Fiji Parliamentary Support Project Phase III

Mid-Term Evaluation

1 January 2022 – 30 June 2024

Evaluation Report

October 2024

Evaluator: David Elder

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

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Project/outcome information

Project/Outcome title	Fiji Parliament Support Project (FPSP) Phase III	
Atlas ID/Quantum	00135555/00126753	
Corporate outcome and output	United Nations Outcome 5 involving UNDP: By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed, and transparent decision-making processes, accountable and responsive institutions, and improved access to justice. Indicative output(s): **Output 1:** Strengthen parliament's capacity to be more transparent, accessible, and accountable. **Output 2:** Increase parliament's capacity to effectively legislate, conduct oversight, and monitor achievement of national development goals, particularly the social and economic security for women and the most vulnerable. **Output 3:** Build the skills and knowledge of MPs and the capacity of the administration to meet strategic objectives and to plan for and manage change	
Country	Fiji	
Region	Asia–Pacific	
Date project document signed	12 February 2022	
Project dates	**Start**	**End**
	January 2022	December 2025
Project budget	US$2,812,884.15 (signed ProDoc US$4,614,722.66) Cash available: US$683,247.18 (as of 30 August 2024)	
Project expenditure at the time of evaluation	US$1,571,230.09	
Funding source	Australia (30%), New Zealand (70%)	
Implementing party	UNDP	

Evaluation information

Evaluation type	Project evaluation	
	Mid-term evaluation	
Period under evaluation	**Start**	**End**
	January 2022	June 2024
Evaluator	David Elder	
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Acronyms and abbreviations

CCF	Citizens' Constitutional Forum
CPA	Commonwealth Parliamentary Association
CSO	civil society organisation
CWP	Commonwealth Women Parliamentarians
DFAT	Department of Foreign Affairs and Trade (Australia)
FBO	Floating Budget Office
FFP	Fiji First Party
FPSP	Fiji Parliament Support Project
GOPAC	Global Organisation of Parliamentarians Against Corruption
GRES	Gender Results Effectiveness Scale
INGO	international non-governmental organisation
KII	key informant interview
LNOB	leave no one behind
MP	member of parliament
M&E	monitoring and evaluation
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
MTE	Mid-term Evaluation
NFP	National Federation Party
OECD	Organisation for Economic Co-operation and Development
OHCHR	United Nations Office of the High Commissioner for Human Rights
PPEI	Pacific Parliamentary Effectiveness Initiative
SDGs	Sustainable Development Goals
SLIP Project	Strengthening Legislatures' Capacity in Pacific Island Countries Project
SODELPA	Social Democratic Liberal Party
TOR	terms of reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
unit, the	Civic Education and Media Unit
UPR	Universal Periodic Review
WFD	Westminster Foundation for Democracy

Executive summary

Evaluation purpose and objective

The mid-term evaluation (MTE) of UNDP's Fiji Parliament Support Project Phase 3 (FPSP 3) was conducted in June–September 2024 and examines the development results generated by the FPSP 3 at the mid-point of the project as assessed against criteria of relevance, coherence, effectiveness, efficiency and sustainability and a number of cross-cutting issues and proposes corrective action for the balance of Phase 3.

Phases I and 2 of the FPSP (FPSP 1), begun in 2013, focused on the creation, and consolidation of a new parliamentary institution within a new constitutional framework. Phase 3 has also sought to consolidate core capacities, but has a more ambitious agenda of planning for, and managing, change.

The objectives of the MTE, as outlined in the terms of reference, included:

- reviewing the project design and performance
- reviewing the effectiveness of the project interventions and assessing progress and likelihood of continuation and sustainability of project
- identifying gaps/weaknesses in the design implementation and providing recommendations for improvement, lessons learnt and corrective changes.

Evaluation scope, methodology and main areas of inquiry

The scope of the evaluation was all aspects of FPSP Phase 3 from January 2022 to July 2024 and included all its components, activities, outcomes, outputs, inputs, implementation, and management.

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

As a mid-term evaluation, the evaluator focused on the effectiveness of activities to date, lessons learned and areas for improvement over the remaining course of the project.

Main findings

Since its inception in 2014, the project has been very successful in delivering on key objectives of institution building, capacity development of MPs and staff and assisting with the parliament's engagement of the community. Although Phase 3 of the project had some initial difficulties in sustaining the achievements from earlier phases, the project is now delivering well against those same core activities. For the remainder of Phase 3, in addition to delivering on core activities, the project also must connect its objectives with the parliament's needs. The MTE suggests corrective changes to bring these two more into alignment. Table 1 contains the findings against each of the evaluation criteria of:

- Relevance - is the intervention doing the right things?
- Coherence – how well does the intervention fit?
- Effectiveness – is the intervention achieving its objectives?
- Efficiency – how well are the resources being used?
- Sustainability – will the benefits last?

Table 1: Findings against evaluation criteria

OECD DAC Evaluation criteria and rating[a]	Findings	Recommendations
Relevance (4) The rating reflects that the project has been very relevant to the needs of parliament and continues to receive strong support. It also has been valued for its flexibility and responsiveness. However, some significant activities seemed less relevant and were not progressed	The project continues to be valued by the parliament, donors, and partners. There is a recognition of what the project has achieved since 2014 and optimism about the project's potential to achieve in the future in further developing and maturing the parliamentary system in Fiji. There is also a general view that the overall thrust of the project has been in the right direction and is relevant to the needs of the parliament. The project is valued for its responsiveness and flexibility in catering to the needs of the Parliament of the Republic of Fiji. Activities/interventions generally have been conducted in consultation with the parliament, often being specific requests from the parliament for support. The relevance and importance of the project were confirmed by all parliamentary interviewees. The project was also strongly supported by partners and donors. Some of the significant anticipated project activities have not been realised, and there is the opportunity to reassess them. Technical support for committees, support for the Floating Budget Office (FBO) and capacity building has been valued. The challenging agenda set for Phase 3 may also need to be reassessed and a closer alignment with the articulated needs of the parliament developed.	*Recommendation 1:* The results framework for the project be revisited with a view to refocusing it on activities that are achievable and better aligned with the needs of the Parliament of the Republic of Fiji. (The evaluator has drafted a proposed restructure of the project results framework in Table 2). Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately

OECD DAC Evaluation criteria and rating[a]	Findings	Recommendations
Coherence (4) The rating reflects that the project has very sound coherence with UNDP objectives and the objectives of partner parliaments in the region. The flexibility available in the design is valued, but should not be pursued at the expense of overall coherence	There is an internal logic and coherence to the design of Phase 3 both in building on what has come before in Phases 1 and 2 and in continuing to strengthen both the parliamentary institution and the capacities of MPs and secretariat staff. The project has a good coherence with the broader UNDP objectives globally and in the Pacific region. Strengthening the capacity of MPs and of the parliamentary institution enhances the capacity of the parliament to address the national development challenges that face Fiji. The project also has good coherence with the objectives and support programs offered by key partners such as the Australian, New Zealand and Victorian parliaments. Interviewees from each of these institutions indicated the good alignment between their programs and the FPSP. The project also meshes well with the parliaments in the region that are involved with the Parliament of the Republic of Fiji in South-South cooperation activities. Regional cooperation between parliaments happens in coordination with the PPEI and SLIP projects and there is considerable synergy between these three projects. The flexibility of the project is also important. The ability of the project to respond to newly articulated needs and to fit these within the overall framework of the project means that the project can retain coherence whilst being very responsive. It is nevertheless important that the overall objectives of the project, UNDP and important partners are also adhered to, and flexibility is not at the expense of coherence.	*Recommendation 2:* The M&E framework be reworked around the revised results framework for the project with realistic and measurable indicators which enable the project, and the project board, to assess progress. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately

Effectiveness (3) The rating reflects that, whilst the project has delivered on some of the core activities in output 2, it has not delivered on a number of the key activities in outputs 1 and 3.	From interviews, there was a general consensus that Phase 3 of the project had a difficult early period from its commencement in 2022 until well into 2023. There were a number of reasons given for these difficulties: • COVID was still having an impact, limiting the activities that could be undertaken. • Prior to the election at the end of 2022, the parliament was more reluctant to engage in activities so as not to be seen as 'political'. • Once the election was over, the change of government and institution of the first coalition government in Fiji after the 2013 Constitution created some political uncertainty leading to some uncertainty about project activities; and • The management of the project went through some difficulties through the early part of Phase 3. The combination of these factors resulted in activity levels on the project in 2022–23 being lower than desired and the synergy between the parliament and the project team that characterised earlier phases of the project being interrupted. The trust between UNDP and the parliament also has been impacted by a change in individuals in both UNDP and the Parliament necessitating new relationships and trust being rebuilt. The project now seems to be on track but is still trying to map out an agenda for the remainder of Phase 3 which connects the parliament's needs with the objectives, outputs, and activities of the project. The section on 'Effectiveness' looks at how effective the various outputs and activities proposed in the project document have been and suggests areas for a different emphasis. While many activities and interventions, particularly around core capacity building, have been successful, significant other planned interventions have not been advanced. The response of the project has been either to not proceed or to seek alternative ways to achieve an outcome. It is timely to revisit the planned interventions and focus on those likely to be delivered in the balance of Phase 3. The developed M&E framework has not been effective in measuring the project's progress. The M&E framework needs to be revisited when a more realistic project output and activities framework has been developed. In delivering on its core objectives in relation to the key components of developing committees, capacity building of MPs and staff and community engagement, generally the project has been effective.	*Recommendation 3:* Provide technical support for new Bills and inquiry processes of committees, including the generation of associated knowledge products that will provide guides for the future conduct of such activities. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately bills and inquiry processes commence. *Recommendation 4:* Extend the opportunities for attachments / study visits to other key parliamentary roles such as Deputy Speaker, chairs of committees, Leader of the Opposition and Manager of Government Business. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 5:* Invest resources in the further development of knowledge products such as Speaker's Rulings, guides for committee chairs and members, 'how to guides' for MPs on matters such as questions and motions and the framework for a manual of practice and procedure. These products need to be developed with the close involvement of MPs and parliamentary staff. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 6:* Work more closely with the parliament's Civic Education and Media Unit to identify and progress new initiatives that have, as their objective, promoting the aims of an open parliament, with emphasis on transparency and inclusion.

OECD DAC Evaluation criteria and rating[a]	Findings	Recommendations
		Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 13*: Implement change management, not as a stand-alone initiative, but in conjunction with, and in support of, specific proposals for process, structural or cultural change. Responsible entity – UNDP FPSP 3 Project team Timeframe – When specific change proposals are being implemented
Efficiency (3) Generally, the project has been conducted efficiently and has benefited from a portfolio approach to project management, the leveraging of partnerships, South–South cooperation and exchanges. However, there has not always been an efficient delivery of funds, the project Board has not been used effectively and the M&E framework is underdeveloped	Generally, the project has been conducted efficiently. The structure of the project team, supporting three projects—the FPSP, the Pacific Parliamentary Effectiveness Initiative (PPEI) and the Strengthening Legislatures' Capacity in Pacific Island Countries (SLIP) Project—has enabled efficiencies in the delivery of all three projects. It has also enabled the project to maximise South–South cooperation. The project has also coordinated its activities with the New Zealand, Victorian and Australian parliaments, which bring their own resources to work in Fiji. This has enabled valuable knowledge sharing and exchange opportunities. The project coordination role overall has been sound and appropriate to a project such as this. However, as noted under the 'Effectiveness' criterion, the early stages of Phase 3 implementation had challenges and the follow-through on project activities suffered as a result. Contact with the key stakeholder, the Parliament of the Republic of Fiji, has generally been good, although at times there seem to have been breakdowns in communication. The project board did not meet for the first time until early 2024, which has meant that the board has not been able to be used as an avenue for feedback and exchange until recently. The M&E framework is not well developed and has not assisted in the assessment of the delivery of project activities.	*Recommendation 14*: In consultation with the Speaker and the Secretary-General, develop a parliamentary reference group for the project consisting of a small, representative group of senior MPs with an interest in the project to provide feedback on proposed activities of the project. Responsible entity – UNDP FPSP 3 Project board Timeframe – Immediately

OECD DAC Evaluation criteria and rating[a]	Findings	Recommendations
Sustainability (4) The rating reflects that the project has delivered sustainable outcomes for MPs and parliamentary staff, building both their long-term capacity and the capacity of the parliamentary institution. The project needs to ensure that all its interventions enhance sustainability and assist in extending the parliament's mandate	There is strong interest in the sustainability of the project and a high regard amongst both MPs and staff for what the project has achieved for them and the parliamentary institution. The project's focus on the core capacity building of the skills of MPs and parliamentary staff is valued. It is considered that the capacity of the parliament and its staff is sound. This is a testament both to the professionalism and competence of the Fijian MPs and the staff of the parliament, and the work undertaken by the project since 2014. The project has recognised the value of activities that build sustainability. Successful activities have often been organised around providing ongoing support for functions that are increasingly led by parliamentary staff. This provides a valuable model for consideration by the project in relation to the future delivery of activities. The Floating Budget Office (FBO) is perhaps the best example of a sustainable activity, and it is pleasing to see that the opportunity is being taken to further its sustainability. The use of key relationships in the region and with twinning parliaments and the development of knowledge products are further ways in which sustainability can be managed. As noted earlier, Phase 3 has had the challenge of balancing the consolidation of institutional strengthening processes following on from the earlier phases of the project, whilst seeking also to facilitate broader institutional development and change. Sustainability will require that the core skills, capacity, and processes of the Parliament of the Republic of Fiji continue to be developed through the work of the project in the ways identified in earlier discussion. However, the project also needs, as the opportunity arises, to both encourage, and assist, the parliament to move forward on measures that extend the parliament's mandate.	*Recommendation 8:* Ensure project interventions have a clear focus on their ability to build sustainability. This means that support for activities that are generated and led by the Parliament of the Republic of Fiji should be given priority. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 12:* Endeavor to assist the parliament with initiatives that will promote parliamentary accountability and autonomy, such as the implementation of a Code of Conduct for MPs, the passage of a parliamentary service act and the implementation of a Parliamentary Counsel. Responsible entity – UNDP FPSP 3 Project team Timeframe – When request to support initiatives are made

Crosscutting (NR)	There have been useful results in relation to cross-cutting issues. These have included: • gender and SDG mainstreaming, with incorporation into committee processes and the use of developed tools to assist. • the use of Forums such as the Commonwealth Women Parliamentarians (CWP) group and the Women in Power Forum • work with the Standing Committee on Justice Law and Human Rights • outreach and public engagement activities to promote greater inclusion. • The digitisation of the parliament's work has mainstreamed the parliament's capacity to be accessible to all citizens, including people with disabilities. However, there is a need for these to be taken further as the structural and cultural barriers are significant. Existing work in gender mainstreaming needs further embedding, particularly in the work of committees, and there needs to be exploration of new initiatives that could increase female representation and involvement in the work of the parliament. The focus envisaged in the project document on the impact of interventions on the leaving no one behind groups needs to be fully realised.	*Recommendation 7:* Engage with civil society organisations to identify different approaches which can give the project greater leverage in community involvement, particularly in addressing such cross-cutting issues as human rights, gender equality and leaving no one behind, including people with disabilities. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 2:* Ensure all project interventions are assessed against their ability to leave no one behind, including people with disabilities, and there is measurement of the results when implemented. Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 10:* Develop, in conjunction with female MPs and relevant CSOs, initiatives that could increase female representation in parliament and further embed gender mainstreaming in the regular work of parliament (for example, committee inquiries and reviews). Responsible entity – UNDP FPSP 3 Project team Timeframe – Immediately *Recommendation 11:* Undertake an in-depth and comprehensive gender analysis to ensure a full understanding of the current state of gender equality within and around

OECD DAC Evaluation criteria and rating[a]	Findings	Recommendations
		Parliament, its mandate, and activities, and to identify entry points for assistance. Responsible entity – UNDP Pacific Office Timeframe – Prior to commencement of a Phase 4 of the FPSP
Concluding comments including overall rating (4)	The effectiveness of Phase 3 of the project presents a mixed picture. There was not a smooth transition from Phase 2 to Phase 3 and a variety of factors affected its ability to fully effectively to deliver on its outcomes. However, the project is now running effectively, and there should an anticipation that it has every opportunity to be successful for the remainder of Phase 3. The project remains very relevant to the Parliament of the Republic of Fiji and is valued by them. The project's design also is fundamentally sound but needs some tweaking to adjust for output and activity areas that have not fully aligned with the parliament's needs and so have not been able to be realised. It is suggested that a more realistic activities framework is developed to guide the remainder of Phase 3. The evaluator has developed a proposed revised project results framework in Table 2.	*Recommendation 15*: As the mid-term evaluation has been completed less than 18 months before the conclusion of Phase 3, it is suggested that the final evaluation of Phase 3 could be a more truncated evaluation assessing how well the lessons for the remainder of the phase and these recommendations have been implemented. Responsible entity – UNDP Fiji Office Timeframe – When considering final evaluation of FPSP 3

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

Lessons for the remainder of Phase 3

The following are some suggestions for corrective changes that could be implemented for the balance of Phase 3 of the project:

1. Align outputs and activities of the project with the needs of the Parliament of the Republic of Fiji. Consequently, rework the M&E framework.
2. Ensure that there is a strong relationship of confidence and trust with the key client, the Parliament of the Republic of Fiji. Seek to widen the relationship with the establishment of a reference group of MPs.
3. Maintain flexibility in the design of the project to enable responses to changing priorities.
4. Ensure that capacity development and sustainability are at the core of the activities of the project and retain a multiple and holistic approach to parliamentary capacity building. The further development of knowledge products should underpin capacity development and sustainability.
5. Leverage regional and South–South relationships to maximise the development of relationships, knowledge sharing and the use of available resources.
6. Community engagement should be furthered through building relationships with the parliament's Civic Education and Media Unit and CSOs.
7. Seek to 'nudge' the parliament towards structural and cultural changes that build the mandate, accountability, and autonomy of the institution.
8. Implement change management around those structural and cultural changes that are being successfully pursued.

1 Introduction

This is the mid-term evaluation report of Phase 3 of the Fiji Parliament Support Project (FPSP—the project). The project was implemented by UNDP Pacific Office's Effective Governance team with funding assistance from the governments of Australia and New Zealand. The project commenced in January 2022 and will conclude in December 2025.

An independent evaluator was engaged by UNDP to undertake this evaluation. The evaluation was conducted from 12 June to 30 September 2024.

FPSP 3—understood to be the set of components, outcomes, outputs, activities, and inputs which are described in the FPSP Phase 3 project document, results framework, multi-year workplans and reports—is the focus of the evaluation and the evaluation results presented in this report. This evaluation seeks to assess all the deliverables under Phase 3 of the project from commencement to its mid-point (see Section 3.2 for more detail on the scope of the evaluation). The evaluation is intended both to measure the development results generated by FPSP 3 to date, based on the scope and criteria included in the terms of reference for the evaluation, and provide guidance for the implementation of the remainder of Phase 3 of the project.

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

- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods, including data analysis.
- Findings
- Conclusions
- Recommendations
- Suggestions for corrective changes for the remainder of Phase 3.

The approach to the evaluation and its methods are detailed in section 5 of the report. A detailed evaluation matrix was developed in the inception report for the evaluation and is attached as Annex 2. Evidence was gathered through desk review and a comprehensive range of interviews with key stakeholders. The matrix was used as the basis for the questioning of interviewees, and the desk review was of project sources and other documentation. Most interviews were conducted face to face in Suva, Fiji, in the period from 3 to 12 July. A number of interviews were conducted virtually where face-to-face interviews were not feasible. Follow-up questions were pursued as necessary.

Findings of the report are contained in Section 6, grouped according to evaluation criteria outlined in the terms of reference (TOR) and addressing relevance, coherence, effectiveness, efficiency, and sustainability. Findings also assess outcomes in key cross-cutting areas of human rights, gender equality and leaving no one behind. Findings related to effectiveness are subdivided according to FPSP 3 outputs. Sections 7 and 8 conclude the report, addressing recommendations for the remainder of Phase 3 support by UNDP to the Parliament of the Republic of Fiji and lessons that can be applied to the remainder of Phase 3.

The key audiences for this report are the UNDP Pacific Office in Fiji, donors, implementing partners, the Parliament of the Republic of Fiji, civil society organisations (CSOs) based in Fiji and all those interested in parliamentary development more generally in the Pacific region and beyond. It is hoped that the conclusions and recommendations of the report may inform the remainder of Phase 3 implementation of support to the parliament and be of assistance to other projects seeking to enhance parliamentary development and change.

Attached as annexes are the TOR for the evaluation (Annex 1), the evaluation matrix (Annex 2), a list of documents consulted (Annex 3), a list of interviewees (Annex 4), sample questions (Annex 5) and the UNEG Code of Conduct for Evaluators (Annex 6).

2 Description of the intervention being evaluated.

2.1 Background and context

The current parliamentary structure in Fiji derives from a constitution put in place in 2013. The 2013 Constitution inaugurated a renewed period of democratic government after an unsettled period characterised by instability and military coups. Under the 2013 Constitution, Fiji's parliament has become a unicameral rather than bicameral parliament and has gone from single-member or multi-member constituencies to one national constituency elected on a proportional representation basis. Those represented significant structural changes to the operation of Fiji parliamentary democracy from what had applied prior to the period of instability. They continue to have implications for the Fiji parliamentary system with the legislature searching for ways of effective accountability and oversight, with the first change in government under the 2013 Constitution being a significant factor in contributing to uncertainty in the political landscape.

The first parliament elected under the new Constitution commenced in 2014. A second parliament was elected in 2018. The current parliament, elected in 2022, comprises 55 members—21 MPs from the People's Alliance, five MPs from the National Federation Party and three MPs from the Social Democratic Liberal Party (SODELPA), who together have formed the first coalition government (29 MPs) since the instigation of the 2013 Constitution; and 26 MPs from the opposition Fiji First Party (FFP).[1]

Phases 1 and 2 of the FPSP were foundational in the work they did in building and then consolidating a new parliamentary institution.

The current capacity of the Parliament of the Republic of Fiji and administration was assessed in a Commonwealth Parliamentary Association (CPA) benchmarking exercise conducted in 2023. It described the parliament in the following terms:

> The Parliament is highly functioning, reasonably well resourced, relatively independent of the Executive, with robust rules, policies and procedures and a professional, competent, and dedicated parliamentary service led by the Secretary-General to Parliament. Considering the Parliament's tumultuous history, its current standing and functionality is a truly impressive state of affairs. The Parliament is worthy of praise for its commitment to sustainable development, its diligent work in monitoring and evaluating its achievements, its assiduousness in keeping its rules of procedures current and reflective of reality, and its impressive public engagement strategy—ensuring the institution is open and transparent in its work.[2]

Those observations demonstrate the commitment of the Fijian parliamentary institution to building a democratic parliament, but also the contribution that the FPSP project has made to the consolidation of a democratic parliament. However, the CPA's *Benchmarks for democratic legislatures—final report* did note that were areas for improvement around parliamentary capacity and institutional strengthening where the Parliament of the Republic of Fiji could benefit from reform and improvement.[3]

Phase 3 of the project (the object of this MTE), has sought to deepen this capacity development assistance in alignment with the priorities expressed by the institution and its leadership, including by

[1] Note that FFP was deregistered in July 2024 and the FFP MPs became independent members. A number of them have since indicated that they will be supporting the government although sitting as independent or crossbench MPs. Others have indicated they will remain totally independent while sitting in opposition. The full ramifications of these developments are still to play out but do represent a destabilising influence on the political and parliamentary structure.

[2] Commonwealth Parliamentary Association (CPA), *Benchmarks for democratic legislatures—final report*, Fiji, 2024, p. 1.

[3] CPA, *Benchmarks for democratic legislatures—final report*.

strengthening effective legislative processes and oversight of public policies and spending. Phase 3 envisaged:

- further supporting and expanding the legislative and oversight work of the standing committees
- consolidating the partnership between civil society and parliament
- supporting the institutionalisation of good practices, including modernising parliament through digital transformation and improved business continuity
- supporting a change management process within the institution.

In this sense, Phase 3 was designed to achieve a continuity of development of the parliament, while also seeking modernisation and change management. The continuity of institutional development was to be achieved by the capacity development of MPs and staff, but also through potential civil society partnering with parliament to act as intermediaries with the community.[4] Modernisation and change management were to meet the challenge of the lack of a 'culture of change' within parliament; that is, the capacity of MPs and staff to see challenges as opportunities to work towards improvement and change.[5]

The COVID-19 pandemic had an impact on the work of Phase 3 of the project in the early days after its inception. The election, and its aftermath, in late 2022 has also had an impact on project direction and implementation, as is discussed in more detail later in this report.

Continued pressure on the parliamentary budget also has had an impact on what the parliament has been able to achieve with its own resources. For example, there is reference later in the report to the impact that reductions in staffing and budget have had on the work of the Civic Education and Media Unit.

A further factor has been the turnover of key parliamentary staff, impacting on the secretariat's continued capacity. For example, in the area of committee staffing, more experienced staff have taken other employment opportunities and been replaced by staff who, in the short term, are less experienced and knowledgeable. While the skills of those staff are being developed, there will be a period in which the capability of the secretariat will be lessened.

