

UNDP Fiji Parliament Support Project (FPSP)

Terminal Evaluation Report



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Acronyms

AG	attorney general
CEC	Central Election Commission
CSO	civil society organization
DFAT	Department of Foreign Affairs and Trade (Australia)
EU	European Union
FEO	Fiji Elections Office
FPSP 1	Fiji Parliament Support Project 1 (January 2014—March 2017)—Phase 1
FPSP 2	Fiji Parliament Support Project 2 (January 2017—December 2020)—Phase 2
ICT	information and communication technology
IFES	International Foundation for Electoral Systems
IPU	Inter-Parliamentary Union
M&E	monitoring and evaluation
MDG	Millennium Development Goal (UN)
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
MP	Member of Parliament
NGO	non-governmental organization
PAC	Public Accounts Committee in Parliament
RBA	results-based approach
ROM	result-oriented management (EU)
ROP	rules of procedure
SCEFI	Strengthening Citizen Engagement in Fiji Initiative (UNDP)
SDG	sustainable development goal (UN)
SO	standing order
TOT	training of trainers
UNDP	United Nations Development Programme

Executive Summary

In September 2013, the President of Fiji assented to the new constitution that provides for a national legislature of 50 Parliamentarians elected to a unicameral representative body through an open list Proportional Representation voting system. The Fiji Parliament Support Project (**FPSP 1**) that emerged from consultations thereafter and began in 2014 continued into 2017 (with a three month extension) in two stages: (1) prior to the 2014 parliamentary elections and thereafter in response to the immediate infrastructure and basic parliamentary process knowledge needs of newly-inducted and inexperienced MPs, Secretariat, and parliamentary research and support staff through November 2015, and (2) through December 2016 (with a short-term extension into Q1 2017) to begin to address the more advanced training, consultation, and legal framework needs of a developing parliament.

The latter stage of **FPSP 1** included drafting and adoption of parliamentary and committee rules of procedure, standing orders, and other relevant framework documents such as a parliamentary handbook and civic education materials for the general population and for nationwide school instruction. In addition, the second stage of FPSP included design, development and implementation of a parliamentary website with interactive and live streaming of proceedings and the introduction of a mobile app at project conclusion in March 2017.

A follow-on project—**FPSP 2**—began in January 2017 and is designed to deepen and broaden the independent and sustainable capacity of the parliament overall, including committees, the Office of the Speaker, the Secretary General's office, support structures and enhanced outreach and representational capacity.

The **FPSP 1** project was implemented in these two inter-linked stages. The first phase from January-September 2014 provided support to the Parliament of the Republic of Fiji as it prepared for the resumption of parliamentary democracy, and was evaluated in October 2015.¹ The second stage of FPSP 1 followed the national elections and provided support to the parliament as it undertook progressively more independent execution of its legislative, oversight and representation functions.

FPSP was introduced during a time of acute political sensitivity and precarious social transition, both of which needed to be addressed in a fair and balanced manner by UNDP and other international organizations providing technical assistance in the country. UNDP, in partnership with the Parliament of Fiji and the international community funding the project, provided training, seminars, and study tours along with resident technical expertise that transitioned to ad hoc advice and training over time. Project results have been tracked, recorded, reported and shared freely among the international community and with parliamentary partners on an open and regular basis.

The project's operational flexibility and adaptability has resulted in the overall success of FPSP 1 and with the financial resource and staff overlap through 3 months in 2017 during which FPSP 2 has begun, the project has continued apace.

The review was based on the norms developed by OECD with regard to the five key criteria that are the basis of the evaluation of development assistance: **Relevance, Efficiency, Effectiveness, Sustainability and Impact.**²

¹ See Franklin De Vrieze, *Parliamentary Institution Building in Fiji: Mid-term evaluation of the UNDP Fiji Parliamentary Support Project* (11 November 2015).

² See OECD/DAC framework:

<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>. Accessed on May 29,

Relevance

The project endeavored to provide relevant technical assistance according to a two-stage implementation plan that met the general establishment needs of parliament while focusing on specific skills development for the institution thereafter.

The skills that were transferred from the FPSP resident staff combined with those provided by external experts and subject-specific study tours, workshops and seminars met the needs of interlocutors as expressed through evaluation feedback mechanisms. Technical assistance provided was relevant to the increasingly sophisticated level of parliamentary practice exhibited from a minimal baseline in 2014, and in line with international standards of parliamentary best practice.

Efficiency

The value of project implementation and the productive use of limited strategic resources (people, money, time) is evidenced throughout this report. Of note:

- Support to committees, individual MPs, the Speaker, the Secretary General and staff, and the parliamentary Secretariat was delivered in a cost-effective, timely, and responsive fashion
- The project was designed and implemented to allow project beneficiaries to perform their duties and responsibilities in a collaborative and demand-driven basis over time
- UNDP FPSP project staff responded to parliamentary partner requests expeditiously and with on an oftentimes short turn around basis
- UNDP maintains a pre-qualified roster of experts willing and able to deploy as needed
- Committee advisors, procedural advisors, Public Accounts Committee specialists, and a gender advisor are available to the parliament on an as-needed basis, and in cases of increasingly specific parliamentary committee needs, also specialists—such as natural resource management and mining experts for example.

Effectiveness

During the latter phase of FPSP 1 project implementation (2015—2016), a substantial portion of programme funds and human and material resources were dedicated to providing parliamentary process skills training, consultations, seminars, study tours and short-term subject-specific consultancies. This project modus operandi met the needs of Fijian parliamentary development assistance recipients. After Phase 1, more substantive and detailed training rules, procedures, and processes were drafted, documented, and adopted and parliamentary standard practice. The project met project document goals and objectives, with outputs designed not only for flexibility and cost-effectiveness, but also to fulfill initially the basic needs of a nascent parliament with increasing depth and specificity as individual MP, staff and group (committee) professional competence developed over the project implementation timeline.

Sustainability

Sustainability derives from a continuation of benefits from a development intervention after major development assistance has been completed. Given that FPSP is multi-donor funded and that the implementation timeframe for both phases is a 7 year period (2014-2020), it is likely that the sustainable and independent function of a democratic parliament will continue after the project ends. Likewise, there is an identified need by UNDP parliamentary partners to further institutionalize and strengthen parliamentary processes and procedures so that the institution will be maintained and perform its

tripartite functions seamlessly through representative, staff and party dynamic changes over time and with consecutive elections. Therefore, the 2018 elections will present a true test of sustainability of project outputs as the transitions in members, staff, leadership and support will show how well the parliamentary mechanisms put in place during the first phase of the project are independently maintained by parliament over time.

Impact

In this regard, and based upon review of relevant project documents and reports along with direct feedback received from project beneficiaries, FPSP has had evident impact on the current elected representatives and appointed staff in the parliament. As is noted elsewhere in this report, it would benefit the FPSP 2 follow-on project to conduct a post-election assessment after the 2018 elections in order to determine how (or if) the newly (re)elected members and related staff transitions have impacted the project. In the interim, interlocutors engaged for this review have noted numerous examples of the impact of FPSP on their ability to more effectively and efficiently conduct their parliamentary duties, including:

- **Procedural** (standing order, RoP, reporting, budget, etc) templates drafted and adopted by parliament as a result of the FPSP intervention
- **Library and official record** (Hansard) recording, research, and reporting capacity established and in use parliament-wide
- Profile and role for **women in parliament** has been enhanced as a result of inclusive project design and specific intervention implementation such as a gender advisor and introduction of the parliamentary resource on legislative scrutiny from a gender perspective
- The parliament's **rules and related legal framework** have been drafted and adopted by parliament

I. INTRODUCTION

Background³

Politics in Fiji has for some time been divided along ethnic lines and even today reflects at least in part the colonial era divisions imposed between ethnic groups in the country. Some contemporary citizens brought to the country during that era to work on sugar cane plantations have descendants who are now members of parliament and social and economic leaders in Fiji. Lingering ethnic division was cited by some interlocutors as a primary reason for the 2006 coup, whilst others argue that it is the external colonial era imposition of class distinctions which has lingered and negatively impacted the 21st century Fijian political process. Regardless, these social sensitivities are reflected in the political arena and require international development assistance providers to practice a high degree of sensitivity and equanimity in the implementation of formal and informal technical assistance modalities.

Since independence from Britain in 1970, Fijians have exercised their right to independent social and economic development, education for all citizens, and self-guided political party development. One consequence is that many emergent political parties coalesced around ideology and ethnicity. Consequently, Fiji has one of the strongest political party structures in comparison to the rest of the island nations in the region. The military government instituted in 2006 created a system that favored larger affiliated parties. Likewise, the open list Proportional Representation electoral system adopted at the end of military rule and enshrined in the 2013 constitution favors party loyalty, and the political party in Parliament structure provides stability and enforces party loyalty as those MPs who defy the party line in parliament are promptly ejected from the party and expelled from office.

