepal  |                  |

## **COVID-19 situation and its impact in project implementation**

The COVID-19 has been putting forward extraordinary circumstances globally. It has affected each sector of human life. Nepal is not an exception to the situation. Nepal started facing COVID-19 pandemic from early 2020 and passed the first and the second waves of the pandemic in 2020 and 2021 respectively.

Comparatively, the second wave was more infectious, and it resulted in more mortality rate in 2021. Due to the pandemic, large number of MPs and staff of parliaments at federal and provincial level were infected. Besides, project staff, their primary dependents and family members were also infected. Overall, the pandemic has impacted on the implementation project's plan. Moreover, the project had to limit its field activities and movements due to the pandemic and its impact on parliaments and MPs. In some cases, the planned activities like public consultations on bills, in-person training and orientation, public hearing, and parliamentary outreach related activities were either dropped or postponed as per the situation. In both years, the project staff worked from home and followed the virtual mode for meetings and sharing among the team.

With rise in corona infection rate in Nepal, the project started adapting to virtual mode since the second quarter of 2020. It made easy to implement the planned activities on time. The project followed the same modality in 2021 as well. Furthermore, the project adopted flexibility approach and revised the Annual Work Plan to adjust the situation caused by pandemic and implement the activities effectively in the changed scenario. Since 2021, the project started developing its Business Continuity Plan and analyzed the risks, their impact on the project and corresponding mitigation measures. Such practices helped effective planning, making necessary adjustments to the plan as per the changed context. It ensured implementation of the activities on time. All these approaches and adjustive measures taken by the project ensured over 98% of delivery in 2020 and nearly cent percent of delivery in 2021.

Now, Nepal is facing the third wave of pandemic and all 77 districts are affected by the pandemic as of January 18<sup>46</sup>. It has been estimated that infection rate will reach to its climax in Nepal by end of the fourth week of January<sup>47</sup>. This year, the pandemic has created more terror and stress among the MPs and staff of the parliament secretariats<sup>48</sup>. Likewise, some of the project staff, their dependents and family members are also infected with COVID in the third wave. The project has resumed adopting virtual mode and staff have started working from home since the second week of January 2022.

## **2. Purpose and Objectives of the evaluation**

The overall purpose of this final evaluation is to assess the results achieved and lesson learnt by the project. The final evaluation should assess the implementation approaches, results against output targets, contribution to higher level outcome results (changes in

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<sup>46</sup> <https://annapurnapost.com/news/corona-update-3-194457>

<sup>47</sup> <https://www.nepalviews.com/2022/01/19/31736/>

<sup>48</sup> <https://www.onlinekhabar.com/2022/01/1066382>

socio-economic status through the project implementation), and challenges encountered, as well as identify and document the lessons learnt and good practices and make specific recommendations for future course of actions.

The evaluation should primarily focus on the relevance, coherence, effectiveness, efficiency, sustainability and impact of the PSP. Moreover, it should also consider some essential cross-cutting areas such as, human rights, gender equality and social inclusion, anti-corruption and environment.

The evaluation recommendations will be helpful in re-designing future interventions and projects in Nepal. Some of the evaluation results may even be useful in the regional context.

The specific objectives of the evaluation are the following:

- to measure the progress against its purpose, objectives, and outputs.
- to assess the approaches and interventions adopted by the project to achieve the outputs in line with revised Theory of Change.
- to identify and document main project achievements and results and their impact, and lessons learned in order to inform the future course of action.
- to ascertain the relevance, effectiveness, efficiency, coherence and sustainability of the project interventions, including synergies with other UNDP support efforts.
- to analyze the project's contribution on promoting human rights, gender equality and inclusion, and anti-corruption and environment; and
- to review and assess the risks and opportunities (in terms of resource mobilization, synergy and areas of interventions) directly linked to the Project.
- to recommend potential new areas of intervention and approaches in the current context of federalization and in light of Nepal's COVID-19 crisis and socio-economic response efforts.
- to assess effectiveness of COVID-19 response support activities that were woven into the project in response to the first and second wave of COVID-19 in Nepal.

### **3. Scope of the evaluation**

The final evaluation will consider the project's relevance, quality of project design, effectiveness and efficiency of implementation, impact and sustainability of the project. Mainly, the evaluation should cover at least the following areas.

- Relevance of the project: review the progress against its purpose, objectives, and outputs along with project documents such as revised Theory of Change, Results and Resources Framework, M&E framework.
- Effectiveness and efficiency in project implementation: review project's technical as well as operational approaches and deliverables
- Impact of the project: quality of results such as knowledge products developed and utilized, expertise transferred to the target group, partnership and engagement enhanced, the functional efficiency of the target institutions increased.
- Coherence of the project: alignment with UNDP's core documents (e.g., UNDAF, CPD), national priorities (e.g., Nepal's Fourteenth and Fifteenth Plan)
- Sustainability of the project interventions: sustaining the positive impacts of the project interventions beyond the project life.



- Review the project's approaches, in general, and gender equality and social inclusion, with a particular focus on women and marginalized groups.
- Examine external factors beyond the project's control that have affected it negatively or positively and how the project dealt with it.
- Appraise the planning, management and quality assurance mechanism to deliver the project interventions.
- Review the project's coordination and communication process and mechanisms with the stakeholders.
- Assess the management and governing structure of the project and distribution of responsibilities within the given structure and direct implementation modality.
- Review the implementation of Mid-Term Review (MTR) recommendations.

#### 4. Evaluation criteria and guiding questions

The final evaluation will adopt the revised evaluation criteria forwarded by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD)<sup>49</sup> - **Relevance, Effectiveness, Coherence, Efficiency, Impact and Sustainability**. Moreover, additional cross-cutting criteria such as Human Rights, Gender equality and social inclusion and Anti-corruption and environment will also be included. The review team should further refine the guiding questions outlined below and agree with UNDP.

##### 4.1 Relevance

- To what extent were lessons learned from other relevant projects and pertinent recommendations from PSP Mid-Term Review considered in the project's design and adjustments?
- To what extent was the project able to respond to the target group's needs in the changed context?
- To what extent were the project design objectives (inputs, activities, outputs and their indicators) and its theory of change logical and coherent? Did the project contribute to the outcome and output of the CPD?
- How appropriate were the indicators adopted in the project documents/Results Framework in assessing the project progress?
- To what extent did the project contribute meeting the needs of the Federal Parliament and the Provincial Assemblies after their institutional set-up?
- To what extent did the project adapt to the changing contexts of the country's federalization process and the needs of parliamentarians?

##### 4.2 Coherence

- How well did the intervention fit in the changed context?
- To what extent the interventions were coherent with Government's policies?
- To what extent did the intervention address the synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (*Internal coherence*)

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<sup>49</sup> <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

- To what extent the intervention was consistent with other actors' interventions in the same context or adding value to avoid duplication of the efforts? (*External coherence*)

#### **4.3 Effectiveness**

- To what extent did the project contribute to the CPD outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- To what extent were the project outputs achieved? What were the contributing factors in achieving or not achieving the intended outputs?
- How effective had the project been in enhancing the capacity of the federal and provincial parliamentarians and thematic committees?
- To what extent were the project approaches appropriate to achieve the intended long-term results outlined in the project document/result framework (RF)?
- To what extent had stakeholders been involved in project planning and implementation?
- To what extent did the federalization context – including policies and processes – affect the project's overall outcomes, if any? If so, what could have been an alternative course to adopt in such a case?
- How well did the project adapt to changing conditions at various levels, i.e., the target group, at FP and PAs? What adaptation measures and approaches were adopted, and how useful were they?
- To what extent did the project adapt to the needs of different target groups (including the gender and social inclusion aspects) in terms of capacity building and participation?
- To what extent did the project bridge the capacity gap between the federal and provincial parliaments?

#### **4.4 Efficiency**

- To what extent was the existing project management structure appropriate and efficient in generating the expected results?
- To what extent had the project implementation strategy and execution been efficient and cost-effective? What cost effectiveness measures had the project adopted?
- Had resources (funds, human resources, time, expertise, etc.) been allocated strategically and delivered on time to achieve outcomes?

#### **4.5 Impact**

- To what extent the project outputs were achieved and contributed to achieving outcome level results?
- Did the project outputs generate any significant unintended higher-level effects? What actions need to be carried out in future to manage the impact of such unintended outcome (if there is any)?

#### **4.6 Sustainability**

- To what extent did the project interventions contribute towards sustaining the knowledge, practices and approaches in the parliamentary system?

- To what extent do the implementing partners (FP and PAs) own the project's interventions and are committed to continuing them?
- What could be potential new areas of work and innovative measures for sustaining the results?
- To what extent had lessons learned been documented by the project team continually? To what extent did the project make necessary changes based on lessons learned?
- Did the project work on its exit strategies and sustainability to smoothly phase out after its term? Is there a need for any further intervention or support to ensure the sustainable impact of the project?

#### **4.7 Human rights**

- To what extent had Dalit, ethnic, physically challenged, women and other disadvantaged and marginalized groups benefitted from the project's work and with what impact?

#### **4.8 Gender equality and Social Inclusion**

- To what extent had gender equality and the empowerment of women MPs and MPs from marginalized groups been addressed in the project's design, implementation, and monitoring?
- Was the gender marker data assigned to this project representative of reality?
- To what extent had the project promoted positive changes in women and marginalized groups including persons with disabilities? Were there any unintended effects?

#### **4.9 Anti-Corruption and Environment**

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation? What proportion of the beneficiaries of the project were persons with disabilities?
- To what extent had the project contributed to strengthening the parliamentary committees' oversight function on anti-corruption and good governance issues?
- To what extent had the project contributed to achieving SDGs, particularly on environment protection and climate change actions?