2.2 Project design, objectives, outcomes, and outputs

The 'theory of change' for FPSP 3 (see Figure 1) was that, for the Parliament of the Republic of Fiji to fulfil its constitutional role of lawmaking, oversight and representation, there is a need to nurture the development of a more open, participatory, and inclusive set of parliamentary processes that strengthen the institution and foster its legitimacy in the eyes of the public.

To achieve the overall goals of Phase 3, the theory of change posits that it will:

1. continue the institutional strengthening processes established in Phases 1 and 2 to ensure that the achievements to date are institutionalised and sustainable
2. extend existing programming and/or innovate in new areas to drive deeper institutional capacity development
3. connect different elements of programming with a range of partners to reinforce transformative change, to create more political space for regular, broader, and more effective oversight of government action and expenditure.[6]

The project's theory of change seems to be fundamentally sound in relation to the consolidation of institutional strengthening processes following on from the earlier phases of the project. As noted, the theory of change posited the continuation of institution-strengthening processes established in Phases 1 and 2 of the projects. Evidence from parliamentary interviewees and a review of the

[4] Project document, February 2022, p. 19.

[5] Project document, February 2022, p. 24.

[6] Project document, 17 February 2022, p. 15.

parliamentary and project documentation showed that this has worked well.[7] The areas that continue to provide challenges are when the project seeks to facilitate broader institutional development and change, which was another area identified in the theory of change as driving deeper institutional capacity development and where there was less evidence of significant progress. One interviewee stated that the 'project was delivering a lot of good programs but was not delivering on fundamental challenges.

This creates a considerable dilemma for the project. It can succeed when on the 'safe' ground of consolidation of the institutional capacity and skills of MPs and staff, but challenges are faced when moving outside the 'safe' territory and into 'deeper institutional capacity development' and seeking 'to reinforce transformative change'.[8] There is no ready answer to this dilemma other than, as suggested to the evaluator by one interviewee, it is important to respond to the Parliament's needs for core institutional and capacity building, but 'there is some nudging that can go on' to endeavour to move developments in the direction of modernisation and change.

The development challenge addressed by the project was reflected in the overall outcome, as follows.

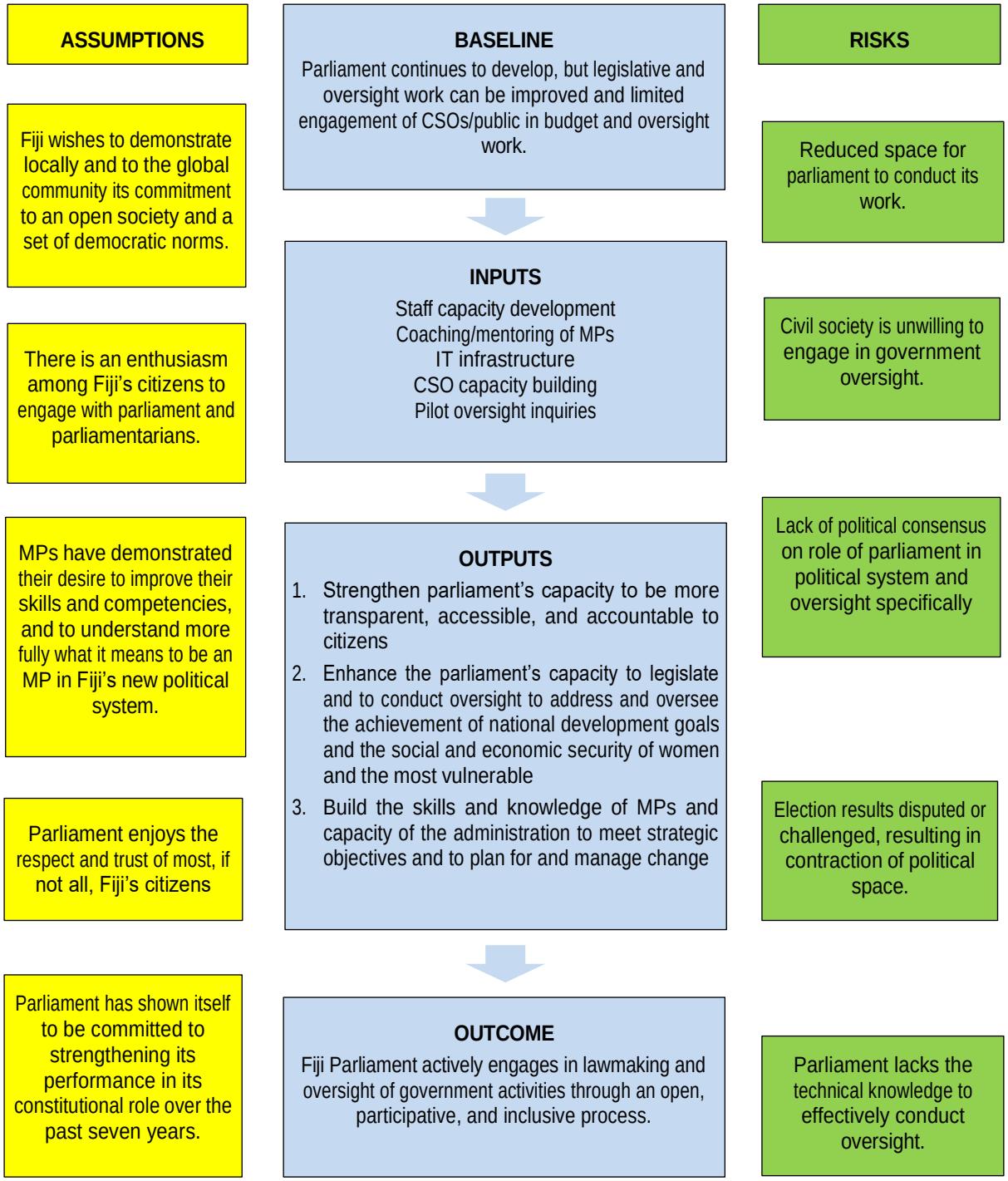
[7] Reference to the Annual project progress report: Fiji Parliament Support Project-Phase III, 1 April 2023-31 March 2024.

[8] Project document, February 2022, p. 15.

Figure 1: Theory of change summary

Theory of change

For the Fiji Parliament to fulfil its constitutional role of lawmaking, oversight and representation, there is a need to nurture the development of a more open, participative, and inclusive process that strengthens the institution and fosters legitimacy in the eyes of the public. This will be achieved by continuing the institutional strengthening process implemented since 2014 and by working with the parliament to engage civil society while also working to develop space for regular, broader, and effective oversight of government action and expenditure. The project will integrate this work by supporting the digital transformation of parliament, procedural innovation, upskilling MPs and staff, robust business continuity processes and the achievement of parliament's strategic objectives.



Overall outcome

The Fiji Parliament Support Project—Phase 3: The Parliament of the Republic of Fiji actively engages in lawmaking and oversight activities through an open, participative, and inclusive process.

The links to the UNDP Strategic Plan, United Nations Pacific Strategy and the outputs of the project were as follows.

Links to other UN strategies

United Nations Development Programme Global Strategic Plan

- *Result 2.4:* Democratic institutions and processes strengthened for an inclusive and open sphere with expanded public engagement.

United Nations Pacific Strategy

- *Outcome 5:* Governance and Community Engagement which commits that 'By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed and transparent decision-making processes; accountable and responsive institutions; and improved access to justice.'

UNDP Sub-Regional Programme Document for the Pacific Island Countries and Territories (2018–2022)

- *Output 5.1:* Increased voice and more inclusive participation by women, youth and marginalised groups in national and sub-national decision-making bodies that are more representative.
- *Output 5.2:* Increased transparency and accountability in governance institutions and formal and informal decision-making bodies.

Project outputs

- *Output 1*: Support strengthening of parliament's capacity to be more transparent, accessible, and accountable to citizens.
- *Output 2:* Support development of the parliament's capacity to effectively legislate and to conduct oversight, and monitor the achievement of national goals, particularly the social and economic security of women and the most vulnerable.

Output 3: Support building the skills and knowledge of MPs and the capacity of the administration to meet strategic objectives and to plan for and manage change.

The project has four strategic approaches to achieving results:

1. Build on what has come before building on Phases 1 and 2.
2. Systematise achievements to make them more sustainable over the longer term—focus on long-term sustainability by developing guidelines, practice manuals and other knowledge products.
3. Partner with the parliamentary leadership to resolve complex institutional issues—strengthening partnerships with civil society to demonstrate cutting-edge parliamentary approaches to building public trust.
4. Support parliament to perform its role as a driver of inclusive and sustainable development—proactively work with MPs and staff to strengthen capacities to drive inclusive development.

FPSP Phase 3 has a timeframe of four years from January 2022 – December 2025.

In line with UNDP commitments, the project is expected to incorporate rights-based approaches and gender mainstreaming throughout its activities. The project also aims to ensure that the Parliament of the Republic of Fiji is engaged with the Sustainable Development Goals (SDGs) and key national development issues.

According to the project document, the total budget required to finance the project in its entirety was US$4,614,723. However, the project was able to mobilise and secure funding of US$2,812,884.15

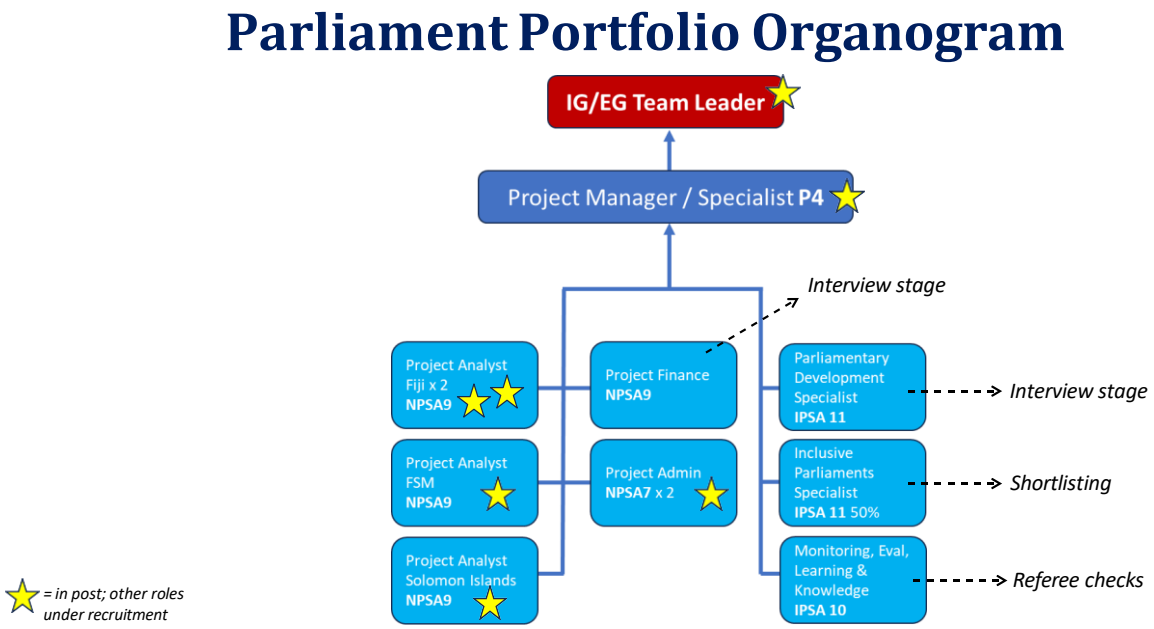
(60.9% of the total required resources). Table 2 provides an overview of the financial resources available for the project.

Table 2: Financial resources available for the project

Donor	Local currency (amount based on the signed donor contribution agreements)	USD equivalent	% against total budget
New Zealand Government	NZD2,970,000	USD1,965,923.98	70%
Australian Government	AUD1,200,000	USD846,960.17	30%
Secured funding		USD2,812,884.15	61%
Funding gap		USD1,801,838.60	39%

In terms of the staffing arrangement required to manage the project, the project staffing complement is as shown in Figure 2. The FPSP, one of three parliamentary development projects,[9] utilises a portfolio approach to managing the three projects to ensure a cost-efficient use of resources, and the FPSP leveraged activities and partnerships from the other projects as well. As at the time of the MTE, two critical roles were in the process of being filled. They were a parliamentary development specialist and a monitoring, evaluation, learning and knowledge person. As will be noted later, those two positions are critical to the success of the remainder of Phase 3.

Figure 2: Parliamentary portfolio document



[9] The other two parliamentary development projects are: (i) the Pacific Parliamentary Effectiveness Initiative and (ii) the Strengthening Legislatures' Capacity in Pacific Island Countries (SLIP) Project.

2.3 Project stakeholders

The primary beneficiary stakeholders of the project are the senior leadership, members, and staff of the Parliament of the Republic of Fiji. This includes the Speaker, Deputy Speaker, committee chairs and deputy chairs, government and opposition party members, the Department of Legislature Secretary-General, department and unit managers and parliamentary staff. Stakeholders also include CSOs, Government of Fiji representatives and harder-to-reach vulnerable and minority groups. United Nations agencies and international non-governmental organisations (INGOs), parliamentary strengthening organisations and regional and international parliaments are also seen as key stakeholders engaging with and benefiting from the project A list of the key stakeholders and their roles and involvement in the project is at Table 3. The stakeholders consulted during the course of interviews are listed in Annex 4.

Table 3: Stakeholders

Stakeholders	**Role/involvement in FPSP 3**
Speaker and Secretary General of the Parliament of the Republic of Fiji	Senior beneficiaries of project. Determine overall priorities and assess results
MPs and staff of the Parliament of the Republic of Fiji	Beneficiaries of project activities — provide feedback
Fijian community	Beneficiaries of project both directly and indirectly - through greater transparency, openness, and accessibility of parliament
Governmental organisation	Beneficiaries — through improved relationships with parliament
Civil Society Organisations	Beneficiaries and partners in project activities
Donor governments (Australia and New Zealand)	Senior suppliers — provide funding and oversight project direction
Partner Parliaments (Australian, New Zealand, Victoria)	Partners in delivery of project activities
Pacific Regional partner parliaments	Partners in delivery of project activities, particularly in South-South cooperation
International parliamentary partners (CPA, IPU)	Partners in project activities. Set international benchmarks
FPSP 3 Project Board	Provide overall project direction and governance
UNDP FPSP 3 Project team	Manages the day-to-day operations of the project and its activities
UNDP Office Fiji	Oversight of the project team and setting broader UNDP objectives for the project

3 Evaluation purpose, scope, and objectives

The evaluation has been undertaken in accordance with the TOR for the Mid-Term Evaluation FPSP Phase 3 document.

One evaluator undertook the evaluation in accordance with the TOR, involving:

- analysis of available documentation and reports relevant to the project.
- consultations with the UNDP FPSP team
- consultations with actors in the Parliament of the Republic of Fiji and other stakeholders, including donors and partners.
- a debrief on key findings with the UNDP FPSP 3 team.
- presentation of a draft evaluation report for review
- delivery of the final evaluation report.

3.1 Purpose

The purpose of the evaluation was to assess the performance of Phase 3 of the project at the mid-point of its delivery to assess the results achieved, gaps in design and implementation and actions or corrections that could be made for the balance of Phase 3. The evaluation assessed how far the project's objectives have been addressed and outcomes achieved. It assessed the sustainability of project interventions and has made recommendations which will be relevant for consideration for the implementation of the remainder of Phase 3.

3.2 Scope

The unit of analysis or object of study for this evaluation is FPSP Phase 3, understood to be the set of components, outcomes, outputs, activities, and inputs that are described in the FPSP Phase 3 project document, results framework, multi-year workplan and reports. The evaluation's scope encompasses all the activities, results, strategies, operational measures and monitoring, implementation, management, and staffing arrangements of the project. The evaluator considered all work between January 2022 and June 2024. The evaluation also assessed the extent to which rights-based and gender mainstreaming approaches were integrated in the planning and implementation stages of the project.

3.3 Objectives

The objectives of this evaluation exercise were to:

- review and evaluate the extent to which the project design was clear, logical, and commensurate with the time and resources available.
- review and evaluate the project's performance in relation to the indicators, assumptions and risks specific in the results resource framework and the project document.
- review the effectiveness of the project interventions and their main achievements to date.
- assess progress and the likelihood of continuation and sustainability of project outputs and benefits after completion of the project.
- identify gaps/weaknesses in the design and implementation and provide recommendations for their improvement.
- identify key lessons learnt, opportunities, best practice approaches and other insights from project interventions.
- assess corrective changes to the project required if needed to ensure the project meets its objectives.

4 Evaluation criteria and questions

4.1 Criteria

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

- Relevance
- Coherence
- Effectiveness
- Efficiency
- Sustainability
- Human rights
- Gender equality
- Leaving no one behind

4.2 Questions

Each criterion had specified evaluation questions as reflected in the TOR. Initial questions can be found at Annex 1 65.

Following initial desk review, the evaluator developed those evaluation questions into more detailed questions specific to the project to give greater depth to the analysis. Given the large number of questions, for the purposes of the evaluation matrix the questions were grouped where they covered similar topics. This made the evaluation matrix simpler and assisted in focusing the findings and conclusions.

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

5 Evaluation approach and methods

5.1 Evaluation approach

The evaluation assessed the performance of FPSP 3 at its mid-term point, looking at results achieved to date, contribution to outcomes according to its associated theory of change and ways in which the project can respond for the balance of Phase 3. The MTE provides the opportunity to 'take stock' at this point and implement any corrective action that might be necessary for the remainder of Phase 3.

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

- Revised UNDP Evaluation Policy 2019
- UNDP Evaluation Guidelines 2021
- UNEG Norms and Standards for Evaluation 2016
- UNEG Quality Checklist for Evaluation Reports 2010
- UNEG Integrating Human Rights and Gender in Evaluations 2014
- UNEG Ethical Guidelines for Evaluation 2020

In implementing the evaluation approach, there were three phases to data collection and analysis. Phase 1 was the desk review of materials provided by the UNDP Country Office in Fiji and any supplementary documents available from the Parliament and the generation of an evaluation matrix. Phase 2 was the iterative process of continued data collection, focussed particularly on interviews in Fiji, with analysis of emerging data and refinement of subsequent data collection to fill gaps in analysis. Phase 3, the final phase, was the drafting and refinement of the evaluation report.

5.2 Methodology, data sources, sampling and data collection procedures and instruments

The evaluation used a mixed-methods approach with quantitative and qualitative data gathering techniques as outlined below. The two major techniques were process tracing (PT) and contribution analysis (CT). Process tracing and contribution analysis have similarities in that they use the accumulation of evidence to establish causal connections, for example between the interventions in a project and the link, or lack thereof, to a Theory of Change. They are approaches or techniques that lent themselves well to the data gathering and analysis process of this evaluation and worked well in combination. CT is an iterative process of analysis to test the contributions that are made by interventions to give effect to a Theory of Change. PT can be used to establish the closeness of connections between claims of contributions and the evidence. These techniques were supplemented, where necessary, with outcome harvesting in which the perspectives of many stakeholders could bring more certainty about what the outcomes achieved were where the situation was complex and there were different views about outcomes.[10] The Gender Results Effectiveness Scale also was used to assess gender interventions.

The mixture of techniques ensured that an objective perspective was brought to bear on the evidence gathering and analysis and that participants in the evaluation were comfortable providing frank and full answers to interview questions. Interviewees were assured of anonymity in responding to questions.

The evaluator undertook the following steps for data collection and analysis.

[10] For details of these techniques see METHODOLOGICAL FUNDAMENTALS FOR EVALUATIONS (undp.org)

5.2.1 Desk review of documentation

The evaluator received an initial package of project documents and requested any additional relevant documents from the UNDP Country Office in Fiji. The initial desk review (Phase 1) covered:

- the FPSP Phase 3 project document, including the theory of change and results framework and multi-year workplan.
- all project periodic reports
- FPSP Phase 3 project board meeting papers and minutes
- reports on specific activities and key knowledge products
- the Constitution of Fiji and key parliamentary documents, including the standing orders

The initial desk review provided key information used to formulate questions for interviews and identify further information required. From this, the inception report and evaluation matrix were prepared (see Annex 2). The evaluation matrix is based on the areas to be addressed in the TOR for the evaluation. The five key areas of questioning were related to relevance, coherence, effectiveness, efficiency, and sustainability, with specific questions on cross-cutting issues of human rights, gender equality and leaving no one behind. Based on the initial desk review, the evaluator collected data and evidence in line with the questions listed in the evaluation matrix.

Analysis of additional documents gave space for the evaluator to triangulate findings, consider issues in more detail or consider additional issues as they arose. (see Annex 3 for a full list of documents reviewed).

The evaluator also collated quantitative data related to the performance of the Parliament of the Republic of Fiji and the project contained in project reports, reports produced by the parliament and from independent sources to ensure triangulation.

5.2.2 Interviews and field observations

The evaluator then moved into phase 2 of the evaluation of further data gathering. The evaluator, in conjunction with the project team, identified an interviewee list to address the evaluation questions based on the initial desk review, covering key stakeholders engaged with the project. The interviewees included parliamentarians, parliamentary staff, donors, partners, the FPSP Phase 3 team, CSOs and consultants. The evaluator worked with UNDP project staff to set up interviews. Most of the interviews were held in-country in Fiji in the period from 3 to 12 July. Some interviews were undertaken via Zoom or telephone where in-country meetings were not suitable or possible. The interviews extended over about three weeks.

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

a. Individual key informant interviews (KIIs) solicited individual responses to predetermined questions. This allowed for in-depth information on different stakeholders' experiences of the project and impressions of results achieved and challenges. The evaluator conducted interviews with project stakeholders, including senior parliamentary leadership, members of parliament, parliamentary staff, representatives of international and regional parliaments which have engaged with the Parliament of the Republic of Fiji in twinning arrangements or other activities, consultants and experts on democratic development and parliamentary strengthening in Fiji, and donor representatives.

b. Group interviews were conducted on a few occasions where there was a logical relationship between interview participants (see Annex 4 for a list of interviews.)

In addition to the interviews, the evaluator also undertook some field observations whilst in Fiji. These included a visit to, and inspection of, the Chamber of the Parliament of the Republic of Fiji, including its IT equipment, attendance at a sitting of the Parliament and attendance at a Project Board meeting. These activities are reflected in Annex 4.

5.2.3 Case studies

The evaluator has aimed to assess a small number of cases of project interventions to support understanding of the activities, outputs, outcomes, and interactions of the project and to draw lessons for the future. The case studies were chosen to reflect a well-developed area of project and parliamentary work (the Parliament of the Republic of Fiji's Community Engagement Strategy) and an emerging area of work (inquiry work by committees).

5.3 Interview procedure

A standard KII questionnaire was prepared in advance of each interview by the evaluator. This was based on the criteria and research questions in the evaluation matrix, converted into 'prompt' questions to elicit answers from interviewees.

Interviews started with the following script:

> The purpose of this interview is to contribute to the mid-term evaluation of Fiji Parliamentary Support Project Phase 3. You are being interviewed as you are involved in or with the project or have been identified as a stakeholder in this project. The interview is voluntary and expected to take between 30 minutes and one hour, but possibly less than this. The data from this interview will be used by the evaluator for analysis, but your name or other personally identifying information will not be used in the draft or final report.

The majority of interviews were not audio recorded to allow for full and frank answers from interviewees. Handwritten notes of responses were made by the evaluator.

The evaluator cast the net as widely as possible over the range of documentation that was sought and the interviews that were held. Questions were adjusted as necessary to the context of the interviews.

Interviewing various stakeholders inside and outside the project allowed the evaluator to crosscheck information from the initial document review and to triangulate responses from across interviews. This strengthened the reliability and validity of findings.

5.4 Data analysis

During phase 2, to undertake the data analysis, the evaluator used an evaluation matrix prepared as part of the inception report to systematically match the information received from evaluation questions with other data sources and to track input received during the evidence-gathering process against emerging findings.

The starting point for the analysis was the FPSP Phase 3 project document and results framework, which set out what the project intended to achieve. Project progress reports and knowledge products and parliamentary reports were assessed during the initial document review to uncover what was delivered by the project; information from interviews was used to validate information from reports and to assess strengths and weaknesses of different initiatives. The evaluator sought to make a quick data analysis as data was being collected to identify early what might be initial findings. The techniques referred to earlier of process tracing and contribution analysis were used to establish causal

connection, particularly between interventions and the Theory of Change and gaps in information to be filled.

Opinions from interviews were crosschecked against other sources such as project documentation and products and materials generated by the parliament. Qualitative information received was assessed against available quantitative data. In this way, the validity of the data collected, and the credibility of the findings based on that data were maximised. Further information was sought when any gaps were identified to bolster the overall analysis.

The analysis consisted of assessing the evidence gathered against indicators/questions in the evaluation matrix. Crosschecking of information from interviews was performed periodically to enable the triangulation of findings and for the evaluator to identify where further information was needed in an ongoing way during the evidence-gathering process.

