Evaluation of the UNDP SEAL II Project

May / June 2010

This report is an evaluation of the UNDP SEAL II Project 2008-2010. The evaluation focuses on the effectiveness of the project within key areas including project design, relevance and appropriateness, project management, effectiveness and efficiency, and impact and sustainability.

Evaluation undertaken by Dyfan Jones

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Acronyms and Abbreviations

ACSF   Afghan Civil Society Foundation

APAP   Afghan Parliamentary Assistance Programme

CPAP   Country Programme Action Plan

CSO   Civil Society Organisation

EC   European Commission

IPU   Inter Parliamentary Union

MDGs   Millennium Development Goals

MOU   Memorandum of Understanding

MPs   Members of Parliament

NATO   North Atlantic Treaty Organisation

NDI   National Democratic Institute

OSCE   Organisation for Security and Cooperation in Europe

SEAL   Support for the Establishment of the Afghan Legislature

SEAL II   Support for an Effective Afghan Legislature

SIDA   Swedish International Development Agency

SUNY   State University of New York

TORs   Terms of Reference

UNDAF   United Nations Development Assistance Framework

UNDP   United National Development Programme

UNIFEM   United Nations Development Fund for Women

USAID   United States Agency for International Development

1. Executive Summary

This report is an evaluation of the second phase of the UNDP "Support for an Effective Afghan Legislature" project which ran from 2008-2010. The SEAL II project was a successor to the Support for the Establishment of the Afghan Legislature (SEAL) project which ran from 2005 – 2008. Therefore this is assessment of the second phase of UNDP cooperation with the Parliament of Afghanistan.

The evaluation took place between 29th May and 9th June 2010 and was focussed on assessing a number of key areas:

- *Project design*
- *Relevance and appropriateness of the project*
- *Project Management*
- *Effectiveness and Efficiency of the project*
- *Impact and Sustainability of the project*

The aim of the evaluation was to ascertain the strengths and weaknesses of the project within the specific areas outlined above. The final chapters of the evaluation report outline a number of conclusions that should be taken into consideration by UNDP when designing and implementing future Parliamentary development and strengthening projects in Afghanistan.

The main findings of the evaluation are that:

Project Design

- The Project design was generally overambitious with an over ambitious budget for a project focussing on technical support
- The Project design did not includes specific plans to assist the Parliament in developing a comprehensive strategic plan
- The Project document was redesigned through the Revised Funding Proposal with a revised budget of US$6 million over 3 years
- The redesigned project was too broad for a reduced budget and failed to focus on only 2 or 3 areas in depth

Relevance and Appropriateness

- It was relevant and appropriate for UNDP to be working in this development field
- Following the initial SEAL project (2005-2008) it was clear that the Parliament required additional assistance
- The Project was in line with UNDP documents such as the UNDAF and the CPAP

Project Management

- Weak project management impacted on the effectiveness of the project

- The relationship and communication between the senior project management and the beneficiaries broke down in 2008/09
- In 2009/10 the lack of staffing continuity impacted on the effectiveness of the project management
- The project donors were dismayed at the level of project reporting and the lack of communication

Effectiveness and Efficiency

- The initial focus on resource mobilisation and the later staffing continuity problems impacted on the project as did external issues such as national security
- A number of activities were successfully and effectively implemented
- A number of the envisaged project outputs were reached to a limited degree
- Some project activities, especially infrastructure and international travel activities, were not effective in terms of reaching the project goals

Impact and Sustainability

- The Parliament has benefited from SEAL II and the capacity of the Secretariats is now higher than it was in March 2008
- A number of the activities, especially technical advice and training, will have long term sustainable impacts
- The capacity of the Secretariats is higher but the capacity of the majority of MPs to legislate, oversee and represent has not increased as a result of SEAL II

In addition, the following recommendations are made regarding future UNDP Parliamentary development and strengthening projects in Afghanistan:

1	UNDP and the International community should continue working in this field. UNDP is in a key strategic position to coordinate and deliver this support.
2	Parliament itself must have a strategic plan which includes a vision, mission, goals and objectives (the Secretariat workplan would then focus on delivering this plan).
3	The scope of UNDP involvement would depend on resources mobilised but should be more focussed and realistic than SEAL II and work in fewer strategic development areas.
4	Whilst all areas could be deemed in need of support there must be more effective prioritisation. A UNDP project cannot support all areas of the Parliament's work.
5	Support needs to be more strategic and focus directly on core Parliamentary functions (legislation, oversight, representation) and not on administrative or operational issues and the day to day running of the Parliament.