### **5. Methodology**

The evaluation methods provided here are indicative only. The evaluation team should review the methodology and propose the final methods and data collection tools for their inception report. The method and tools should be context-sensitive and adequately address the issues of gender and marginalized/vulnerable groups. The evaluation should adopt a mixed approach by integrating qualitative and quantitative tools and techniques for the data collection and analysis. The focus, however, should be on qualitative assessment to enrich the raw data collection and develop more insight into the project's accomplishments and lessons learned. The evaluation stages include (i) desk review (ii) prepare inception report (iii) field visits to project's provinces (iv) data analysis and

interpretation and (v) evaluation report writing and finalization. The final evaluation should build upon the available project documents, field visits, interviews and discussions, which would provide an opportunity for more in-depth analysis and understanding of the PSP project. The evaluation team is expected to frame the evaluation using relevance, coherence, effectiveness, efficiency, impact and sustainability criteria.

The evaluation team must provide evidence-based information that is credible, reliable and useful. The evaluation team should follow a participatory and consultative approach ensuring close engagement with government counterparts, project team, UNDP Country Office and critical stakeholders. Thus, the evaluator is expected to work closely with the UNDP Country team during evaluation adopting the following approaches.

### **5.1. Document review**

The final evaluation team should review the project-related documents such as the project document, theory of change and result framework, annual and quarterly progress reports, annual work plans, project board meeting minutes, monitoring reports, publications, strategic documents, policies, and other documents that the team considers useful for the evaluation.

### **5.2. Semi-structured interviews and Focus Group Discussion**

The evaluation team should develop a semi-structured interview questionnaire and conduct in-depth interviews with selected MPs of the Federal Parliament and PA members (from four provinces to capture various diversities). The evaluation team should also interview key officials from FP and PAs and its secretariat, donor community and representatives of CSOs. Besides, the evaluators should also carry out Focus Group Discussion (FGD) with the representatives of stakeholders.

### **5.3. Field visit**

The evaluation team should visit selected four provinces and conduct discussions with MPs, Secretariat staff and communities. The team should conduct at least one separate discussion with women MPs and MPs from marginalized groups to ascertain the gender equality and social inclusion-related results and approaches.

### **5.4. Others**

The evaluation team should organize briefing and debriefing sessions with UNDP, the project team, and other partners. The evaluation team should ensure triangulation of the various data sources to maximize the validity and reliability of data.

The final methodological approach, including interview schedule, consultations, evaluation matrix and data to be used in the evaluation, should be clearly outlined in the inception report and thoroughly discussed and agreed with UNDP. The evaluation team should select the respondents using an appropriate sampling technique. While selecting the respondents, the review team should ensure gender balance and inclusivity.

## **6. Expected Results/Deliverables**

The evaluation team should submit the following deliverables:

| <b>Key deliverables</b>  | <b>Timeline</b>                                       | <b>Remarks</b>  |
|--|---|---|
| <ul style="list-style-type: none"> <li>• <b>Inception report</b> detailing the reviewer’s understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be evaluated. The inception report should also include a proposed schedule of tasks, evaluation tools, activities, and deliverables.</li> <li>• <b>Evaluation matrix</b> that includes key criteria, indicators, and questions to capture and assess them.</li> </ul>             | 6 days after signing the contract                     | Evaluation Manager should approve the inception report along with evaluation matrix   |
| <ul style="list-style-type: none"> <li>• <b>Evaluation debriefing</b>- immediately after completion of data collection, the evaluator should provide preliminary debriefing and findings to the UNDP</li> </ul>  | After completion of the data collection               |   |
| <ul style="list-style-type: none"> <li>• <b>Draft Evaluation report</b> for review and comments</li> </ul>   | 7 days after completion of data collection            | Evaluation manager should share the draft report with relevant stakeholders and provide consolidated feedback to the evaluator. |
| <ul style="list-style-type: none"> <li>• <b>Final report</b> within stipulated timeline with sufficient detail and quality by incorporating feedback from the concerned parties.</li> <li>• <b>Evaluation Audit Trail</b> – The comments on the draft report and changes by the evaluator in response to them should be retained by the consultant to show how the comments were addressed.</li> <li>• An <b>exit presentation</b> on findings and recommendations.</li> </ul> | 5 days after receiving the comments from stakeholders | Final Report will be signed off by DRR  |

## 7. Team composition and required competencies

The evaluation team will consist of three consultants, including one international consultant as the team leader and two as a national team member and GESI expert. The team composition will be gender-balanced to the extent possible. In any way, the team members involved in the design, management or implementation or advising any aspect of the intervention that is the subject of the evaluation will not be qualified. UNDP CO will select the evaluation team. The three consultants are expected to work as a team under the leadership of international consultant. In case of difference of opinion, the international consultant will make the final decision.

### 7.1 International consultant (team leader)

Working days: 30 (50% could be home-based)

Roles and responsibilities:

S/he will be responsible for taking charge of the whole evaluation of the project and taking care of the overall quality and timely submission of the report. Specifically, the international consultant (Team leader) will have the following roles and responsibilities:

- Overall lead and manage the final evaluation mission
- Review of relevant documents and finalize the evaluation methods, scope and data collection and analysis instruments
- Guide the national team members in designing the data collection tools and data gathering process
- Conduct evaluation adhering to the Code-of-Conduct of UNDP Evaluation
- Maintain the confidentiality of the information and data congregated during the evaluation process
- Consult with key persons of national partners and relevant international development partners, including donors
- Contribute to and ensure the overall quality of the outputs and final report ensuring the triangulation of the findings, obtaining strong evidence for the analysis of information from multiple sources
- Provide strategic guidance and inputs to the national consultants in drafting the report
- Share the key findings of the review with the concerned stakeholders
- Incorporate the comments and feedback of the stakeholders in the draft report to finalize it and submit the final report to UNDP within the stipulated timeline

**Qualification and Competencies:** At least Master's degree in law, political science, international relations or any other relevant subjects with working experience of more than ten years in Parliamentary system and/or governance. S/he should have demonstrated experiences of leading similar kinds of evaluations of development projects and programs in conflict and/or post-conflict contexts; knowledge and experience of gender-sensitive evaluations; excellent analytical and report writing skills, knowledge of the political context in regional and national context and excellent English language writing skills.

## **6.2. National consultant 1 (team member)**

Working days: 25

Roles and responsibilities:

The national consultant will be responsible for reviewing documents, collecting data and information from different sources, analyzing the progress, issues and challenges, providing inputs in drafting the report with the guidance of the Team Leader. Specifically, the national consultant will have the following roles and responsibilities:

- Gather and review relevant documents
- Provide inputs to the team leader in designing the evaluation, including methodologies and data collection instruments
- Conduct evaluation adhering to the Code-of-Conduct of UNDP Evaluation
- Maintain the confidentiality of the information and data congregated during the evaluation process
- Conduct field visits in selected provinces and conduct interviews with the selected target groups, partners and stakeholders

- Facilitate stakeholders' discussion and focus groups on collecting, collating and synthesizing information (both in Kathmandu and provinces)
  - Analyze the data and support the team leader in preparing a draft report as per division of work among the team
  - Assist the team leader in finalizing the report and sharing it with stakeholders
- **Qualification and Competencies:** At least Master's degrees in Law, Political Science or any other relevant subjects with working experience of more than five years in a parliamentary system, governance; demonstrated experience of conducting similar evaluations of development projects and programs; Adequate knowledge on gender and human rights issues; strong analytical and report writing skills; knowledge of the political context of Nepal and having strong knowledge and skills in different data collection and analysis methods; as well as strong oral and written English skills.

### 6.3 National consultant (GESI Expert)

Working days: 25

Roles and responsibilities:

The GESI Expert will be responsible for reviewing documents, collecting data and information from different sources, analyzing them from the GESI perspective. The consultant will be responsible for analyzing the degree to which program design and interventions have addressed the needs of women and traditionally excluded groups; ensure that gender and social inclusion dimensions are incorporated into all steps of the inquiry, analysis and evaluation reporting. Specifically, the GESI Expert will have the following roles and responsibilities:

- Reviewing documents, analyzing the progress, issues and challenges, draft selected chapters of the evaluation report as assigned by the Team Leader with GESI analysis
- Follow and ensure the detailed scope and methodology for the report
- Analyze an impact of the program design and interventions regarding the needs of women and traditionally excluded groups
- Ensure that gender and social inclusion dimensions are incorporated into all steps of the inquiry, analysis and evaluation reporting
- Conduct evaluation adhering to the Code-of-Conduct of UNDP Evaluation
- Maintain the confidentiality of the information and data congregated during the evaluation process
- Provide inputs to the team leader in designing the evaluation, including methodologies and data collection instruments
- Conduct interviews with the selected target group, partners and stakeholders
- Facilitate stakeholders' discussion and focus groups on collecting, collating and synthesizing information (both in Kathmandu and provinces)
- Analyze the data and support the team leader in preparing a draft report as per division of work among the team
- Assist the team leader in finalizing the report and sharing it with stakeholders

- **Qualification and Competencies:** At least Master's degrees in Law, Political Science or any other relevant subjects with working experience of more than five years in a parliamentary system, governance; demonstrated experience of conducting and/or engaging similar evaluations of development projects and programs; Adequate knowledge on gender and human rights issues; strong analytical and report writing skills; knowledge of the political context of Nepal and having strong knowledge and skills in different data collection and analysis methods; as well as strong oral and written English skills.

## **8. Evaluation Ethics**

This evaluation will be conducted in accordance with the principles outlined in the UNEG' Ethical Guidelines for Evaluation'. The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing data collection and reporting on data. The consultant must ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of expected sources of information. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

Consultants will be held to the highest ethical standards and must sign a Code of Conduct upon acceptance of the assignment.

## **9. Implementation arrangements**

The principal responsibility for managing this final evaluation resides with the UNDP CO in Nepal. The UNDP CO will contract the consultants and ensure the logistic arrangements within the country for the evaluation team. The Evaluation Manager will assure smooth, quality and independent implementation of the final evaluation with needful guidance from UNDP's Senior Management.