To assess expected impacts of the project across three outputs, the evaluator used the following steps for analysis:

1. Use the FPSP Phase 3 theory of change and outputs as the starting point.
2. Confirm initiatives and activities delivered under FPSP Phase 3 outputs.
3. Obtain evidence on the results of initiatives.
4. Obtain evidence to assess that FPSP Phase 3 contributed to results achieved.
5. Identify gaps in the delivery of initiatives and activities.
6. Assess corrective approaches that could be adopted for the balance of the delivery of Phase 3.

KII questions adapted for each interview from the evaluation matrix drove this analysis, allowing for an assessment of the contributions made by FPSP Phase 3 towards strengthening the ability of the Parliament of the Republic of Fiji to undertake its core democratic functions.

Preliminary findings were presented to the project manager. This in turn led to phase 3 of the evaluation, the drafting of the evaluation report. The report has gone through a number of drafts in response to comments. Following production of the report, the findings and recommendations in the final report will be presented to any relevant stakeholders agreed on between UNDP and the evaluator.

5.5 Performance standards

The evaluation was designed and conducted using the framework and standards as detailed in the UNDP Evaluation Guidelines 2021.

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

5.6 Stakeholder participation

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

5.7 Ethical considerations

The evaluation was carried out in accordance with universally recognised values and principles of human rights and gender equality. The evaluation assessed how the project has addressed issues of social and gender inclusion, equality, and empowerment; contributed to strengthening the application of those principles; and incorporated the UNDP commitment to rights-based approaches and gender mainstreaming in the project's design. The evaluation also addressed other cross-cutting issues, such as the extent to which UNDP has incorporated and fostered South–South cooperation and leaving no one behind in its initiatives.

The evaluation followed a participatory and consultative approach. The evaluator provided a clear and concise description of the purpose of the evaluation and how the information and opinions provided by participants would be used. The approach to primary data collection methods through interviews was gender sensitive as well as inclusive.

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

5.8 Limitations of the evaluation

Although the evaluation inception report did not envisage significant limitations, the evaluation did have some limitations related to methods and practicalities. A week and a half were allocated for interviews in Fiji. Other interviews were undertaken via Zoom or telephone. The time limit on interviews in Fiji and the fact that much of this time was a sitting period for the Parliament of the Republic of Fiji had some limit on available interviewees.

Although it was not possible to interview a key stakeholder such as the Speaker, other interviewees provided a detailed perspective that covered ground that otherwise would have been covered by a meeting with the Speaker.

Mitigation: The wide variety of interviewees engaged during the evaluation in some part mitigated the fact that it was not possible to engage with all desired interviewees.

In relation to FPSP Phase 3 Output 1, the limit on time in Fiji meant the evaluator was not able to conduct on-site observation and engage with a representative sample from the Fijian public and different groups in society, including the harder-to-reach, on the scope and impact of public engagement initiatives.

Mitigation: This was not considered a major limitation as the evaluator spoke with parliament's Civics Engagement team and with CSO representatives as a proxy measure, and questions on public engagement were included throughout interviews with various stakeholders.

6 Findings

In the discussion under the OECD criteria, the results against the three output areas of the project are assessed mainly within the 'Effectiveness' criterion as the assessment against this criterion is about the results achieved under the output activities. The other criteria are primarily assessed having regard to the project as a whole with reference being made to an output area where there is a particular relevance to an output area.

6.1 Relevance

Interviewees indicated that the project is highly valued by the parliament, donors, and partners. For example, one interviewee stated that the project had 'strengthened parliament as an institution' and another acknowledged 'the overall value of the project'. There is recognition of what the project has achieved since 2014 and optimism about the project's potential to achieve in the future in further developing and maturing the parliamentary system in Fiji. There is also a general view that the overall thrust of the project has been in the right direction and is relevant to the needs of the parliament.

The project is valued for its responsiveness and flexibility in catering to the needs of the Parliament of the Republic of Fiji. One interviewee stated that: 'UNDP is responsive to the needs of the Parliament and the Parliament see that as well'. A parliamentary interviewee noted that UNDP is 'very responsive to suggestions. Activities/interventions have generally been conducted in consultation with the parliament, often being specific requests from the parliament for support. For example, the parliament sought ongoing support for the work of two of its committees—the Justice, Law and Human Rights Committee and the Special Committee on Emoluments—which was forthcoming from the project. The relevance and importance of the project were confirmed by all parliamentary interviewees.

A number of the significant anticipated project activities have not been realised, particularly in relation to outputs 1 and 3. This mid-term review provides the opportunity to reassess them. There is further detailed discussion of the activities anticipated under the project's outputs and the results that have been delivered on them to date in the section on 'Effectiveness'.

The parliament has been involved in either initiating, or being consulted about, planned initiatives under the project. The project could seek to even more closely align the project's activities with the priorities of the Parliament of the Republic of Fiji. The new Parliament of Fiji Strategic Plan to succeed the 2018–2022 plan, which it is expected will be completed shortly, will assist the project to identify priorities and align its activities accordingly.

Two recent exercises run by UNDP—a committees' workshop and a retreat for MPs—have well-articulated a parliamentary agenda for the remainder of Phase 3 of the project.[11] They also demonstrated, as one MP stated, how it provided 'exposure to other parliamentary experience' and another that 'it opens eyes to alternatives' for the parliament. This is a good illustration of the ability of the project to 'nudge' change. Among the common issues emerging from these two events were:

- committees conducting policy inquiries.
- developing guidelines and manuals for committee chairs and members on effective committee work
- limiting the time of committees on annual report work and increasing it on policy, Bill, and oversight inquiries, including reviews of subordinate legislation.
- committees trying new approaches to public engagement.
- the public Accounts Committee trialling an estimates committee process with selected ministries.
- better coordination and sharing of information between the parliament and the executive government.
- the establishment of an Office of Parliamentary Counsel

[11] See Fiji Committees' Workshop Report, 12-14 February 2024 and Parliament of Fiji Retreat Report, 22-24 April 2024.

- the adoption of transparency and accountability measures such as a Code of Conduct for MPs
- attachments and mentoring for committee members and staff with other parliaments in the region (New Zealand, Victoria, Australia).

Thus, parliament seems to have developed a clear idea of how it can be supported by the project, but this needs to be aligned with the project's objectives.

Technical support for particular committees (as noted above), support for the Floating Budget Office (FBO) and capacity building has been valued. The challenging agenda set for Phase 3 of modernisation and change management (output 3) may also need to be reassessed and a closer alignment with the articulated needs of the parliament developed.

The assistance provided by the project to support the transition to a new parliament following the election in 2022 (activity under output 3) was somewhat inconsistent with the objectives identified in the Project document. There were challenges in organising an early induction for MPs. The parliament's secretariat successfully conducted an induction program and The UNDP eventually facilitated undertook a successful retreat/induction in April 2024. This matter is further elaborated under 'Effectiveness'.

Both parliamentary staff and civil society organisations (CSOs) have expressed interest in, and identified opportunities for, further support on public engagement, despite the primary activity in this area—the development and implementation of an Open Parliament Action Plan— not being realised (see discussion below). The parliament has a well-developed engagement strategy, and CSOs are keen to enhance their engagement with the parliament. The revival of the Speaker's debates and the potential for bill and inquiry work by committee present further opportunities to develop engagement, even in the absence of an Open Parliament Action Plan.

The project also has considerable relevance to broader UN and UNDP objectives. In line with UNDP's Global Strategic Plan, the project strengthens the democratic process in Fiji to open up a more inclusive opportunity for public engagement. It also aligns well with the United Nations Pacific Strategy of contributing to inclusive and transparent decision-making processes and improving accountability and the sub-regional programme of more inclusive voice for women, youth and marginalised groups and transparency and accountability in governance institutions. As will be indicated below in the discussion on effectiveness, there has been considerable progress on all these issues, although challenges remain.

6.2 Coherence

There is an internal logic and coherence to the design of Phase 3 both in building on what has come before in Phases 1 and 2 and in continuing to strengthen both the parliamentary institution and the capacities of MPs and secretariat staff. Thus, the design of Phase 3 is fundamentally sound and coherent, but, as one interviewee noted, the project 'was designed in different circumstances, both politically and administratively' and its more ambitious agenda is a challenge that is still being worked on.

The project has a good coherence with the broader UNDP objectives globally and in the Pacific region. The previous section noted the relevance of the project's objectives to the broader objectives of UNDP. Strengthening the capacity of MPs and of the parliamentary institution enhances the capacity of the parliament to address the national development challenges that face Fiji such as economic growth and employment, social development and change, delivery of public services and climate change, amongst others. For example, the ability of the parliament to scrutinise government activities and budgets and for committees to undertake inquiries that examine more general issues of concern to the public, are important in ensuring parliament plays its role in the development of Fiji.

The project also has good coherence with the objectives and support programs offered by key partners such as the Australian, New Zealand and Victorian parliaments. Interviewees from each of these institutions indicated the good alignment between their programs - Tia a Kiwa in the case of the New Zealand Parliament; the Guest of Parliament program in the case of the Australian Parliament; and the Pacific Parliamentary Partnerships in the case of the Victorian Parliament – and the FPSP. One interviewee noted that their participants in the project's activities found them 'to be rewarding and to have good content and rigour'. Particular activities, such as the Committees' workshop run by the Victorian Parliament with liaison support from UNDP was very successful and demonstrated how the project has meshed with the objectives of other regional support mechanisms.

The project also meshes well with the parliaments in the region that are involved with the Parliament of the Republic of Fiji in South-South cooperation activities. Many of the parliaments in the region regard the Parliament of the Republic of Fiji as the 'senior' parliament in the region and a model for them to follow. Much regional cooperation happens in coordination with the PPEI and SLIP projects and there is considerable synergy between these three projects. A number of activities take place under the banner of two or more of the projects, integrating well with the objectives of the respective projects.

The flexibility of the project is also important. The ability of the project to respond to newly articulated needs and to fit these within the overall framework of the project means that the project can retain coherence whilst being very responsive. It is nevertheless important that the overall objectives of the project, UNDP and important partners are also adhered to, and flexibility is not at the expense of coherence.

6.3 Effectiveness

In interviews, there was a general consensus that Phase 3 of the project had a difficult early period from its commencement in 2022 until well into 2023. One interviewee noted that there was 'not a lot happening in the first 12 months or so' and another that the project had survived a 'period of going to ground and now was moving forward'. There were a number of reasons given for those difficulties:

- COVID-19 was still having an impact in 2022, limiting the activities that could be undertaken.
- Prior to the election at the end of 2022, the parliament was more reluctant to engage in activities so as not to be seen as 'political'.
- Once the election was over, the change of government and the institution of the first coalition government in Fiji after the 2013 Constitution created some political uncertainty leading to some uncertainty about project activities.
- The management of the project went through some difficulties through the early part of Phase 3, noting the impact of the establishment of a Parliamentary Development Portfolio and the recruitment of a mostly new team.

The combination of those factors resulted in activity levels on the project in 2022–23 being lower than desired, the synergy between the parliament and the project team that characterised earlier phases of the project being interrupted and the trust between UNDP and the parliament being diminished.

Interviewees expressed the view that the project now seems to be on track but is still trying to map out an agenda for the remainder of Phase 3 that connects the parliament's needs with the objectives of the project. One interviewee noted that the 'key outcomes from the Retreat provided the priorities for future activities.

This section examines how effective the outputs and activities proposed in the project document have been and suggests areas for a different emphasis.

The evaluator assessed effectiveness against the three output areas of the project and looked at to what extent activities identified in the outputs have been achieved and, if so, what impact those interventions have had.

6.3.1 Output 1: Transparent and accessible parliament

There were three main activities identified in the project document for this output:

1. Support the development and implementation of an Open Parliament Action Plan.
2. Support capacity building of parliament and key actors including civil society to engage with parliament to improve legislation and scrutiny of government and create space for portfolio-based inquiries.
3. Support the development of and implementation of a digital transformation / e-parliament strategy.

One of the key activities under Output 1 is that an Open Parliament Action Plan is approved and implemented. There has been no progress on this initiative and, in interviews with parliamentary informants, there was no mention of it as a priority. This is not to suggest that making parliament more transparent, accountable, and accessible was not supported, nor that there was not a desire to have a plan or strategy around engagement. For example, the parliament has its own very well-developed Community Engagement Strategy 2022–2026 (discussed in more detail in the case study below).

It is suggested that the specific activity of developing an Open Parliament Plan not be pursued at this stage. The essence of an Open Parliament approach is that it encourages transparency, participation, and accountability in the legislative process.[12] Thus, those objectives can be pursed with other initiatives (for example, civics education, engaging with civil society and enhanced accessibility to committee inquiry and Bills processes, as are discussed below).

Some progress was also made by the project in supporting the reduction in the backlog of Hansard reports and in assisting with online access to the parliamentary legislative processes.

Civics education is an important part of ensuring an open parliament. The Parliament of the Republic of Fiji has had a strong outreach and community engagement strategy from the earliest days of the post-2013 parliament. The project has provided assistance to strengthen the parliament's Outreach and Civic Education and Media Unit (the unit) through international visits and exchanges and has supported a range of activities undertaken by the unit. This has included support for the unit head and others to attend parliamentary educators' conferences in the region. Currently, the unit is struggling with fewer staff than has been the case historically, although there were indications that the latest Fijian Budget could bring an increased staff. This, inevitably, has limited the work the unit might otherwise have done. The following case study, based on the Parliament's Community Engagement Strategy and interviews with parliamentary staff, explains the work of the unit in more detail and how the project might mesh in with its work.

Case study: The Parliament of the Republic of Fiji Community Engagement Strategy 2022–2026

Following on from an earlier successful Community Engagement Strategy, the Parliament of the Republic of Fiji, with assistance from the project and the Parliament of Victoria, has developed an updated Community Engagement Strategy 2022–2026. The strategy has four objectives:

1. Connect with a broader cross-section of the Fijian community, including Fijians at home and abroad.
2. Provide Fijians with more opportunities to access parliament.
3. Remove barriers to participation to be more inclusive of all Fijians.

[12] 'Open parliaments', fact sheet, Open Government Partnership.

4. Modernise our engagement approaches through a focus on technology.[13]

To give effect to the objectives, the strategy has seven focus areas:

1. Learning about parliament—assistance to students and professional development of teachers to gain an understanding of parliament.
2. Committees in the community—encouraging community interaction with parliamentary committees.

Figure 3: Mr Tarun Lal briefing students from the Northern Division

3. Experiencing parliament—use of digital platforms and visitor programs to create a positive experience of parliament.
4. Accessibility and inclusion—paying attention to those with barriers to participation.
5. Outreach to communities—school visit programs to the more remote areas of Fiji and engagement with more remote communities through the work of committees.
6. Fiji Now and Next engaging with youth, including through the holding of a Youth Parliament.
7. Community partnerships—partnering with outside organisations and groups who currently have little engagement with parliament to connect with them.[14]

The unit is able to achieve a considerable amount with few resources, although it is hoping to supplement its resources in the latest budget. In addition to the outreach activities, it also maintains the parliament's website and generates and maintains core informational resources about the parliament such as lists of MPs, fact sheets, newsletters, media releases and alerts. The unit was hoping to engage a resource to assist with video editing work to enable the better digital coverage of the work of committees.

[13] Parliament of the Republic of Fiji, *Community Engagement Strategy* 2022–2026.

[14] Parliament of the Republic of Fiji, *Community Engagement Strategy* 2022–2026.

Figure 4: Parliament Schools Visit Program

There would seem to be considerable scope for the project to work with the unit on many of its focus areas. One area in which there have been recent difficulties is in the schools' outreach focus area. There seems to be a difference of view between the project and the parliament on the best way forward in this area.

The unit has been engaged, very successfully, in visits to remote schools to run a one-and-a-half-hour program for secondary school students. Fifteen such visits have taken place in 2024 to date (although 40 were planned). UNDP seems to prefer a more sustainable approach that is more appropriate to the circumstances of 'training the trainers', aimed at the teachers who would then pass on knowledge, embedded in the curriculum, to a much wider number of students. It also would integrate with civics education more broadly including electoral education. This reflects the approach taken by UNDP elsewhere in the world, including the Pacific (e.g. Solomon Islands). As the evaluator understands it, the Community Engagement Strategy also recognises the use of teacher professional development sessions as one area in which it wishes to resume activity. There would seem to be scope for the project to work with the unit to resolve any differences in this area and develop an approach that is both sustainable and retains the outreach to remote communities that characterises the current focus. The use of regional connections could be of value in this area.

The project also could consider working with the unit on how to address the needs of harder-to-reach communities and to expand outreach work outside of key population areas, as this is one of the focus areas of the Community Engagement Strategy. This would assist in addressing the 'leaving no one behind' criterion of this evaluation.

One activity of Output 1 is to support capacity building of key actors, including civil society, to engage better with parliament. The project work plan envisaged engagement with civil society in a number of ways, but it does not seem that this has been much advanced. Some activities have been conducted, e.g. with the Justice, Law & HR Committee, however the heavy existing workload for Parliamentary staff have made further focus in this area challenging. In interviews, CSOs expressed an interest in

stronger engagement with the project. One stated that they were willing to 'work with UN agencies to take the agenda forward', and another that they can assist with training and awareness raising in issues such as gender mainstreaming and a need to 'build capacity around the use of the gender toolkit'. They have considerable expertise and strong backgrounds in areas such as gender, human rights and leaving no one behind. Seeking to overcome the barriers to establishing more routine CSO engagement with parliament should remain an important focus of the project. This will also be an important enabler to engaging the harder-to-reach groups in Fijian society, as the CSOs are well linked into such groups. The project should make a more active endeavour to engage with civil society and find ways in which it can have greater input to parliamentary processes. This may require some lateral thinking and consideration of other ways in which CSOs could be involved in the project's work.

The revival of the Speaker's debates provides another opportunity for community and CSO engagement with the parliament. One CSO representative spoke highly of the recent Speaker's debate, stating it had 'worked very well' and was valuable in bringing together 'MPs, academia, and CSOs'. It was noted there could be clearer guidance to participants about the timing and format for the debates. The Speaker's debates also provide a potential avenue to engage on issues such as the SDGs and human rights. There was considerable parliamentary interest in further debates being held with one interviewee describing them as 'valuable'.

Engaging the community with the processes of parliamentary committees is an obvious area in which the project can cooperate with the parliament. The new inquiry works of committees, once it goes ahead (see next section for discussion of this), provides a particular opportunity as it is likely that the subject matter of such inquiries will be of greater community interest than routine oversight work. It is also likely that these inquiries will attract greater interest from CSOs. Data reported to the July 2024 meeting of the project board against the indicator 'Number of substantives, evidence-based inputs and submissions received by standing committees from civil society' was seven against a target of two for the period, which suggests that there is the potential for interest from civil society in engaging with committees.

Data in this area does show a healthy participation in the work of committees. In the parliament from 2018 to 2022, more than 1,832 individuals appeared before the standing committees—covering government officials, academics, representatives of NGOs, private-sector and faith-based organisations and private citizens. Unfortunately, of those, only about 30% were women. In addition, over the course of the same parliament, there were 1,833 written and oral submissions to the standing committees.[15] These are impressive figures which can be built on both by increasing overall numbers and widening the input to women and less advantaged groups.

The issue of better engagement with executive government (the civil service) was mentioned by a number of interviewees. This could take the form of briefings to civil servants on the role of parliament or the development of guidance materials for civil servants about their interactions with parliament and particularly parliamentary committees. This is another area in which the project could support the efforts of the parliament.

There was also interest shown in implementing transparency and accountability measures. This would take the form of the development of a Code of Conduct for MPs and for a regime for the declaration of MPs' interests. Those were recommendations made in the recent report of the Special Committee on Emoluments.[16] It is not clear yet what assistance may be required from the project, but the project should be prepared to support the parliament in this work with expertise, better practice examples and technical advice. The implementation of such transparency and accountability measures for MPs will provide the necessary balance to perceptions that MPs are not sufficiently accountable to the

[15] 'An overview of the Fiji Parliament 2018–2022', June 2023, p. 16.

[16] Special Committee on Emoluments, *Report on the Review of Salaries, Allowances and Benefits of the Members of Parliament, President, and Speaker and Parliamentary Allowance Act 1989*, May 2024, Parliament of the Republic of Fiji, parliamentary paper no. 145/2023, pp. 7–8.

community and demonstrate that they do not act in their own interests, but in the broader community interest.

In relation to the activity under this output associated with digital transformation, the parliament has been pursuing a digitisation strategy for some time. As was noted in UNDP's IT assessment of a number of Pacific parliaments, the Parliament of the Republic of Fiji 'has developed a strong baseline of IT infrastructure and systems that have enabled the Parliament to establish a work culture based on the use of IT'.[17] As a result, it has developed an impressive suite of technology and capability towards the implementation of an e-parliament.

The evaluator had a tour of the Chamber and observed that the equipment in the Chamber is impressive and up to date. The website is well developed with a lot of information available online, the parliament's meetings are live streamed, and virtual and hybrid meetings of committees are available and are used. The digitisation of information has undoubtedly made a contribution to accessibility for people with disabilities and more marginal groups to the work of the parliament. A lot of these developments were stimulated by the restrictions imposed by COVID-19, when considerable innovation and investment in technology occurred. The project, in its earlier phases, made significant investments on technology to support the parliament. The initiatives in this area proposed in the project document have yet to be fully realised but seem to provide a good basis for implementation in the remainder of Phase 3. There is also an interest in support for a visit to the New Zealand Parliament, where similar equipment is being used in the Chamber.

6.3.2 Output 2: Increase parliament's capacity to legislate, conduct oversight and monitor achievement of national development goals.

There were four main activities identified in the project document for this output:

1. Support the development of routine monitoring by standing committees of Government action and expenditure, including National Development Plan and SDGs commitments and the reports of the Auditor General.
2. Support capacity building of MPs and standing committees to conduct oversight.
3. Support enhancement of the capacity of women as political actors in oversight of government spending and programmes.
4. Support development of routine evidence-based gender impact analysis on all work by standing committees.

It is worth commenting on the overall work of the parliament. The parliament's sittings and its consideration of legislation have been very consistent over recent years (including those covered by Phase 3 of the project). Figures 5 and 6, based on data provided by the Parliament of the Republic of Fiji, illustrate this consistency well.

[17] Project document, February 2022, p. 21.

Figure 5: Annual sitting days, 2018 to 2024 (to date)

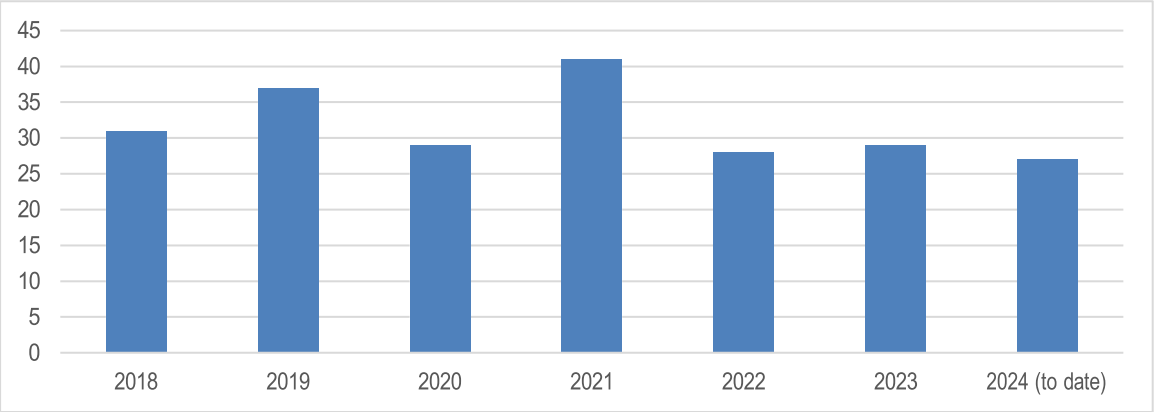
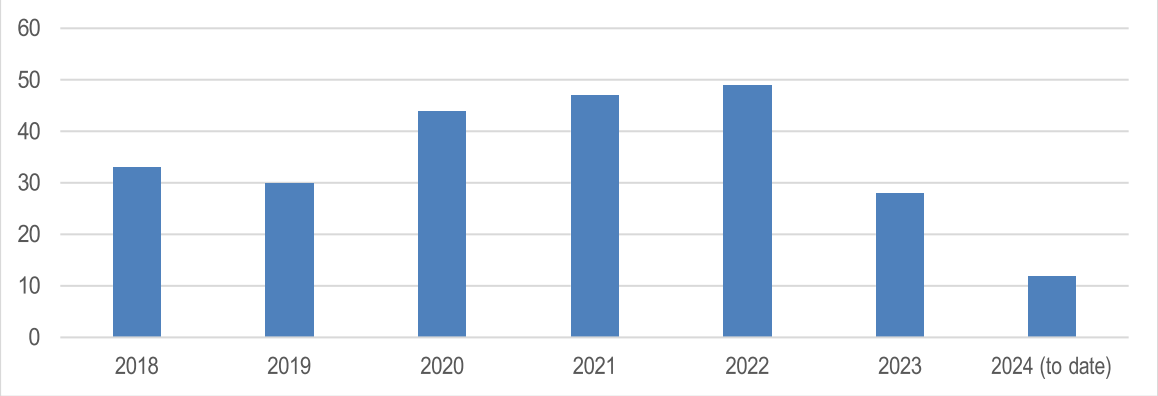
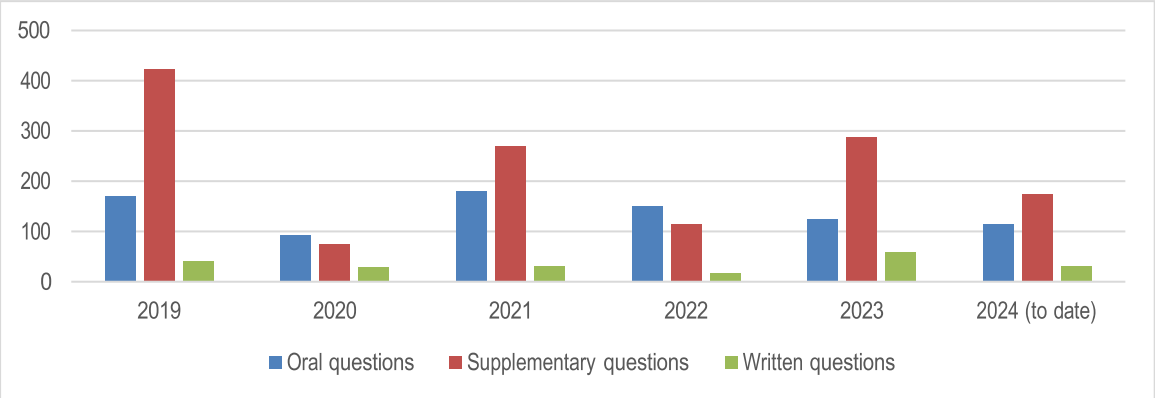


Figure 6: Numbers of Acts passed annually, 2018 to 2024 (to date)



The parliament also has a vigorous scrutiny of government by MPs, as illustrated by the numbers of oral, supplementary, and written questions to ministers (Figure 7-based on data provided by the Parliament of the Republic of Fiji).