In terms of the UNDP FPSP project, the previous parliamentary assistance programme was abruptly put on hold as a consequence of the 2006 coup and experienced a 7 year hiatus until the reintroduction of parliamentary democracy in 2013 followed by elections in 2014. The FPSP 1 (Phase 1) project was designed to focus initially on the physical infrastructure and then the basics of representative and staff skills development and job fulfillment. Phase 1 built the capacity of the Secretariat, MPs, library/Hansard, parliamentary rules and committee procedures, public outreach, and the capacity of the Speaker's office.

The **second phase of FPSP 1** from the mid-term evaluation in 2015 through the end of 2016 (with a one quarter extension into calendar year 2017) included **more specific skills training** with a deeper focus on **intensified skills development**. For example, UNDP worked with the Social Affairs Committee to look at disability issues, including committee legislative and oversight functions with a deeper focus on members better understanding committee function in the broader legislative process.

After initial FPSP implementation, parliamentary partners identified a need for (and UNDP responded to) more substantive training on codifying parliamentary roles, rules, procedures, and for all relevant parliamentary processes to be documented in the interest of project impact and sustainability. Standard operating procedures, Rules of Procedure, Standing Orders and best practices were incorporated and leadership skills further developed (i.e. Speaker, Secretary General, Committee Chairpersons). One positive outcome of this project intensification is that Fiji became the first Parliament in the region to

³ As excerpted in part from the UNDP Terms of Reference (TOR) provided for this consultancy, the FPSP Project Document and on-line contextual resources.

incorporate **scrutiny of legislation from a gender perspective** as part of Standing Orders in March 2017.⁴

The Fiji Parliament Support Project (FPSP 1)

In response to the recommendations of the 2013 Fiji Parliament Needs Assessment Report, the United Nations Development Programme, within its framework of regional support to Pacific Parliaments, developed the Fiji Parliamentary Support Project (FPSP), a programme of support focusing on parliamentary infrastructure, capacity building of the secretariat, capacity building of newly elected MPs, and assistance for the development of the legal framework for Parliament.

The project, funded by the European Union and the Governments of New Zealand, Japan and Australia,⁵ commenced in January 2014 and completed in March 2017. It was implemented in two interlinked phases: The first phase ran until the parliamentary election held in September 2014 and the second phase was implemented post-election running from October 2014 – March 2017.

FPSP 1 (2014-2017) was designed as outlined in the project document, with an overall objective, a specific objective, expected outcomes and project activities. In summary they are as follows:

- *Overall Objective:* The overall objective is to contribute to the transition to democracy and the rule of law in Fiji.
- *Specific Objectives :* To contribute to the preparation of the Fiji Parliament for its resumption in 2014 and to ensure that the systems and processes are in place to provide for a parliament that can efficiently and effectively undertake its legislative, oversight and representative roles, with a view to strengthening good governance and development outcomes in Fiji.
- *Expected Outcomes* **Outcome 1:** The re-established Parliament of Fiji has the capacity to effectively scrutinize draft laws, oversee the executive branch of government and represent citizens; **Outcome 2:** The Parliament of Fiji is recognised as an inclusive place for dialogue and a venue that reflects the interests of all citizens.
- *Project Activities:* **Activity 1:** Support the establishment and capacity building of the Parliament of Fiji to effectively scrutinise legislation, oversee the executive and represent citizens. **Activity 2:** Support the Parliament of Fiji to foster inclusive dialogue processes and the active engagement of citizens.

The FPSP Project Phase 1 has undertaken two evaluations during the lifecycle of the project: a Mid Term Evaluation conducted in November 2015 commissioned by UNDP and a Results Oriented Monitoring (ROM) commissioned by European Union in February 2016. This final evaluation focuses on the period since those evaluations until project close. A follow-on FPSP Project (FPSP 2) commenced in January 2017 and is envisioned to continue through 2020 with the support of the governments of Australia and New Zealand as of this writing.

⁴ See *Scrutinizing Legislation from a Gender Perspective, A Toolkit* (UNDP, March 2017/PDF):

<http://www.pacific.undp.org/content/pacific/en/home/library/DG/scrutinising-legislation-from-a-gender-perspective.html>

⁵ EU/Fiji https://eeas.europa.eu/delegations/fiji_en, NZ/Fiji <https://www.mfat.govt.nz/en/aid-and-development/our-work-in-the-pacific/aid-partnership-with-fiji/>, Australia/Fiji

<http://dfat.gov.au/geo/fiji/development-assistance/Pages/development-assistance-in-fiji.aspx>, Japan/Fiji <http://www.mofa.go.jp/region/asia-paci/fiji/index.html>

Situation Analysis

FPSP was introduced during a time of acute political sensitivity and precarious social transition, both of which needed to be addressed in a fair and balanced manner by UNDP (and indeed any international organization in Fiji in 2014). UNDP, in partnership with the Parliament of Fiji and the international community funding the project, addressed this situation with finesse and a focus on the mechanics of parliamentary structure and operations. Thereafter as part of FPSP 1/Phase 2, relationships established between UNDP and parliamentary partners combined with the salutary effect of gradual introduction of training, seminars, and study tours allowed parliamentary partners to establish a rapport with the UNDP Governance team whilst learning by doing as they participated in these technical interventions at home and abroad.

Methodology

In order to produce this report, the consultant used a number of tools to enable a better understanding of the current political and legal context in which the Parliament of the Republic of Fiji operates. Before departing for Suva, the consultant conducted an extensive **desk review** of all relevant documents, including those that make up the legal framework of parliament while accessing publicly available documents on the Internet, including media reports and on-line news stories. An **email survey** was prepared and sent to all mid-term evaluation interlocutors per the UNDP FPSP Fiji office. That survey is appended as an annex to this report. In addition to the desk review and survey, the consultant conducted a series of **in-country interviews** in Suva. These interviews addressed FPSP implementation outcomes, participant-provided successes and shortcomings, and recommendations for follow-on activity as part of the FPSP Phase 2 programme underway (and in accordance with **OECD/DAC criteria**) as of May 2017.

Limitations of the Evaluation Review

The TOR afforded 15 days for combined home-based preparatory review of relevant documentation, a week-long field mission, and post-mission report writing. This includes distance contact with interlocutors via Skype and email, and face-to-face interviews and training observation during the 5-day work week period. The list of meetings established for the in-country portion of the evaluation was extensive. However, given the parliamentary calendar and the participation of many of the interlocutors in UNDP-sponsored training concurrent with the in-country mission, some were unavailable. The fact that two project reviews had already taken place whilst the new programme is already underway has resulted in a more compressed timeframe for final project evaluation and for the scope of the evaluation to be somewhat limited as a consequence. However, the due-diligence evident in conducting a terminal evaluation of FPSP 1/Phase 2 will benefit the official record for the UNDP, project donors, and parliamentary partners.

II. RELEVANCE

Strategic Alignment

The FPSP project was designed to address the important role any parliament plays in performing its legislative, oversight, and representative functions. This is particularly important in an environment where such functions have been limited in scope and scale due to social and political transition. The lack of democratic principles in practice meant that there was little practical experience among Fijians in self-government in general and democratic government specifically.

To establish and strengthen a key pillar in a Westminster system, a functional, capable and experienced parliament is paramount. To that end, UNDP worked with the government of Fiji and international donors to limit the risk of technical assistance failure whilst enhancing the opportunity for a functional develop and then run independent of direct international skill substitution toward the goal operational independence.

Contextual Analysis

Fiji is a democratic republic per the Constitution of 2013, with a multi-party, democratically elected Parliament with 50 seats assigned by a single nationwide constituency through an open list proportional representation electoral system. The population of the country is just over 900,000⁶ citizens, comprised of ethnic Fijians (49.9%), Indians (46.2%), ‘part-Europeans’ or half-castes (1.7%), Caucasian Europeans (0.7%), Rotumans (1.2%), Chinese (0.7%) and other Pacific Islanders (1%). The late Fijian statesman Ratu Sukuna referred to this ethnic and racial mix as a ‘three-legged stool’ requiring the support of Fijians, Indians, Europeans and other races to keep it upright.⁷

Approximately 45% of citizens are under the age of 25.⁸ According to reports issued after the 2014 elections, electoral turnout is approximately 85%, and there are currently 600,000 registered voters.⁹ The traditional culture and deference afforded family and village elders has an impact on the role of young people in society in general and in the political process in particular as they are sometimes discouraged from proactively demanding that their priorities are expressed, particularly in engaging elders in positions of authority (such as MPs in parliament) and in giving voice to their concerns—such as employment, education, and policy priorities as expressed through the national budget.¹⁰

Since its independence from the United Kingdom in 1970, Fiji has experienced a series of military coups which have hindered the implementation and adoption of democratic institutions. The dissolution of the military government and the introduction of multi-party parliamentary democracy in 2013 have enhanced citizen voice in the political process—including women, youth, the disabled, and various ethnic, social, minority, and religious groups. As in any country, however, progress made to date does not equate to ‘mission accomplished,’ and this is recognized by the majority of evaluation interlocutors.