The Project Team will be responsible for providing the required information, furnishing documents for review to the evaluation team under the leadership of the Portfolio Manager. They will also be responsible for the final evaluation's logistic arrangements, setting up stakeholder interviews, arranging consultations, coordinating with the Government, etc.

After signing the contract, key project documents will be sent to the evaluation team. The team should review the relevant documents and share the draft inception report before the commencement of the field mission or data collection. The team should revise the methodology, data collection tools and review questions. The final methodology and instruments should be proposed in the inception report, including the evaluation schedule and evaluation matrix that guides the final evaluation's overall implementation.

UNDP will brief the evaluation team upon arrival on the final evaluation's objectives, purpose, and output. An oral debriefing in-country by the evaluation team on the



proposed work plan and methodology will be done and approved prior to the commencement of the evaluation process.

The final evaluation will remain fully independent. A mission wrap-up meeting during which comments from participants will be noted for incorporation in the final report.

The team leader will maintain all the communication through Evaluation Manager. The Evaluation Manager should clear each step of the evaluation.

## 10. Timeframe

The draft division of time among team members is given in below table. The consultants are expected to work in parallel as a team and the total of estimated persons days to complete the MTR should not exceed 80 days (30 days for lead consultant and 25 days each for national consultant and GESI expert).

| Deliverables/ Outputs  | Estimated Person days to complete the activities | 1 Lead Consultant (30 days) | 1 National Consultant (25 days) | 1 National Consultant-GESI (20 days) |
|--|--|-----------------------------|---------------------------------|--------------------------------------|
| Desk review and analysis   | 6 days   | 2                           | 2                               | 2                                    |
| MTR inception report (including final methodology, data collection tools and questions, proposed schedules, evaluation matrix etc) | 10 days  | 4                           | 3                               | 3                                    |
| Interviews and analysis  | 36 days  | 10                          | 13                              | 13                                   |
| Draft report preparation   | 13 days  | 7                           | 3                               | 3                                    |
| Debrief/Final presentation on draft findings and recommendations to the management   | 3 days   | 1                           | 1                               | 1                                    |
| Incorporate the comments and finalize the Report   | 12 days  | 6                           | 3                               | 3                                    |
| <b>Total</b>   | <b>80 Days</b>                                   | <b>30</b>                   | <b>25</b>                       | <b>25</b>                            |

## 10. Use of final evaluation results

The findings of this final evaluation will be used to analyze the lessons learned and the way forward for the future design of the next phase of this project (if need be) and similar projects. Therefore, the final evaluation report should provide critical findings and recommendations for future interventions.

## 11. Application submission process and criteria for selection

It will be mentioned in the Individual Consultant selection criteria.

## 12. Annexes<sup>50</sup>

- a. Relevant Documents: Project Document (both first phase and second phase), Mid-Term Review Report, multi-year work plan, Annual Work Plans 2018 to 2022, Project Progress Reports of 2018 to 2021, Financial Reports, Technical Needs Assessment Report, Organizational Structure, Knowledge products of PSP etc.
- b. List of key agencies, stakeholders and partners for review
  - UNDP**
    - UNDP Senior Management, Advisors and Portfolio Managers
    - PSP Project Manager and other Project Managers as needed
  - Stakeholders:**
    - International development partners
    - Project donor and other donors
    - Parliamentarian Experts
    - Parliament members and officials
  - Implementing Partners**
    - Federal Parliament and Provincial Assemblies representatives and government officials
    - Civil society organizations and media
- c. Inception Report Contents Outline
- d. Review matrix
- e. Format of the review report
- f. Evaluation Audit Trial Form
- g. Code of Conduct

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<sup>50</sup> These documents will be provided after signing of the contract.

b) Evaluation matrix

| Relevant evaluation criteria | Key questions  | Specific sub questions   | Data source  | Data collection methods/tools  | Indicators/success standard            | Methods for data analysis                   |
|------------------------------|--|--|--|--|--|---|
| Relevance                    | To what extent did the project meet the needs of the Federal Parliament and the Provincial Assemblies? | Were the objectives and expected results of the project aligned with the priorities of the parliament considering the recent developments? | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD). Qualitative metrics. Mid-Term Review Report. Key project beneficiaries. | Document analysis. Interviews with projects' experts. Interviews with key project beneficiaries. | As stated in the RRF and M&E framework | Stories of change. Most significant change. |
|                              |  | To what extent did the project adopt the recommendations from the project Mid-Term Review?   | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD). Qualitative metrics. MTR Report. Key project beneficiaries.             | Document analysis. Interviews with projects' experts. Interviews with key project beneficiaries. | As stated in the RRF and M&E framework | Document analysis<br>Stories of change.     |

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|  |  | To what extent did the project respond to the target group's needs (including gender and social inclusion) in the changed context? | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD).<br>Qualitative metrics.<br>MTR Report.<br>Key project beneficiaries. | Document analysis.<br>Interviews with projects' experts.<br>Interviews with key project beneficiaries. | As stated in the RRF and M&E framework | Stories of change.<br>Most significant change.                      |
|  |  | To what extent were the project objectives and the Theory of Change logical and coherent?  | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD).<br>Qualitative metrics.<br>MTR Report.<br>Key project beneficiaries. | Document analysis.<br>Interviews with projects' experts.<br>Interviews with key project beneficiaries. | As stated in the RRF and M&E framework | Document analysis<br>Stories of change.                             |
|  |  | To what extent did the project contribute to the outcomes of the CPD?  | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD).  | Document analysis.<br>Interviews with projects' experts.<br>Interviews with senior UNDP staff.         | As stated in the RRF and M&E framework | Document analysis<br>Stories of change.<br>Most significant change. |

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|           |  |   | Qualitative metrics.<br>MTR Report.<br>Key project beneficiaries.   |  |   |   |
|           |  | To what extent did the actions of the project consider the available capacities within the Federal Parliament and Provincial Assemblies, as well as available resources for parliamentary reform? | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD).<br>Qualitative metrics.<br>MTR Report.<br>Key project beneficiaries. | Document analysis.<br>Interviews with projects' experts.<br>Interviews with key project beneficiaries. | As stated in the RRF and M&E framework                            | Document analysis<br>Situation analysis.<br>Stories of change.    |
| Coherence | To what extent was the project aligned with national development priorities, country programme outputs and outcomes, and the SDGs? | Did the project correspondent to the evolving needs and constraints of the Federal Parliament, the Provincial Assemblies, and their beneficiaries?  | Feedback from senior beneficiaries.<br>Feedback from experts.   | Document analysis.<br>Interviews with senior beneficiaries.<br>Interviews with experts.                | In accordance with the needs and expectations of beneficiaries.   | Situation analysis.<br>Analysis of feedback.                      |
|           |  | Was the project's implementation based on the key requirements for  | Feedback from senior beneficiaries.   | Document analysis.   | In accordance with international best practice and benchmarks for | Document analysis<br>Situation analysis.<br>Analysis of feedback. |

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|  |  | institution building and policy support (clear strategy, implementation plan, coordination framework, clear leadership, regular monitoring)?                    | Feedback from experts.  | Interviews with senior beneficiaries.<br>Interviews with experts.  | parliamentary support.   |   |
|  |  | Did the project ensure coherence and complementarity with other UNDP projects and the work of other UN agencies? (internal coherence)                           | Feedback from CO staff, other UNDP projects, other UN agencies.         | Document analysis.<br>Interviews with CO staff.<br>Interviews with other UNDP projects.<br>Interviews with other UN agencies.                | In accordance with the expectations of UNDP CO and UN agencies.                                | Situation analysis.<br>Analysis of feedback |
|  |  | Did the project ensure coherence and complementarity with other donor interventions (including USAID) and the work of other organisations? (external coherence) | Feedback from CO staff, other donors and organisations active in Nepal. | Document analysis.<br>Interviews with CO staff.<br>Interviews with donors in Nepal.<br>Interviews with international organisations in Nepal. | In accordance with the expectations of UNDP CO, donors, and other international organisations. | Situation analysis.<br>Analysis of feedback |

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| Effectiveness | To what extent did the project contribute to the goal of parliaments at federal and provincial levels in Nepal being effective, accountable, transparent, and inclusive? | To what extent did the project contribute to the UNDAF outcome, CPD output, and SDGs?  | Project documentation, including internal UNDP monitoring and evaluation (of project and CPD). Qualitative metrics. | Document analysis. Interviews with UNDP CO staff.                                       | As stated in the RRF and M&E framework | Document analysis. Stories of change. Most significant change. |
|               |  | To what extent were the project outputs achieved? What were the contributing factors in achieving or not achieving the intended outputs? | Project documentation. Key project beneficiaries.   | Document analysis. Interviews with project staff. Interviews with senior beneficiaries. | As stated in the RRF and M&E framework | Stories of change. Most significant change.                    |
|               |  | How effective was the project in enhancing the capacities of members and staff at the Federal Parliament and Provincial Assemblies?      | Project documentation. Key project beneficiaries.   | Document analysis. Interviews with project staff. Interviews with senior beneficiaries. | As stated in the RRF and M&E framework | Document analysis. Stories of change. Most significant change. |
|               |  | How effective was the project in improving the   | Project documentation.  | Document analysis.  | As stated in the RRF and M&E framework | Document analysis. Stories of change.                          |

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|  |  | working processes and procedures at the secretariats and committees of the Federal Parliament and Provincial Assemblies?  | Key project beneficiaries.                           | Interviews with project staff.<br>Interviews with senior beneficiaries.                       |  | Most significant change.   |
|  |  | How well did the project address the needs of different target groups (including women, youth, and minorities) in terms of capacity building and participation?<br>What have been the supporting factors? | Project documentation.<br>Key project beneficiaries. | Document analysis.<br>Interviews with project staff.<br>Interviews with senior beneficiaries. | As stated in the RRF and M&E framework | Document analysis.<br>Stories of change.<br>Most significant change. |
|  |  | How well did the project adapt to changing conditions, challenges, and the Covid-19 pandemic?<br>What adaptation measures were adopted?   | Project documentation.<br>Key project beneficiaries. | Document analysis.<br>Interviews with project staff.<br>Interviews with senior beneficiaries. | As stated in the RRF and M&E framework | Document analysis.<br>Stories of change.                             |