6	Project liaison must be at the highest level of Parliament, i.e. Office of the Speakers / Parliament Administrative Boards AND Secretariats, not only through the Secretariats.
7	Whilst some activities will continue to support key Secretariat staff, the majority of support needs to go to the areas where capacity is likely to weakest, i.e. working directly with MPs whose capacity is likely to be lower than that of the Secretariat.
8	Project management arrangements need to be more effective to ensure continuity – e.g. International Chief Technical Adviser and national Project Manager working together.

2. Introduction

UNDP has been working on Parliamentary projects in Afghanistan since the inception of the Support for the Establishment of the Afghan Legislation (SEAL) project which commenced in 2005. The original SEAL project ended in February 2008 and its successor project, 'Supporting an Effective Afghan Legislature' (SEAL II), commenced in March 2008. This project was due to run from 2008 until 2012 but was brought to a premature end in April 2010 due to challenges in mobilizing resources and in order to review the work that UNDP is conducting with the Parliament of Afghanistan. Although the original intention was to hold a midterm evaluation during 2010, this evaluation has in effect become an end of project evaluation report for the SEAL II project.

The report was commission by UNDP and the focus of the evaluation was on the following issues:

- Project Design
- Relevance and Appropriateness of the project
- Project Management arrangements
- Effectiveness and Efficiency of the project
- Impact and Sustainability of the project

In addition, this report includes recommendations for future UNDP Parliamentary projects in Afghanistan and issues that UNDP should consider when developing and designing future development and strengthening projects for the Parliament of Afghanistan.

The aim of this evaluation report is not to undertake an activity by activity evaluation or a financial audit of the SEAL II project, but rather to provide a strategic overview of the success or otherwise of the project. A more detailed assessment of activities was not possible due to the short nature of the evaluation mission and a financial audit of the project was not within the TORs of this evaluation.

The evaluation was conducted between 30th May and 9th June 2010 and was conducted through a desk review of relevant documentation and a series of interviews with key project stakeholders both within the legislature and outside the legislature.

3. Context and Background

The Afghan Parliament was re-established in 2005 following an absence of over 30 years. Following elections, a bi-cameral Parliament consisting of 351 members including 91 women was inaugurated in December 2005.

Articles ninety and ninety one of the Afghanistan constitution outline the exact duties of the both the lower and upper houses of the Parliament:

Article Ninety

The National Assembly shall have the following duties:

1. Ratification, modification or abrogation of laws or legislative decrees;
2. Approval of social, cultural, economic as well as technological development programs;
3. Approval of the state budget as well as permission to obtain or grant loans;
4. Creation, modification and or abrogation of administrative units;
5. Ratification of international treaties and agreements, or abrogation of membership of Afghanistan in them;
6. Other authorities enshrined in this Constitution.

Article Ninety-One

The House of People shall have the following special authorities:

1. Decide about elucidation session from each Minister in accordance with Article Ninety-Two of this Constitution;
2. Decide on the development programs as well as the state budget;
3. Approve or reject appointments according to provisions of this Constitution.

The Lower House, the Wolesi Jirga, consists of 249 members and is elected through a national general election held every 5 years using a Single Non Transferable Vote system of election. Included in this number is minimum reservation of 64 seats for women. The Upper House is the Meshrano Jirga which consists of 102 Members. The membership of this chamber should be one third Presidential appointees, one third elected from the provincial council and one third elected from the district councils. As district councils in Afghanistan are not yet operational the current membership of the Upper House is that two thirds are elected from the provincial councils and one third are Presidential appointees. There are no strong political parties operating in Afghanistan and the MPs in the Parliament are largely Independent MPs and not representatives from political parties.

In light of the import place of the legislature in the country's democratic governance structures, UNDP implemented a short preparatory project with the Parliament in 2004 and then mobilised US$15.5 million of donor funding for a "Support to the Establishment of the

Afghan Legislature (SEAL)" project. This project was initially due to run from 2005 until 2007 but was later extended until February 2008. The aim of this SEAL project was to ensure the timely establishment of the Afghan Parliament and support its functioning. The project focussed on 7 objectives or goals and some of the successes of the project include that equipment was procured and infrastructure was put in place to ensure that the Parliament could become operational. ICT equipment such as a video conferencing system connecting Parliament to provinces, telecom, computers, internet and modern payroll and finance and attendance system were all provided to the Parliament during this early establishment phase. The UNDP SEAL project also provided IT equipment including 21 copiers, 4 digital senders, printers and other items for the MP's offices in the Parliamentary Annex and provided a complete wireless interpretation to the Afghan National Assembly. The security of Parliament was improved with modern equipment and training programmes facilitated through the SEAL project. An effective Hansard service, Women's Forum and Women' Resource Centre were also established by the SEAL project.