Project Design

Project design included mechanisms for initially providing specific and ongoing resident technical expertise so that a unicameral parliament comprised of 50 members with little or no experience as elected representatives along with the Secretariat, committees, staff and the citizens of Fiji could quickly transition toward independent representative and operational capacity.

Within little more than 3 years, the ability for UNDP to respond quickly, flexibly and locally to the numerous challenges which arise as a result of fundamental skills development needs of a nascent parliamentary body has produced evident results. These results have been tracked, recorded, reported and shared freely among the international community and on an almost daily basis through informal consultations in Suva between UNDP and parliamentary partners.

⁶ As of June 5, 2017, 902,000: <http://www.worldometers.info/world-population/fiji-population/>

⁷ <http://fijiguide.com/page/the-people>. Accessed on June 5, 2017

⁸ Index Mundi: http://www.indexmundi.com/fiji/demographics_profile.html

⁹ See IFES/Fiji: <http://www.electionguide.org/countries/id/73> and Fiji Elections Office (FEO): <http://www.feo.org.fj/voters/voter-information/voter-information-centres>.

¹⁰ See *Speaker’s Debate Series on SDGs/Youth* in Fiji: <http://www.fijitimes.com/story.aspx?id=402435> and <http://www.fijitimes.com/story.aspx?ref=archive&id=402470>. See also Minutes from Parliament of Republic of Fiji ref: Youth in Fijian society (Monday, 04 July 2016): <http://www.parliament.gov.fj/wp-content/uploads/2017/03/MONDAY-4TH-JULY-2016-FR.pdf>. Accessed on June 7, 2017

This operational flexibility and adaptability has resulted in the overall success of FPSP 1 and with the financial resource and staff overlap through 3 months in 2017 during which FPSP 2 has begun, the project has not experienced implementation or communication delays which might otherwise be the case. In this regard, the terminal evaluation agrees with the findings of both the UNDP Mid-term evaluation and the EU ROM report findings.

Conclusions: Relevance

The project endeavored to provide relevant technical assistance according to a two-stage implementation plan that met the general establishment needs of parliament while focusing on specific skills development for the institution thereafter. The skills that were transferred from the FPSP resident staff combined with those provided by external experts and subject-specific study tours, workshops and seminars met the needs of interlocutors as expressed through evaluation feedback mechanisms. Technical assistance provided was relevant to the increasingly sophisticated level of parliamentary practice exhibited from a minimal baseline in 2014, and in line with international standards of parliamentary best practice.¹

For example, the Speaker's SDG periodic debates addressed issues of concern to all Fijians. The broader FPSP project engaged parliament at all levels and outreach to the demand side of a democratic society included the Speaker's office, regionally deployed groups of MPs, and the ability for interested citizens to interact indirectly with their parliament through on-line feedback, parliamentary activity streaming, and the multiple resource tabs available for research and information through the parliamentary website. The project's training content, seminars, study tours, consultancies, and consultations were responsive to the needs of project beneficiaries as evidenced by ongoing UNDP reporting, the conclusions of the Steering Committee, and direct feedback from Fijian participants. The relevance of the project to both the elected and the represented is intended to increase in scope and specificity during the FPSP 2 implementation phase from 2Q 2017.

III. EFFICIENCY

The project period for FPSP Phase 1 (FPSP 1) focused primarily on technical assistance and institutional strengthening activities and was implemented in two specific but inter-linked stages:

- FPSP 1/Phase I – January 2014 – September 2014 (through Election Day)
- FPSP 1/Phase II – September 2014 – March 2017 (inclusive of a 3-month project extension)

A follow-on project, FPSP Phase 2 (FPSP 2) is underway since January 2017 and is intended to enhance sustainable skills developed during FPSP 1. The follow-on project is designed for implementation through December 2020.

OBJECTIVES, OUTCOMES, ACTIVITIES¹¹

Objectives

The overall objective is to contribute to the transition to democracy and the rule of law in Fiji. The specific objectives are to contribute to the preparation of the Fiji Parliament for its resumption in 2014 and to ensure that the systems and processes are in place to provide for a parliament that can efficiently and effectively undertake its legislative, oversight and representative roles, with a view to strengthening good governance and development outcomes in Fiji.

The project seeks to improve the capacity of the Parliament of Fiji to become again a prominent national forum and to represent the citizens of Fiji as an important aspect of Fiji's return to parliamentary democracy. Supporting the Parliament of Fiji is a long-term process requiring consistent and coordinated cooperation with partners in order to develop effective oversight, legislation and representative roles. Simultaneously, parliament can become an inclusive place for dialogue and debate. Strengthening parliament is seen as a major step in achieving a more stable political climate in Fiji.

In addition, bilateral parliamentary support can also be a source of capacity development for the Parliament of Fiji. UNDP has been engaging with other national parliaments in the region and globally. A number of national and sub-national parliaments have also expressed a wish to support to the current project.

Outcomes

The expected outcomes are:

1. The re-established Parliament of Fiji has the capacity to effectively scrutinize draft laws, oversee the executive branch of government and represent citizens;
2. The Parliament of Fiji is recognised as an inclusive place for dialogue and a venue that reflects the interests of all citizens.

¹¹ As excerpted from the *Final Project Document for FPSP* (UNDP, version 03 June 2014)/Word document provided by UNDP Fiji office in soft copy.

Activities

Activity 1: Support the establishment and capacity building of the Parliament of Fiji to effectively scrutinise legislation, oversee the executive and represent citizens.

Output 1.1 - Parliament as an Institution Strengthened

This output will be the primary focus of the project during Phase I (pre-election phase) with focus on parliamentary infrastructure, human resources and training, as well as the revisions of the parliamentary legal framework. Sub-activities under this output will include:

- a) **Infrastructure and Hardware Support** – While the Government of Fiji has indicated it will provide funds for the renovation of Parliament, there remains scope for potential support to the Parliament to provide light infrastructure and hardware that are specific to parliamentary proceedings and services. Such support could include provision of hardware relating to electronic voting, broadcasting of chamber proceedings, broadcasting of committee proceedings, and hardware and software for accurate recording of proceedings. In addition technical assistance and software could be provided for the development of an e-parliament that would allow for increased public information on parliamentary work as well as more effective and efficient internal parliamentary functioning. A comprehensive technical needs assessment should be conducted at the beginning of the project in order to guide any equipment and training support.

Status: completed

- b) **Strengthening the Capacity of the Parliament Secretariat** – The capacity building of Parliament Secretariat staff will commence during Phase I and will continue to be implemented during Phase II. The vast majority of Parliament Secretariat staff will be newly recruited and are likely to have limited experience working in a legislature. The project will focus on supporting the Office of the Secretary General in providing professional development and mentoring for Parliament Secretariat staff to strengthen their capacity to give procedural advice and to provide support to Members of Parliament. A comprehensive capacity needs assessment of Parliament Staff should be conducted after the new Secretary General has been appointed and key staff, like the Deputy Secretary General, Directors, and Principal Officers have been in place. Further staff training in the form of attachments or mentoring will be conducted during Phase II of the project.

Status: ongoing

- c) **Parliamentary Procedures, Processes and Policies** – During Phase I, the Parliament will need to finalise key documents that legislatures ought to have in place in order to operate effectively. International best practice will be offered to the development and finalisation of key documents such as the Standing Orders (Rules of Procedure) and other internal guidelines relating to human resources, parliament workplace gender policy, remuneration, ICT, the process for the conduct of public hearings and so forth. **Status: completed¹²**

Output 1.2 – Members of Parliament knowledgeable about participatory law-making, oversight processes and representation.

This output commenced with preparatory work during Phase I but many of the activities, including of course those relating to capacity development and support for Parliamentarians, will be implemented in Phase II of the project:

¹² Although noted that some of these procedures, processes and policies are revised and amended periodically in accordance with the developing capacity and changing organic needs of a parliamentary body.