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| Efficiency | To what extent was the management structure of the project efficient to generate the expected results? | To what extent were the project's resources used to address inequalities in general, and gender issues in particular?                   | Feedback from UNDP CO.<br>Feedback from beneficiaries and partners  | Project documentation.<br>Interviews with project staff.<br>Interviews with senior beneficiaries. | Annual Work Plans.<br>Annual Progress Reports. | Analysis of documents and feedback. |
|            |  | Were the project activities implemented according to the work plan and budget breakdown?  | Project documentation.<br>Percentage or delivery rate for each output on annual basis.                    | Project documentation.<br>Interviews with project staff.  | Annual Work Plans.<br>Annual Progress Reports. | Analysis of documents and feedback. |
|            |  | Were project resources allocated strategically and in the most efficient way compared to alternatives (sub-contract, consultant, etc.)? | Project documentation.<br>Comparison of project implementation efficiency compared to similar projects.   | Project documentation, including internal UNDP M&E.<br>Interviews with project staff.             | Annual Work Plans.<br>Annual Progress Reports. | Analysis of documents and feedback. |
|            |  | To what extent did the project adopt cost efficiency measures like cost sharing by the main beneficiaries or partners?                  | Feedback from the UNDP CO.<br>Feedback from beneficiaries (FP/PAs).<br>Feedback from partners (other UNDP | Project documentation.<br>Interviews with UNDP CO and project staff.                              | Annual Work Plans.<br>Annual Progress Reports. | Analysis of documents and feedback. |

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|        |   |  | projects/UN agencies).   |   |  |  |
|        |   | Did the activities demonstrate flexibility and proactivity in adapting their implementation logic and approaches due to a changing political and policy environment? | Number of adjustments/ amendments to the project document, RRF, AWP, or activity ToRs.                                 | Project documentation. Interviews with project staff and beneficiaries. | ProDoc and RRF Annual Work Plans. Annual Progress Reports. | Analysis of documents and feedback.                            |
| Impact | Did the project contribute to long-term intended results (expected impact)? | Did the project outputs generate any significant higher-level effects? What factors are hindering their achievement?   | Legislative changes as a result of project's interventions. Procedural changes as a result of project's interventions. | Project documentation. Interviews with project staff and experts.       | As stated in the RRF and M&E framework                     | Document analysis. Stories of change. Most significant change. |
|        |   | Will the project's actions contribute to the expected impact in the coming years?  | Pending legislative, policy, procedure, and administrative changes based on project's interventions.                   | Project documentation. Interviews with project staff and experts.       | As stated in the RRF and M&E framework                     | Document analysis. Stories of change.                          |
|        |   | Did the project make an early  | Parliament reports.  | Project documentation.  | As stated in the RRF and M&E framework                     | Document analysis. Stories of change.                          |

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|                |  | impact on institutional set-up of the Federal Parliament and Provincial Assemblies and their Secretariats?   | Feedback from stakeholders.   | Interviews with stakeholders.   |  | Most significant change.                 |
|                |  | Were there unintended (positive or negative) effects of assistance in implementing the project?  | Evidence of unintended effects of project implementation.   | Project documentation. Interviews with project staff.   | As stated in the RRF and M&E framework                         | Document analysis. Stories of change.    |
| Sustainability | Were the project's results institutionalised (Standing Orders, legal framework, strategies, etc.) by the Federal Parliament and Provincial Assemblies? | To what extent will the project interventions contribute towards sustaining the knowledge, practices, and systems in the Federal Parliament and Provincial Assemblies? | Number of project interventions that resulted in permanent institutional reform within FP/PAs. Feedback from beneficiaries. | Project documentation including internal UNDP M&E. Parliament reports. Interviews with beneficiaries. | In accordance with the expectations of UNDP and beneficiaries. | Situation analysis. Analysis of feedback |
|                |  | To what extent will financial and human resources be available to sustain the  | Parliamentary budget adjustments. Parliamentary staff number adjustments.   | Project documentation including internal UNDP M&E.  | In accordance with the expectations of beneficiaries.          | Situation analysis. Analysis of feedback |

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|                      |  | benefits achieved by the project?   | Feedback from beneficiaries.  | Parliament staffing reports and budgets.<br>Interviews with beneficiaries.  |   |  |
|                      |  | To what extent are lessons learned being documented by the project continually?   | Reporting from project team.  | Annual Progress Reports.<br>Interviews with project staff.                  | In accordance with the expectations of UNDP CO.                 | Document analysis.<br>Analysis of feedback                           |
|                      |  | To what extent will women and vulnerable people benefit from the project interventions in the long term?  | Reporting from project team.<br>Feedback from beneficiaries and stakeholders.                   | Annual Progress Reports.<br>Interviews with beneficiaries and stakeholders. | In accordance with the needs and expectations of beneficiaries. | Document analysis.<br>Analysis of feedback                           |
| Cross-cutting issues | To what extent were cross-cutting issues addressed by the project (gender, marginalised groups, human rights, anti-corruption, environmental factors)? | GESI: To what extent did the project promote positive changes among women and marginalised groups, including persons with disabilities? Where there any unintended effects? | Project documentation, including UNDP internal M&E.<br>Feedback from key project beneficiaries. | Annual Progress Reports.<br>Interviews with beneficiaries and stakeholders. | As stated in the RRF and M&E framework                          | Document analysis.<br>Stories of change.<br>Most significant change. |
|                      |  | Human rights: To what extent have Dalit, ethnic, physically   | Project documentation, including UNDP internal M&E.   | Annual Progress Reports.  | In accordance with the needs and expectations of beneficiaries. | Document analysis.<br>Stories of change.                             |

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|  |  | challenged, women and other disadvantaged and marginalised groups benefitted from the work of the project and with what impact?                           | Feedback from key project beneficiaries and partners.                            | Interviews with beneficiaries and partners.            |   |                                       |
|  |  | Anti-corruption: To what extent has the project contributed to strengthening the parliamentary oversight on anti-corruption measures and good governance? | Project documentation. Feedback from UNDP CO, UN agencies, and key stakeholders. | Annual Progress Reports. Interviews with stakeholders. | In accordance with UN and stakeholder expectations. | Document analysis. Stories of change. |
|  |  | Environment: To what extent has the project contributed to achieving SDGs, particularly on environment protection and climate change actions?             | Project documentation. Feedback from UNDP CO, UN agencies, and key stakeholders. | Annual Progress Reports. Interviews with stakeholders. | In accordance with UN and stakeholder expectations. | Document analysis. Stories of change. |

### c) List of interviewees

#### **UNDP Country Office, UNDP Projects and UN agencies**

1. Ms. Ayshanie Labe, UNDP Resident Representative
2. Mr. Bernardo Cocco, UNDP Deputy Resident Representative,
3. Mr. Vijaya Singh, UNDP Policy Advisor
4. Ms. Binda Magar, UNDP GESI Advisor/Governance Advisor
5. Ms. Kalpana Sarkar, UNDP Portfolio Manager
6. Mr. Tek Tamata, UNDP Portfolio Manager
7. Mr. Dinesh Bista, UNDP Evaluation Manager
8. Mr. Basant Adhikari, NPM, UNDP/A2J
9. Ms. Nikila Shrestha, GESI & Outreach Advisor, UNDP/ESP
10. Mr. Gopi Krishna Khanal, NPD UNDP/PLGSP
11. Ms. Ananda Saru Magar, Project Director, Karnali Province, UNDP/PLGSP
12. Ms. Aruna Thapa, Programme Policy Officer, WFP Karnali
13. Dr. Dipendra Gautam, National Professional Officer, WHO

#### **Parliament Support Project**

14. Mr. Raj Bahadur Shrestha, Project Manager
15. Mr. Dila Datt Pant, Team Leader, Outreach and Communication
16. Mr. Yam Bahadur Kisan, Team Leader, Parliamentary Affairs
17. Ms. Bibesika Bhurtel, M&E Officer
18. Ms. Bhawani Thapaliya, GESI Officer
19. Mr. Bed Dhakal, Communication and Reporting Officer
20. Mr. Bitu Babu Shreevastav, Parliament Affairs Officer, Madhesh PA
21. Ms. Kyarina Shrestha, Parliament Affairs Officer, Karnali PA

#### **Donor community and development partners supporting parliaments in Nepal**

22. Mrs. Dagny Mjøs, Head of Development Cooperation, Norwegian Embassy
23. Mr. Raj Kumar Dhungana, Governance Advisor, Norwegian Embassy
24. Mr. Ramesh Adhikari, Election, Legislative, and Political Advisor, USAID Nepal
25. Mr. Parshuram Upadhyay, Senior Governance Advisor, The Asia Foundation
26. Mr. Dinesh Wagle, Country Representative, Westminster Foundation for Democracy

#### **National Assembly**

27. Hon. Prasuram Meghi Gurung, former chair (sitting chair vacant), Legislative Management Committee
28. Hon. Ram Narayan Bidari, former chair (sitting chair vacant), Delegated Legislation and Government's Assurance Committee
29. Hon. Asha Kumari BK

## **House of Representatives**

30. Hon. Krishna Bhakta Pokharel, Law, Justice and Human Rights Committee
31. Hon. Niru Devi Pal, Chair, Women and Social Committee
32. Hon. Pushpa Bhushal, MP
33. Hon. Laxmi Pariyar, MP