As the SEAL project drew to a close in 2008 it became apparent that the project had been relatively successful in establishing and operationalising the Parliament but further international assistance was needed to build the capacity of the Parliament in Afghanistan and to make the Parliament more effective in terms of executing its core functions. UNDP therefore developed the SEAL II project in order to assist the Parliament to make this transition from the establishment phase to the institutionalisation phase of the Parliament's development. The SEAL II project commenced in March 2008 and was due to end in 2012 but was brought a premature end in April 2010.

It is within this context and background that the SEAL II project operated.

4. SEAL II Project Focus

It was clear that the aim of SEAL II was not to replicate the work that had been undertaken during the SEAL project. SEAL II aimed to assist Parliament in making the transition from the establishment phase towards the institutionalisation phase of parliamentary development by providing assistance in a number of key areas. Therefore, despite the continuation of the "SEAL" name, the focus areas of both projects were different.

According to the UNDP project document, the expected outcome of the SEAL II project was to develop *"An effective, efficient and accountable parliament supporting development and poverty reduction"*.

Within this framework, the project document outlined 5 specific outputs which it aimed to achieve in the period between 2008 and 2012. These were:

1. Enhanced parliamentary capacity to exercise its legislative responsibilities
2. Parliament effectively and responsibly oversees the activities of the Executive
3. Strengthened dialogue between parliament and citizens
4. Strengthened capacity for effective decision/policy making (e.g. budget process throughout the budget cycle, National Development Programmes and International Relations)
5. Effective administrative structures and processes are in place

When it became apparent that UNDP was unable to mobilise the US$15.3 million of funding needed to implement the project as originally designed in the project document, a Revised Funding Proposal was drafted in May 2008 which included an outline budget of US$6 million for the period 2008-2011. This revised funding proposal became the de facto revised project document.

The revised funding proposal notes that:

> *"The Objectives of SEAL II is to develop 'An effective, efficient and accountable parliament supporting development and poverty reduction for the citizens of Afghanistan. The specific strategy of SEAL II project exists in the original project document.*

> *In response to the donors' request for a revised proposal for funding, the SEAL 2 project has been redesigned in several tiers (or circles of project development and delivery) so to address the issue of sustainability of intervention with limited resources pledged by this group of donors ..."*

The revised funding proposal goes on to list the core services and support to Parliament that the project intended to deliver and the revised activities for 2008, 2009 and 2010 and a revised Interim Results and Resources Framework for 2008-2011.

It is important to note that the overall envisaged project outcome and the 5 specific project outputs remained the same as the original project document as did the sustainability and exit strategy, monitoring and evaluation, management structure and the legal context. The number of activities within each output area was reduced in order to reflect the reduced mobilised resources.

This evaluation report assesses the success or otherwise of this project in terms of whether the project achieved the expected overall outcome and the annual outputs / targets outlined in the Revised Funding Proposal of May 2008. However, it should be noted that the SEAL II project ended in April 2010, that is 1 year prior to the envisaged end date of the revised funding proposal and 2 years prior to the envisaged conclusion date as originally drafted in the SEAL II project document.

Specifically the evaluation report is structured in order to focus on a number of key areas:

- ➤ *Project Management*
- ➤ *Project design*
- ➤ *Relevance and appropriateness of the project*
- ➤ *Effectiveness and Efficiency of the project*
- ➤ *Impact and sustainability of the project*

5. Evaluation Purpose

The purpose of the evaluation is to provide a comprehensive analysis of the project on a number of different levels and within a number of different key areas. This ranges from the appropriateness of the initial project design all the way through to the sustainability of the project activities and outputs.

The Terms of Reference for the development of this evaluation report outline the scope of the evaluation, by outlining the areas of focus for this assignment:

- o An in depth review of implementation of various project components and outputs outlined in the document called "Revised Funding Proposal" 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

- o A review of overall progress towards the ANDS, UNDAF Outcomes, and UNDP Country Programme Action Plan – CPAP outcomes and outputs.

- o Assess the quality of partnership, National ownership and sustainability vis-a vis the strategy in the project document.

- o Assess the impact of the capacity building programmes in areas of legislations and oversight conducted for both the Secretariat staff and Parliamentarians.

- o Assess the impact of the parliament outreach programmes both at the national and sub-national levels.