- a) **Member of Parliament development** – Due to the absence of parliament for more than seven years, newly-elected members will be provided with capacity development in order to fulfil their duties. After the elections, members will undergo an induction to learn about the duties of Parliament and their work as parliamentarians. The induction programmes will place strong emphasis on cross cutting issues such as the issue of gender in governance, promote human rights and on supporting MPs in their legislative, representative and oversight roles. For continuous capacity building of Members it is suggested to undertake an identification of areas for support based on parliament’s priorities. This assessment should be followed by the development of a capacity development schedule and the organisation of an ongoing series of workshops on procedural and development issues. **Status: completed with new MP orientation and staff training after 2018 elections pending**
- b) **Research and Analysis** – The project will provide support to the Parliament Secretariat to strengthen the role of Parliament with regards to the analysis of bills and amendment of bills during the formal legislative process. In particular, the project will provide for TA to provide for analysis of bills to enhance compliance with international standards and best practice as well as providing a gender analysis. **Status: in process**
- c) **Support to Key Parliamentary Committees** – The legislative process within Parliament will be outlined in detail in the Standing Orders but it can be assumed, in line with processes in the majority of global parliaments, that Parliamentary Select Committees and the Public Accounts Committee are likely to play a central role in providing detailed scrutiny of bills and financial oversight. The project will provide training for MPs on the legislative process, training and mentoring for committee staff, briefings on specific subjects covered by the committees and expert TA to Parliamentary Committees when considering bills. Further, it will facilitate committee member’s engagement with experts and citizens. In addition, the project will provide training to Parliament and Parliament committees on their role in the implementation and monitoring of UN Conventions. **Status: ongoing with increased specificity during FPSP 2 from 2017.**
- d) **Consultative and transparent legislative process** – TA and support can be provided to allow for the development and institutionalisation of an open, transparent and participatory legislative process. The content of the Standing Orders will influence the way in which committees operate during the legislative process but TA will be required to develop materials and guidelines on the legislative process as well as training for both Secretariat staff and MPs on their implementation. **Status: completed with ongoing TA from 2017**
- e) **Budget Scrutiny and Oversight** – the project will provide technical assistance to the Parliament and the relevant committees within Parliament when considering the national budget and when providing scrutiny and oversight of public expenditure. Structures within Parliament for effective oversight in this field will be outlined in the new Standing Orders but the project will assume that a Public Accounts Committee, or similar mechanism, will be created within Parliament to provide detailed oversight of national expenditure and assistance to this committee will be a priority. **Status: completed with ongoing PAC implementation and specialized TA during FPSP 2**

Activity 2: Support the Parliament of Fiji to foster inclusive dialogue processes and the active engagement of citizens.

Output 2.1 – Members of Parliament are knowledgeable about coalition-building and negotiation skills and actively engage in dispute resolution.

This output will be the primary focus of the project during Phase II (post-election phase) with focus on support to Members of Parliament on parliamentary committees and parliamentary caucuses to develop their negotiation skills by building their capacity to engage conflict mediation and dispute resolution. Sub-activities under this output will include:

- a) **Coalition Building** – One key activity of newly-established legislatures is the formation of parliamentary caucuses. The project in Phase II will provide technical assistance for the development of party caucuses that are consultative, deliberative and open to dialogue. Activities will include assistance based on international best practice for coalition building among caucuses after their formation, and for the effective management of caucuses and the division of work among caucus staff. **Status: completed with more specific training and consultations ongoing**
- b) **Cross-party communication** – In a multi-party parliament regular dialogue among parties and political leaders is crucial for the smooth business of Parliament. Based on global experience, the project will organise a workshop and provide technical assistance to promote cross-party dialogue. Further, activities will include assistance to the development of communication skills for caucuses and their members. **Status: completed¹³**
- c) **Constituent relations** – The scope for Members of Parliament to engage constituents and the resources available for this purpose will largely be decided during Phase I of the project. Due to the new electoral system based on one national electoral constituency it will be challenging for individual Members of Parliament to conduct constituent relations. The project will organise seminars and provide technical assistance to parliamentary committees and caucuses in order to conduct successful constituent relations. Assistance will include guidelines for MPs when going to the field, and how to record, report and provide feedback on information gathered. **Status: ongoing**

Output 2.2 – Parliamentary engagement with citizens strengthened

This output will commence with preparatory activities in Phase I (pre-election phase) and will mainly be implemented in Phase II, including support to the Parliament to develop outreach and communications plans, ICT systems, procedures and tools for both internal and external purposes. Sub-activities under this output will include:

- a) **General Public Outreach** – One key activity for newly re-established legislatures is to provide information to citizens on the role and work of the Parliament. During Phase I, the project will work with the Parliament Secretariat to develop an Outreach and Communication strategy for Parliament to include activities relating to ‘Taking Parliament to the People’, such as Parliament Open Days, a schools programme and Parliament road shows. Particular attention will be given to women citizens and youth. **Status: ongoing¹⁴**

¹³ Although party in parliament engagement and divisions between the governing (Fiji First) and opposition (Sodelpa and NFP) are ongoing. For example, UNDP has instituted opportunities such as “Whips Workshops” and multi-party constituent outreach, study tour and in-country training opportunities to focus on the mechanics of parliamentary engagement while helping to minimize the divisive impact of strict party loyalty within parliament.

¹⁴ Such FPSP 1 activities as the Speaker’s public outreach nationwide (Speaker’s bus), multi-party constituent outreach activities, the parliamentary citizen education programme, and plans for establishing several all-party constituent outreach regional offices during FPSP 2 have been particularly effective in engaging the public in better understanding the principles of parliamentary democracy whilst encouraging MPs and parliamentary leadership to reach out as part of their representative function.

- b) **Targeted Outreach** – The project will work with the Parliament Secretariat to develop and implement outreach strategies targeting groups that traditionally have a limited role in political decision making such as women, youth, and ethnic minorities. Activities will include support for the Parliament Secretariat in organising a regular Youth Parliament and TA for strategies to target Parliament outreach in a targeted and focussed manner. **Status: ongoing**
- c) **Website, Open parliament and the Media** – The project will work with the Parliament Secretariat to develop the Parliament website to provide for an open and transparent Parliament. Technical assistance and resources will be focussed on ensuring that parliament proceedings and upcoming Parliament activities are widely publicised through new media in order to ensure that the workings of Parliament are both transparent and interactive. In addition, the project will work with the media to provide training on best practice in parliament media relations. **Status: completed with ongoing modifications¹⁵**

All capacity-development activities will be subject to evaluation in order to assess impact and make any adjustments necessary for future improved delivery. Terms of reference for these activities will therefore provide clear guidelines for questionnaires to be used for evaluation purposes. All activities will be properly documented through reports, manuals and other publications, in order to build institutional memory that will be useful for future generations of parliamentary leadership, MPs and staff. **Status: completed for FPSP 1, ongoing for FPSP 2 from 2017.**

Procurement of equipment and services will be done according to UNDP procurement procedures. Parliamentary authorities will be involved in the procurement process to the degree appropriate in order to ensure standardisation of procurement of equipment and to provide the parliament the opportunity to adapt its own procurement procedures to international standards needed for its own administration of external funds. UNDP will provide any additional backstopping and administrative support needed for the efficient and effective implementation of this project. **Status: completed¹⁶**

¹⁵ The parliamentary website (<http://www.parliament.gov.fj>) was recently revamped with revised and more interactive content. Web streaming of parliamentary proceedings was introduced. A parliamentary mobile app was locally designed and launched in 2017.

¹⁶ *Nota bene:* This process performed in accordance with international multi-bid and transparent evaluation standards is likely to positively influence both understanding and practice of how Parliament is accountable to the public not only in the procurement and contracting process, but also in the overall allocation and tracking of expenditures as part of the budget process. This is a particularly effective area for potential engagement with CSOs as part of FPSP 2 as an entry point for parliamentary watchdog activity through specific budget tracking and public reporting activity.

UNDP Management Response: 2015 mid-term evaluation recommendations

Evaluation Recommendation: **Enhance Technical Assistance to Standing Committees**

- Conduct a baseline assessment of all Committees, incl. their legislative and oversight role, procedures, resources and sources of information, practices of consultations with stakeholders and the public **Status: completed**
- Provide coaching on committee agenda setting, reporting, functioning, outreach and communication **Status: ongoing**
- Strengthen the cooperation with other institutions and agencies of the state, advise on follow-up to the findings and reports of other state agencies in the proceedings of the committees **Status: ongoing**
- Provide Technical Advice -- through an international technical advisor -- on the oversight role of committees, procedural issues, organizing public hearings, international best practices, drafting committee inquiry reports, etc **Status: completed**
- Publish a Public Hearing Manual for the Committees of the Parliament of Fiji **Status: pending**
- Support the application of the gender-clause in the Standing Orders in the work of the Committees **Status: ongoing¹⁷**
- Facilitate thematic technical expertise from the UN agencies to specific Standing Committees **Status: ongoing**

Evaluation Recommendation: **Advise parliament on its interaction with other state institutions**

- Briefings for Civil service **Status: ongoing**
- Briefings for independent institutions **Status: ongoing**

Evaluation Recommendation: **Explore the feasibility of Regional parliamentary information and constituency offices**

- Develop TOR for Feasibility studies **Status: completed**
- Recruit Consultants to undertake feasibility studies **Status: completed**
- Work closely with Parliament to plan the schedules of meetings for Consulting team **Status: completed**
- Share results of the Study with Fiji Parliament **Status: completed**

Evaluation Recommendation: **Strengthen parliament's research services**

- Creating a roster of national experts to contribute to strengthen the research capacity **Status: completed**
- Liaising with the International Federation of Library Associations and Institutions (IFLA)¹⁸ **Status: ongoing**
- Supporting the creation of a Digital Library System **Status: ongoing**
- Taking subscriptions to international Journals and on-line research and publications **Status: completed**
- Establishing guidelines for the parliamentary research service in Fiji **Status: completed**