## **Federal Parliament Secretariat**

34. Dr. Bharat Raj Gautam, Secretary General, Federal Parliament
35. Mr. Manohar Bhattarai, Retired Secretary-General, Federal Parliament
36. Mr. Gopal Nath Yogi, Secretary, House of Representative
37. Mr. Rajendra Phuyal, Secretary, National Assembly
38. Mr. Dhurbha P. Ghimire, Secretariat Secretary
39. Mr. Roj Nath Pandey, Spokesperson
40. Mr. Sudarshan Khadka, Secretariat Secretary
41. Mr. Laxman Aryal, Secretary, Committee for Law, Justice and Human Rights

## **Madhesh Provincial Assembly**

42. Hon. Saroj Kumar Yadav, Speaker
43. Mr. Manish Kumar Suman, PA Member
44. Mr. Prameshwor Shah, PA Member
45. Mrs. Sarada Thapa, PA Member
46. Mr. Jainial Rai, PA Member

## **Secretariat Madhesh PA**

47. Mr. Ranjit Kumar Yadav, PA Secretary
48. Mr. Dharbendra Karna, ICT Expert

## **Bagmati Provincial Assembly**

49. Hon. Sanu Kumar Shrestha, Speaker
50. Hon. Radhika Tamang, Deputy Speaker
51. Ms. Juneli Shrestha, PA member
52. Ms. Bijaya KC, PA Member
53. Mr. Narayan Bahadur Silwal, PA Member
54. Mr. Nunche Narayan Shrestha, PA Member
55. Mr. Sares Nepal, PA Member
56. Ms. Rita Maghi, PA Member

## **Secretariat Bagmati PA**

57. Mr. Krishna Hari Khadka, PA Secretary

### **Gandaki Provincial Assembly**

58. Hon. Netra Nath Adhikari, Speaker
59. Hon. Srijana Sharma, Deputy Speaker
60. Mr. Roshan Bahadur Gaha, PA Member
61. Mr. Dipak Koirala, Economic and Development Committee
62. Mrs. Omkala Gautam, PA Member
63. Mrs. Juna Nepali, PA Member
64. Mrs. Mina Gurung, PA Member
65. Mrs. Piyari Thapa, PA Member
66. Mrs. Lalitkala Gurung, PA Member
67. Mrs. Mana Kumari Gurung, Member
68. Hon. Kopila Bohora, PA Member
69. Mr. Manibhadra Sharma Kandel, Minister of Tourism

### **Secretariat Gandaki PA**

70. Mr. Hari Raj Pokharel, PA Secretary
71. Mr. Kumar Rijal, Legal Officer
72. Mr. Jitendra Jang KC, Under Secretary
73. Ms. Chandra Kala Basnet, Computer Officer
74. Mr. Bishnu Prasad Paudel, Administrative Officer
75. Mr. Ghanashyam Pandey

### **Karnali PA**

76. Hon. Raj Bahadur Shahi, Speaker
77. Hon. Puspa Ghatri Bista, Deputy Speaker
78. Mr. Jiwan Bahadur Shahi, Chief Minister
79. Hon. Karbir Shahi, Public Accounts Committee
80. Hon. Devi Oli, Social Development Committee
81. Mrs. Jhowa VK., PA Member
82. Mr. Karbir Shahi, PA Member
83. Mrs. Krishna Shah, PA Member
84. Mr. Gulab Jang Shah, PA Member
85. Mr. Dala Rawal, PA Member
86. Hon. Meena Sing Rathal, PA Member

### **Secretariat Karnali PA**

87. See, List of participants of FGD with PA Secretariat staff in Karnali

### **CSOs and Media (for additional CSOs, see Annex on the List of FGDs to be conducted)**

88. Mr. Janardan Baral, SEJON Media



89. Mr. Krishna Sapkota, Centre for Rule of Law
90. Mr. Saroj Dahal, Online Media
91. Mr. Mohan Acharya, Juri Nepal

**PSP Consultants**

92. Mr. Kevin Deveaux
93. Mr. Khim Lal Devkota
94. Mr. Janak Raj Joshi
95. Mr. Mohan Lal Acharya
96. Mr. Bhavanath Dahal
97. Mr. Uttam Uprety

#### d) List of FGDs conducted

The evaluation team conducted two FGDs: one with the representatives of stakeholders in Kathmandu; and a second one with PA Secretariat staff in Karnali Province. The participants of the FGDs were as follows:

##### **FGD 1 with representatives of stakeholders in Kathmandu**

1. Mr. Eman Sunar, Dalit NGO Federation (DNF)
2. Amit Tamang, National Indigenous Women Forum (NIWF)
3. Kamala BK, Jagaran Media Nepal
4. Sarita KC, Mitini Nepal
5. Bishnu Pokhrel, Juri-Nepal
6. Kewal Shrestha, Association of Youth Organizations Nepal (AYON)
7. Nirmala Acharya, Working Women Journalist (WWJ)
8. Amika Rajthala, Working Women Journalist (WWJ)
9. Tara Nath Dahal, Freedom Forum
10. Deepak Acharya, ACORAB
11. Nisha Bastakoti, Media House
12. Sanjay Raj Neupane, KOSISH

##### **FGD 2 with PA Secretariat staff in Karnali Province**

1. Mr. Jib Raj Budhathoki, PA Secretary
2. Mr. Madan Khadka, Legal Officer
3. Mr. Prakash Paudel, Computer Officer
4. Mr. Mr. Padam Jaisi
5. Mrs. Sita Kandel
6. Mrs. Kalpana Gouli,
7. Mr. Lok Prasad Dhakal,
8. Mr. Upendra Gurung
9. Mr. Sajendra Poudel
10. Mrs. Bhavana Bista
11. Mr. Santab Sing Rathour

## e) List of documents reviewed

### **Project design and planning documents**

- Needs Assessment Report of PAs (July 2018)
- Need Assessment of PAs of Province 1, 2, 3 and Gandaki (2019)
- Mapping of Actors in Parliamentary Development in Nepal
- Project Documents (2018, 2019)
- Results and Resources Framework
- Results Resource Framework (Revised Version 2021)
- Achievements and remaining targets against the RRF (June 2022)
- Annual Work Plans (2018, 2019, 2020, 2021, 2022)
- PSP Contingency Plan (July to December 2021)
- PSP Business Continuity Plan (Third Revision October 2021)

### **Project regular reports**

- Annual Progress Reports (2018, 2019, 2020, 2021)
- First Quarter Progress Report 2022
- Minutes of Project Board Meetings (2018, 2019, 2020, 2021)
- Mid-term Review Report 2020
- Collection of Best Practices 2022

### **Other PSP documents**

- PSP Factsheet 2021
- PSP GESI Strategy 2019-2022
- PSP M&E Strategy
- PSP Sustainability Strategy 2022

### **Knowledge Products**

- Information Booklet for Provincial Assembly Members (2016)
- Information Booklet for Members of the Federal Parliament (2016)
- Law-making Handbook (2017)
- Legislative Management Committee: from Legislation to PLS (2019)
- Guideline for Bill Review (2020)
- Open Parliament: Open Government (2019)
- Guideline for the work of PAC Secretariats of FP and PA (2020)
- Role of Legislature and the Executive in Implementing Fundamental Rights (2019)
- Guidelines for Parliamentary Oversight from the perspective of inclusion of Gender and Marginalized Groups/Community (2020)
- Whip System: Concepts and Practices, a comparative study of whip system of Nepal with reference to other countries (2021)

## **UN and UNDP Documents**

- United Nations Development Assistance Framework 2018-2022
- Country Programme Document: Nepal, 2018-2022
- Independent Country Programme Evaluation: Nepal, April 2022

## **Other documents**

- Rules of Procedure, National Assembly of Nepal (in Nepalese)
- Rules of Procedure, House of Representatives of Nepal (in Nepalese)
- Digitalization Plan of Federal Parliament
- Outreach Action Plan
- Mitini Nepal Report 2019
- AYON Report 2019
- NHRC Provincial Outreach Report
- Nepal National Governance Survey 2017/18, Nepal Administrative Staff College
- A Survey of the Nepali People in 2017, The Asia Foundation
- A Survey of the Nepali People in 2018, The Asia Foundation
- A Survey of the Nepali People in 2020, School of Arts, Kathmandu University, Interdisciplinary Analysts, and The Asia Foundation

f) Project RRF with progress update

Updated June 8, 2022

Achievements and remaining targets against the Results Resource Framework of the project

| Output statement   | Output indicator   | Cumulative targets | Cumulative Achievements | Cumulative achievements narrative (2018-2022 June)   |
|--|--|--------------------|-------------------------|--|
| <p><b>Output 1.</b> Federal Parliament and Provincial Assemblies are effective and participatory</p> | <p>1.1 Public Accounts Committees (PAC) in federal and provincial assemblies are effective in fulfilling their role in Public Finance Management (PFM), including cooperation with the Office of the Auditor General (OAG) and fiscal commission</p> <p>Indicator: # of PACs routinely engage the OAG as part of timely reporting on PFM</p> | 8 PACs             | 8 PACs                  | <ul style="list-style-type: none"> <li>• Orientations to all PA PACs on Financial Discipline, PACs Role and Responsibility, Public Account Arrears etc.</li> <li>• Regular engagement of PAs PACs on 56<sup>th</sup>, 57<sup>th</sup>, and 58<sup>th</sup> report of the OAG has established cooperation between these agencies and MPs are committed to instructing the government for solving the financial arrears. The PACS's follow-up to governments on settling arrears are expected to enhance PACs' role in PFM and the Institutionalization of this practice for PFM and good governance. For example: after the discussion on AG's report, the Bagmati PA PAC call concerned government authorities for their clarifications on arrears<sup>51</sup>.</li> <li>• Yearly Interactions facilitated between OAG &amp; PACs leading to regular communication and developed coordination.</li> <li>• The PACs oversights have resulted in directives.</li> <li>• An MIS developed for FP PAC to track arrears developed.</li> <li>• Provincial PACs held intra-state meetings for knowledge management.</li> <li>• Provincial PACs issued 10-points agreement to curb corruption and financial irregularities amid COVID-19.</li> <li>• MIS for PA PACs (Karnali, Sudur and Province 2)</li> <li>• Checklists on "Public Audit Arrears base on AG's Report" is developed and disseminated to committees.</li> <li>• The LMC<sup>52</sup> of the FP commissioned the PLS on Public Procurement Act. After the PLS, the LMC with its report has asked the government to work on improving Public Procurement Act in different areas including the expansion of the scope of work of the Procurement Monitoring Office (PMO), streamlining the procurement by introducing a centralized system and provisioning for no-cost extension in case of service providers' delay at work etc.</li> <li>• The legislative assessment of the laws related to fiscal transfer management, and good governance sheds light on how the enacted laws have reinforced the issues of anti-corruption and good governance and also suggested the committees on areas of amendments of acts.</li> <li>• An MIS for FP PAC in the form of PAC website is made publicly accessible. It also contains a section for public feedback, queries and complaints. <a href="http://pac.parliament.gov.np/np/reports">http://pac.parliament.gov.np/np/reports</a></li> </ul> |