Figure 7: Questions asked, 2019 to 2024 (to date)



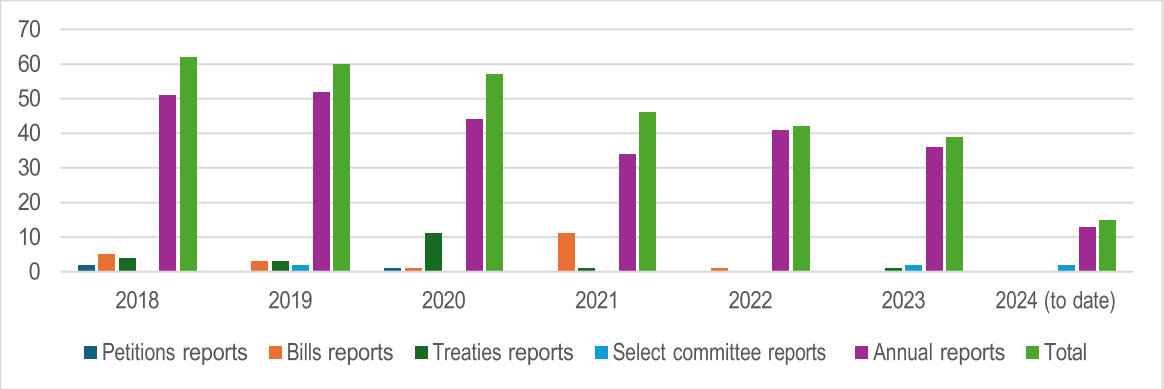
Committees are working very effectively in routine monitoring activities, which are focused on the annual review of the annual reports of departments. Reviews of annual reports have been the major oversight mechanism of the standing committees and, while they might provide the basic work for committees, the work can also be routine and not satisfying where annual reports being reviewed are often dated and the reviews can be rather formulaic.

There has been some support for the referral of Bills to committees for review. Several Bills have been referred to the Justice, Law, and Human Rights Committee. An encouraging development is that it is anticipated that there will be less resort to the provisions of Standing Order 51 for the fast tracking of

the passage of Bills and that, as a consequence, more Bills in the future will be referred to committees for review, including standing committees other than the Justice, Law and Human Rights Committee.[18] If that is the case, those committees will need expert assistance and guidance from the project to support this work. In addition to technical (and perhaps legal advice and subject-matter support), documentation of the process for conducting Bill inquiries and how-to guides for MPs should be developed so that MPs and staff can undertake this work into the future without support. The use of Standing Order 51 to limit the scrutiny of Bills by committees, and the channelling of all Bills through the Justice, Law, and Human Rights Committee rather than other standing committees, will need to continue to be monitored to see whether better practice is being employed.

Figure 8 presents statistics on the reports of committees by different categories, as provided by the Parliament of the Republic of Fiji. It shows the dominance of annual report work for committees and little emphasis, particularly in recent years, on the scrutiny of Bills, petitions, and treaties.

Figure 8: Number of committee reports tabled annually, by category, 2018 to 2024 (to date)



In relation to other oversight work, such as the review of auditor general's reports, reviews of regulations or estimates type reviews of government expenditure, there has been less success to date. The Fiji Committees Workshop gave encouragement to such reviews and suggested that each committee undertake a review of one regulation in 2024 and a pilot of each standing committee review the estimates of one of the ministries in its portfolio. As an alternative, the retreat held in April 2024 suggested that a review of one regulation by each standing committee in 2024 and a pilot undertaken of each ministry attending before the Public Accounts Committee in 2025. Given the importance of, and interest in, committee work expanding into these areas, UNDP should continue to advocate for a widening of committee work into such areas.

Reference was made earlier to assistance the project has provided to the Special Committee on Emoluments. This was a good example of the project supporting technical assistance to particular committees where such assistance is requested by the Parliament of the Republic of Fiji. In this case a contracted technical expert assisted the committee in reviewing comparative options from other countries for the remuneration of MPs. Clearly, this contribution was greatly valued by the committee and was a demonstration of UNDP's responsiveness to parliamentary requests. Although, as the task strayed more into the detailed subject matter of the committee's work and was somewhat political (beyond technical assistance with process), the matter became more difficult to manage. The project at all stages remained at arm's length from the substance of the committee's work and did not interfere with the consultant's advice and recommendations. The project needs to carefully manage assistance it provides that is beyond issues of process.

In relation to broader inquiry work by committees, the picture appears promising. Interviewees indicated that it is expected, following a recent change of standing orders, that inquiries by standing

[18] Statistics provided by the Parliament of the Republic of Fiji show that in the years from 2019 to 2022 all but one Bill each year was fast-tracked using the provisions of Standing Order 51.

committees into more general matters will be permitted with the authority of the Speaker. It is expected that any inquiries initially will be of a modest nature and involve only one or a few committees, but importantly it will be a starting point. This matter, and its implications, are expanded upon in the case study below based on interviews and a review of the standing orders of the Parliament.

Case study: Inquiry work by committees

The question of the standing committees conducting broader inquiries into policy areas has been discussed for some time. Most recently, this matter was discussed by MPs at the Workshop on the Work of Oversight by Parliamentary Committees held in February 2024 and at the Parliament of the Republic of Fiji Retreat held in April 2024.[19] At both of those events there was strong support for the inquiry work by standing committees. At the retreat, detailed work was undertaken between the standing committees and relevant ministers on draft terms of reference for possible inquiries.

There were changes made recently in standing orders to enable such inquiries to be referred to the standing committees. Standing Order 110 clause (c) provides that one of the functions of a standing committee is to:

- (c) scrutinise the government departments with responsibility within the committee's subject area, including by investigating, inquiring into, and making recommendations relating to any aspect of such department's administration, legislation or proposed legislative programme, budget, rationalisation, restructuring, functioning, organisation, structure, and policy formulation.

In relation to Standing Order 110 clause (c), Standing Order 110 paragraphs (3) and (4) provide:

- 110 (3) For the purpose of clause (1) (c), a standing committee must write to the Speaker of its intention to investigate or inquire into a matter raised together with a draft term of reference, during which time the Speaker must scrutinise and may approve the request, if all the following requirements are met:
  - (a) conforms with the requirement of this Standing Order
  - (b) is seeking action which lies within the powers of Parliament to take.
- 110 (4) The approval of the Speaker must be accompanied by the terms of reference of the Speaker's preference.

Thus, it lies in the hands of the Speaker to agree to an inquiry proceeding and to determine the final terms of reference for any such inquiry.

Although it was recommended at the committee's workshop and the retreat that each committee could undertake an inquiry, it is more likely that this work will commence relatively modestly, and with perhaps only one or two committees initially involved.

If, as is expected, this work proceeds even in a modest way, it provides an important opportunity for the project to contribute to, and to advance, the more structural changes to the parliament's work. As this work will be novel for both MPs and staff, technical assistance and support from the project will be welcome. In addition to technical and other support, a documentation of the inquiry process, development of SOPs and 'how to' manuals for MPs could all be knowledge products of the first of the inquiry processes that the project could facilitate and assist.

Such inquiry work also provides the opportunity to advance other objectives of the project. For example, it provides the opportunity, depending on the topic, to engage more effectively with both CSOs and the wider community.

[19] See Fiji Committees' Workshop Report, 12-14 February 2024 and Parliament of Fiji Retreat Report, 22-24 April 2024.

In relation to the monitoring of the National Development Plan and SDGs, earlier iterations of the project have assisted with the development of manuals and knowledge products which have been designed to consolidate and sustain results in this area, such as the Guidance Note for Standing Committees on the Oversight of the Implementation of the Sustainable Development Goals.[20] The project has sought to strengthen capacities to address the SDGs in the work of the parliament. The FBO also covers relevant SDGs in each of its Budget briefs. Nevertheless, this is an area which needs continued attention, including ongoing awareness raising and efforts to embed this agenda, as it still tends to be undertaken in a routine rather than a substantive way. The development by the Fiji Government of a new National Development Plan is likely to stimulate interest in parliament using this as an accountability tool, and the project should be alive to this opportunity.

The core capacity of committees to better understand their roles and undertake their routine oversight work are very sound. Committees also work in a bipartisan manner, as stated by many interviewees, and, as earlier cited data indicates, have good engagement with the community in their processes. The project continues to develop this core capacity of committees through workshops, exchanges, and technical and subject-matter support for the work of committees where requested.

The ability of the project to support Activity 3 in this output ('Enhancement of the capacity of women as political actors in oversight of government spending programs') is inhibited by the fundamental point that the proportion of women in the legislature declined significantly at the last election to less than 10% (from around 20%). The evaluator interviewed three of the five female MPs, and all noted the reduced capacity of women to have a major impact. Nevertheless, they considered that they played an important role in ensuring that there was a female perspective in debates in the Chamber and in the work of committees.

There are a number of issues here, some of which are probably somewhat beyond the scope of the project. For example, how can more women be attracted to stand as candidates, be selected by their parties and then get elected to parliament? This is discussed further in the 'Gender equality' section.

However, there have been project initiatives which have endeavoured to empower and develop current MPs and look to the future with prospective MPs. The project has supported female MPs and parliamentary staff to attend the Women in Power Forum. The most recent of these, the third such Forum, was held in Auckland in February 2024 and was attended by four of the five female MPs and three female parliamentary staff (Figure 9). The female MPs interviewed by the evaluator, who attended the forum, commented very favourably on what the forum was able to achieve for them. One noted that the Forum as 'very useful and built camaraderie' and another that 'it was 'a great experience'. UNDP has also noted that 'The Forum built a strong consensus on the priorities for support from UNDP and other development partners, and a clear plan for UNDP to continue on with'.[21] It will be helpful if this agenda can be pursued.

[20] Oversight of the implementation of the Sustainable Development Goals: Guidance Note for the Standing Committees of the Parliament of the Republic of Fiji.

[21] *Annual project progress report: Fiji Parliament Support Project—Phase III, 1 April 2023 – 31 March 2024*.

Figure 9: 3rd Pacific Women in Power Forum

The other activity supported by the project in association with the Parliament of the Republic of Fiji is the 'Mock Parliament' which provides an opportunity for potential future parliamentarians to experience what it is like to participate in parliamentary debate. The most recent Mock Parliament was to be held in July 2024. One female MP whom the evaluator interviewed was a participant in an earlier Mock Parliament and then proceeded on to become an MP, showing that the activity can provide a pathway to future parliamentary representation.

Another important forum for women in the Parliament of the Republic of Fiji is the Commonwealth Women Parliamentarians (CWP) group. The group is active locally, regionally and at the level of the CPA. It provides a valuable grouping for the project to tap into for advice and support on its gender-related activities. One interviewee noted that an initiative of the CWP group had been to produce a booklet featuring all women who had been elected to the Parliament of the Republic of Fiji.

There is evidence from interviews and a review of tabled committee reports that the current project, and its earlier iterations, have supported routine gender-impact analysis in the work of the legislature and in committees. This is aided by the existence of a standing order which requires committees to ensure that, in their scrutiny and inquiry work, 'full consideration will be given to the principle of gender equality so as to ensure all matters are considered with regard to the impact and benefit on both men and women equally' (Standing Order 110 (2)). To support this standing order, the earlier phases of the project were involved with the parliament in the development of a toolkit on scrutinising legislation from a gender perspective.[22] This is an invaluable tool to assist committees in fulfilling their obligations in relation to gender.

Despite the existence of the standing order and the toolkit, the evidence is that the focus on gender issues in committee work can often be superficial. One interviewee noted that, in committees, she 'always asks questions about gender diversity and makes sure the committee report states something

[22] Scrutinising Legislation from a Gender Perspective: A Practical Toolkit.

about gender'. However, this does not happen universally. One interviewee noted that without support to the process 'any number of standing orders would not achieve the focus required'. This is a matter of further, and continued, sensitisation, of MPs to gender issues. This clearly is an area of continued awareness raising and one in which the project could seek to link with CSOs with expertise in running sensitisation and awareness sessions.

The work of the FBO also includes a gender thematic brief. This provides a gender lens for MPs as they approach the Budget debate. There is an opportunity for the FBO to build more robust gender and SDG analyses into its future work. The Fiji Government is moving towards a gender focus in its annual Budget. This development should provide further opportunity for the legislature to focus on gender issues.

6.3.3 Output 3: Build the skills and knowledge of MPs and the capacity of the administration and manage change.

Three main activities for this output were identified in the project document:

1. Support the development and approval of the Parliament of Fiji Strategic Plan (2022–2026) and associated Business Continuity Plan.
2. Support the induction of MPs at start of new terms of parliament with follow-up capacity building based on the induction needs assessment results.
3. Establish a change management process within the parliament.

In relation to the Parliament Strategic Plan, some progress has been made. UNDP did some work early in Phase 3 to assist the parliament in the preparation of a new strategic plan, including organising a Strategic Plan Review Workshop in late 2022.[23] This resulted in a plan agreed between the parliament's secretariat and UNDP as to how the plan would be progressed. It is understood from interviews that the new Strategic Plan is still in development. Although this is in the hands of the parliament, it is important from the perspective of both the parliament and the project that the plan is finalised giving the parliament a clear sense of its strategic direction. This will be of particular assistance to UNDP as it endeavours to tailor its activities to the strategic directions of the parliament for the balance of Phase 3 implementation. UNDP should give priority to assisting, where it can, with the finalisation of the plan.

It was also envisaged that work would be undertaken on a Business Continuity Plan. Clearly this cannot proceed in the absence of the Strategic Plan. Interviews indicated that the preparation of a Business Continuity Plan did not seem to have much priority within the parliament. However, it is an issue worth revisiting when the Strategic Plan is finalised.

The activity to induct MPs after the 2022 election also did not meet with complete success. For various reasons, an induction program to be organised by UNDP did not happen in a timely manner. UNDP twice arranged comprehensive inductions in 2023 that were cancelled due to events beyond UNDP or the parliament's control. The parliament conducted its own induction program (with support from UNDP), which, as stated by one interviewee, 'worked well' and was valued by MPs, providing them with a basic introduction to their work as MPs. This is a positive reflection on the capacity of the parliamentary secretariat.

When eventually an induction program organised by UNDP occurred, it took the form of a retreat at which a range of broader issues were addressed Figure 10). The retreat was considered by MPs interviewed to have been very successful, being attended by 45 of the 55 MPs, including the Prime Minister and other ministers. One MP noted that the Retreat was 'very collegial' and encouraged MPs 'to think of issues more broadly'. It also was a very valuable exercise in identifying a range of issues for the future.[24] However, it was not an alternative to an early induction program, particularly for new MPs. Although it will not be a matter for the balance of Phase 3 of the FPSP, it is suggested that, if the matter of inductions for MPs arises in the future, UNDP seeks to assist the parliament in running its

[23] Staff Refresher and Strategic Plan Review Workshop, 21-26 November 2022.

[24] See Parliament of Fiji Retreat Report, 22-24 April 2024.

own early induction program, particularly for the new MPs. UNDP could then focus its resources into post-induction programs and activities for MPs. Those activities could look at targeting any identified needs from the induction program, using the techniques of peer-to-peer learning, and making use of the knowledge products that have been proposed elsewhere.

Figure 10: Members' retreat, April 2024

Of greater success has been the continued work on the capacity building of MPs and staff. Both MPs and staff have spoken strongly of the value to them of activities arranged, to varying degrees, as part of the project or in activities undertaken by partners but coordinated with the project's activities. Of particular value has been where partnerships have been used for peer-to-peer learning through study visits / attachments with parliaments in Australia and New Zealand, international conferences and in the Pacific region. Some examples of these have been the 'guest of parliament' visit of the Speaker and the leader of the opposition to the Australian and New South Wales parliaments, the Speaker's visit to the Victorian Parliament and the 'workshop for whips' hosted by the Victorian Parliament. Given the high value with which the various twinning arrangements are regarded, consideration could be given to similar peer-to-peer opportunities for other key parliamentary roles such as Deputy Speaker, committee chairs, Manager of Government Business, and leader of the opposition. Senior parliamentary staff also have had, and should continue to have, these opportunities supported by the project.

In relation to capacity development of MPs, a recommendation made by the CPA *Benchmarking report* was for an annual training and development schedule being prepared to include internal and external professional development programs and courses aimed at MPs.[25] This would support the induction with a developed framework of professional development of both new and continuing MPs. Twinning parliaments in New Zealand and Australia could play a key role in this area. MPs also referred to the need for underlying skills training to enable them to better engage in the plenary and help improve the quality of debate, in areas such as speech writing and public speaking/debating, support to prepare parliamentary questions and motions and skills to conduct community engagement. All this points to the need for a more developed framework for the professional development of both new and continuing MPs that builds on induction.

There should be greater support for the development of knowledge products, other than those already referred to under 'Support for the work of committees. It is perhaps a little surprising that after 10 years of operation, the FPSP has not generated more in the form of knowledge products, which can assist in making the support provided by the project sustainable. There is a desire by the Parliament of the Republic of Fiji to produce a compilation of Speaker's rulings. Although all the Speaker's rulings since 2014 are available, the compilation will be a 'valued added' product with referencing and cross-referencing to make it more useable. There is also interest in the development of a manual of practice

[25] Commonwealth Parliamentary Association, *Benchmarks for democratic legislatures, final report*, April 2024, p. 7.

of the House for use by MPs and parliamentary staff. It is noted that there is *Parliament of Fiji handbook* published in 2016. There would be value in updating the handbook to reflect the changing role of the Parliament of the Republic of Fiji. It also could provide a framework for a more detailed practice and procedure manual. This is where the project could provide technical assistance and support.

In addition to those sorts of knowledge products, consideration could be given to 'how to' guides for chairs and members of committees. The value of such products is in providing sustainability to the work of the project and a 'legacy'. Also, importantly, such products can form the basis of training materials and resources for the ongoing development of MPs and staff. These products need to be developed working closely with MPs and staff.

Output 3 had an ambitious activity area around change management. The anticipated work included a retreat for the Speaker, Secretary-General and two transformational regional/international speakers to develop a plan for change. Areas of change envisaged in the project document included a comprehensive review of standing orders, broadening the work of committees, deepening interaction with civil society and managing parliamentary debate and behaviour.[26] This work does not seem to have been much progressed, although, as noted earlier, there is some support for the broadening of committee work to include inquiries. It can be difficult to pursue change management as a general proposition without a specific context in which it is to be pursued. It is best pursued in the context of specific issues where change or reform is being implemented and change management can be an important part of implementation, rather than as an initiative that stands alone. There was no mention made in interviews of change management, although there are issues in which change management will be relevant. It is suggested that change management be seen not as an end in itself but as an important accompaniment to the implementation of broader changes.

Some interviewees were clearly challenged by the volatile and changing political climate and mentioned the challenge of the various roles they were taking on for which they had not received any preparation. There is an interest in receiving advice, support or briefings around the novel political arrangements that have characterised Fijian politics over the past few years. Such topical areas include coalition formation and sustenance, the role of the opposition and the status and role of independent and cross-bench MPs. Any activities in this area supported by UNDP would need to avoid being seen as political but could provide a valuable resource to inform MPs in support of roles that are novel to them.

There was mention at the project Board meeting of interest in putting in place a Parliamentary Service Act to create a separate, professional parliamentary service with a strong orientation to serving the parliament. This would be a very significant development creating a more autonomous parliamentary service with wide-ranging implications. Although it is in its early stages, this is an area in which the project would be well placed to provide expert assistance, resources, and advice, whether it be in concept development, best practice examples or drafting. If a Parliamentary Service Act were to be implemented, there will also be extensive work needed on the development of comprehensive policies and guidelines for staffing and personnel matters and financial responsibilities.

Another area in which there was a desire for greater autonomy was in having a dedicated and independent Parliamentary Counsel available to the parliament. It was envisaged that the Parliamentary Counsel could both provide independent legal advice to the parliament and assist with the drafting of Bills and amendments for non-executive MPs. Given the complexity of the constitutional issues which are increasingly facing the parliament, the availability of independent legal advice would be invaluable. In addition, to have an independent expert drafting service available outside of executive government would significantly improve the ability of MPs to contribute to the

[26] Project document, February 2022, p. 26.

plenary. This is another area in which the project would be well placed to provide expert assistance, resources and advice in concept development and best practice examples.

6.3.4 General comments on effectiveness

The effectiveness of Phase 3 of the project presents a mixed picture. As already noted, factors in the early stages of Phase 3 meant that there was not a smooth transition from Phase 2. As one of the strategic approaches of Phase 3 was building on what had come before with a 'springboard off the successful institutional capacity building support of FPSP II',[27] that made for an unfortunate start. The project is now running effectively, including having ensured that there is a good relationship between the project team and the parliament following the significant changes in personnel in both organisations since late 2022. As a result, there should be an anticipation that it will be able to achieve much for the remainder of Phase 3.

Table 4 maps the project results to date against the indicators and the overall and 2024 targets. The table demonstrates the mixed picture of success. It also demonstrates, as discussed below, the inadequacies of the M&E framework and the need to develop more robust and meaningful indicators. The evaluation provides a traffic light system to identify the indicators as follows: GREEN – on track to achieve target; YELLOW – slow progress to achieve target; RED – no progress to achieve target; and WHITE – unable to accurately assess progress.

The political context continues to have a significant impact on project implementation, with a quite volatile political climate since the 2022 election. As has been noted in the section on 'Effectiveness', while many activities and interventions, particularly around core capacity building have been successful, other significant planned interventions, have not been advanced. The response of the project has been either to not proceed or to seek alternative ways to achieve an outcome. Since 2024, the Project board has been used to highlight these challenges and to ensure project stakeholders are engaged in mitigating risks from projects that do not proceed. It is timely to revisit the planned interventions and focus on those likely to be delivered in the balance of Phase 3.

The evaluator has suggested a restructure for the project logic document (Table 5). Activities that have not been, and will not be, advanced have been removed. Activities aligned with the parliament's interests have been added. Output 2 comprises the core work of the project of capacity building of the parliamentary institution, and its MPs and staff. It now includes the induction and ongoing development of MPs (previously in Output 3). There is an emphasis on the production of knowledge products. Output 1 focuses on the transparency, accessibility, and accountability of the Parliament of the Republic of Fiji, with greater emphasis on consulting and engaging with the parliament and CSOs. Output 3 is future focused on strategic planning and the implementation of new initiatives that advance the parliamentary mandate, independence, and accountability. It also includes responding to the changing political and structural challenges impacting the parliament.

The M&E framework developed in the Project document had inadequacies. Some of the indicators were very specific for an activity that was broad; for example, the indicator of the number of bills tracked online in the activity area of developing and implementing a digital transformation/e-Parliament strategy. In other cases, the indicators were quickly overcome by events where activities were not progressed, and the indicators were not meaningful. Other indicators for those activities where progress has been made have not given a complete indication of the success achieved. As a result, the M&E framework has not been effective in measuring the project's progress. One interviewee noted that 'the M&E framework needs some more work' and another that 'the M&E framework needs to show how things are being achieved'. This is more than just that a number of key project activities have not been progressed. The project document stated that in the first six months

[27] Project document, February 2022, P. 14.

of the project a 'comprehensive MEL [monitoring, evaluation and learning] framework will be developed'.[28] That does not seem to have taken place and the M&E framework now needs to be revisited when a more realistic project output and activities framework has been developed. This is an urgent task for a new M&E resource person when they come on board with the project to reassure that the project has a good handle on measuring its achievements (and see comments in 'Efficiency' section).