Evaluation Recommendation: **Build capacity of parliament staff**

¹⁷ See for example: *Scrutinizing Legislation from a Gender Perspective, A Toolkit* (UNDP, March 2017/PDF): <http://www.pacific.undp.org/content/pacific/en/home/library/DG/scrutinising-legislation-from-a-gender-perspective.html>

¹⁸ <https://www.ifla.org/>

- organize further training, coaching and knowledge and skills building with committee staff
Status: ongoing
- organize further training, coaching and knowledge and skills building with staff of other sections
Status: ongoing

Conclusions: **Efficiency**

The value of project implementation and the productive use of limited strategic resources (people, money, time) are evidenced by:

- Support to committees, individual MPs, the Speaker, the Secretary General and staff, and the parliamentary Secretariat was delivered in a cost-effective, timely, and responsive fashion
- The project was designed and implemented to allow project beneficiaries to perform their duties and responsibilities in a collaborative and demand-driven basis over time and in an efficient manner
- UNDP FPSP project staff responded to parliamentary partner requests expeditiously and with on an oftentimes short turn around basis
- UNDP maintains a pre-qualified roster of experts willing and able to deploy as needed
- Committee advisors, procedural advisors, Public Accounts Committee specialists, and a gender advisor are available to the parliament on an as-needed basis, and in cases of increasingly specific parliamentary committee needs, also specialists—such as natural resource management and mining experts for example.
- Finally, the conclusion of FPSP 1 (Phase 1, March 2017) overlapping with the beginning of Phase 2 (January 2017) means an uninterrupted flow of assistance to UNDP's parliamentary partners and maximum value for dedicated donor funds

IV. EFFECTIVENESS

- **Overall Objective:** The overall objective is to contribute to the transition to democracy and the rule of law in Fiji.

The adoption of the Constitution in 2013 established a unicameral Parliament of the Republic of Fiji, with 50 MPs elected through an open list Proportional Representation electoral system. The preparations currently underway for the implementation of a second round of parliamentary elections in 2018 indicates that this overall objective has been accomplished in a fundamental way, given that one litmus test of a democratic transition is considered by many external observers to be the willingness of those who were elected as a result of the first round of democratic elections to prepare for follow-on elections and—after Election Day—to accept the results of the second round which can result in a change of political fortune for individual MPs and the parliamentary balance of power.¹⁹

- **Specific Objectives :** To contribute to the preparation of the Fiji Parliament for its resumption in 2014 and to ensure that the systems and processes are in place to provide for a parliament that can efficiently and effectively undertake its legislative, oversight and

¹⁹ See for example, *The Consolidation of Democracy in East-Central Europe*, edited by Karen Dawisha, Bruce Parrott: <http://www.cambridge.org/catalogue/catalogue.asp?isbn=1139241222>

representative roles, with a view to strengthening good governance and development outcomes in Fiji.

The basic skills needed to perform essential duties and the establishment of a functional parliament with infrastructure and structural processes and procedures in place was accomplished in accordance with the findings of the mid-term evaluation report of November 2015. Subsequent effort as part of the second stage of FPSP 1 to transition from individual MP, committee, Speaker's Office, Secretariat and support staff skills replacement with sustainable skills transfer is evident and considered accomplished provided the individuals appointed to these posts remain in these posts after the 2018 elections. If there is electoral turnover looking forward, there may be a need for UNDP to re-engage in basic skills training for some (e.g. new MPs with no prior political experience) while maintaining a deepening of independent and sustainable institutional capacity and individual professional development.

There is a recognized need to identify and then engage the demand side of a functional parliamentary democracy through capable and well-trained and informed civil society organisations.²⁰ This may include an existing Fiji CSO or a coalition of Fijian civic groups which have received adequate training and mentoring to transition from operating as a de facto extra-parliamentary opposition as was the prior to 2014 and seems to be the case today. Important roles in support of promoting democratic processes and citizen engagement therein may include acting as parliamentary watchdog group(s), issue-specific advocacy groups, and/or civic education organisations to broaden and deepen citizen understanding of what a parliament is, how it works, and the constitutionally-mandated representative, legislative, and oversight roles of their elected representatives in parliament.

Regarding the follow-on programme of assistance to the Parliament of Fiji, UNDP recognizes the need to deepen parliamentary partner engagement whilst focusing even more on response-driven project management. The professional relationships established as a result of FPSP 1 implementation are evident in their success and impact. An eye toward sustainability through ensuring institutional memory within the UNDP Fiji and respective parliamentary beneficiary offices will help minimize any potential negative impact of periodic staff transitions or electoral outcomes.

➤ ***Expected Outcomes***

- **Outcome 1:** The re-established Parliament of Fiji has the capacity to effectively scrutinize draft laws, oversee the executive branch of government and represent citizens;

Through the establishment and implementation of the adopted Rules of Procedure and Standing Orders, the Parliament is now capable of scrutinizing legislation and receiving public input into the legislative process so that such legislation reflects issues of concern to the citizens (and voters) of Fiji. The oversight function is stymied to an extent by the process by which elected representatives gradually grow into their roles and exercise their executive oversight mandate. This process requires MPs to engage in their mandate with the courage and conviction that may require time, training, and a change in intra-parliamentary deference to the Executive—particularly when party loyalty and traditional politics comes into play.

The representative function was established and strengthened by MPs engaged in multi-party constituency field visits, through the Speaker's outreach tours to various regions of the country, and through ITC implementation of live streaming of parliamentary proceedings and the established and pending enhancement of 2-way communication via the parliament website, the newly-introduced mobile app, and planned constituency offices in at least several regions of the country from 2017. These were introduced as part of FPSP 1 and are being fully implemented as part of FPSP 2 project activity.

²⁰ Recognising that the Strengthening Citizen Engagement in Fiji Initiative (SCEFI) was implemented concurrent with FPSP.

- **Outcome 2:** The Parliament of Fiji is recognised as an inclusive place for dialogue and a venue that reflects the interests of all citizens.

Thanks in part to the positive, collaborative and proactive relationship between UNDP FPSP and parliamentary partners established during FPSP 1, there is evidence of cooperation and collaboration across party lines and in an atmosphere of incrementally reduced tension and suspicion. The professionalization of the institution combined with the opportunity for MPs to work together on practical legislative processes has resulted in a gradual shift away from strict party politics and toward fulfillment of parliament's three primary functions—including representation of most citizens' interests despite the strict party loyalty imposed by the electoral system.

- **Project Activities:**

- **Activity 1:** Support the establishment and capacity building of the Parliament of Fiji to effectively scrutinise legislation, oversee the executive and represent citizens.

FPSP has instituted a number of project activities which are specifically referenced in the previous section and which are collectively intended to ensure that parliament fulfills its three key functions. These include: **Legislative scrutiny, Executive oversight, and Representation of citizens**

- **Activity 2:** Support the Parliament of Fiji to foster inclusive dialogue processes and the active engagement of citizens.

FPSP 1 brought Parliament from minimal operational, representative, and staff capacity to the functionality evident as of 2017. With the introduction of FPSP 2, there is a real opportunity to broaden and deepen its inclusive dialogue processes whilst actively engaging citizens (and representative groups such as CSOs) to ensure that draft legislation is inclusive of citizen concerns and that once this legislation becomes law, is implemented in the best interests of the greatest number of Fijians.

Planned outreach through constituent relations regional offices combined with ongoing Speaker's outreach and parliamentary civic education activities begun during FPSP 1 reflect success under Activity 2. The fact that Parliament does not operate in isolation from external stakeholders—and particularly from the influence of the dominant party in power in both the executive and parliament—may present a challenge to engaging CSOs which may have (or have had) a role in challenging government action or legitimacy during the era of military rule.

UNDP FPSP, in close cooperation with its parliamentary partners and in consultation with project donors, intends to identify, engage and promote greater demand-driven civic engagement by individuals, citizen groups, and CSOs during implementation of FPSP 2.

Conclusions: **Effectiveness**

During the latter phase of FPSP 1 project implementation (2015—2016), a substantial portion of programme funds and human and material resources were dedicated to providing parliamentary process skills training, consultations, seminars, study tours and short-term subject-specific consultancies. This project modus operandi met the expressed needs of Fijian parliamentary development assistance recipients. After Phase 1, more substantive and detailed training rules, procedures, and processes were drafted, documented, and adopted and parliamentary standard practice. The project met project document goals and objectives, with outputs designed not only for flexibility and cost-effectiveness, but also to fulfill initially the basic needs of a nascent parliament with increasing depth and specificity as individual MP, staff and group (committee) professional competence developed over the project implementation timeline. Standard operating procedures were established and best practices incorporated into the professional practice by parliamentary leadership, including the Speaker (and Speaker's Office) as well as the Office of the Secretary General.