<sup>51</sup> <https://provincialassembly.bagamati.gov.np/publication/mirror-view/5>

<sup>52</sup> Legislative management Committee

|  |   |  |  |   |
|--|---|--|--|---|
|  |   |  |  | <ul style="list-style-type: none"> <li>A total of 60 MPs (21 women) of PACs increased their know-how on scrutinizing OAG report and developed their understanding on international best practices of audits and PACs (2021)</li> <li>Orientations to all PA PACs on Financial Discipline, PACs Role and Responsibility, Public Account Arrears etc. (2019,2020)</li> <li>Respective bills are reviewed by experts with the perspective of anti-corruption and financial good governance.</li> </ul> |
| 1.2 Number of draft bills and laws scrutinized & oversight of provincial government activities made by PA Committees       | Drat Laws (DL)=39, Oversight Inquiries (OI)=40<br>Baseline=0      | DL= 43; OI=45                                  | <ul style="list-style-type: none"> <li><b>DL= 43; OI=45</b> completed with PSP's support and in collaboration with thematic committees.</li> <li>Committees have included and also committed to incorporating experts' feedback on bills</li> <li>It was noted that some 15 feedbacks per bill in an average were submitted in these bills and over 60 feedbacks incorporated in endorsed bills. In 2020 only, 6 endorsed bills have incorporated 25 feedbacks of experts. In 2021, For example, after the discussion on the Media Bill of Lumbini PA, the MPs have committed to direct the government to bring a revised version of the Bill with the inclusion of suggestions from stakeholders.</li> <li>Committees have started the culture of bill review, and allocated budget for consultations and review of bills.</li> <li>Oversights have resulted into recommendations and directives to the governments. Parliamentary committees carried out oversights (problems of disaster-affected people; human rights of disadvantaged groups; effectiveness of government employment programs; and budget analysis from the SDG perspectives, issues of migrant workers, issues of most disadvantaged groups, etc) and their immediate directives have contributed to making the governments responsive and accountable.</li> <li>PA committees have monitored provincial governments' activities via in-person and digital means.</li> <li>Legislative assessment of 25 provincial laws helped thematic committees to identify gaps and contradictions in relation to the Constitution, federal laws and international legal instruments and suggested areas for amendments.</li> <li>The research and review report on "Functional experience of parliamentary committees of Provincial Assemblies in the past three and half years" explores lessons learned of committees in areas of law-making, oversight, outreach, parliamentary openness, and use of ICT.</li> </ul> |   |
| 1.3 Number of draft bills, and laws scrutinized & oversight of Federal government activities made by FP Thematic Committee | DL: 37 (incl. Baseline=2 3)<br>PLS=6<br>OI=45(incl. Baseline=1 4) | DL=37 (23+14); PLS= 5; OI=55 (14+41) completed | <ul style="list-style-type: none"> <li><b>DL=37 (23+14); PLS= 5; OI=55 (14+41)</b> completed with PSP's support and in collaboration with thematic committees.</li> <li>The review of Bills concluded for the promotion of human rights of the women, and other marginalized groups. Endorsed bills have incorporated Expert's feedback.</li> <li>Committees continued scrutiny of laws. PSP has started this support from 2019.</li> <li>The LJHRC<sup>53</sup> has endorsed the final report on the PLS of Caste-Based Discrimination and Untouchability Act and recommended the federal government for its amendment.</li> <li>The Legislative Management Committee of NA has endorsed the study report on the Social Reform Act 1976 for which the project supported the committee in 2019.</li> </ul>   |   |

<sup>53</sup> Law, Justice and Human Rights Committee

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|  |  |              |              | <ul style="list-style-type: none"> <li>• The DMGAC<sup>54</sup> of the National Assembly has developed a "Model Bill on Delegated Legislation" and submitted it to the concerned ministry for further adoption and introducing it as a Government Bill. PSP's together with Access to Justice(A2J) supported this bill.</li> <li>• The LJHRC of the HOR commissioned Post Legislative Scrutiny (PLS) of federal laws (Crime related to Rape, Clause 219, Chapter 18 of Criminal Code 2017) and collected feedback on the PLS report which has suggested 19 points recommendations and the committee is planning to submit the report to the government. Among those, also includes the recommendation on amending the statute of limitation on rape case, which is a debated issue in 2022.</li> <li>• The LMC of the FP has endorsed the final report of the PLS and recommended the government for legal reformation in several areas of public procurement. It also pointed out flaws and suggested the government in many areas of legal drafting.</li> <li>• The PLS on the Domestic Violence act 2009 has commenced in collaboration with LJHRC of FP.</li> <li>• Review the 5th National Human Rights Action Plan (2020-2025) of the Government resulted into a 11-page recommendation to the NHRC.</li> <li>• The parliamentary leaderships exchanged their learning and experiences on overall parliamentary business through visits and interactions. Interprovincial Speakers' and MPs' visit to provinces and dialogue on best practices.</li> <li>• The Speakers and Deputy Speakers Meet, initiated by PSP in 2018, has been take forward. In 2020, the Federal Parliament took forward the legacy and organized "Speakers and deputy speakers' meet". This has institutionalized the culture of strengthening coordination among the Heads of Legislative Bodies. In 2022 as well it concluded with follow- up of previous declarations with a commitment to bring uniform parliamentary and secretariat practices for effective parliamentary functions.</li> </ul> |
|  | <p>1.4 Federal Parliament &amp; Provincial Assembly committees are monitoring the implementation of SDG</p> <p>Indicator: # of Committee integrate SDG monitoring into its oversight mission and reports</p> | 5 committees | 6 Committees | <ul style="list-style-type: none"> <li>• SDG monitoring has been integrated in committees' (SDGGC<sup>55</sup>, LJHRC, LMC, SDC<sup>56</sup>, WCSJC<sup>57</sup>, FDNRC<sup>58</sup>) Natural Resource Committee oversights. For example, the committees have monitored issues related to rights of migrant returnee workers; human rights issues of deprived communities (Badi community; Freed bonded labors); and fundamental rights of Nomadic Raute community; among others.</li> <li>• The SDGGC of NA provided several recommendations to the government after series of policy oversights.</li> <li>• SDGs Monitoring Checklist in form of a handbook is endorsed by the Committee. It is expected to ease the committee's monitoring and reporting.</li> <li>• SDG policy dialogues provided informed inputs to committees for their view on SDG agendas and national status.</li> <li>• A multi-sectoral oversight event with OAG, PMO Office, NPC, and Accounts Comptroller facilitated resulting into initiation of discussion on bringing budget code from SDG perspectives.</li> <li>• Orientation on SDG conducted to MPs in all 7 PAs (2019)</li> </ul>   |

<sup>54</sup> Delegated Management and Government Assurance Committee

<sup>55</sup> Sustainable Development and Good Governance Committee of FP

<sup>56</sup> Social Development Committee in Karnali and Sudurpaschim PAs

<sup>57</sup> Women Children Social Justice Committee, Madhesh PA

<sup>58</sup> Finance, Development and Natural Resource Committees (related committees)

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| <p><b>Output 2:</b><br/>Parliamentary secretariats are capable and innovative in their support to MPs and committees</p> | <p>2.1 PA Staff have capacity to support assemblies and their committees in functioning effectively and in an open and participative manner.</p> <p>Indictor: % of staff in capacity enhancement</p>                | <p>50 %</p> | <p>&gt;50%<sup>59</sup></p> | <p>PSP contributed to enhancing the capacity of over 140 staff (10% women) through series of orientations, interactions, workshops, and training. As a result, their understanding level and competencies have increased in law making, oversights, knowledge management and service delivery to their respective committees.</p> <ul style="list-style-type: none"> <li>• Secretariats commenced and practiced inter-province sharing meeting via. virtual means. Inter-provincial secretariat sharing initiated.</li> <li>• Staff developed their professional skills in effective execution of OAG report and financial oversight; ICT and digital communications skills; knowledge management and practices; facilitation and negotiation ICT tools, Youtube, Website, VCF and parliamentary functions, Annual Report, management skills among others</li> <li>• PAs have been resourced with the virtual communication technology; Secretariats have led the meetings.</li> <li>• Inter-provincial secretariat sharing continued and proved to be a learning platform for Provincial Assemblies.</li> <li>• PAs , that have been resourced with the virtual communication technology, are using it and secretariats have been facilitating virtual meetings and programs for MPs and committees.</li> <li>• Public survey application developed for Lumbini PA and is ready to be used while discussing the bills in the committee.</li> <li>• PAs allocated budgets for staff capacity development</li> <li>• With insights on MIS, secretariats motivated towards the archival of secretariat documents in digitized form. PAs allocating budgets for their servers for document managements.</li> </ul> |
|  | <p>2.2 Federal Parliament staff have capacity to support assemblies and their committees in functioning effectively and in an open and participative manner</p> <p>Indictor: % of staff in capacity enhancement</p> | <p>38 %</p> | <p>&gt;38%<sup>60</sup></p> | <ul style="list-style-type: none"> <li>• PSP contributed to enhancing the capacity of over 120 staff (10% women) through series of orientations, interactions, workshops, and training.</li> <li>• The secretaries of parliaments including the Secretary-General of FP and all secretaries of the PAs met. The meeting concluded with 17-point of understanding, focusing on the improvement of the secretariat's functional capacities. (2021)</li> <li>• Knowledge-sharing events (Business Advisory Committees and Secretaries' meet) provided a platform for 53 staff (women=19%) including Secretary General and Secretaries to share their experiences and learnings with each other. (2022)</li> <li>• The meeting among the Secretary-General of the FP and all secretaries of the PAs concluded with 17-point of understanding focusing on the improvement of the secretariat's functional capacities. The findings of the meeting were presented in the Speakers/DS meet held in 2022 for endorsement of the points. (2022)</li> <li>• Specific training provided on topics like, ICT tools, YouTube, Website management, VCF and parliamentary functions. (2019)</li> <li>• Specific training for women staff has developed their leadership skill. (2021)</li> <li>• Inputs to developing consistent Annual report format of committees (2019)</li> <li>• Several trainings provided to staff of different functions</li> </ul>  |