Table 4: Project results[29]

Output indicator	Baseline	Overall target	Target 2024	Result and evaluation comments
1.1 Open Parliament Action Plan approved and implemented	No plan	Action plan approved and 50% implemented	Action plan approved and 50% implemented	Action not approved and no likelihood of approval.
1.2 Number of substantives, evidence-based inputs and submissions received by standing committees from civil society	0	15	5	7 Despite this result, interviews with CSOs indicated a significant disengagement from the parliament.
1.3 Number of Bills tracked online and visible to the public as they proceed through parliament	0	All Bills tracked online	Bills	0 No Bills are tracked, significant progress has been made with digitisation and online accessibility.
2.1 Number of standing committee SDG monitoring inquiries conducted	0	30 inquiries in total	1 inquiry	0 Routine scrutiny work via annual reports continues.
2.2 Number of oversight inquiries conducted by standing committees	0	1 report/year	1 report	0 Interviewees indicated that inquiries may begin soon.
2.3 Number of citizens and CSOs who actively engage with standing committees (disaggregated by gender)	34%	+16% (50% in total)	+8%	191 participants in JLHR consultations. 75 CSO reps in CSO sessions. No gender data.
2.4 Number of recommendations by all standing committees based on gender impact analysis	TBD	20/year	4/year	5 Interviewees suggested recommendations tend to be superficial.

[28] Project document, February 2022, p. 17.

[29] Developed from Project document, February 2022, FPSP 3 Board papers for 31 January 2024 and 9 July 2024 and evaluator interviews.

Output indicator	Baseline	Overall target	Target 2024	Result and evaluation comments
3.1 Parliament approves and implements a Strategic Plan (SP) (for 2022–2026)	No plan	SP approved and 50% implemented	SP approved	SP in draft form, not yet approved or implemented. Assistance provided by project to a SP review workshop in November 2022.
3.2 Percentage of MPs, disaggregated by gender, who participate in mentoring program and produce a plan for professional development	0	40% of MPs participate in mentoring program	10%	Over 80% of MPs attended retreat in lieu of induction. No mentoring or professional development plans in place.

Table 5: Revised project logic

Outcome ➔	Fiji Parliament actively engages in law making and oversight activities through an open, participative and inclusive process		
Output ➔	1: Strengthen the Parliament's capacity to be more transparent, accessible and accountable to Citizens	2: Increase the capacity of the Parliament and its MPs to effectively legislate and to oversight and inquire into government activities, including monitoring the achievement of national development goals, particularly the social and economic security of women and the most vulnerable	3: Build the capacity of the parliamentary institution and the administration to meet strategic objectives and implement and manage incremental changes to procedures and structures
Activity ➔	1.1: With the support of the Parliament and CSOs, implement initiatives that meet the transparency and participative objectives of an Open Parliament, with an emphasis on the harder-to-reach sections of society	2.1: Support consolidation of routine monitoring by standing committees of Government action and expenditure including NDP and SDGs commitments and the reports of the Auditor General	3.1: Support the development, finalisation and implementation of Parliament of Fiji Strategic Plan (2022-2026), and the meshing of the Plan's objectives with the Project's activities
	1.2: Support opportunities for the community and civil society to engage with Parliament, particularly through the work of committees	2.2: Support the Parliament in the induction of MPs at the start of new term of Parliament and the ongoing professional development of MPs, including the development of appropriate knowledge products	3.2: Support the Parliament to implement measures it initiates which enhance the Parliament's mandate, independence and accountability, including associated change management to give effect to such measures
	1.3: Support the Parliament to implement measures which enhance both institutional and individual accountability of Parliament and MPs	2.3: Support capacity of MPs and parliamentary staff of standing committees to conduct wider oversight and inquiry work by committees, including the development of appropriate knowledge products	3.3: Support the Parliament with briefings, advice and resources in relation to changing parliamentary structures and roles
	1.4: Support the development and implementation of a digital transformation & e-parliament strategy	2.4: Support enhancement of capacity and role of women as political actors, including having the resources for oversight of government spending and programs	
		2.5: Support the consolidation of routine evidence-based gender impact analysis of the Budget and on all work by standing committees	

6.4 Efficiency

Generally, the project has been conducted efficiently. The structure of the project team, with a portfolio-based approach to supporting three projects—FPSP, PPEI and SLIP—has enabled efficiencies in the delivery of all three projects. It has also enabled the project to maximise South–South cooperation by arranging activities that cross the projects and involve a much wider range of Pacific parliaments.

There was considerable praise by interviewees for the way in which the project has coordinated its activities with the New Zealand, Victorian and Australian parliaments, which bring their own resources to bear in Fiji. One interviewee stated there was 'a good relationship with both UNDP and the Parliament and coordination and cooperation had been very good'. This has enabled valuable knowledge sharing and exchange opportunities as well as ensuring the most efficient use of the available resources. These relationships can provide support at short notice to meet the needs of the Parliament of the Republic of Fiji. However, the partners emphasised that they need adequate notice to provide specialised resources, given the operational needs of the parliaments themselves.

It is also noted that 'responsible party' relationships have been established between UNDP and the Victorian Parliament and the Inter-Parliamentary Union, enabling direct funding for particular activities.

The project coordination role overall has been sound and appropriate. As noted under the 'Effectiveness' criterion, the early stages of Phase 3 implementation had challenges, and the follow-through on project activities suffered as a result. There was interruption to the leadership of the project team, having an impact on a consistent leadership approach. As noted above, this principally resulted from change management processes in the UNDP Pacific Office and the establishment of a Parliamentary Development Portfolio and the recruitment of an almost entirely new team. That now seems to be satisfactorily resolved. The project has also suffered from not having the full complement of staffing—another matter in the process of being resolved. While this had some immediate impacts, it has improved efficiency in the longer term and should ensure that the project is able to deliver for the balance of FPSP 3.

Contact with the key stakeholder, the Parliament of the Republic of Fiji, has generally been good, although at times there seem to have been breakdowns in communication largely as a result of the communication gaps derived from changes in personnel/leadership and the need to build relationships and trust between UNDP and the Parliament. It will be one of the key roles of the newly appointed Parliamentary Development Specialist to seek to cement the connection with the Parliament of the Republic of Fiji, to identify needs and to connect project objectives and activities with parliamentary priorities.

The project board has not been used to the extent it might have to provide overall direction to the project. The board did not meet for the first time until early 2024, although it met again in early July, with the evaluator attending that meeting. This has meant that the board has not been able to be used as an avenue for regular feedback and exchange until recently. It is to be hoped that this issue has now been rectified for the remainder of Phase 3, as the evaluator's observation of the board meeting attended is that the board can contribute invaluable direction to the project.

The project would benefit from having a wider reference group of senior MPs available to it to provide feedback on possible new areas of activity and the best approach to take to such activities. The reference group would not be an alternative to the direction provided to the project by the Speaker and board. It would provide an additional consultative forum. This issue should be taken up with the Parliament of the Republic of Fiji

Table 6, provided to the evaluator by UNDP, shows the actual expenditure against planned expenditure for the project's outputs (and total) from the outset of Phase 3 until 2024 to date. The table shows that the project has tracked reasonably well, with overall actual expenditure only about 15% under what was planned. However, if expenditure on the Technical Advisory and Evaluation services are excluded and there is focus only on the three project outputs, the underspend is around 34% of the total planned to be spent on activities in these output areas. The underspend reflects activities that, for various reasons referred to elsewhere in the report, did not proceed, For example, in relation to output 1, the overall underspend is about 36%, but is 63% for 2023–24, reflecting that key activities such as the Open Parliament Plan have not proceeded. The project, for the balance of its time, should aim to operate at close to budget on the planned activities under the project outputs, ensuring that the project maximises its delivery of activities and use of resources. This needs to be closely monitored by the project team and reported to the Board so that it also can monitor it. The table provided by UNDP to the evaluator provides a good ongoing basis for overall financial monitoring of the project's performance. A realignment of the project's results framework should also assist in enabling activities to be delivered to budget. Despite these issues, as one interviewee noted, overall, the project has delivered 'value for money'.

Table 6: Actual and planned expenditure on Phase 3 FPSP according to outputs from 2022 to 2024 (to date)

		2022			2023			2024			2022–2024		
	Activities	Planned (budget)	Actual	Variance	Planned (budget)	Actual	Variance	Planned (budget)	Actual	Variance	Total Budget	Total Actuals	Variance
Output 1: Strengthen Parliament's capacity to be more transparent, accessible and accountable to citizens	Activity 1.1	35,046	93,754	58,708	82,836	–664	–83,500	63,720	–9,556	–73,276	181,602	83,534	–98,068
	Activity 1.2	35,046	20,719	–14,327	66,906	68,618	1,712	57,348	33,382	–23,966	159,300	122,720	–36,580
	Activity 1.3	12,744	36,873	24,129	44,604	42,190	–2,414	44,604	–	–44,604	101,952	79,063	–22,889
Total Output 1		**82,836**	**151,346**	**68,510**	**194,346**	**110,144**	**–84,202**	**165,672**	**23,826**	**–141,846**	**442,854**	**285,316**	**–157,538**
Output 2: Increase the Parliament's capacity to effectively legislate and to conduct oversight, and monitor the achievement of national development goals, particularly the social and economic security of women and the most vulnerable	Activity 2.1	19,116	22,938	3,822	35,046	17,886	–17,160	35,046	99,227	64,181	89,208	140,051	50,843
	Activity 2.2	25,488	52,714	27,226	63,720	15,124	–48,596	63,720	104,319	40,599	152,928	172,157	19,229
	Activity 2.3	19,116	170	–18,946	38,232	–37,786	–76,018	38,232	23,233	–14,999	95,580	–14,384	–109,964
	Activity 2.4	12,744	755	–11,989	54,162	–	–54,162	54,162	17,722	–36,440	121,068	18,477	–102,591
Total Output 2		**76,464**	**76,576**	**112**	**191,160**	**–4,776**	**–195,936**	**191,160**	**244,500**	**53,340**	**458,784**	**316,301**	**–142,483**
Output 3: Build the skills and knowledge of MPs and capacity of the administration to meet strategic objectives and to plan for and manage change	Activity 3.1	47,790	11,385	–36,405	44,604	3,915	–40,689	3,186		–3,186	95,580	15,301	–80,279
	Activity 3.2	9,558	2,160	–7,398	70,092	18,792	–51,300	50,976	201,168	150,192	130,626	222,120	91,494
	Activity 3.3	12,744	–	–12,744	82,836	–	–82,836	60,534	9,154	–51,380	156,114	9,154	–146,960

		2022			2023			2024			2022–2024		
	Activities	Planned (budget)	Actual	Variance	Planned (budget)	Actual	Variance	Planned (budget)	Actual	Variance	Total Budget	Total Actuals	Variance
Total Output 3		**70,092**	**13,545**	**–56,547**	**197,532**	**22,707**	**–174,825**	**114,696**	**210,322**	**95,626**	**382,320**	**246,575**	**–135,745**
Output 4: M&E and TA	Activity 4.1	–	4,860	4,860	19,116	15,674	–3,442	–	77,857	77,857	19,116	98,392	79,276
	Activity 4.2	–		–	–		–	–	1,052	1,052	–	1,052	1,052
	Activity 4.3	270,474	178,870	–91,604	270,474	458,709	188,235	270,474	219,398	–51,076	811,422	856,977	45,555
Total Output 4		**270,474**	**183,730**	**-86,744**	**289,590**	**474,384**	**184,793**	**270,474**	**298,307**	**27,833**	**830,538**	**956,421**	**125,882**
TOTAL		**$499,866**	**$425,198**	**-$74,668**	**$872,628**	**$602,459**	**–$270,169**	**$742,002**	**$776,955**	**$34,953**	**$2,114,496**	**$1,804,612**	**–$309,884**

Total Budget 2022–2024	$2,114,496
Total Actuals 2022–2024	$1,804,612

As noted under 'Effectiveness', the M&E framework has not been of assistance in identifying success or otherwise of the interventions that have been used. Project monitoring was existent, but the issues to do with the usefulness of the indicators to measure progress against the associated activities and interventions greatly limited their effectiveness in assessing progress. For example, in relation to Output 1 and digitisation of parliamentary records and processes, the indicator was 'Number of Bills tracked online and visible to the public as they proceed through parliament'. The overall target was 'All Bills tracked online', and the specific 2023–24 target was five Bills. In the event, there were no Bills that were subject to online tracking during the reporting period. Although this indicated that online Bills tracking had not been implemented, it did not provide any indication of broader progress in digitisation or suggest what corrective action might be taken.

The project team has lacked the full resources in the M&E area to enable the M&E framework to adapt to the changing work of the project. The promised development of a comprehensive MEL framework also did not occur. While there is evidence of feedback from participants in relation to particular project activities, that also does not measure the wider impact of the interventions. The M&E framework needs considerable reworking, and that should be the immediate focus of the M&E person who, it is understood, has recently been recruited to the team. It is suggested that indicators be somewhat broader so that they are more effective at capturing the success or otherwise of the interventions.

6.5 Sustainability

There is strong interest in the sustainability of the project. Senior parliamentary staff interviewed are conscious that, in the longer term, the parliament must have the ability to operate independently of the support provided by the project. There is a high regard among both MPs and staff for what the project has achieved for them and the parliamentary institution. Since its earliest stages, the project has focused on the core capacity building of the skills of MPs and parliamentary staff. That has continued, successfully, in Phase 3 (primarily output 2). As noted earlier, it is considered that the capacity of the parliament and its staff is sound. This is a testament both to the professionalism and competence of the Fijian MPs and the staff of the parliament and the work undertaken by the project since 2014. There is also a strong continued commitment from donors to the future of the project.

The project itself has recognised the value of activities that build sustainability. In its annual progress report for April 2023 to March 2024, it was stated that successful activities such as the Committees Workshop and the Women in Power Forum 'demonstrated the value of providing ongoing support for functions that are increasingly led by parliamentary staff, and which are becoming institutionalized'.[30] This provides a valuable model for consideration by the project in relation to the future delivery of activities. The evaluator has made a similar point in relation to the role that the project might take in the future in the delivery of an induction program for new MPs, working with the expertise of the parliamentary staff to deliver a 'value added' approach.

The FBO is perhaps the best example of a sustainable activity that presents the opportunity to be taken even further. The FBO is one of the flagship activities of the FPSP. It was piloted in the Parliament of the Republic of Fiji in 2016 and has since developed strongly and in a way that demonstrates how the project can work to make its interventions sustainable. Support has been provided by consultants engaged by the project to develop guidance and briefing note templates for use in the Budget analyses conducted in the Fiji and other regional parliaments. International researchers also have provided considerable support for Budget analysis.

The FBO continues to consolidate and expand its achievements and its future direction, all in the name of sustainability. More recent developments have included revised Budget analysis templates and online refresher training prior to the FBO mission. A suggestion for the future is to build a central

[30] *Annual project progress report: Fiji Parliament Support Project—Phase III, April 2023 – March 2024.*

source of applied training materials that could be accessed by new and existing FBO staff whenever they wish. The FBO also needs to further its provision of analysis of the Budget so that the briefs it prepares are of greater value to MPs as they approach the Budget debate. Building the robustness of gender and SDG analysis in the Budget briefs also is an important future direction.

The relationships built through twinning arrangements and other exchange visits mean that MPs and senior parliamentary staff feel confident about directly approaching their peers in other parliaments when more complex or novel issues arise to seek advice and guidance. This happens without any involvement of project staff and is a demonstration of how the activities of the project have assisted in creating a sustainable environment for knowledge sharing.

Consolidation and further development of guides, manuals and knowledge products are important components of sustainability. As has been noted in earlier sections, there is considerable scope for further recording and documentation of practices, procedures, and precedents to provide more detailed guidance for both MPs and parliamentary staff.

As noted earlier, Phase 3 has had the challenge of balancing the consolidation of institutional strengthening processes following on from the earlier phases of the project, while seeking also to facilitate broader institutional development and change. This brings to the fore the political risks that face the project (and see discussion under project risk framework). As one interviewee commented to the evaluator, the project 'does not always get the political and administrative buy-in to do work'. Sustainability will require that the core skills, capacity, and processes of the Parliament of the Republic of Fiji continue to be developed through the work of the project in the ways identified in earlier discussion. However, to have longer-term sustainability, the project also needs, as the opportunity arises, to both encourage and assist the parliament to move forward on measures that extend the parliament's mandate.

Sustainability also relates to the capacity of UNDP and the project team to deliver on the project. The relevance and coherence of the project for UNDP as a whole has been referred to and suggests a sustainability for the project from the wider UNDP perspective. In relation to the management of the project itself, as one interviewee noted to the evaluator, 'a lot of rests on the capabilities of the Project Manager' and it would be sensible to build the capability of the wider team. The capabilities of the whole project support team will be relevant to sustainability.

6.6 Social and environmental standards

In the Project document, UNDP stated that 'Social and environmental sustainability will be enhanced through the application of the UNDP Social and Environmental Standards'.[31] Annex 2 to the Project document described how the project sought to integrate the principles of social and environmental sustainability. It indicated how the project would:

- Mainstream a human-rights based approach.
- Improve gender equality and women's empowerment; and
- Mainstream environmental sustainability.[32]

There was also a social and environmental screening checklist for completion against the project. This demonstrated that these principles were integrated into the design phase of the project.

There will be commentary below on implementation of the human rights and gender issues. In relation to environmental issues, the most recent annual progress report on the project noted:

> On climate change, UNDP has provided consistent support and integrates climate as one of the most critical policy areas that the institution [Parliament] must deal with. This is supported

[31] Project Document, February 2022, p. 54.

[32] Project document, February 2022, Annex 2.

through professional development of MPs, support for international advocacy on climate action (through the PIPG and the IPU), and improved support to oversight (such as through the FBO). Climate financing will be a key focus of the upcoming Fiji Parliament Retreat, supported by partners in the Pacific Islands Forum Secretariat as well as a visiting MP from the Parliament of the Seychelles.[33]

6.7 Human rights

The principal specific focus area of the project in support for human rights has been the work done in supporting the Standing Committee on Justice, Law, and Human Rights, particularly in relation to its review of the Heritage Bill. In this area, the project supported communities, particularly those where customary land is being considered for heritage sites, to be consulted by the committee on aspects of land development. Those consultations were valued by the committee and by the community affected.[34]

The project has taken other opportunities to promote human rights in more general contexts, such as discussions that occurred at the Committees Workshop and the retreat for MPs. The project should look to its other general activities to see how human rights can be promoted in those activities. For example, if there are to be future Speaker's debates, then human rights are potential areas on which a debate could be focused. Similarly, the function of parliamentary oversight of treaties opens up the possibility of the review of human rights treaties. Taken as a whole, the work in this area has been consistent with what was anticipated from the design stage.

6.8 Gender equality

There has been significant discussion under 'Effectiveness' of the key interventions that have been pursued by the project, particularly under output 2 – enhancing the capacity of women as political actors and developing routine evidence-based gender impact analysis in the work of standing committees. This section makes use of, and builds on, conclusions from that earlier discussion to focus specifically on gender equality as a crosscutting issue. In this area, the evaluator had three focussing questions and a number of sub-questions (see Evaluation Matrix at annex 2). These only provided the framework for the exploration of issues in more depth with a number of interviews. Three of the five female MPs of the Parliament of the Republic of Fiji were interviewed. A number of CSOs with a particular focus in gender issues also were interviewed. Gender issues were covered with most other interviewees, including UNDP.

It was noted earlier that a significant impact on the promotion of gender equality has been the circumstances of the halving of the proportion of female MPs in the Parliament of the Republic of Fiji after the last elections. The evaluator discussed the issues that may have led to that reduction with a number of interviewees. Among the relevant factors that interviewees saw in this reduction were:

- the impact of social media and the toxic atmosphere around MPs in general and women MPs and candidates in particular
- the role of the political parties in preselecting, and supporting, female candidates
- the possible use of quotas, either at the political party level or at the level of the election
- issues of underlying gender perceptions in the community generally.

These are difficult issues for the project to address, as they have a deep structural basis in society and so are somewhat beyond the project's scope to be able to respond. It is difficult for the project to

[33] *Annual project progress report: Fiji Parliament Support Project—Phase 3, 1 April 2023 – 31 March 2024.*

[34] See *Annual project progress report: Fiji Parliament Support Project—Phase 3, 1 April 2023 – 31 March 2024.*

respond in ways that might lead to gender transformations that challenge and change these strong roots of gender discrimination. This is particularly the case as the project has the relatively confined operating space of the parliamentary sphere rather than broader societal issues that might lead to broader transformations. Nevertheless, the parliament is a key national institution which significantly influences wider perspectives.

The project document noted that early in the life of Phase 3:

> … an in-depth and comprehensive gender analysis to ensure a timely and full understanding of the current state of gender equality within and around Parliament, its mandate, and activities, and to identify entry points for assistance. This analysis will then be the basis of the work of the project in this area …[35]

That has not been done, meaning that the project has not had the benefit of a detailed gender analysis that may have given rise to alternative approaches.

Nevertheless, the project has pursued a number of successful initiatives. The Mock Parliament is one initiative that the project has been involved in that seeks to encourage women to become political candidates. The work that the project is doing to leverage a larger group of regional women's political representation, for example through the Women in Power Forum, also provides the opportunity to support Fijian women parliamentarians. As referred to earlier, one interviewee noted the camaraderie that this event created among female MPs from across the Pacific. The project could gain value by consulting with relevant CSOs about possible initiatives that it could pursue to increase female representation that are within the project's scope, and this is the subject of a recommendation.

Gender mainstreaming in the work of committees, including a specific requirement in the standing orders and the development of a gender toolkit, has seen the routinisation of gender reporting in committee reports. Nevertheless, as was noted earlier, there are questions about the depth of gender mainstreaming and the lack of willingness or ability of parliament to follow up on shortcomings in ministry reporting. The project itself acknowledged the shortcomings in this area noting that, in practice, 'this measure could make a bigger impact' and that 'to date there has been little progress made'.[36] Interviewees referred to the overwhelming proportion of MPs not being sensitised to gender issues as a reason why it was not more strongly pursued. It was suggested that there needed to be something stronger than just awareness raising and to put in place some form of incentivisation to encourage MPs to be more focused on these issues. There is also the need voiced by interviewees to further engage male 'champion' MPs in initiatives promoting gender equality.

The project has supported the cross-party women's group (as a Fijian chapter of the Commonwealth Women's Parliamentarians Group). In the context of the greatly reduced number of female MPs, the group provides an important support forum for the female MPs, and it should be used as a sounding board for initiatives in relation to gender.

One tool for assessing the implementation of gender responsiveness in the analysis of results is the Gender Results Effectiveness Scale (GRES).[37] See the diagram below which shows the five categories of the scale ranging from 'Gender negative' to 'Gender transformative'. The purpose of using the GRES tool is to provide a more in depth and insightful analysis of the gender issues having regards to the project's interventions.

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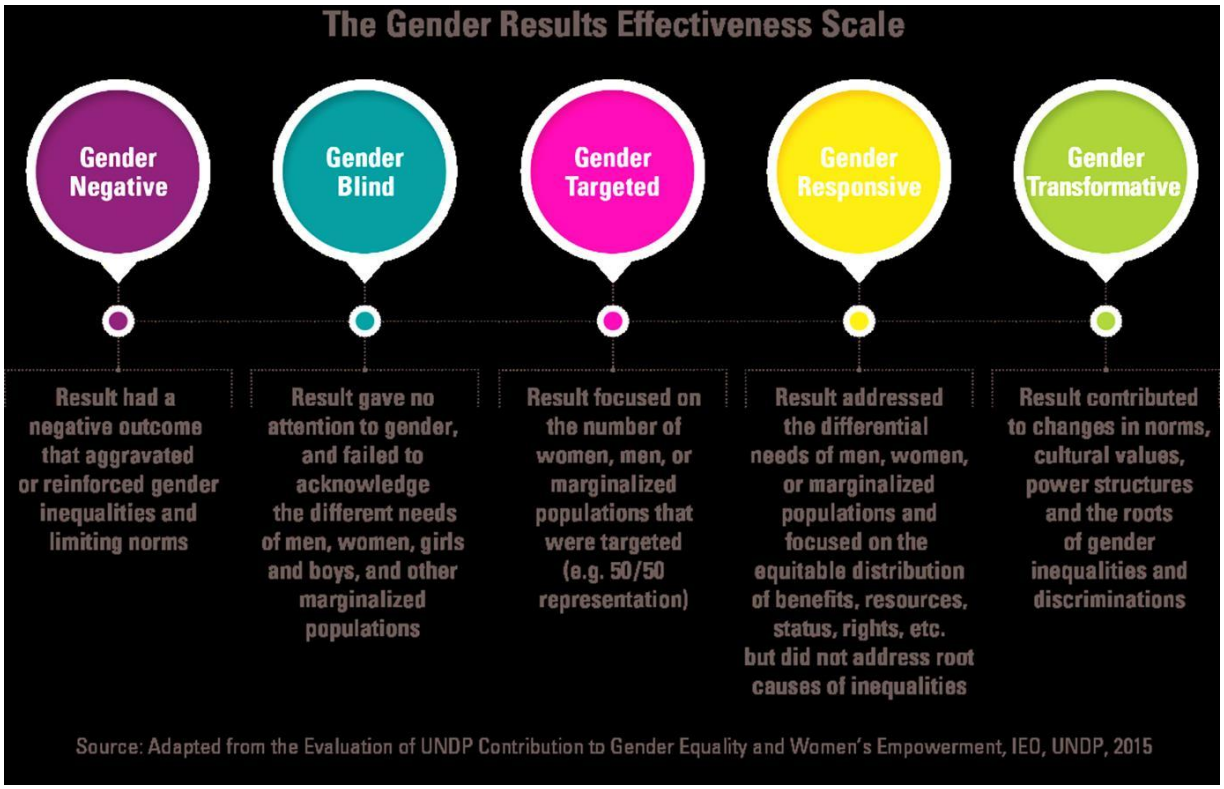
[35] Project document, February 2022, p. 12.