V. SUSTAINABILITY

The review was based on the norms developed by OECD with regard to the five key criteria that are the basis of the evaluation of development assistance: **Relevance, Efficiency, Effectiveness, Sustainability and Impact**.²¹

Specific to sustainability, the evaluator considered (1) how likely is it that training and consultations will have a medium to long-term impact on the Parliament of Fiji, and (2) what aspects of the UNDP programme are able to be independently replicated and implemented by parliamentary staff over time?

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

When evaluating the sustainability of a programme or a project, it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

There is an identified need by UNDP parliamentary partners to further institutionalize and strengthen parliamentary processes and procedures so that the institution will be maintained and perform its tripartite functions seamlessly through representative, staff, and intra-parliamentary party dynamic changes over time and with consecutive elections.

INPUTS

²¹ See OECD/DAC framework:

<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>. Accessed on May 29, 2017.

The review of relevant UNDP, donor and parliamentary documents combined with evaluation surveys and in-country interviews all indicate that the project has had a sustainable impact on the establishment, development, and deepening of parliamentary processes and procedures through the first phase and now during the introductory months of phase two. The mutually beneficial and consultative process instituted by the UNDP FPSP project team has had evident positive impact. In those cases where in-country staff expertise was either lacking or when project implementation required highly specific expertise, a roster of experts was maintained, and these experts were pre-qualified for the ability to respond flexibly and to deploy within a short timeframe. This was particularly important in the case of FPSP as the lack of advance publication of a legislative agenda necessitated a flexible and rapid response to parliamentary partner technical assistance requests.

OUTPUTS

As noted previously and in detail in this report, the project activities and outcomes were tailored to the developing needs of a nascent parliament, with particular emphasis on flexibility of response and the ability to transition from a non-existent entity to an evident degree of operational and independent functionality.

The first elections in 2014 will be followed by the 2018 elections and present a true test of sustainability of project outputs as the transitions in members, staff, leadership and support will test the ability of mechanisms put in place during the first phase of the project.

Conclusions: **Sustainability**

Sustainability derives from a continuation of benefits from a development intervention after major development assistance has been completed. Given that FPSP is multi-donor funded and that the implementation timeframe for both phases is a 7 year period (2014-2020), it is likely that the sustainable and independent function of a democratic parliament will continue after the project ends. Likewise, there is an identified need by UNDP parliamentary partners to further institutionalize and strengthen parliamentary processes and procedures so that the institution will be maintained and perform its tripartite functions seamlessly through representative, staff and party dynamic changes over time and with consecutive elections.

Several examples which make it likely that project skills transfer has resulted in in-house sustainability for project beneficiaries include:

- The **Budget Brief** produced by parliament is used as a template government-wide
- **Procedures and processes** established in Phase 1 are independently in use during phase 2
- The transition from external expert *capacity substitution* to intra-parliamentary *capacity development*

IMPACT

The intended impact of FPSP is to enhance the ability of the Fiji Parliament to operate independently, more democratically, and in a fashion representative of the needs and desires of all citizens of Fiji. Development evaluation literature generally agrees that Impact, being near the end of the evaluation framework, refers to long-term effects produced by a development intervention—and specifically the UNDP FPSP activities over time. In a country with relatively little independent or institutionalized democratic processes, the assessment, design, and implementation of FPSP have had a positive and likely sustainable impact on parliamentary democracy in Fiji.

Impact

According to the OECD/DAC evaluation criteria,²² assessing the impact of an intervention requires a review of both intended and unintended results and also includes the positive and negative impact of external factors, such as changes in the external environment vis-à-vis project beneficiaries. When evaluating the impact of a programme or a project, it is therefore useful to consider the following questions:

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?

In this regard, and based upon review of relevant project documents and reports along with direct feedback received from project beneficiaries, FPSP has had evident impact on the current elected representatives and appointed staff in the parliament. As is noted elsewhere in this report, it would benefit the FPSP 2 follow-on project to conduct a post-election assessment after the 2018 elections in order to determine how (or if) the newly (re)elected members and related staff transitions have impacted the project. In the interim, interlocutors engaged for this review have noted numerous examples of the impact of FPSP on their ability to more effectively and efficiently conduct their parliamentary duties, including:

- Procedural (standing order, RoP, reporting, budget, etc) templates drafted and adopted by parliament as a result of the FPSP intervention
- Library and official record (Hansard) recording, research, and reporting capacity established and in use parliament-wide
- Profile and role for women in parliament has been enhanced as a result of inclusive project design and specific intervention implementation such as a gender advisor and introduction of the parliamentary resource on legislative scrutiny from a gender perspective
- The parliament's rules, procedures and related legal framework have been drafted and adopted by parliament

²² See OECD/DAC Evaluation Criteria synopsis:

<http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>. Accessed on June 8, 2017

Conclusions: **Impact**

Specific impact of project implementation is noted throughout this report with particular emphasis on the following project components which the evaluator has deemed to have the greatest degree of impact to date. These include:

- **Flexibility** in project design, implementation and modification over time.
- **Responsiveness** of UNDP FPSP project staff to the evolving and sometimes urgent technical assistance needs of Fijian project partners
- Ability to deploy relevant and **qualified technical experts** effectively and efficiently
- **Transition** from skills substitution to skills enhancement and increasing professional competency for project partners in a relatively short timeframe
- **Incorporation and increasingly independent implementation** of these new skills by Fijian partners into the parliamentary process at all levels with an emphasis on best practices and constructive engagement regionally and internationally.

VI. RECOMMENDATIONS

Finally, this evaluation is intended to provide several recommendations for follow-on project activity based upon the project results as analysed and reviewed by prior project evaluations sponsored by the UNDP and the European Union (ROM) and per this evaluation period. These recommendations are provided with recognition of the fact that the FPSP 2 project is already underway as of January 2017.

Recommendation 1: Identify, train and implement a CSO demand-side parliamentary watchdog activity or capacity-building consultancy with a focus on specific entry points for a qualified NGO to express citizens' voice as part of the legislative process and to better fulfill parliament's representative mandate.

Recommendation 2: Increase specificity and duration of training and/or study tours (e.g. more intensive content over more days which are fewer in frequency) as deemed relevant and applicable by UNDP in consultation with parliamentary interlocutors.

Recommendation 3: Conduct workshop(s) on public speaking and effective media engagement for parliamentary interlocutors—particularly those who are frequently called upon by media or are in direct engagement with the public.²³

Recommendation 4: Work with Ministries and Ministers on such skills as defining a ministerial portfolio, managing ministry staff, establishing priorities and outreach for a given ministry and the like. The evaluator recognizes the constraints of FPSP project scope and other external factors and stakeholders involved in the development of a participatory and democratic society in Fiji.

Recommendation 5: Continue parliament's civic education and outreach with coverage of all regions of Fiji, including the introduction of (planned) regional constituent relations offices with the caveat that these offices are organized and maintained with equal access by all Fijian stakeholders.

Recommendation 6: Identify opportunities for young people to become involved in parliament, including, for example, volunteering whilst at university as a parliament staffer, assisting the Speaker's office in the SDG debates, working with parliamentary staff to implement the nationwide civic education programme, or engaging in short-term work to supplement existing staff needs as identified by the UNDP and parliamentary interlocutors.²⁴

Recommendation 7: Conduct a post-election assessment (2018)

Recommendation 8: Seminar(s) for Committee Chairs (and co-Chairs) to bring their skill set to an increasingly sophisticated level of professional expertise and competence, and in the interest of sustainability of parliamentary development over time.

Recommendation 9: Provide a reporting template for all MPs to use after participation in training, study tours, and seminars in the interest of standardizing and streamlining internal (Parliament of Fiji) and external (UNDP/donor) reporting, recording, and institutional memory requirements.

Recommendation 10: Consider (1) facilitating remote expert testimony to committees (e.g. telephone, InterWeb VOP, direct response or written email), and (2) the possibility for closed session MP

²³ The observed Speaker's Debate panelists during the SDG/Youth discussion on Monday, May 29, 2017, for example.

²⁴ See for example *Youth, Political Participation, and Decision-Making* (UNDP):

<http://www.un.org/esa/socdev/documents/youth/fact-sheets/youth-political-participation.pdf>

engagement in committee proceedings via remote participation through telephone conference call, streaming, or video link

Recommendation 11: Focus on more intensive follow-up of SDG-related activity (such as Speaker's Debate) moving forward to raise SDG profile and relevance among Fijians who are today dealing with the real challenges the SDGs indicate for Oceania in general and Fiji in particular—including climate change, women in society, opportunities for youth in society, giving voice to under-represented or minority groups (et al).

Annex 1: Evaluation Resources and Bibliography

Evaluation Resources

Final Project Document/FPSP (03 June 2014), Word document

FPSP Steering Committee Meeting Minutes (May 2015 and July 2016), Word documents

FPSP Risk Log (PDF)

FPSP Annual Report/2015 and 2016 (PDF)

FPSP Quarter 1 Report/2017 (PDF)

Parliamentary institution building in Fiji, Mid-term evaluation of the UNDP Fiji Parliamentary Support Project. Franklin De Vrieze, 11 November 2015.