<sup>59</sup> These staff have participated more than three to 15 times in capacity development events and interventions. Participation less than 3 is not counted for this calculation. 7 PAs have 236 staff as of 2021 record. The staff have been changed over the time causing many remaining uncounted for the participation less than 3.

<sup>60</sup> The target is achieved based on more than one-time participation in capacity development events. One-time participation has not been counted for this calculation. FP has 260 staff as of 2019.



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|  |  |   |                | <ul style="list-style-type: none"> <li>• 40 staff of the FP secretariat increased their understanding on "Utility of Verbatim: System and Approaches." (2021)</li> <li>• Secretariat's meet concluded with 7 points understanding for effective functioning of secretariats that is taken up by secretariats as a future plan to the strengthening of secretariats. (2022)</li> <li>• Capacity Need assessment FP secretariat has started. (2022)</li> <li>• Induction manual for the new MPs is under preparation. The manual is being developed in coordination with the FP secretariat for their ownership and scale up. (2022).</li> </ul>   |
|  | <p>2.3 Federal Parliament and PA Secretariats have resources and capacity to implement innovative use of ICT for knowledge management and to support in effective, inclusive and participative committees.</p> <p>Indicator: # of committees have current technology and resources &amp; capacity to implement innovative use of ICT</p> | FP and 5 PAs                              | FP and 7 PAs   | <ul style="list-style-type: none"> <li>• Two committees of FP &amp; 7 PAs secretariats have the resources and capacity to implement innovative use of ICT.</li> <li>• Staff adapted towards ICT tools.</li> <li>• Secretariats have been supporting the committees for the use of ICT.</li> <li>• Annual Reporting Framework is made consistent and distinct for both Houses.</li> <li>• Functioning the Library and use of office equipment's.</li> <li>• The secretariat has started the practice of recording verbatim digitally.</li> <li>• Live streaming of the PA's functions via YouTube and its continuity with the allocation of budgets for its maintenance and operation by the PAs.</li> <li>• Desktop Computers provided to FP secretariat, 7 PAs secretariats.</li> <li>• Virtual Conference Facility provided to 2 committees of FP and 7 PAs and its functioning. Madhesh PA has amended its rules of procedure and has legitimized virtual meeting. A shift towards digitization of parliamentary practices.</li> <li>• Secretariats have been supporting the committees for use of ICT.</li> <li>• Refresher training on the use of VCF provided to the staff of Karnali PA and corresponding DCCs.</li> <li>• MIS developed for FP PAC, and Karnali, Sudurpaschim and Madhesh PA. These would serve as platform for easy flow of information within the committee. <a href="http://103.235.199.37:8222/webui/index.zul">http://103.235.199.37:8222/webui/index.zul</a> (example of Karnali)</li> </ul> |
|  | <p>2.4 Federal Parliament Secretariat promotes coordination and information sharing amongst project partners</p> <p>Indicator: # of meeting and formalization of meeting</p>   | # of meeting and formalization of meeting | 1 meeting held | <ul style="list-style-type: none"> <li>• Coordination meeting among development partners initiated.</li> </ul>   |
| <p><b>Output 3:</b> Capacity of the Federal Parliament and Provincial Assemblies is enhanced to be open, interactive and accountable with citizens</p> | <p>3.1 PAs establish and implement systems (policies, procedures and mechanisms, interaction platforms, budget allocation, etc.) that promote openness and information sharing with citizens</p>   | 6 PAs                                     | 7 PAs          | <ul style="list-style-type: none"> <li>• Live streaming of the PAs' functions via YouTube has promoted open practices as media, and the public are able to watch the assemblies live.</li> <li>• Budget allocated plan in PAs for public consultation on Bills and oversight inquiries, consultations, interaction with citizens virtual system license, etc.</li> <li>• Development of a mobile application system to collect public feedback in Lumbini PA.</li> <li>• PAs marked Open Parliament Day with public participation with budget allocation for such functions.</li> <li>• Meet the MPs", "Meet the Speaker" organized by all PAs provided platforms for public parliament interface. These events have now been continued by some PAs with budget allocation in annual plan.</li> </ul>  |

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|  | Indicator: # of PAs have systems, policies, procedures and mechanisms promoting openness and information sharing  |  |  | <ul style="list-style-type: none"> <li>• Regular engagement with media (including editors and beat reporters) and public hearings contributed to further extending parliamentary outreach</li> <li>• VCF is installed and fully functional in all provinces and some committees of the FP have promoted digital technology in parliaments. Use of VCF by Parliamentary secretariats and virtually monitoring the provincial government activities amid the Pandemic</li> <li>• Karnali PA is all set to amend its Rules of Procedure allowing openness for public inputs in law making and on delegated legislation, incorporating public feedbacks n bills, legitimization of virtual meetings among others.</li> <li>• Over 75 episodes of Radio program has connected over 10m citizens with MPs.</li> <li>• Public hearing of PAs informed public about committees' performances.</li> <li>• Over 800 journalists who report on parliament business, oriented for proper reporting and engaged with parliamentarians on reporting. Legislative information is being disseminated to Media</li> <li>• Karnali PA has opened PA for the public twice a month and stepping ahead for OP practices.</li> </ul> |
|  | <p>3.2 Federal Parliament establishes and implements mechanisms (policies, procedures, preparation of guidelines) for routine outreach to citizens and to share (through various media such as YouTube, livestream, internet etc.) information and knowledge with regard to the work of the Parliament</p> <p>Indicator: Outreach is routine and based on standard practices and information sharing established and those practices are partially achieved</p> | Outreach and information sharing is routine and based on standard practices. | Achieved   | <ul style="list-style-type: none"> <li>• Regular media communication via Spokesperson is in place.</li> <li>• The RTI applications are responded well.</li> <li>• Media is provided with open access to Committee meetings.</li> <li>• Annual Reports of the committees are open and accessible.</li> <li>• SD&amp;GGC has a resource center with comprehensive information on SDGs</li> <li>• "Media engagement Strategy of FP" is developed as a reference asset for the parliament to keep on making gradual progression on suggested areas for widening their openness and outreach.</li> <li>• PSP's support to the federal parliament secretariat for archiving its historic documents has contributed to strengthening the digitization practice of parliaments</li> <li>• YouTube Live broadcast has been institutionalized and live Streaming of FP Plenaries is continued.</li> <li>• MPS engaged with the public through radio and TV programs</li> <li>• Annual Reports and different reports of the committees are open and accessible.</li> <li>• Website management is well maintained, and the legislative information is open to all in form of books and other publications</li> </ul>       |
|  | <p>3.3 Individual MPs at provincial &amp; federal levels are engaged in a dialogue (face-to-face, radio program, and digital and/or virtual platforms) with citizens on a routine basis</p> <p>Indicator: # of citizens engaged</p>   | 6600   | <p>7904 directly reached</p> <p>Over 100k reached indirectly</p> | <ul style="list-style-type: none"> <li>• 7904 reached directly whereas above 500,000 reached indirectly via social media. Over 80,000 people connected via social media in 2021 alone.</li> <li>• Public hearings, consultation on bills, and interactions were organized, and citizens had face-to-face interactions with MPs on the Issues of labor migrant returnees, bonded labors, women entrepreneurs, flood-affected people, disadvantaged and Dalit community, nomadic communities, etc. among others.</li> <li>• Public consultations being institutionalized via actions like Meet the MPS, oversight visits, access to the provincial assemblies, live streaming of the public consultations on bills; and virtual consultations; among others.</li> <li>• PAs openly organized their establishment day and briefed the citizens regarding their progress and future plan.</li> <li>• Radio episodes and TV talk shows were carried out to inform the public on parliamentary affairs, and social issues</li> </ul>   |