[36] *Annual project progress report: Fiji Parliament Support Project—Phase 3, 1 April 2023 – 31 March 2024*.

[37] GRES_English.pdf (undp.org).

Figure 11: Gender Results Effectiveness Scale



In Table 7, a number of the project's interventions in the area of gender are discussed. The discussion focuses on the results achieved by the interventions and their broader impact with the GRES categorisation in mind. The results and impact comments are drawn from interviews and the earlier discussion about the effectiveness of interventions in the area of gender.

Table 7: GRES assessment of FPSP Phase 3 interventions

Intervention	GRES category	Result	Impact
Support for Women in Power Forums	Gender responsive	Builds confidence and skills of female MPs. Builds regional networks and mentoring. Can identify an ongoing agenda for change.	While it changes the situation for female MPs, it does not necessarily influence wider structures.
Gender toolkit for committee work	Gender responsive	Valuable tool which supports routine gender analysis as provided in standing orders. However, not applied universally and often superficially.	Does not necessarily have a wider impact as it is not used consistently and is not used to effect change.
Mock Parliament	Gender targeted/responsive	Supports young women who may have an interest in a political career. Can overcome barriers to becoming a political candidate.	Has limited participation and so limited scope for wider impact.
Support for CWP group of MPs	Gender targeted/responsive	Valuable group to use as sounding board for interventions. Potential to lead initiatives in the parliament.	Limited by any formal mandate given to it from the legislature.

This examination of a number of the key interventions made by the project fits with the broader picture observed by the UNDP Independent Evaluation Office's (IEO's) survey of 260 gender equality results

across different thematic areas.[38] It found that the interventions were overwhelmingly in the 'Gender targeted' area. However, the exception was in the thematic area of democratic governance, where gender results were assessed as 'Gender responsive' because they addressed the different needs of men and women. As a democratic governance project, the FPSP has focused its interventions on the 'Gender responsive space', but, as noted in the table, the interventions have not had an impact on more fundamental transformation. Of more significance is that they have not always been fully effective in delivering results as 'Gender responsive' measures.

This suggests that the immediate focus of the project should be to realise the full potential of existing interventions. The strengthening of existing interventions has been discussed elsewhere in this report and this is recommended by the evaluation.

The project can also, in other areas, look for opportunities for more transformative interventions where it is possible to develop them by working with the parliament, and female MPs in particular. A move into more 'Gender transformative' interventions would represent a very big change for the project. It would bump up against that dilemma referred to earlier of moving off 'safe' ground into more challenging areas where cultural and structural norms and values would be challenged. Nevertheless, it does need to be explored.

Undertaking the analysis envisaged at the start of Phase 3 could provide the necessary guidance to how to access entry points or develop new approaches to gender issues. It would be very worthwhile if this analysis could be done prior to any new phase of the FPSP and this is recommended by the evaluation.

6.9 Leaving no one behind

The 'leave no one behind' (LNOB) agenda has been described as

> … the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity.[39]

This is a difficult area in which to assess the performance of the project, as it is very broad ranging and involves groups that are not readily engaged,[40] and the impact of interventions is difficult to measure. It is the broader impact of interventions that is likely to have the major impact, rather than specifically targeted initiatives.

UNDP has developed a five-factor framework for LNOB.[41] The framework envisages five intersecting factors as essential to understanding who is being left behind and why. Those factors are:

- *Discrimination:* exclusion, bias or mistreatment based on some aspect of a person's identity
- *Geography:* physical isolation, vulnerability, deprivation, or inequity based on a person's area of residence
- *Governance:* institutions, laws and policies that are unjust or discriminatory
- *Socio-economic status:* disadvantages in terms of socio-economic status
- *Shocks and fragility:* vulnerability to sudden economic or physical events.

All those factors are present in Fiji, many intersecting to have an impact on the ability of individuals and groups to access and be involved in parliament. There are many Fijians who live subsistence lives on remote islands that are subject to climate change and severe weather events.

The work that has been done through the project on gender, SDGs, and human rights issues (already referred to) shows that the project's interventions have sought to contribute to LNOB. The project has

[38] 'Good practices in gender-responsive evaluations', UN Women, May 2020.

[39] Fiji Country Implementation Plan 2023–2024, United Nations Fiji, Solomon Islands, Tonga, Tuvalu and Vanuatu, p. 6.

[40] Note the earlier comments in Section 5.9 about the limitations of data gathering with more remote and disadvantaged communities.

[41] UNDP, 'What does it mean to leave no one behind? —a framework for implementation'.

also sought to involve women and CSOs in developing its interventions for disadvantaged groups. Specific initiatives such as support for the parliament's Civic Education and Media team for visits to remote schools and assistance with the public consultations of the Justice, Law, and Human Rights Committee in relation to the Heritage Bill have targeted more marginal groups.

In relation to people with disabilities, the Project Document stated that, in Phase 3, the project would support oversight inquiries by standing committees into specific SDGs and NDP goals that would prioritise key national issues including support to people with disabilities.[42] Further, it noted that the project will engage strongly with organisations and community groups representing the interests of marginalised groups, including disability communities.[43]

The project progress report for 1 April 2023 to 31 March 2024 noted:

> Disability inclusion is mainstreamed through the project's support to improving the parliament's capacity to be accessible to citizens (Output 1). This involves both supply and demand work, and will be actioned through the project's support to Committee outreach and engagement….The development of an Open Parliament Action Plan – provided for in the project framework – will also present many opportunities to ensure that the inclusion of persons with disability are more comprehensively included in the parliament's work, communication and outreach.[44]

The lack of progress on both the broader inquiry work of committees and the Open Parliament Action Plan has no doubt inhibited what has been achieved by the project in relation to persons with a disability.

However, the digitisation of the records of the Parliament and the provision of online accessibility to many records has been an important development for people with disabilities and other issues of accessibility. Also, the project has supported a school bus activity in one of the country's special schools. When the evaluator asked the project for specific instances where project interventions had sought to promote disability inclusiveness and to measure the outcome, none were forthcoming making analysis of the work of the project in this area difficult. As a result, the evaluation was unable to verify that the commitment in the Project document had been followed through. The evaluation makes a recommendation in this area, extending to broader leaving no one behind groups.

It is noted that the parliament's Community Engagement Strategy has a specific focus area of accessibility and inclusion, which seeks to pay particular attention 'to people who are underrepresented, disconnected or remote from Parliament'.[45] The project could explore options for working with the parliament in this area. This also is an area where there could be more cooperation with CSOs to explore opportunities for initiatives as the CSOs have stronger connections into marginalised and disadvantaged groups. In particular, this should provide the opportunity to explore initiatives that improve accessibility for persons with a disability. The evaluation makes a recommendation in this area.

6.10 Project risk matrix

The risk framework developed for the project (Annex 4 of the Project document) seems appropriate to the project, as designed. Unsurprisingly, for a parliamentary project, the most significant type of risk assessed was political risk, and centred on changing priorities, lack of an effective mandate or failure

[42] Project Document, February 2022, p. 23.

[43] Project Document, February 2022, p. 28.

[44] Annual Project Progress Report: Fiji Parliament Support Project – Phase III, 1 April 2023 – 31 March 2024.

[45] Parliament of the Republic of Fiji, *Community Engagement Strategy, 2022–2026.*

to obtain political buy-in to activities. These remain the key issues in assessing risk now. The risk framework with comments on perception of the current risks is at Table 8. A number of risks have been overcome by events and can be removed.

Table 8: Risk matrix

Description of risk	Impact and probability from Project document	Current impact and probability
1. Parliament's role in oversight is limited	Probability: 3 Impact: 3	Remains an important risk area. Committees' workshop has identified areas for enhanced oversight
2. Election results are disputed or challenged	Probability: 2 Impact: 4	This risk is no longer relevant
3. Change in priority areas for Parliament and other beneficiaries resulting in lack of priority to implement project activities	Probability: 2 Impact: 4	The MTE has identified priority areas for the remainder of FPSP 3 which should reduce, but not eliminate risk
4. Procedural limitations in parliament reduces ability of MPs to fulfil their mandate effectively	Probability: 2 Impact: 4	The Retreat and Committees' workshop have identified areas for expansion of mandate
5. Reduction in ownership and engagement by stakeholders and project results in delays or halt to project implementation	Probability: 2 Impact: 3	Strong support from parliament for project. Review of project results framework should provide clearer alignment for stakeholders
6. National disasters that impact directly on stakeholders' priorities and ability to implement and participate in activities under the project	Probability: 2 Impact: 2	No change
7. Currency fluctuations negatively impact the project's budget and its capacity to implement activities	Probability: 2 Impact 2	Suggest this risk be removed
8. Limited stakeholders' buy-in on change management system, preventing full implementation of the strategic plan	Probability: 3 Impact: 3	This remains a key area of risk. Suggest change management focus on specific change initiatives which should reduce risk
9. Standing committee ability to engage with women in their deliberations is lower than expected, hampering effective gender impact analysis	Probability: 2 Impact: 4	MTE has suggested alternative approaches be developed to gender impact analysis
10. General political context reduces space for strengthening of Parliament's effectiveness before and after 2022 election	Probability: 4 Impact 2	Suggest this risk be removed

7 Conclusions

The FPSP has been a very successful project in the provision of technical assistance, capacity development and infrastructure support to the Parliament of the Republic of Fiji, its MPs, and staff. UNDP has been well placed to deliver the project, with the necessary focus and skills, and the project fits well with UNDP's global and regional strategies. The project enjoys strong support from the Parliament, donors, and partners, auguring well for its longer-term sustainability.

The focus for this evaluation has been the mid-term of Phase 3 of the FPSP. While there was not a smooth transition from earlier phases to Phase 3 for a variety of reasons, the project is now running effectively, and there should an anticipation that it has every opportunity to be successful for the remainder of Phase 3.

While the project remains very relevant to the Parliament of the Republic of Fiji and the project's design is fundamentally sound, some readjustment of output and activity areas, and continued financial monitoring, is necessary. Core activities for the project centre on capacity building, including the development of knowledge products, improving transparency and accountability, and working effectively with regional and partners. The opportunity to expand into new areas of work for the Parliament and that extend its mandate should be explored.

The project has had a focus on gender that has not always been fully successful. Existing work in gender mainstreaming needs further embedding, particularly in the work of committees, and there needs to be exploration of new initiatives that could increase female representation and involvement. The focus envisaged in the project document on the impact of interventions on the leaving no one behind groups, including people with disabilities needs to be fully realised and measured. Engagement with the parliament and with CSOs will be valuable in developing initiatives in both these areas. Table 9 summarises project results against the evaluation criteria.

Table 9: Ranking of the project results

Evaluation criteria	Rating/score	Description of performance
Relevance	4	The project has been very relevant to the needs of parliament and continues to receive strong support. It also has been valued for its flexibility and responsiveness. However, some significant activities seemed less relevant and were not progressed. There is the opportunity to reassess the relevance of some of the deliverables.
Coherence	4	The rating reflects that the project has very sound coherence with UNDP objectives and the objectives of partner parliaments in the region. The flexibility available in the design is valued but should not be pursued at the expense of overall coherence.
Effectiveness	3	The project has delivered on some of the core activities in output 2. However, it has not delivered on a number of the key activities in outputs 1 and 3. The reorientation referred to earlier will aid with effectiveness for the balance of Phase 3.

Evaluation criteria	Rating/score	Description of performance
Efficiency	3	Generally, the project has been conducted efficiently and has benefited from a portfolio approach to project management, the leveraging of partnerships, South–South cooperation and exchanges. However, the lack of progress on some key initiatives has resulted in a less that efficient delivery of funds, the project Board has not been used in a fully effective way and the M&E framework is underdeveloped.
Sustainability	4	The project has delivered sustainable outcomes for MPs and parliamentary staff, building both their long-term capacity and the capacity of the parliamentary institution. The project needs to ensure that all its interventions address their contribution to sustainability and assist in extending the parliament's mandate.
Overall	4	

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

8 Lessons for the remainder of Phase 3

1. **Alignment:** The project needs to ensure that there is alignment between the outputs and activities of the project and the needs of the Parliament of the Republic of Fiji. That will mean discontinuing some activities which have not progressed and redirecting into others which are more closely aligned to the needs of the parliament. Monitoring of expenditure, and reporting of this to the Board, is essential.
2. **Relationship with client:** The relationship with the key client (the Parliament of the Republic of Fiji) needs to be close and based on confidence and trust so that there is a clear understanding of the client's priorities. Establishing a reference group of senior MPs for the project could be used to build on, and widen, the relationship.
3. **Flexibility of project response:** The project has benefited from its flexibility and design (or redesign). FPSP Phase 3 must retain the flexibility to enable the project to respond quickly and effectively to changing parliamentary requirements and priorities without losing its core objectives.
4. **Capacity development:** Capacity development of MPs, parliamentary staff and the parliamentary institution is, and must remain, the core of the project. The use of multiple approaches is of value—exchanges and attachments to other parliaments, mentoring, in-country workshops, on-the-job training and the development and use of knowledge products as training resources.
5. **Leveraging relationships and resources:** The project should maximise its use of regional cooperation (for example, with twinned parliaments) and South–South exchange. These offer the opportunity not only to build long-lasting relationships, but to maximise the use of the available resources of both the project and regional parliaments. There is evidence that such connections have been some of the most valued.
6. **Community engagement:** The project should seek to build its relationships with the parliament's Civic Education and Media Unit and CSOs to further the core objectives of an Open Parliament approach of transparency and accessibility.
7. **Sustainability:** The long-term objective of the project should be that the parliament is able to function independently of such external support. Thus, building sustainability should be a central focus of any of the project's activities.
8. **Gender equality**: Existing work in gender mainstreaming needs further embedding, particularly in the work of committees, and there needs to be exploration of new initiatives that could increase female representation and involvement.
9. **Structural and cultural change:** While the project should have the building of knowledge, skills and understanding among MPs and parliamentary staff at its core, it also should be seeking opportunities to 'nudge' institutional developments and changes. Developments which widen the mandate of the parliament (review of House rules or expansion of the work of committees) or promote the autonomy and accountability of the parliament, such as the passage of a Parliamentary Service Act, the establishment of a Parliamentary Counsel or the implementation of a Code of Conduct for MPs are of particular interest.
9. **Managing change:** Managing change is an important element of structural and cultural change. Efforts by the project to assist the parliament with managing change should be associated with the wider structural and cultural changes and not pursued as ends in themselves.

9 Recommendations

The evaluator makes recommendations in the following areas to apply for the balance of the delivery of Phase 3.

Relevance and coherence of the remainder of Phase 3 delivery

Recommendation 1: The results framework for the project be revisited with a view to refocusing it on activities that are achievable and better aligned with the needs of the Parliament of the Republic of Fiji. The evaluator has drafted a proposed restructure of the project results framework in Table 2.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Recommendation 2: The M&E framework be reworked around the revised results framework for the project with realistic and measurable indicators which enable the project, and the project board, to assess progress.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Committee development

Recommendation 3: Provide technical support for new Bills and inquiry processes of committees, including the generation of associated knowledge products that will provide guides for the future conduct of such activities.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately bills and inquiry processes commence.

Capacity development of MPs and staff

Recommendation 4: Extend the opportunities for attachments / study visits to other key parliamentary roles such as Deputy Speaker, chairs of committees, leader of the opposition and Manager of Government Business.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Recommendation 5: Invest resources in the further development of knowledge products such as Speaker's rulings, guides for committee chairs and members, 'how to' guides for MPs on matters such as questions and motions, and the framework for a manual of practice and procedure. These products need to be developed with the close involvement of MPs and parliamentary staff.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Outreach and public and CSO engagement

Recommendation 6: Work more closely with the parliament's Civic Education and Media Unit to identify and progress new initiatives that have, as their objective, promoting the aims of an Open Parliament, with emphasis on transparency and inclusion.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Recommendation 7: Engage with CSOs to identify different approaches which can give the project greater leverage in community involvement, particularly in addressing such cross-cutting issues as human rights, gender equality and leaving no one behind, including people with disabilities.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Sustainability

Recommendation 8: Ensure that project interventions have a clear focus on their ability to build sustainability. This means that support for activities that are generated and led by the Fijian Parliament should be given priority.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Crosscutting issues

Recommendation 9: Ensure all project interventions are assessed against their ability to leave no one behind, including people with disabilities, and there is measurement of the results when implemented.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Recommendation 10: Develop, in conjunction with female MPs and relevant CSOs, initiatives that could increase female representation in parliament and further embed gender mainstreaming in the regular work of parliament (for example, committee inquiries and reviews).

Responsible entity – UNDP FPSP 3 Project team

Timeframe – Immediately

Recommendation 11: Undertake an in-depth and comprehensive gender analysis to ensure a full understanding of the current state of gender equality within and around Parliament, its mandate, and activities, and to identify entry points for assistance.

Responsible entity – UNDP Pacific Office

Timeframe – Prior to commencement of a Phase 4 of the FPSP

Parliamentary accountability and autonomy

Recommendation 12: Endeavor to assist the parliament with initiatives that will promote parliamentary accountability and autonomy, such as the implementation of a Code of Conduct for MPs, the passage of a Parliamentary Service Act and the implementation of a Parliamentary Counsel.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – When requests to support initiatives are made.

Change management.

Recommendation 13: Implement change management, not as stand-alone initiative, but in conjunction with, and in support of, specific proposals for process, structural or cultural change.

Responsible entity – UNDP FPSP 3 Project team

Timeframe – When specific change proposals are being implemented.

Consultation

Recommendation 14: In consultation with the Speaker and the Secretary-General, develop a parliamentary reference group for the project consisting of a small, representative group of senior MPs with an interest in the project to provide feedback on proposed activities of the project.

Responsible entity – UNDP FPSP 3 Project board

Timeframe – Immediately

Final evaluation

Recommendation 15: As the mid-term evaluation has been completed less than 18 months before the conclusion of Phase 3, it is suggested that the final evaluation of Phase 3 could be a more truncated evaluation assessing how well the lessons for the remainder of the phase and these recommendations have been implemented.

Responsible entity – UNDP Fiji Office

Timeframe – When considering final evaluation of FPSP 3

Annex 1: Terms of reference

Mid-Term Evaluation—Fiji Parliamentary Support Project Phase 3

1. Assignment information

Assignment title:	Fiji Parliamentary Support Project Phase 3
Cluster/Project:	Fiji Parliamentary Support Project
Post level:	International consultant (IC)
Type of contract:	Individual contractor
Language:	English
Duty station:	Home based with at least one mission to Fiji
Expected place of travel:	Fiji
Languages required:	English is compulsory
Contract duration:	22 days (from July to August)

This is the Terms of Reference (ToR) for the Midterm Evaluation (MTE) of the Fiji Parliamentary Support Project Phase 3. The project started on 17 February 2022 and is in its third phase of implementation. This ToR sets out the expectations for this MTR. The MTR process must follow the guidance outlined in the document *Guidance for Conducting Midterm Reviews of UNDP-Supported Projects* (Section 4: Evaluation Implementation and Use.pdf).

2. Project background information

Project title:	Fiji Parliamentary Support Project Phase 3	
Quantum ID:	00126753	
Implementing party:	UNDP	
Corporate priorities:	Institutions and systems accelerate inclusive development through responsive, participatory, and transparent governance processes.	
Country and region:	Fiji, Pacific	
Contributing outcome (UNPS)	Outcome 5: Governance and Community Engagement: By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed, and transparent decision-making processes; accountable and responsive institutions; and improved access to justice	
Date project proposal signed:	17/2/2022	
Project dates:	**Start date:**	**Planned end date:**
	1/1/2022	31/12/2025
Project partner:	Fiji Parliament—Department of Legislature (Parliament Secretariat) Fiji Government—Auditor General's Office Civil Society Organisations—Citizen's Constitutional Forum and Pacific Disability Forum UN Agencies—UN Women, UNHCHR, UNEP, UNPRAC, UNODC Commonwealth Women Parliamentarians (CWP) Fiji Group	
Project budget:	$4.614m; Funded: $2.812m Unfunded: $1.801m	

Project expenditure at the time of evaluation:	$572,958.09
Funding source:	Australia, New Zealand
Implementing party:	UNDP

The strengthening of Parliaments and Legislatures within the overall accountable and effective governance agenda also contributes in parallel, to enhancing platforms for sustainable development and the achievement of 2030 Sustainable Development Goals. UNDP, together with its development partners and sister UN agencies, have committed technical and financial resources to support Pacific Legislatures build up capacities and knowledge of legislators specifically around key issues of relevance to development, equality, and gender. These support and training ultimately are targeted towards helping legislators access information on development frameworks such as the agenda 2030 and the Sustainable Development Goals as they debate and approve new legislation around environment, violence against women, human rights implementation, and gender equality. Technical experts are also provided in some instances to support legislators when debating new laws or revamping parliamentary procedures and processes.

UNDP is currently implementing the third phase of the Fiji Parliament Support Project (FPSP 3) (2022–2025); the first phase ran 2013–2018; second phase ran 2018–2021. The Parliament of Fiji was re-established in 2014, after the adoption of a new Constitution in 2013 and elections in September 2014. Over phases FPSP 1 and FPSP 2, the project provided technical assistance, capacity development and infrastructure to the Parliament, its staff, and MPs, that reflect international good practices for a modern, democratic, and effective parliament. This included a particular focus on supporting Fiji's Parliament to strengthen the effectiveness of law-making, oversight, and representation, including connecting the Parliament to citizens through robust public outreach activities. Overall, the project contributes to the United Nations Sustainable Cooperation Framework (UNSDCF 2023–2027) Outcome 3 on 'By 2027, people enjoy and contribute to more accountable, inclusive, resilient, and responsive governance systems that promote gender equality, climate security, justice, and peace, ensure participation and protect their human rights. In specific, it contributed to Output 3.2 of the Multi country programme document (MCPD) on institutions and systems accelerate inclusive development through responsive, participatory, and transparent governance process. Furthermore, FPSP 3 aims to deepen the capacity development assistance, in alignment with the priorities expressed by the institution and its leadership, including by strengthening effective legislative processes and the oversight of public policies and spending. Parliament's standing committees will be further supported to expand their legislative and oversight work, building on existing processes and mechanisms. Capacity development will also be offered to consolidate the partnership between Parliament and civil society, so that the latter bolsters its capacity to contribute to the work of parliamentary committees as an active and constructive partner.

FPSP 3 has the following Indicative Outputs:

- Output 1: Strengthen Parliament's capacity to be more transparent, accessible, and accountable to citizens.
- Output 2: Increase Parliament's capacity to effectively legislate, conduct oversight, and monitor achievement of national development goals, particularly the social and economic security of women and the most vulnerable.
- Output 3: Build the skills and knowledge of MPs and the capacity of the administration to meet strategic objectives and to plan for and manage change.

FPSP 3 was commenced in the late stages of the Covid-19 pandemic, and in the lead up to national elections in Fiji. Those elections saw the first change of Government since the current constitution's

introduction and the installation of a coalition Government comprised of multiple distinct political parties. Given the project is now at mid-point (2 years out of 4 years planned implementation), UNDP will conduct an independent Mid-Term Evaluation, as required by the project design.

3. Evaluation purpose, scope, and objective

Evaluation purpose

The project is at its midterm with planned review to assess its progress against the objective to date using the five OECD criteria, namely relevance, coherence, effectiveness, efficiency, and sustainability. Specifically, the mid-term review will assess the results achieved to date, key lessons, and recommendations to ensure achievement of the objective of the project as per the project document. It will also assess any identified corrective actions required to ensure the project objectives are achieved. The exercise will also assess gender equality and women empowerment and other cross cutting issues within its scope, its progress to date and recommend areas of improvement that could inform the project regarding the sustainability of the project intervention and benefits. This review covers the duration of the project from 2022 when it was signed till mid-term. It covers both national interventions and contribution to regional intervention at subnational levels in Fiji.