Support to the 2014 Parliamentary Elections: Assistance to the newly elected Parliament. Project reference C-335882. 24/03/2016.

Scrutinizing Legislation from a Gender Perspective, A Toolkit (March 2017/PDF):

<http://www.pacific.undp.org/content/pacific/en/home/library/DG/scrutinising-legislation-from-a-gender-perspective.html>

Government of Fiji website: <http://www.fiji.gov.fj/>

Parliament of the Republic of Fiji: <http://www.parliament.gov.fj/>

Parliament of the Republic of Fiji/Hansard: <http://www.parliament.gov.fj/hansard/>

Parliament of the Republic of Fiji/Gender toolkit:

<http://www.parliament.gov.fj/publications/#1494471239450-381b58c2-8834>

Parliament of the Republic of Fiji/Handbook:

<http://www.parliament.gov.fj/publications/#1494471239590-90f52e84-9e3b>

Parliament of the Republic of Fiji/Speaker's debate series:

<http://www.parliament.gov.fj/publications/#1494471292602-5eaa8497-ccff>

Fiji/history (The Commonwealth): <http://thecommonwealth.org/our-member-countries/fiji/history>

Fiji/constitution and politics: <http://thecommonwealth.org/our-member-countries/fiji/constitution-politics>

Fiji/historical timeline: <http://www.bbc.com/news/world-asia-pacific-14919688>

Fiji/Constitutional and political change (Government of Australia):

http://www.aph.gov.au/About_Parliament/Parliamentary_Departments/Parliamentary_Library/pubs/rp/RP9798/98RP07

Fiji/historical conflict: <http://www.c-r.org/where-we-work/pacific/history-fiji-conflict>

Fiji/Government and society: <https://www.britannica.com/place/Fiji-republic-Pacific-Ocean/Government-and-society>

Fiji/historical synopsis (Fiji High Commission UK): http://www.fijihighcommission.org.uk/about_1.html

Fiji/coups: <https://www.theguardian.com/world/2006/dec/05/fiji.travel1>

Fiji/DFAT Australia: <http://dfat.gov.au/geo/fiji/development-assistance/Pages/development-assistance-in-fiji.aspx>

Fiji/MFAT New Zealand: <https://www.mfat.govt.nz/en/countries-and-regions/pacific/fiji/>

Fiji/Japan: http://www.fj.emb-japan.go.jp/itprtop_en/

Fiji/European Union: https://eeas.europa.eu/delegations/fiji_en

Fiji/Freedom House country analysis (2015): <https://freedomhouse.org/report/freedom-world/2015/fiji>

Parliament of the Republic of Fiji Secretariat continuous professional development 'Refresher workshop' 10-13 March 2017 (Word document report)

UNDP Fiji/Governance:

<http://www.pacific.undp.org/content/pacific/en/home/ourwork/democraticgovernance/overview.html>

Fiji Electoral Office (FEO)/Registered political parties: <http://www.feo.org.fj/registering-a-political-party/registered-political-parties/>

Political Parties Registration, Conduct, Funding, and Disclosures/Amendment Decree 2014 No. 10.

Government of Fiji Gazette (Vol. 15 FRIDAY, 28th MARCH 2014 No. 27)/PDF:

<http://www.fiji.gov.fj/getattachment/64d51072-1296-4a1b-9800-23d4131c8bef/Decree-No-10---Political-Parties-Registration,-Con.aspx>

Fiji Constitution (2013/PDF): <http://www.fiji.gov.fj/getattachment/8e981ca2-1757-4e27-88e0-f87e3b3b844e/Click-here-to-download-the-Fiji-Constitution.aspx>

Fiji Citizen Engagement in Political Process through the European Union-funded Strengthening Citizen Engagement in Fiji Initiative (SCEFI):

<http://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2017/01/26/documentary-launch-on-citizens-engagement-in-national-development.html>

Citizen engagement and coalition-building (UNDP under its Strengthening Citizen Engagement in Fiji Initiative (SCEFI):

<http://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2016/04/20/citizen-engagement-and-effective-coalition-building.html>

UNDP Capacity Assessment of CSOs in the Pacific (PDF):

http://www.undp.org/content/dam/rbap/docs/Research%20&%20Publications/democratic_governance/UNDP_PC_DG_A_Capacity_Assessment_of_CSOs_in_the_Pacific_Six_Country_Profiles.pdf

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<http://www.c-r.org/resources/analysis-2013-fiji-government-constitution>

The Consolidation of Democracy in East-Central Europe, edited by Karen Dawisha, Bruce Parrott:
<http://www.cambridge.org/catalogue/catalogue.asp?isbn=1139241222>

Laws Affecting the Civil Society Organizations (CSOs) in Fiji: A Report for the International Center for Not-for-Profit Law (ICNL/PDF):
http://www.icnl.org/research/library/files/Fiji/Fiji_Laws_affecting_Civil_Society_Organizations_6-04.pdf

Multi-Country Reflection on UNDP Pacific Parliamentary Projects: Fiji Islands, Republic of Marshall Islands, Solomon Islands and Papua New Guinea. Prepared by: Prof Robert Nakamura, Mr Niall Johnston, and Ms Charmaine Rodrigues (July 2007/PDF): <https://www.agora-parl.org/sites/default/files/Reflections%20on%20UNDP%20Pacific%20Parliamentary%20Projects.pdf>

Youth Political Participation and Decision-Making (UN/PDF):
<http://www.un.org/esa/socdev/documents/youth/fact-sheets/youth-political-participation.pdf>

The Economist Intelligence Unit/Fiji country analysis: <http://country.eiu.com/fiji>

Governance, Conflict Analysis and Conflict Resolution. Edited by Cedric Hilburn Grant and R. Mark Kirton (Ian Randle pub.)

Constitutional and Political Change in Fiji (Research Paper 7 1997-98). Dr Stephen Sherlock
Foreign Affairs, Defence and Trade Group 11 November 1997:
http://www.aph.gov.au/About_Parliament/Parliamentary_Departments/Parliamentary_Library/pubs/rp/RP9798/98RP07

Annex 2: UNDP TOR for the Final (Terminal) Evaluation Consultancy

Terms of Reference

Consultancy Title: *Parliament Project Terminal Evaluation Consultant*

Project Name: *Fiji Parliament Support Project (FPSP) – Phase 1*

Duty Station: *Suva, Fiji*

Duration: *15 work days [5 days in Fiji and 10 days from home]*

Start date: *27 April – 15 June 2017*

Objectives:

The final project evaluation is a UNDP requirement, agreed with the project donors, to assess the impacts, specific contributions, efficiency and effectiveness and glean lessons learned from the implementation of the Fiji Parliament Support Project (FPSP) – Phase 1 (January 2014 – 31 March 2017).

Background

- Globally, in 2013, UNDP was supporting projects or activities with 63 Parliaments with 23% of these in the Asia-Pacific region.
- For a number of years, UNDP has been active in working with Pacific parliaments to support their law-making, oversight and representative functions as well as strengthening the general capacity of Parliament Secretariats. UNDP often prefaced its engagement with Pacific parliaments by undertaking a Needs Assessment at the request of interested countries.
- In 2013, as the global and regional leading agency on parliamentary development, UNDP has been implementing projects and activities to strengthen the capacity of numerous Parliaments in the Pacific including with the legislatures in Solomon Islands, Tonga, Vanuatu, Palau, Kiribati and Republic of Marshall Islands.
- In 2013, upon the request of the Government of Fiji, UNDP facilitated the development of a preliminary Fiji Parliament Needs Assessment Report. Two senior international parliamentary specialists undertook the assessment in November 2013.
- In response to the recommendations of the Fiji Parliament Needs Assessment Report, the United Nations Development Programme within its framework of regional support to Pacific Parliaments, developed a programme of support to the Fiji Parliament focusing on areas including infrastructure, capacity building of the secretariat, capacity building of newly elected MPs and assistance to the development of the legal framework for Parliament.
- The project, funded by the European Union and the Governments of New Zealand, Japan and Australia, commenced in January 2014 and is due to end in March 2017.

- The project has two interlinked phases. The first phase ran until the election held in September 2014 and the second phase is post-election running from October 2014 – March 2017.
- The project is designed as outlined in the FPSP project document, has an overall objective, a specific objective, expected outcomes and project activities. In summary they are as follows:
 - *Overall Objective:* The overall objective is to contribute to the transition to democracy and the rule of law in Fiji.
 - *Specific Objectives :* To contribute to the preparation of the Fiji Parliament for its resumption in 2014 and to ensure that the systems and processes are in place to provide for a parliament that can efficiently and effectively undertake its legislative, oversight and representative roles, with a view to strengthening good governance and development outcomes in Fiji.
 - *Expected Outcomes* **Outcome 1:** The re-established Parliament of Fiji has the capacity to effectively scrutinize draft laws, oversee the executive branch of government and represent citizens; **Outcome 2:** The Parliament of Fiji is recognised as an inclusive place for dialogue and a venue that reflects the interests of all citizens.
 - *Project Activities:* **Activity 1:** Support the establishment and capacity building of the Parliament of Fiji to effectively scrutinise legislation, oversee the executive and represent citizens. **Activity 2:** Support the Parliament of Fiji to foster inclusive dialogue processes and the active engagement of citizens.
- The FPSP Project Phase 1, has undertaken two evaluation during the lifecycle of the project: Mid Term Evaluation conducted in October 2015 commissioned by UNDP & Results Oriented Monitoring (ROM) commissioned by European Union in February 2016.