- o Extract the lessons learned and best practices that can be considered in the planning and design of future support activities for the parliament and recommendations for future direction and areas of focus for the next phase of project formulation to form the basis of a project development.

The full TORs for the evaluation can be found in Annex B of this report.

Where possible, this evaluation report follows the outlined template and aims to analyse the SEAL II project against the criteria outlined in the TORs.

6. Methodology

The methodology used to develop this evaluation report was as follows:

Desk Review of Relevant Documentation
A desk review was undertaken of relevant documentation including:
- The Project Document
- Documentation produced by the project such as quarterly and annual reports, board meeting minutes and newsletters
- Previous UNDP Afghanistan Parliamentary project documents
- UNDP documents such as the UNDAF and CPAP
- The Afghan National Developments Strategy
- Relevant Parliamentary documents

Interviews with Key Stakeholders
In order to assess the impact of the project, interviews were held with numerous stakeholders and project beneficiaries in the period 29th May – 9th June 2010. The aim of these interviews was to analyse the success or otherwise of the project in terms of reaching the objectives outlined in the project document.

Dyfan Jones meeting MPs to evaluate SEAL II

Interviews were conducted with the following:
- Senior UNDP Officials
- UNDP Governance Unit Members
- UNDP Project Staff
- The Secretary General and Deputy Secretary General of the Wolesi Jirga
- The Secretary General and Deputy Secretary General of the Meshrano Jirga
- Heads of the Administrative Units of the Meshrano Jirga
- Representative from a Political Party
- Civil Society Organisation
- International Donors and Civil Society Groups
- Representatives from other UN agencies

A full list of interviews conducted can be found in Annex A.

7. Evaluation Findings

Overall, the project faced significant challenges in delivering the activities and achieving the outputs and outcomes as outlined in the original project document and the revised funding proposal that was approved in May 2008 and became the de facto revised project document. However it should be noted that the project was only two years into the three year timeframe envisaged for delivery according to the timetable outlined in the revised funding proposal.

Despite major challenges the project did implement a significant number of activities including workshops on issues such as legislative drafting, budgeting and staff development, developed a number of draft internal policy documents such as a draft communication strategy, draft gender strategy and a draft Code of Conduct, facilitated field visits by selected Commissions, and facilitated numerous International visits for staff and MPs. This evaluation is not in a position to assess the quality of the individual activities undertaken but overall the feedback from beneficiaries on the quality of activities was positive. These activities contributed to the overall increased capacity of the Parliament during the period 2008-2010, although a cost benefit analysis of some of the activities, in particular the significant number of International visits funded by the project, can be questioned.

However, the project's effectiveness suffered for a number of reasons. Firstly the project design was over ambitious and lacked clear focus, and the transition from the 'establishment' phase of the original SEAL project (i.e. focussed mainly on procurement and initial staff training and awareness raising) to the 'institutionalisation' phase of Parliament which was outlined in the SEAL II project document and revised funding proposal envisaged did not take place.

In addition, the project suffered from challenges in the field of project management with a breakdown in the relationship between the senior management of the SEALL II project and both Houses of Parliament in 2008-09, discontent from the project donors as to the quality of reporting, and a lack of project focus during 2009-2010 due to a lack of continuity amongst the senior project management.

Overall, whilst the successes of the project should not be underestimated or undermined, in the period March 2008 to April 2010 the SEAL II project faced difficulties in implementing effective activities and the achievement of the project in making progress towards the aim of developing "An effective, efficient and accountable parliament supporting development and poverty reduction for the citizens of Afghanistan" was limited.

The following sections of the evaluation report for this project cover five specific evaluation areas:

- Project design

- Relevance and Appropriateness of the project
- Project Management
- Effectiveness and Efficiency of the project
- Impact and Sustainability of the project

The next chapter of the report will outline the conclusions that can be reached from the evaluation and the lessons learnt that should be taken into account when developing and designing future UNDP support to Parliament projects in Afghanistan.