Evaluation scope

The scope of the midterm review will specifically cover the progress of the expected outputs of the project below:

- Output 1: Strengthen Parliament's capacity to be more transparent, accessible, and accountable to citizens.
- Output 2: Increase Parliament's capacity to effectively legislate, conduct oversight, and monitor achievement of national development goals, particularly the social and economic security of women and the most vulnerable.
- Output 3: Build the skills and knowledge of MPs and the capacity of the administration to meet strategic objectives and to plan for and manage change.

It will also cover review the Theory of change its alignment with the results resource framework and activities as per the project document. These outputs are clearly articulated in the results resource framework (RRF). Should there be no theory of change identified in this project, the evaluator will develop one for the project.

Evaluation objective

- Review and evaluate the extent to which the project design is clear, logical, and commensurate with the time and resources available.
- Review and evaluate the project's performance in relation to the indicators, assumptions and risks specific in the results resource framework and the project document.
- Review the effectiveness of the project interventions and their main achievements to date.
- Assess progress and likelihood of continuation and sustainability of project outputs and benefits after completion of the project.
- Identify gaps/weaknesses in the design, implementation and provide recommendations for its improvements.
- Identify key lessons learnt, opportunities, best practice, and other insights from project interventions.
- Assess corrective changes to the project required if needed be to ensure project meets its objectives.

4. Evaluation criteria and key guiding questions

The MTE International Consultant will assess the following categories of project progress.

a. Relevance

The MTE will assess the ongoing relevance of FPSP 3 as both designed and implemented. This will require examination of the initial project analysis and strategy development, how adequately this has been updated in response to changing context, wider examination of key contextual influences (both

enabling and disabling), and how adequately the project has responded to or is positioning to respond to these conditions. The relevance of FPSP 3 should be considered from the perspective of the beneficiary parliament, national stakeholders including civil society organisations, and regional and international partners.

- How well do the project and its outcomes aligned with UNDP Strategic Plan, Multi country Programme document (2023–2027) and SDG?
- Review to what extent the project contributes to the theory of change for the relevant country Programme.
- Was the project relevant to the needs and priorities of the target groups/beneficiaries?
- Review to what extent has the project been appropriately responsive to political, institutional, etc., changes in the country?

b. Coherence

Coherence is to identify consistency in the interventions across countries specifically to the Fiji Parliament:

- To what extent other interventions (particularly policies) support or undermine the interventions and vice versa?
- How well does the project align with similar interventions in Fiji, especially those supported by the project donors such as MFAT (Ministry of Foreign Affairs and Trade—New Zealand) and DFAT (Department of Foreign Affairs and Trade—Australia)?

c. Effectiveness

The MTE will verify project effectiveness utilising available information (see discussion around methodology below), together with additional evidence collected as required. The MTE will consider how effectively FPSP 3 has progressed against its original outcomes and outputs as outlined in the original project theory of change. As required, the MTE will examine core assumptions under the original theory of change and test how well these have been held throughout project implementation to date. The MTE will recommend options for further development and maturing of the project theory of change that will support increased project effectiveness. To do this, assessing the project's results framework by the guided evaluation questions below:

- To what extent are the project outputs likely to be achieved by the end of the project duration? And how have the achievements under the project led to progress against the intended results?
- In what ways should the project theory of change be further developed, given progress to date and changes in project context?
- How is the projects' learning being captured and shared, and are there ways to improve information capture and its communication to various audiences?
- To what extent has the project supported the integration of digital transformation?

d. Efficiency

FPSP 3 operates through a range of strategies and pathways to achieve change. The MTE is an opportunity to review the efficiency of the major project strategies. That is, given the resources available, which of these strategies most efficiently contributes to project implementation? The MTE will recommend options to further develop the current project strategies and/or expand or change strategies, to support efficient progress towards project outputs. To assess efficiency, the following should be considered:

- To what extent has the project been efficient in leveraging resources and partnerships that are currently contributing to, or have contributed to achieving outcomes?
- What changes ought to be made in project strategies to ensure the most efficient approaches to project implementation?
- Does the team have the required skills and experience, or technical partnerships, to deliver the project's outcomes?
- To what extent were resources dedicated to the most marginalised and vulnerable groups?

e. Sustainability

FPSP 3 works with and through the Fiji Governance system and practices to promote sustainability of the reform agenda. The MTE will assess the extent of take up of project activities. Considering the

progress of work in this current phase and the likely options for future phases of the program, the MTE will examine how the project can most effectively support sustained parliamentary development efforts in Fiji. The MTE will also identify areas for further research, and enquiry is required to develop additional activities and strategies that will support sustained outcomes beyond this project's life. In considering sustainability of outcomes the MTE will give particular attention to the principle of localisation. To assess sustainability, the following should be considered (but should not limit the evaluation):

- In what ways has the project partnered with key actors on the ground (including communities and CSO actors) in supporting core principles of localisation to ensure program benefits are sustained?
- Is the current project structure able to meet UNDP processes, respond to donor partner accountability and reporting requirements, and meet its intended outcomes?
- To what extent has the project absorbed lessons learnt from FPSP Phase 2 into Phase 3? Do all the lessons learnt from Phase 2 remain relevant in the development space and to what extent will this increase the sustainability of the project outcomes?
- Has the project applied UNDP Social and Environmental Safeguards (SES)?

f. Human Rights

In line with UNDP principles, the MTE should assess to what extent human rights considerations are included in the project design and implementation.

- To what extent does the project adhere to and further supports human rights principles?
- To what extent does the project integrate or consider human rights-based approaches in the design and implementation of the project?

g. Gender Equality and Social Inclusion

FPSP 3 proposes that it is impossible to risk-inform development without understanding and addressing the underlying vulnerabilities that arise due to structural inequalities that prevent women and marginalised groups from contributing to and benefitting from that development. To ensure that the process is equitable, and benefits reach marginalised groups, the development process must be informed by diverse voices. The MTE will assess the quality and value of the FPSP 3 gender equality and social inclusion (GESI) strategies, including how comprehensively and effectively the project has partnered with women, marginalised groups, including people living with a disability, and those marginalised by other intersecting social identities (e.g., age, gender, ethnicity, living in rural or remote areas, etc.), in project activity planning, implementation and assessment.

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?
- Is the gender marker assigned to this project representative of reality?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men, or vulnerable groups?
- To what extent has the project contributed/supported enabling support of women in leadership position?

h. Leaving No One Behind

To assess comprehensively and effectively how the project has included people with a disability, marginalised by other intersecting social identities:

- To what extent have women, youth, people with disabilities and other disadvantaged groups benefited from the project either direct or indirectly?

5. MTR evaluation approach and methodology

Evaluation approach

The UNDP Evaluation Guidelines, UNEG Norms and Standard for Evaluation will guide the mid-term review. FPSP 3 utilises a wide range of strategies and pathways to achieve change, considering both technical and 'political' motivations and influences. It seeks to engage all stakeholders respectfully and effectively in different cultures and contexts, responding to their needs. Its activities are designed

intentionally to maximise the likelihood of positive change to ensure long-term adoption and sustainability.

FPSP 3 has an agile and flexible approach towards engagement, learning from past experiences including previous phases of the same project, programming in other PICs, and changing strategies as required. While its original theory of change presents a concise summary of its core assumptions, in practice FPSP 3 understands the change it is seeking to achieve is complex and that the connection between all these activities and outcomes is multifaceted, complex, and dynamic. Evaluations of previous project phases should be considered as part of this MTE.

The MTE needs to be gender-sensitive and socially inclusive, able to accommodate and give attention to assessment from these various worldviews. The MTE approach will accommodate and identify differences in assessment, values, and understanding of impact for stakeholders, and provide methodological approaches that create dialogue and exchange between parliaments stakeholders and their different perspectives. The approach should be sensitive to the culture and governance Pacific Island approaches, and respectful of the knowledge of Pacific Islanders.

The MTE is expected to follow a participatory and consultative approach ensuring close engagement with the project team, government counterparts, responsible parties, and the UNDP country office. Engagement of stakeholders is virtual to a successful MTE. Stakeholder involvement should include interviews with key stakeholders who have project responsibilities including but not limited to following:

- Fiji Parliament—Department of Legislature (Parliament Secretariat)
- Fiji Government—Auditor General's Office
- Civil Society Organisations—Citizen's Constitutional Forum and Pacific Disability Forum
- UN Agencies—UN Women, UNHCHR, UNEP, UNPRAC, UNODC
- Commonwealth Women Parliamentarians (CWP) Fiji Group

Fiji Parliament as the key responsible party to the project will be engaged specifically during the inception stage and feedback on the draft evaluation report including preparation for key actions to be undertaken to address key recommendations identified in the MTE report.

Evaluation methodology

Evaluation should employ a combination of qualitative and quantitative evaluation methods and instruments. The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the evaluation managers, implementing partners and male and female direct beneficiaries. Suggested methodological tools and approaches may include:

- Document review. This would include a review of all relevant documentation, inter alia.
  - Project document (including contribution agreement).
  - Theory of change and results framework.
  - Programme and project quality assurance reports.
  - Annual workplans.
  - Activity designs.
  - Consolidated quarterly and annual reports.
  - Results-oriented monitoring report.
  - Highlights of project board meetings.
  - Technical/financial monitoring reports.
  - Donor reports
- In-depth interviews and meetings with key stakeholders:
  - Semi-structured interviews, based on questions designed for different stakeholders based on evaluation questions around relevance, coherence, effectiveness, efficiency, and sustainability.
  - All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.
- Data review and analysis of monitoring and other data sources and methods. To ensure maximum validity, reliability of data (quality) and promote use, the International Consultant will ensure triangulation of the various data sources.

- Gender and human rights lens. All evaluation products need to address gender, disability, and human right issues.

The final methodological approach including interview schedule, in-depth interviews, and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed during the evaluation briefing between UNDP, programme unit, and the evaluator.

Specific data collection, analysis and engagement techniques will be agreed with UNDP as part of the evaluation plan prior to commencement of the MTE. However, it is anticipated that the International Consultant will demonstrate considerable skill in analysis and sense making that is inclusive of project stakeholders and provides opportunities for women, marginalised groups, and stakeholders to engage with and assist in data analysis and recommendation development.

The methodologies proposed by the International Consultant should also support and facilitate active dialogue with the Fiji parliament and between stakeholders and their different perspectives. The International Consultant is expected to analyse all relevant information sources, such as reports, Programme documents, thematic programmes, Programme files, financial reports and any other documents that may provide further evidence for triangulation, on which his/her conclusions will be based. The International Consultant is also expected to use relevant quantitative and/or qualitative tools to collect relevant data for the evaluation.

The evaluation will rely on multiple sources of information for analysis, validation, and triangulation of evidence against the evaluation questions. Sources of data and methods of collection could include (final methodology to be determined jointly with the evaluator):

Literature review

- Donor Reports
- Mission Reports
- Feedback from stakeholders
- Project board documents and minutes
- Quality Assurance
- Global corporate reporting (i.e., ROAR and Global Programme Results Framework)

In-depth interviews

- A total of 10–15 in person or virtual semi-structured interviews with stakeholders.
- A final list of stakeholders will be shared during the initial briefing. Stakeholders to undertake the in-depth interviews include Fiji Parliament (Commonwealth Women Parliamentarian (CWP) Fiji Group, Commonwealth Parliament Association, Department of Legislature of the Fiji Parliament) and the Auditor-General's Office, Civil Society Organisations, and others.

It is expected that the MTE will make use of this existing evidence base and, where appropriate, develop additional methodologies for data collection, analysis and examination that complement rather than duplicate the existing information. The International Consultant will be expected to have extensive expertise in qualitative and quantitative methodologies including, as indicated, the capacity to use data collection, analysis and engagement techniques that are appropriate to different stakeholders.

6. Expected deliverables

The following deliverables in line with UNDP's evaluation guidelines:

- **Evaluation inception report (10–15 pages).** The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review and should be produced before the evaluation starts (before any formal evaluation interview) and prior to the country visit in the case of international evaluator. Below is the sample of the evaluation matrix template:

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/ tools	Indicators/ success standards	Methods for data analysis

- **Evaluation debriefings.** Immediately following an evaluation, UNDP may ask for a preliminary debriefing and findings.
- **Draft evaluation report (within an agreed length).** A length of 40 to 60 pages including executive summary is suggested. The first draft report shall cover the evaluator's findings from the document review and analysis of the data collected during the field mission. The first draft will be reviewed by the Project management team and selected stakeholders to ensure that the evaluation meets the required quality criteria, standards, and that the evaluation's purpose and objectives are fulfilled. The comments shall be addressed in the second draft report and submitted to the evaluation Commissioner. Access to evaluation guideline on the content of the report: Section Four: Evaluation Implementation (undp.org)
- **Evaluation report audit trail.** The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time (refer to page 12), as outlined in the UNDP Evaluation Guideline. Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.
- **Final midterm evaluation report.** After comments from all stakeholders, the evaluator shall update the draft report into a final report to be submitted to the UNDP MCO. Feedback received on the second draft evaluation report should be considered when preparing the final report. The evaluator should produce an audit trail in track changes, indicating whether and how each comment received was addressed and integrated into the Final Report. The inception and final reports must meet UNDPs' Independent Evaluation Office (IEO's) Quality criteria (access: section-6.pdf (undp.org)). There will also be multiple iterations with relevant UNDP units until the report is considered approved.
- All deliverables are subject to UNDP approval before they are considered final, and before corresponding milestones payment can be released. Upon submission of any report (draft inception, draft evaluation, and final evaluation) as required under the expected deliverables, UNDP will formulate comments and indicate any factual errors within appropriate timeline of receipt. Comments will be formulated based on Quality Control Checklists that will be provided to the consultant at the beginning of the evaluation. The consultant should consider all comments before the reports are considered completed. The consultant shall take note of these comments and decide whether to revise the reports and, where appropriate, succinctly explain why comments cannot be considered. The consultant is expected to submit a revised version of the assessment report to UNDP clearly highlighting the incorporation of suggested changes made for consideration. It should be noted that the above list of deliverables, together with the below implementation timeframe are subject to review and revision in discussion with the consultant.
- In the event of unexpected changes to the context/ working environment during the consultancy period and in line with the UNDP's financial regulations, when determined by the UNDP Country Office that a deliverable or service cannot be satisfactorily completed due to genuine and unavoidable limitations to the assignment, it shall be discussed and agreed mutually with the consultant in relation to payments.
- Comments and changes by the evaluator in response to the draft report should be kept in 'track changes' by the evaluator to show how they have addressed comments in this Audit Trail Report.

- **Presentations to stakeholders** (if required).
- **Evaluation brief and other knowledge products** or participation in knowledge-sharing events, if relevant to maximise use.

7. Evaluation consultant required competencies

The evaluator cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document)

The evaluator is expected to possess the following qualifications, skills, and experience:

International consultant

Roles and responsibilities: S/he will be reviewing of the relevant documents, data collection and information from different sources, quality and timely submission of the evaluation report and briefing to the UNDP, and for ensuring a gender equality and social inclusion perspective is incorporated throughout the evaluation work and report. The overall role for International Consultant is to:

- Review of relevant documents, write and finalise the inception report including evaluation matrix, questions, methods, data collection and analysis instruments.
- Design the relevant data collection tools to be used in the evaluation.
- Conducts the evaluation adhering to the UNDP Evaluation Guidelines ensuring its independence.
- Conduct and collect data during the in-depth interviews and discussions with relevant stakeholders.
- Leads the sharing and de-briefing meetings with UNDP and other stakeholders as appropriate.
- Support and work together with the national expert, the inception report and final report.
- Support the review quality assurance process including contribution to the major sections of the final report as agreed among the team members.
- Acts as the main point of contact for UNDP (and stakeholders as appropriate)
- Briefing by the International Consultant on the Fiji Parliament governance system, processes, political dynamics, and status.
- Organise interviews, conduct, and collect data during the in-depth interview with the selected stakeholders. This will be done with assistance from the International Consultant.
- Takes lead role in ensuring the Quality of the reports is aligned to the UNDP evaluation QA (Quality Assurance), refer to Annex XI.
- Prepares the final report according to the standard UNDP reporting template and submits it to UNDP, within an agreed timeline.
- Provide revisions on the based on the feedback received (note: this can reoccur until the report has reached the satisfactory).

Qualifications and competencies

- At least master's degree in management, Governance, Public Administration, Social Studies, or other relevant areas with extensive working experiences in governance system strengthening, policy analysis and capacity enhancement.
- Demonstrates a high-quality evaluation (at least 8–10 years) experience with demonstrated knowledge and experience in the thematic area of parliamentary / legislative bodies in a pacific context.
- Demonstrated ability to conduct evaluations from a critical research perspective making use of diverse and culturally appropriate methodologies. Experience in evaluating adaptive programs and complex governance projects will be looked upon favourably.
- Excellent English drafting skills is essential.

8. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure

anonymity and confidentiality of sources of information where that is expected. 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 authorisation of UNDP and partners.' Consultant will be held to the highest ethical standards and are required to sign a Code of Conduct upon acceptance of the assignment.

9. Team composition and implementation arrangement

The International Consultant will assess the overall design, review regulatory frameworks, budget allocation, capacity building etc. Both the consultant will work with the Project team on developing the MTR itinerary.

The principal responsibility for managing this final evaluation resides with the UNDP Multicounty Office, Fiji. The UNDP MCO will contract the consultant and ensure the logistic arrangements within the country for the evaluation team. Although Parliament Portfolio is administratively responsible for the MTE, it shall not interfere with analysis and reporting, except when requested and at opportunities for comments/feedback.

The consultant cannot have participated in the project preparation, formulation, and/ or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The Management Performance Unit (MPO) will be the Commissioning Unit for this evaluation whereby the Development Effectiveness Analyst will be facilitating the evaluation process including gathering inputs from the project implementation team such as the required project documentations and shared with the Consultant. The deliverables will be cleared by the Programme Oversight Specialist and approved or accepted by the Deputy Resident Representative upon meeting the high-quality standards as required with evidence of relevant key stakeholders are duly consulted. Payment release will be approved upon confirmation of the deliverables by the Programme Oversight Specialist.

UNDP Pacific Office reserves the right to maintain regular communication with the consultant and to engage/visit implementing activities where needed. Project team will work closely with the evaluator for desk review, identifying stakeholders and sources of information, and helping resolve issues during the assignment period.

10. Timeline of the evaluation process

#	Deliverable	Description	Estimated number of person days	Due date (tentative)
1.	Inception report	The inception report should be prepared by the IC before going into the full-fledged MTE exercise. It should include full review of the country and regional project briefs (to be provided on contract signing), initial observations of the proposed evaluation objectives, proposed evaluation approach and methodology with detail around evaluation questions, data collection, analysis and dissemination processes, sampling strategy, and detailed examination of any limitations to the evaluation. The plan should be in line with the scope as outlined in the terms of reference and in line with UNDP evaluation norms, standards, guidelines, and templates.	3 days	End of July
2	Draft initial findings	A presentation of the initial findings from the evaluation will be made to key stakeholders, particularly the evaluation reference group, to provide opportunity to identify where further data collection and analysis may be required and/or to provide stakeholders with an indication of the likely scope and areas covered by the MTE. This presentation is expected to be made in person or virtually by the evaluation team to the identified stakeholder group before report drafting. This will be one of the opportunities for dialogue between stakeholders to explore their different perspectives and assessments about change and project outcomes.	10.5 days	End of July

3	Draft evaluation report	The draft evaluation report should be prepared in line with UNDP evaluation norms, standards, guidelines, and templates, including an analysis of the performance of the project to adequately address gender equality as well as human rights issues, with evidence-based findings, conclusions, and recommendations. The report will be distributed to stakeholders and the evaluation reference group and feedback from stakeholders will be collated for further consideration by the MTE team.	5 days	August
4	Final evaluation report	The final report will be produced by the team based on feedback received on the draft report. The final report will be shared with all stakeholders and other interested parties. The final evaluation report and an Evaluation Brief (2-pager) should be prepared in line with UNDP evaluation norms, standards, guidelines, and templates.	2 days	End of August
5	Audit Trail	The comments and changes by the consultant in response to the draft report should be retained by the evaluator in the form of an audit trial to show they have addressed comments. This document can be submitted as an Annex to the final evaluation report.	1 day	End of August
6	Presentation and other knowledge product	A presentation to be developed and shared on the final findings. A two-page knowledge product to also be included as the final deliverables	0.5 day	End of August

Note: The above numbers of days are estimated and are subject to change. Multiple reiterations may be required of the reports until the report is considered approved. Inception and final report must meet IEO's Quality Criteria.

11. Duration of the work

This assignment is anticipated to take place between June and the end of July 2024. The assignment is home-based, and payments are output based. Travel is required to Fiji. The expected effort level for the MTE consultant is about 22 days.

Duties	**Location for the MTE team**	**Deliverables**	**Responsibility**
Project brief	Home based	Project brief outlining current activities, theory of change and achievements, annotated with available evidence, prepared for each project country and for the project regional activities.	Parliament Portfolio team
Preparation of evaluation plan Inception Report—Deliverable 1	Home based	Draft Inception report in line with UNDP evaluation norms and standards, following initial discussions with project team and other relevant stakeholders	Evaluation team (IC)
Review of draft evaluation plan Inception Report	Home based	Comments on the draft Inception Report, provided by the Evaluation Reference Group and UNDP, consolidated by the evaluation manager.	MPO and Parliament Portfolio team
Incorporation of comments	Home based	Revised Inception Report drafted	IC
Inception Report finalised	Home based	Final Inception report submitted	IC
Evaluation implementation	Fiji	Data collection, on-site analysis	IC
Initial Findings drafted and circulated to the Evaluation Reference Group—Deliverable 2	Home based or Fiji	Initial findings presentation to evaluation reference group and other stakeholders as required. Presentation submitted.	IC
Draft Evaluation Report completed	Home based	Draft evaluation report submitted	IC
Review for quality assurance and scope. Identify factual errors and clarity and comprehension	Home based	Comments on the draft evaluation report, provided by the Evaluation Reference Group and UNDP, consolidated by the evaluation manager.	MPO and Parliament Portfolio team

Consideration of comments	Home based	Revised draft evaluation report	IC
Final review by UNDP	Home based	Revised draft evaluation report submitted to UNDP MPO; draft Evaluation Brief submitted	DRRs, MPO and Parliament Portfolio team
Incorporation of comments and finalisation of report and Evaluation Brief	Home based	Revised draft evaluation report, with comments from UNDP MPO consolidated	IC
Final Report—Drafted	Home based	Final evaluation report; Evaluation Brief and presentation of evaluation results.	IC
Audit Trail Form completed	Home based	Audit Trail Form	IC
Project Management: Finalise Evaluation Follow-up Plan	Home based	Final Evaluation Follow-up Plan to be cleared by MPO	Project Management
Project Management: Disseminate final evaluation. report	Home based	Final evaluation report disseminated to internal and external stakeholders	Project Management

Duty station

The MTE will include travel to Fiji and conduct in-person consultations. If consultations cannot be scheduled during mission travel, the evaluation team must undertake remote data collection and analysis. The International Consultant will be expected to manage this remote process in ways which ensure the methodological standards outlined above are maintained.

Limitations and risks

The MTE covers implementation of a project during a period of significant change, including the first change of Government since the current Fiji Constitution was introduced, and the creation of a Coalition Government. As a result, the project's context has been—and continues to be—in flux, which must be kept in mind during the MTE process.

A **time bound evaluation** is limited in the range of areas and issues it can examine in-depth. While the terms of reference for this evaluation have been deliberately limited to those areas of current significance for the project, it is also recognised that each of the MTE objectives will likely involve considerable methodological enquiry.

12. Proposal and schedule of payment

Proposal

- The Evaluator must send a financial proposal based on financial compensation that he or she deems appropriate in completing this evaluation:
- As applicable, travel or daily allowance costs (for work undertaken outside of home base) should be identified separately as the timing and location are still being negotiated by the project team. Travel payments will be reimbursed following the travel. Note that UNDP will only pay for economy travel. Travel will be arranged separately by UNDP based on POPP—travel will always be the most economic route and DSA as per UNDP established rates.
- In the event of unforeseeable travel not anticipated in this TOR, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and the Individual Consultant, prior to travel and will be reimbursed.
- In general, UNDP shall not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources in the event

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

Schedule of payment

The total amount quoted shall be all-inclusive and include all costs components required to perform the deliverables identified in the TOR, including professional fee, travel costs, living allowance (if any work is to be done outside the IC´s duty station) and any other applicable cost to be incurred by the IC in completing the assignment. The contract price will be fixed as an output-based price regardless of the extension of the herein specified duration. Payment will be made after satisfactory acceptance and upon completion of the deliverables/outputs and as per below percentages:

- Deliverable 1: Draft Evaluation Report: 30% of total contract amount
- Deliverable 2: Final Evaluation Report and Audit Trail Form: 70% of total contract amount.