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|  |  |  |  | <ul style="list-style-type: none"> <li>• Face-to-face interactions with MPs on the Issues of labor migrant returnees, bonded labors, and women entrepreneurs among others helped MPs to engage in dialogues.</li> <li>• Speakers are conducting interactions with citizens (Madhesh, Karnali and Sudurpashim). This practice is initiated by PSP and now been taken up by PAs with budgeted plans for such actions based on the outreach plan of the PA.</li> </ul>  |
|  | <p>3.4 PAs operate in an open and accountable manner and in accordance with Open Parliament principles</p> <p>Indicator: Development of OP plan and its implementation</p>   | <p>3 PAs implemented at least 20% of OP Action Plan</p>  | <p>3 PAs</p>   | <ul style="list-style-type: none"> <li>• The PAs have been practicing principles of Open parliaments. For example: websites are updated, SMS alerts are sent out to MPs, YouTube is used for House business broadcast, decisions of the Committee meetings are available online, Bills are uploaded and downloadable, Spokesperson is spared to deal with media, periodic interaction with Media are happening, reporters enjoy an office space within parliament</li> <li>• "Open Parliament Plan and Framework for Outreach and Communication Plan" is ready for its use in 3 PAs. This will help guide parliaments in their future plan for openness and outreach.</li> <li>• A study on "Legislative openness practice in PAs" provides the parliamentary status on openness and future learning.</li> <li>• Gradual increase in civic participation and interactions in public consultations.</li> <li>• PAs have been conducting interactions with media with their commitment for such practices in the future</li> <li>• The You Tube is functional and provides information to the public</li> <li>• PAs have allocated budgets for open practices</li> <li>• PA have been practicing open parliament practices through engagement with students, media, and people.</li> <li>• Karnali PA has made the PA Open to the public on 15<sup>th</sup> and 29<sup>th</sup> of each Nepali month</li> </ul>  |
|  | <p>4.2 Provincial and federal parliament committees are consulting and engaging women in their work on a routine basis</p> <p>Indicator: % of committees have standard practice and procedures for consulting and engaging women</p> | <p>50% of committees have standard practices and procedures for consulting and engaging women and 30% of MPs in the committees are routinely implementing them</p> | <p>&gt;50% of committees have these practices (based on a project supported committees )</p> | <ul style="list-style-type: none"> <li>• Committees have engaged women MPs in the core parliamentary functions. In 2021, 58% women MPs (out of 500 MPs) and in 2020 51% of female MPs (out of 365 MPs) have been engaged in bill reviews, oversight, interactions and orientations supported by the project and conducted in collaboration with the committees.</li> <li>• In 2021, over 90 MPs (33% male) of all 7 PAs have advocated for "inclusive and gender-responsive budgeting" in provincial government programs. For example: with inputs from MPs, the policy and program of Bagmati Province for Fiscal Year 2021/22 has included several suggestions of MPs to make the annual budget gender responsive.</li> <li>• Bills are scrutinized through GESI perspectives among other aspects. Bill review and Post Legislative Scrutiny conducted in consultation with women MPs and MPs from DAGs</li> <li>• Thematic Committees have continued to consult and interact specifically with women and disadvantaged groups. Thematic committees have engaged in discussion on issues of gender-based violence, women entrepreneurs, etc.</li> <li>• GESI oversight checklist developed and disseminated.</li> <li>• Bill review and Post Legislative Scrutiny conducted in consultation,</li> <li>• Women focused interactions, and women-centric dialogues promoted by committees</li> <li>• PSP's study on "Representational role of Women MPs" finds that women MPs have been discussing on deliberation on bills, policy, programme and budget discussions,</li> </ul> |

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| <p><b>Output 4:</b> women MPs and MPs (from federal and provincial parliaments) from disadvantaged groups is enhanced to effectively engage with women, youth, and other disadvantaged citizen</p> | <p>4.3 Committees at provincial &amp; federal levels are consulting and engaging in a dialogue with disadvantaged groups on a routine basis</p> <p>Indicator: % of committees have standard practice and procedures for consulting and engaging women</p>                     | <p>50% of committees have standard practices and procedures for engaging disadvantaged groups and 35% of MPs in the committees are routinely implementing them</p> | <p>&gt;50% committee (based on a project supported committees )</p> | <ul style="list-style-type: none"> <li>• Committees have engaged MPs from disadvantaged groups in the core parliamentary functions. In 2021, 25% Janajati MPs, 10% Dalit MPs, 24% Madhesh MPs, 2% Muslim MPs out of 500 MPs been engaged in bill reviews, oversight, interactions that were supported through project and conducted in collaboration with the committees. This makes over 60% of total participating MPs. It was 53% in 2020.</li> <li>• Out of 1200 public, 25% women (in 2021) engaged in public consultations.</li> <li>• 47% MPs from disadvantaged groups out of 82 MPs were part of the oversight inquiries that were supported through project in 2021.</li> <li>• There is routine that whenever thematic committee organizes interaction/meetings, they remind for the presence of participants on GESI principles.</li> <li>• 45 MPs representing disadvantaged groups from all 7 PAs have advocated for "inclusive and gender-responsive budgeting" in provincial government programs.</li> <li>• Out of 1250 public, 25% women engaged in consultations.</li> <li>• Bill review and Post Legislative Scrutiny conducted in consultation with MPs from DAGs</li> <li>• PSP's study on "Representational role of Women MPs" finds that MPs from DAGs have been discussing on deliberation on bills, policy, programme and budget discussions,</li> <li>• Thematic committees have engaged in discussion on issues of gender-based violence, issues of Intersectionality and LGBTIQ, dalit and landless communities, etc</li> <li>• Women led, Dalit Led, LGBTIQ led CSO developed their capacities of working with parliamentarians.</li> </ul> |
|  | <p>4.4 Capacity of women MPs at federal and provincial levels is enhanced to allow for meaningful contributions to parliamentary debates.</p> <p>Indicator: % of women MPs participate in discussion on bills, motions, or amendments</p>                                     | <p>22% women MPs participate in discussion on bills, motions, or amendments</p>  | <p>&gt;22% reached (based on project supported bills)</p>           | <ul style="list-style-type: none"> <li>• 22% of women MPs participate in review of Bills through project support.</li> <li>• Inclusion of the GESI related feedbacks in the ACT. For example (The provision of at least one woman in the appellate committee's chair or member, section 3, article 11(4), in the RTI Act of BAGmati PA).</li> <li>• The assessment report on "Representational role of women MPs in parliament "provides the status of increased capacities of women MPs. For example: women MPs have been raising their issues on Zero-hour, special hours, and addressing issues of their constituencies and some issues addressed</li> <li>• Study on the experience of women MPs, has started</li> </ul>  |
|  | <p>4.5 Capacity of MPs from disadvantaged groups at federal and provincial levels enhanced to allow for meaningful contributions to parliamentary debates</p> <p>Indicator: % of MPs from disadvantaged groups participate in discussion on bills, motions, or amendments</p> | <p>30% MPs from disadvantaged groups participate in discussion on bills, motions, or amendments</p>  | <p>23% reached (based on project supported bills)</p>               | <ul style="list-style-type: none"> <li>• 23% of MPs from disadvantaged groups participate in discussions on bills, motions, or amendments through project supports.</li> <li>• The assessment report on "Representational role of women MPs in parliament provides the status of increased capacities of MPs. For example: MPs from DAGs have been raising their issues on Zero hour, special hours, and addressing issues of their constituencies and some issues addressed.</li> <li>• Study on the experience of MPs from DAGs, has started</li> <li>• Women led, Dalit Led, LGBTIQ led CSO developed their capacities of working with parliamentarians.</li> </ul>  |

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|  | <p>4.6 Provincial parliament committees are engaging youth for parliamentary debates</p> <p>Indicator: # of youth</p>   | 450 | 600 (directly) over 20,000 (indirectly) | <ul style="list-style-type: none"> <li>• Over 600 youth engaged on different ways and engaged in parliamentary affairs.</li> <li>• Youth focused interaction with MPs has been a regular practice in some PAs</li> <li>• Over 20,000 youth benefitted from virtual discussion with MPs on issues of youth and broadened their understanding of key concepts of parliamentary affairs and youth's role</li> <li>• Oriented youth conducted evidence-based research studies on governance, social development, public finance management and shared findings of the studies with MPs and relevant stakeholders</li> <li>• Youth focused radio programs provided opportunities to youth to put forward youth issues and raised concerns with MPs.</li> <li>• The Sudurpaschim and Karnali PAs promoted open parliamentary practices through consultation with youth.</li> <li>• Youth focused open parliament weeks were held in PA.</li> <li>• College and school students have visited Karnali PA and got parliamentary information after it has announced Open days for public visits.</li> <li>• Theater performance on youth, election and democratic practices reached to over 140k people through social media.</li> <li>• Radio program on Youth and women in local election.</li> <li>• Youth led CSO developed their capacities of working with parliamentarians.</li> </ul> |
| <p><b>Output 5:</b> Parliaments at the federal &amp; provincial levels are capacitated to respond to COVID 19 pandemics effectively.</p> | <p>5.1 Percentage of MPs engaged in monitoring government's responses to the COVID 19 through Thematic committees</p> <p>Indicator: % of MPs engaged in monitoring government's responses to the COVID 19 through Thematic committees</p> | 20% | 28%                                     | <ul style="list-style-type: none"> <li>• 28% MPs (out of total 884 MPs) participated in monitoring government's responses to the post COVID 19. The committees issued directives and few of them resulted into government actions</li> <li>• Oversights by parliamentary committees have accounted for making the governments and their agencies responsible for better management and timely response to the pandemic</li> <li>• MPs capacity buildings during pandemic context and parliament's role.</li> </ul>  |

Note: indicator 4.1, 5.2 closed after RRF review.

g) Code of Conduct signed by evaluators

## **UNEG Code of Conduct**

### **Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System**

#### **Evaluation Consultants Agreement Form**

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

#### **Agreement to abide by the Code of Conduct for Evaluation in the UN System**

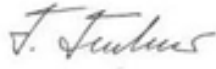
**Name of Consultant:** Frank Feulner

**Name of Consultancy Organization** (where relevant) \_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Jakarta on 24 March 2022,

Signature:



## UNEG Code of Conduct

### Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

#### Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

#### Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Pratap Chhatkuli

Name of Consultancy Organization (where relevant) \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Kathmandu on 25 March 2022,

Signature:



## UNEG Code of Conduct

### Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

#### Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

#### Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Sarmila Shrestha

Name of Consultancy Organization (where relevant) \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date) 4th March 2022, Kathmandu

Signature:

A handwritten signature in black ink, appearing to be 'Sarmila Shrestha', written over a horizontal line. The signature is stylized and cursive.