Scope of work/Expected Output

In light of the two midterm evaluations already undertaken by the Project, the final evaluation will mostly focus on the period from November 2015 – March 2017 when assessing the following:

1. Undertake an in-depth review of the implementation of various project components and outputs outlined in the project document with a view to identifying the level of achievement of the original project outputs and in cases of not achieving, an analysis of the underlying reasons;
2. Assess the quality of partnerships, national ownership and sustainability vis-a vis the strategy in the project document;
3. Assess the risks and unexpected challenges not identified in the conceptual stages or through the mid-term evaluations faced by the project during implementation and how the project has been able to respond to these challenges;
4. Assess the impact of the project activities implemented including the success of the

infrastructure component, and project activities relating to capacity building for Parliamentarians, capacity building for Secretariat staff, support for Parliament Committees and Parliament outreach;

5. Consider the actions taken by the project after the mid-term evaluation until the end of the FPSP Phase 1.
6. Assess the actions taken to implement the recommendations that resulted from the mid-term evaluation and EU – ROM evaluation.
7. Extract the lessons learned and best practices that can be considered in the planning and design of future support activities through Phase 2 of the new FPSP Project and the broader regional parliamentary development work.

In writing the project evaluation report, the consultant should pay particular attention to the following criteria:

- **Relevance:** Evaluate the logic of the process in planning and designing the activities for supporting the new Fiji Parliament;
- **Efficiency:** Evaluate the efficiency of project implementation, the quality of the results achieved and any time/political constraints during implementation period;
- **Effectiveness:** Conduct an assessment of how assumptions have affected project achievements and the subsequent management decisions vis-à-vis the cost effectiveness of implementation; to what extent the project outputs have been effectively achieved;
- **Impact:** Evaluate the impact of the project on its wider environment and its contribution to the wider sectoral objectives summarized in the projects' overall objectives;
- **Sustainability:** Assess the sustainability of results with specific focus on national capacity and ownership of the process.

Output and workplan of the consultancy:

The consultant shall produce a report containing the following:

- A report on the findings of the evaluation vis-à-vis the impact of the current project outputs;
- Recommendations on future support to the Phase 2 of the new FPSP Project and the broader regional parliamentary development work based on lessons learned and best practice.

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

- Review of written documents and information gathering;
- Meet with project stakeholders and hold discussions with key individuals and organisations in Fiji;
- Present to the project steering committee members the initial evaluation findings;
- Produce a first draft of the terminal evaluation report;
- Produce a final report based on the feedback received.

Resources Provided

- The consultant will be provided with a desk in the UNDP office during the time in Fiji.

Supervision/Reporting

- The consultant will report to the FPSP Chief Technical Adviser through the Programme Manager (Parliamentary Development & Women in Politics)
- All materials developed relating to the assignment will officially be submitted to UNDP.

Requirement for Qualifications & Experience

- Postgraduate qualification in political science, law, legislative studies, public administration or related subject;
- A minimum of 7 years' experience working with or for parliaments or in the field of parliamentary development;
- Documented extensive experience in undertaking evaluations of UNDP parliament projects;
- Proven record of accomplishment in producing high quality analytical research on legislature in transition and developing countries;
- Demonstrated ability to design and facilitate national multi-stakeholder consultation.
- Good representational and liaison skills;
- Excellent knowledge of drafting and verbal communication in English.

Proposal Requirements

Offers must send the following documents.

i) Signed P11 form including names of at least 3 referees

ii) Completed template for confirmation of Interest and Submission of Financial Proposal

(Financial Proposal which includes breakdown of professional fees, travel expenses to and from home and duty station (economy class) plus living expenses at the duty station and any other miscellaneous cost that may be incurred during the duration of the consultancy.)

The P11 form and Template has been shared with the Contractee

Annex 3: List of Interlocutors Engaged for the FPSP Terminal Evaluation

Parliament of the Republic of Fiji

Dr. Jiko Fatafehi Luveni	Speaker of Parliament	Parliament of Fiji ²⁵
Salote Radrodro	Sodelpa party whip	Member of Parliament
Prem Singh	National Federation party whip	Member of Parliament
Lorna Eden	Fiji First party	Member of Parliament
Netani Rika	Fiji First party	Member of Parliament
Ashneel Sudhakar	Fiji First party	Member of Parliament
Veniana Namosimalu	Secretary General	Parliament of Fiji
Jeanette Emberson	Deputy Secretary General	Parliament of Fiji
Kalolina Galuvakadua	Committee Manager	Parliament of Fiji
Vatimosi Delailovu	Civic Education and Media manager	Parliament of Fiji
Maika Lakeoa	Information Technology manager	Parliament of Fiji
Josua Nemoce	Research manager	Parliament of Fiji
Atelaite Rokosuka	Corporate Director	Parliament of Fiji

FPSP Donors

Peter Raab	First Secretary for Governance/DFAT	Embassy of Australia
Genta Yamada	Second Secretary, EADC	Embassy of Japan
Peni Saurara	Economic Research & Aid Coordinator	Embassy of Japan
Caroline Valette	Program Manager, Econ. & Governance	European Union

UNDP FPSP

Dyfan Jones	UNDP Senior Technical Advisor	FPSP
Nanise Saune-Qalowai	UNDP Project Manager	FPSP
Adelle Khan	UNDP Project Assistant	FPSP
Sonja Bachmann	UNDP Senior Peace & Development Advisor	FPSP

Civil Society

Bulutani Mataitawaikilai	Director of CSO	Citizens' Constitutional Forum
Nalini Singh	Executive Director	Fiji Women's Rights Movement

Project Consultants²⁶

Kevin Deveaux	Independent Consultant	DIGC/Canada
Andres Lomp	Parliament of Victoria	Australia
Rob Oakeshott	Independent Consultant	Australia
Ray Purdey	Parliament of Victoria	Australia

²⁵ In absentia during in-country mission. Evaluation responses supplied via email survey.

²⁶ Engaged via email survey response and/or Skype interview.

Annex 3: Interlocutor Email Survey

Fiji FPSP Participant SURVEY

The UNDP is undertaking an independent evaluation of the Fiji Parliamentary Support Project (FPSP) with a particular focus on the actions taken by the project after the mid-term evaluation of October 2015 until the end of the FPSP Phase 1—that is from November 2015 through March 2017. As a participant in the project as either a technical assistance provider or a project beneficiary, the UNDP evaluator is requesting your participation in this brief email survey. The goal of this survey is to gauge the accomplishments of the project with a particular emphasis on the *relevance, efficiency, effectiveness, impact, and sustainability* of the FPSP.

Your answers and comments may be either attributed to you or remain anonymous if preferred. Please note that there is a space at the end of this survey to mark your preference in this regard.

On behalf of the UNDP Fiji Parliamentary Support Project, thank you in advance for your responses below.

Tim Baker
UNDP FPSP Evaluator

- 1) Please select the components of the Fiji Parliamentary Support Project (FPSP) you participated in:
 - a) Capacity building for Speaker's Office
 - b) Capacity building for Secretary General's office
 - c) capacity building for Parliamentarians
 - d) capacity building for Parliament Secretariat
 - e) support for Parliament Committees
 - f) Parliament outreach and citizen engagement

- 2) If engaged in FPSP as an **MP, in the Secretariat, Speaker' office, parliamentary Staff member, Committee member, or member of Fijian civil society**, how relevant were the selected project technical assistance components to your work?

Very relevant
Relevant
Somewhat relevant
Not at all relevant

- 3) Did the technical assistance provided meet your individual professional, committee or organizational goals and objectives?
- 4) If so, how specifically?
- 5) If engaged in FPSP as a **technical assistance provider**, how *relevant* was the project to the training, consultation or professional goals of the Fijian participants in your professional opinion?

Very relevant
Relevant
Somewhat relevant
Not at all relevant

- 6) If answering Question (5), please provide specific details or examples regarding your assistance to the Parliament and any aspects that were particularly *effective*
- 7) What aspect(s) of the FPSP were most useful after your participation in the project to your work?
- 8) What aspect(s) of the FPSP were less effective and why?
- 9) How *effective and efficient* was communication with the UNDP FPSP team?
- 10) Are there any specific areas in which communication was particularly effective or ineffective?
- 11) How would you improve follow on FPSP activities and in what area(s)?
- 12) Which components of the FPSP would you recommend for the UNDP to consider from 2017 and why?

Any additional comments or suggestions:

Vinaka Vakalevu!