13. Evaluation criteria of candidates

i. Cumulative analysis

The award of the contract shall be made to the incumbent whose offer has been evaluated and determined as a) responsive/compliant/acceptable; and b) having received the highest score out of set of weighted technical criteria (70%) and financial criteria (30%). Financial score shall be computed as a ratio of the proposal being evaluated and the lowest priced proposal received by UNDP for the assignment.

ii. Technical criteria for evaluation (maximum 70 points)

- Criterion 1: Minimum master's degree in international development, public policy, governance, or other closely related field—Max 10 points
- Criterion 2: Relevant experience (minimum 4 years) conducting evaluations in parliamentary development, and/or in the sphere of legislative governance and in similar areas of work in addition to conducting critical research making use of diverse and culturally appropriate methodologies—Max 15 points.
- Criterion 3: Experience in Theory of Change for complex systems programs—Max 5 points
- Criterion 4: Technical expertise and experience in parliamentary development and/or governance—Max 15 points
- Criterion 5: Experience in monitoring evaluation or research with Pacific Island governments and/or parliaments—Max 15 points
- Criterion 6: Experience in supporting and assessing strategies for inclusion of marginalised including women and people living with disability, age, geography, sex, and other factors– Max 10 points.

Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation. Shortlisted candidates may be called for an interview which will be used to confirm and/or adjust the technical scores awarded based on documentation submitted.

iii. Documentation required.

Interested individual consultant must submit the following documents/information to demonstrate their qualifications. Please group them into one (1) single PDF document as the application only allows to upload maximum one document:

- Letter of Confirmation of Interest and Availability using the template provided in Annex II.
- Personal CV, indicating all experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.

- Technical proposal (no more than 4 pages): including a) a brief description of why the team considers itself as the most suitable for the assignment, with reference to technical criteria outlined above.
- Financial proposal, as per template provided in Annex II.

Incomplete proposals may not be considered. The successful consultant shall opt to sign an Individual Contract or a Reimbursable Loan Agreement (RLA) through its company/employer with UNDP.

14. Annexes[46]

- Annex I—**Relevant Documents:** Project Document, contribution agreement, donor reports, Theory of Change and Results framework, Annual Work Plan and Annual Reports, Monitoring Report, project board minutes, Audit report, knowledge products etc.
- Annex II—**Individual IC General Terms and Conditions**: https://procurement-notices.undp.org/view_file.cfm?doc_id=7879
- Annex III—**Tentative List of Key Stakeholders** (to be shared during briefing)
- Annex IV—**Evaluation Audit Trail Form**: Sec 4 Audit trail form template.docx (live.com)
- Annex V—**UNEG Code of Conduct**: http://www.unevaluation.org/document/detail/100http://www.unevaluation.org/document/detail/100
- Annex VI: **Other documents to be consulted.**
  - UNDP Handbook on Monitoring and Evaluation for development results accessible here: http://web.undp.org/evaluation/handbook/documents/english/pmehttp://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdfhandbook.pdf
  - UNDP Evaluation Guidelines (2021) accessible here: http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf
  - UN Ethical Guidelines for Evaluation accessible here:
  - http://www.unevaluation.org/document/download/547
- Annex VII: Sample evaluation matrix (Pg. 113), to be included in the inception report, is accessible here: http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

Table A. Sample of evaluation matrix

Relevant evaluation criteria	Key questions	Specific sub questions	Data sources	Data collection methods/tools	Indicators/ success standard	Data analysis method

[46] These will be provided to the selected candidate during briefing meeting.

- Annex VIII: '**UN Code of conduct**' forms accessible here: http://www.unevaluation.org/document/detail/100. *The consultant will be requested to read carefully, understand, and sign the 'UN Code of Conduct.'*
- Annex XI**: Guidance on Evaluation Report Template**, refer to Annex 4, pgs. 118–122 for suggested minimum report requirements. The guidance is accessible here: http://web.undp.org/evaluation/guideline/documents/PDF/section-6.pdf
- Annex X: **Integrating Gender Equality and Human Rights in Evaluation—UN-SWAP Guidance, Analysis and Good Practices** accessible here:
  - http://www.unevaluation.org/document/detail/1452
  - http://www.unevaluation.org/document/download/2107
  - http://www.unevaluation.org/document/download/2695
- Annex XI: **Quality Assessment Checklists accessible here**: http://web.undp.org/evaluation/guideline/section-6.shtml
- Annex XII: **Dispute and wrongdoing resolution process and contact details** (to be provided at the time of signing the contract)

[1] UNDP Evaluation Guidelines, Independent Evaluation Office of UNDP, New York, June, 2021; pg. 67.or any clarification regarding this assignment please write to procurement.fj@undp.org or for technical questions to thomas.gregory@undp.org.

Annex 2: Evaluation matrix

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

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

Evaluation criteria	Key questions[1]	Specific sub-questions	Data sources, collection methods and analysis
Relevance	How well do the project and its outcomes align with the UNDP Strategic Plan, Multi country Programme document (2023–2027) and SDG?	Are the current focus areas in which the project is engaged aligned with UNDP's Strategic Plan, Multi country Programme document and the SDGs? Do the activities of the project align with the activities of other projects run under the country programme?	Documents2: UNDP project and product documents, progress reports Interviews3: UNDP staff, Partners, Donors Triangulation of UNDP project and product documents with information from interviews
	Review to what extent the project contributes to the theory of change for the relevant country Programme?	How was the country context taken into account in developing the theory of change for the project?	Documents: UNDP project and product documents, progress reports Interviews: UNDP staff, Partners, Donors Triangulation of UNDP project and product documents with information from interviews
	Was the project relevant to the needs and priorities of the target groups/beneficiaries? Review to what extent has the project been appropriately responsive to political, institutional, etc., changes in the country? Was the project relevant to the identified gaps?	Is the project positioned to support the vision and priorities of the new parliament and a change of government? Are there focus areas which should be expanded; downscaled; or stopped in future support to the parliament by UNDP and have any identified gaps been filled? To what extent is UNDP's work in parliament strengthening, consistent with and responding to emerging national and local policies, priorities and needs of the direct beneficiaries?	Documents: UNDP project and product documents, progress reports, Parliament documents Interviews: UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and product documents, Parliament documents with information from interviews
Coherence	To what extent other interventions (particularly policies) support or undermine the interventions and vice versa?	What have been the major impediments that have created difficulties for the project? Have these impediments been internal or external to the project and how has the project sought to deal with them?	Documents; UNDP initial project documents, progress reports Interviews: UNDP staff, Donors, Partners Triangulation of initial project documents, progress reports with information from interviews
	How well does the project align with similar interventions in Fiji, especially those supported by the project donors such as MFAT (Ministry of Foreign Affairs and Trade—New Zealand) and DFAT (Department of Foreign Affairs and Trade—Australia)	What similar projects have been conducted in Fiji and what have been the success or otherwise of them? What have been the key factors for success? Have these been applied to the FPSP project?	Documents: UNDP project documents, progress reports, previous evaluations, Interviews: with UNDP staff, Donors, Partners Triangulation of initial project documents, progress reports, previous evaluations with information from interviews

Evaluation criteria	Key questions[1]	Specific sub-questions	Data sources, collection methods and analysis
Effectiveness	What have been the key results achieved and not achieved by the project to date? What specific areas has the project had challenges and why? How can the project overcome these? What specific areas of the project have been well supported and why?	To what extent has progress been made towards the achievement of [project objectives/UNDAF outcomes] given the expected outputs of the project and the key results identified in documents published by the project? What has been UNDP's contribution? What approaches has the project used for capacity development of MPs, staff, and other stakeholders? What have been the successes and challenges of different approaches? How have approaches evolved over time? What were the initial assumptions of the UNDP project team about what might be successful and how have those assumptions worked out in practice?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and product documents, Parliament documents with information from interviews with stakeholders
	To what extent are project management and implementation effective? Were the project board conducted as planned?	What are the key project documents that have been generated? How frequently does the project board meet and has it had an effective role in how the project has been conducted? Is the board appropriately supported by the project team?	Documents: UNDP project documents including project board papers and minutes Interviews with UNDP staff, Partners, Donors Reconciliation of project and board documents with feedback from interviews
	To what extent will the project meet the original outputs within the current program phase? Do these remain practical and feasible?	The project appears to have been less active than expected with an underspend of funds? What efforts have been made to accelerate activities? Have there been impediments to organising activities? Do you expect the overall outputs for the project to be achieved?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and product documents, Parliament documents with information from interviews with stakeholders
	How comprehensively has the project collected, analysed, and reported verifiable information about its progress? Are there missing indicators that are cost-effective and more impactful to measure? How is the project's learning being captured and shared, and are there ways to improve information capture and its communication to various audiences?	Is there an M&E framework that has been developed and implemented to assess the activities/interventions in the project? How has the M&E framework been used to monitor the effectiveness of the project's activities, outputs, and outcomes? Are there any gaps in the M&E framework?	Examination of M&E framework Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of M&E framework with UNDP project and product documents, Parliament documents and with information from interviews with stakeholders

Evaluation criteria	Key questions[1]	Specific sub-questions	Data sources, collection methods and analysis
	Do the project's assumptions and theory of change continue to address the key factors likely to enable or challenge the project's progress? Has the project been able to respond effectively to emerging opportunities and in what way should the project theory of change be further developed? What implications do recommended changes to the project theory of change have for project strategies, monitoring and evaluation, and reporting?	How was the theory of change for the project reflected in its design? What focus areas and methods of delivery were considered most suitable to the design of the project? How have activities/interventions, either new or repeated, been assessed against the overall design of the project? What impact might an altered theory of change have on current activities? Is the project sufficiently flexible to respond to desired changes? How would this affect the M&E for the project?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and product documents, Parliament documents with information from interviews with stakeholders
	To what extent has the project supported the integration of digital transformation?	In what ways has the project ensured the integration of digital approaches into the work of the Parliament? Can you provide some specific examples?	Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors
Efficiency	Has the project been efficient in leveraging resources and partnerships that are currently contributing to achieving outcomes and how has the context affected cost effectiveness?	Have resources available been utilised in the most appropriate and economic way possible towards the achievement of results? How has this been monitored? Have resources been sufficient? How have partnerships influenced the efficiency of the project in delivering against its outputs? To what degree has the project incorporated South–South cooperation and how beneficial have these relations been? Are you satisfied that the project has delivered value for money and how have you reached your conclusion? (For donors)	Documents: UNDP project documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and Parliament documents with information from interviews
	What changes ought to be made to project strategies to ensure the most efficient approaches to project implementation? Does the team have the required skills and experience, or technical partnerships, to deliver the project's outcomes?	How has the UNDP project team monitored and sought feedback on its project management and implementation? Have any refinements been made to project management as the project has progressed? Has the provision and level of technical support by the project been sufficient to advance project outputs?	Documents: UNDP project documents, progress reports Interviews: with UNDP staff, Parliament staff, Partners Triangulation of UNDP project documents with interview feedback from stakeholders
	In what way could the project Monitoring, Evaluation and Learning Framework be further developed and improved to ensure accountability to all stakeholders and support further project improvement?	What changes have happened to the M&E framework over time in response to any perceived inadequacies? How has the M&E framework been used to monitor the efficiency of the project's activities, outputs, and outcomes?	Examination of M&E framework Interviews with UNDP staff, Parliament staff, Partners Reconciliation of M&E framework with feedback from interviews
	To what extent were resources dedicated to the most marginalised and vulnerable groups?	What specific strategies have been employed to ensure that marginalised and vulnerable groups have been included in the project? Can you provide some examples of the involvement of marginalised and vulnerable groups in the project? During the lifespan of the project, how have changes in the democratic governance context in Fiji affected project implementation? How has project management responded to such changes?	Documents: UNDP project and product documents, Parliament documents Interviews with UNDP staff, Parliament staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews

Evaluation criteria	Key questions[1]	Specific sub-questions	Data sources, collection methods and analysis
Sustainability	How effectively has the project worked through Fiji Parliamentary systems and practices to introduce reform measures?	What indications are there that achievements so far will be sustained (e.g. national (parliamentary) ownership, national systems and structures, individual capacity)? Is the level of national (parliamentary) ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Triangulation of UNDP project and product documents, Parliament documents with information from interviews
	In what ways has the project partnered with key actors on the ground (including communities and CSO actors) to ensure program benefits are sustained? What further development of work areas is required to increase the sustainability of project outcomes?	What approaches have been taken to the involvement of, and partnering with, the Fijian community and CSOs in relation to the project? What has been the success of engagement with the Fiji community and CSOs? How can sustainability be enhanced? Are there areas of the project that are not sustainable? How long, realistically, will the project need to continue?	Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Assessment of information from interviews
	In what ways does the project support the core principle of localisation? In what ways could this be further improved?	What efforts have been made to ensure the project achieves the principle of localisation? What has been the success of localisation?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
	Is the current project structure able to meet UNDP processes, respond to donor partner accountability and reporting requirements, and its intended outcomes?	Has any assessment been made of the ability of the project structure to achieve the outcomes of the project? Are donors satisfied with how the project is being undertaken and its sustainability?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
	To what extent has the project absorbed lessons from FPSP Phase 2 into Phase 3? Do all the lessons from Phase 2 remain relevant?	What impact did the lessons learned from Phase II have on the implementation of Phase III? Are the lessons still relevant? Are there other lessons that may now be more relevant?	Documents: UNDP project and product documents, Evaluation of Phase II Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Evaluation of Phase II with information from interviews

Evaluation criteria	Key questions[1]	Specific sub-questions	Data sources, collection methods and analysis
Human rights	To what extent does the project adhere to and further support human rights principles? To what extent does the project integrate or consider human rights-based approaches in the design and implementation of the project?	How were human rights issues addressed in the project design and the delivery of activities/interventions? What are the major achievements of the project in relation to human rights?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
Gender equality	To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project? Is the gender marker assigned to this project representative of reality?	How was gender equality and the empowerment of women addressed in the design of the project and in specific project activities/interventions? Was the gender analysis referred to in the Pro Doc conducted? If not, why not? Has the project promoted gender equality through its activities/interventions and in what ways? What are the specific achievements of the project? How has the project worked to strengthen the capacity of Parliamentary staff to better support Gender analysis in parliamentary processes?	Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
	To what extent has the project promoted positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men, or vulnerable groups? To what extent has the project contributed/supported enabling the support of women in leadership positions?	In looking to remaining stages of Phase III of the project, how could the achievements on gender equality of earlier phases be built on?	Interviews: with UNDP staff, Parliament MPs and staff, partners Assessment of information from interviews
Leaving no one behind	Were women and other disadvantaged and marginalised groups consulted and meaningfully involved in project planning, implementation, and monitoring?	How have women and other marginalized groups been consulted in project planning and implementation? What has been the process for their involvement in the project?	Interviews: with UNDP staff, Parliament MPs and staff, Partners Assessment of information from interviews

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

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

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

Annex 3: List of documents consulted.

FPSP 2

- Terminal evaluation FPSP 2 2021

FPSP 3

Project Document
Bi-Annual Activity Progress Report: April 2022 – September 2022
Annual Activity Progress Report: 1 April 2022 – 31 March 2023
Annual Progress Report: 1 April 2023 – 31 March 2024
Board Meeting Papers 31 January 2024
Board Meeting Papers 9 July 2024 (includes Board Meeting Minutes for 31 January 2024
Annual Workplans—Various
Project Monitoring and Evaluation Plans—Various

UN documents

- UN Pacific Strategy 2018–2022
- Fiji Country Implementation Plan 2023–2024, United Nations Fiji, Solomon Islands, Tonga, Tuvalu, and Vanuatu
- UNDP Evaluation Guidelines June 2021
- The Gender Results Effectiveness Scale (GRES): A Methodology Guidance Note
- Good Practices in Gender-Responsive Evaluations, UN Women, May 2020
- 5 Factor LNOB Framework

Parliament of Fiji documents

- Constitution of the Republic of Fiji
- Department of Legislature Strategic Plan 2018–2022
- Standing orders—Amended 2024
- Parliament of Fiji Handbook October 2016
- Parliament of the Republic of Fiji Annual Report 2019–2020
- An Overview of the Fiji Parliament 2018–2022, June 2023
- Parliament of the Republic of Fiji Community Engagement Strategy 2022–2026
- Special Committee on Emoluments, Report on the Review of Salaries, Allowances and benefits of the Members of Parliament, President, and Speaker and Parliamentary Allowance Act 1989, May 2024, Parliament of the Republic of Fiji, Parliamentary Paper No 145/2023
- Scrutinising Legislation from a Gender Perspective: A Practical Toolkit
- Monitoring and Evaluation Report—Mainstreaming SDGs in Standing Committee Work and Analysis of SDG Data Collection 2019/2020

Knowledge products and documents produced by FPSP II

- Staff Refresher and Strategic Plan Review Workshop, 21–26 November 2022
- Fiji Committees Workshop Report, 12–14 February 2024
- Parliament of Fiji Retreat Report, 22–24 April 2024
- Oversight of the Implementation of the Sustainable Development Goals: Guidance Note for Standing Committees of the Parliament of the Republic of Fiji

Other documents

- Fiji: Commonwealth Parliamentary Association Benchmarks for Democratic Legislatures—Final Report, 2024
- Open Parliaments, Fact Sheet, Open Government Partnership

Annex 4: List of interviewees and field observations

* Indicates this occurred on field mission to Fiji 3–12 July 2024.

Date and time	Person/organisation	Topics covered
2.00 pm, 27 June	FPSP Project team Thomas Gregory Filimoni Yaya	Project design, project history, key project activities and achievements,
12.00, 4 July*	Adelle Khan, former FPSP project staffer	History of project. Key achievements (all Outputs)
2.30 pm, 4 July*	Parliamentary Civics Education Team Tarun Lal Bale Dolokoto	Civics education activities (Output 1)
3.30 pm, 4 July*	Observe parliamentary chamber including IT equipment	
9.00 am, 5 July*	Kevin Deveraux, Project consultant	Background to Phase 3 Project document. Key Phase 3 initiatives, future directions (all Outputs)
10.00 am, 5 July*	Giles Dickenson-Jones Floating Budget Office consultant	Floating Budget Office and its future (Output 2)
11.30 am, 5 July*	Jeanette Emberson SG, Fiji Parliament	Phase 3 activities and progress, current challenges in support to Fiji Parliament, future support from the Project (all Outputs)
12.30 pm, 5 July*	Sakiusa Rakai Fiji Parliament	Phase 3 activities and progress, current challenges in support to Fiji Parliament, future support from the Project (all Outputs)
9.30 am, 8 July*	Amber Walters New Zealand Parliament	NZ Parliament interaction with Fiji Parliament and FPSP Project
8.15 am, 9 July*	Hon Premila Kumar MP Independent MP (formerly FFP)	History as an MP and of FPSP support to Fiji Parliament. Future priorities for UNDP support (all outputs)
9.30 am, 9 July*	Observe Parliament in session	
11.00 am, 9 July*	Ms Mereseini Rakuita SPC Pacific Women Lead	CSO interaction with Parliament (primarily Output 1)
1.00 pm, 9 July*	Observe FPSP Project Board meeting	
2.00 pm, 9 July*	Hon Mosese Bulitavu MP Independent MP (formerly FFP)	History as an MP and of FPSP support to Fiji Parliament. Future priorities for UNDP support (all outputs)
3.30 pm, 9 July*	Ms Vani Catanasiga Fiji Council of Social Services	CSO interaction with Parliament (primarily Output 1)
9.30 am, 10 July*	Rebecca Brown Australian High Commission	Donor perspective on project

Date and time	Person/organisation	Topics covered
11.00 am, 10 July*	Nalini Singh Fiji Women's Rights Movement	CSO interaction with Parliament (primarily Output 1)
1.30 pm, 10 July*	Hon Lynda Tabuya MP Minister for Women, Children and Poverty Alleviation	History as an MP and of FPSP support to Fiji Parliament. Future priorities for UNDP support (all outputs)
10.30–11.00 am, 11 July*	Alex Shahryar-Davies Kartik Pratap NZ High Commission	Donor perspective on project. (all outputs)
1.30 pm, 11 July*	Hon Inia Seruiratu MP Leader of the Opposition	History as an MP and of FPSP support to Fiji Parliament. Future priorities for UNDP support (all outputs)
2.00 pm, 11 July*	Saleshni Prasad Manager, Table Office, and Committees	Table and Committee staffing structures, practices, and procedures
4.00 pm, 11 July*	FPSP Project team Thomas Gregory	Revisit issues from interviews and document review and review early findings
1.30 pm, 12 July*	Hon Lenora Qereqerabua Deputy Speaker	History as an MP and of FPSP support to Fiji Parliament. Future priorities for UNDP support (all outputs)
10.30 am, 17 July	Alex Cullum Australian Parliament	Australian Parliament interaction with Fiji Parliament and FPSP Project
9.30 am, 18 July	Sally West Victorian Parliament	Victorian Parliament interaction with Fiji Parliament and FPSP Project and twinning connections

Annex 5: Key informant sample questions

Deputy Speaker, Secretary-General

Relevance/coherence

- Were you consulted about the design of Phase 3 of the project and what was the nature of the involvement?
- In what ways has the project responded to changing priorities of the parliament and the democratic governance context in Fiji?
- Which focus areas do you think should be expanded; downscaled; or stopped in future support to the parliament by UNDP?
- How has the project been of benefit to you in the role you play?

Efficiency

- Have resources been sufficient to deliver the programs who would wish to see?
- How has the project used partnerships?
- In what areas has the project required international technical support?
- How has the project incorporated South–South cooperation? What have been the successes and challenges of this approach?
- How have you/MPs/the parliamentary secretariat provided feedback on the project?

Effectiveness

- How has the project delivered the outcomes you want? How has this been measured?
- What have been the most successful activities/interventions that have taken place under the project [under the three output areas]? What have been the factors that have contributed to the successful approaches?
- What have been the main challenges with different activities/interventions?
- Have external factors had an impact (positive or negative) on the ability to progress the FPSP objectives?

Sustainability

- What indications are there that achievements so far will be sustained? In which output areas?
- Are there areas of the project that are not sustainable?
- Which activities/interventions will likely be most valuable for use in other contexts (e.g. to be used in other parliaments in the Pacific/regionally/globally)? How would they need to be adapted to be successful?

Cross-cutting themes

- What are the major achievements of the project in relation to human rights?
- How has the project promoted gender equality through its activities/interventions and in what ways? What are the specific achievements of the project in this area, and how could they be built on?

Civic Education and Media Unit

- Please briefly explain your role and relationship with the FPSP III project.
- Please give an example or case of an activity/activities supported by FPSP III that you were involved with? How has the project been of benefit to you in the role you play?
- How has the work you do for the Parliament changed over time and how has the project contributed to this change?
- In what ways has the project built your knowledge and skills? What have you been able to pass on to other colleagues or parliaments?
- *Questions related to outreach and civic engagement:* Can you outline the parliament's approach to outreach and civic engagement? Is there a plan that activities are based on?
- In what ways are CSOs engaged with the work of parliament? Can you give a specific example?
- What barriers exist for stronger outreach and civic engagement?
- If you have worked or collaborated with parliamentary staff in the regional parliaments, how has this assisted them in their work? What have been the main challenges with different activities you have been involved with in regional parliaments?
- What do you think are the most important future priorities for the development of the Fiji parliament, particularly in terms of civic engagement? How can the project help?

Donors

- What is your perception of the current activities of the project and their alignment with the project's objectives? Is the project well aligned with your other objectives in Fiji? How has the project responded to changing political circumstances in Fiji?

- What have been the activities/interventions that you think have been most effective? What do you think have been the impediments to the success of the project?
- Are you satisfied with the M&E framework for the project?
- Are you satisfied that the project is being run efficiently and with due diligence? Do you think you are getting value for money?
- Are you satisfied with the sustainability of the project's deliverables? What do you see as the long-term future for the project? Will there be a Phase 4?

Other parliamentary partners

- Please briefly explain your relationship with the FPSP III project?
- Can you explain how your Parliament engaged with the FPSP and the nature of the relationship with UNDP in relation to the project? Was your Parliament satisfied with the way UNDP went about its coordination role?
- What have been any challenges in delivering support from your Parliament to the Fiji Parliament?
- What were the arrangements for resourcing between your Parliament and UNDP in relation to the project? Did your Parliament consider it was getting 'value for money' for its inputs to the project? How did you evaluate the outputs from your Parliament's involvement?
- What activities did you consider were having the most impact and why?
- What do you see as the long-term needs of the Fiji Parliament and how will your Parliament be able to assist?

CSOs

- Please briefly explain the role of your organisation and how you interact with the Parliament—Chamber work, committees? What role do CSOs play in enhancing Parliament's involvement with the community?
- What is your relationship with the FPSP III project?
- In what ways could UNDP and the Project engage with you to improve the involvement of CSOs with the Parliament?
- What activities would be most helpful in engaging with CSOs?
- What do you see as the long-term aspirations for better engagement between CSOs and the Fiji Parliament?

Annex 6: UNEG Code of Conduct for Evaluators

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

MTR Consultant Agreement Form

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

Name of Consultant: DAVID ELDER

Name of Consultancy Organization (where relevant): N/A

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

Signed at CANBERRA (Place) on 26 June 2024 (Date)

Signature: David Elder

ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION

UNEG
United Nations Evaluation Group

By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.

INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional,** engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible.**

ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.

RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access to** the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).

BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration of risks and benefits** from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

David Rich _____ 26 June 2024 _____ (Signature and Date)