7.1 Project Design

Overambitious in terms of design and budget

No inclusion of assistance for Parliament in developing its own strategic plan

Project was redesigned with a revised budget of US$6 million over 3 years

Redesigned project was too broad and failed to focus on only 2 or 3 areas in depth
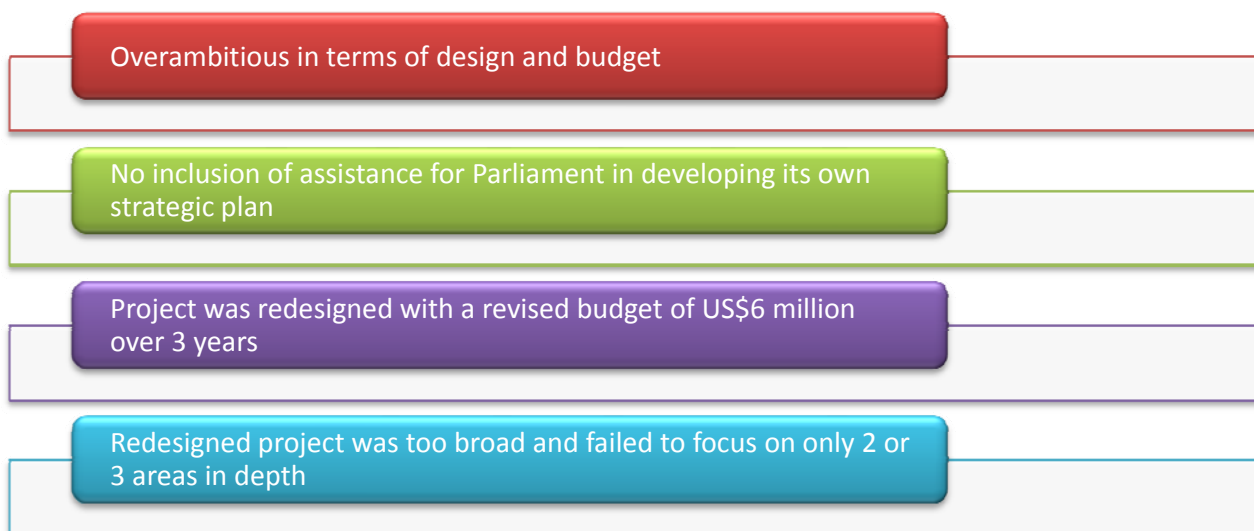
The review of the SEAL project undertaken in 2006 highlighted the over ambitious nature of that project document and the broad design of the project. SEAL was a US$15.5 million dollar project with a significant focus on establishment and initial operationalisation of the Parliament which therefore included high procurement costs. The original project design of SEAL II did reduce the number of outputs to 5 (compared to 7 for the SEAL project), the number of activities to 43 and the number of inputs to 74. The original budget was set at US$15,316,166 million which was a very optimistic figure given that the focus of the project was due to shift away from the establishment of Parliament (SEAL) towards making the Parliament more effective (SEAL II) and therefore infrastructure development would be a significantly smaller focus area for SEAL II compared to SEAL. This project design remained overly ambitious and the absorption capacity of the Parliament for US$15 million project that focussed on capacity building rather than infrastructure development can be questioned. This view was expressed by some donors to UNDP during the design phase and during subsequent resource mobilisation efforts by UNDP.

The project continued to work with the Secretariat of the Wolesi Jirga and the Secretary General of the Meshrano Jirga as the senior beneficiaries which proved to be an overall weakness as this led not only to challenges in working directly with Members of Parliament but also an over-emphasis of activities aimed at the capacity building of the Secretariat at the expense of activities aimed at raising the capacity of MPs. Whilst this approach may have been appropriate for the first SEAL project which focussed on the establishment and initial operationalisation of the Parliament, a more effective project design for SEAL II would have seen the Offices of the Speakers or the Administrative Boards of the respective Houses as the senior beneficiaries of the project.

The risk analysis included in the original project document (no additional risk analysis was contained in the revised funding proposal) was weak with only 3 risk areas highlighted – namely Executive / legislature relations, national security issues and the absence of parliamentary groupings. Other risks including the absorption capacity of the Parliament for such a large scale project, the risk of duplication with other Parliamentary support projects, the reliance on political will to achieve some of the envisaged outputs (e.g. the development and acceptance of a code of conduct) and resistance from key stakeholders to accept the change of focus from SEAL to SEAL II were not factored into the risk analysis.

The project design did include some of the recommendations of the SEAL evaluation undertaken in 2006 for example a focus on activities relating to anti-corruption. However a key recommendation from the evaluation was not included in the project design that is the need for the Parliament itself to develop a Strategic Development Plan which outlined the vision, mission and strategic objectives of the Parliament itself (not only the secretariats) over a set medium to long term timeframe. Although a limited "framework for a development strategy" was previously created by the Secretariats of both Houses these were not Parliamentary Strategic Plans which outlined the vision, mission, core values and strategic goals of Parliament over a set timeframe with a specific operational plan with benchmarks and indicators to implement this strategic plan. In light of the absence of such a plan and strategic vision agreed at the highest political level, it would have been prudent to include assistance from UNDP for the development and implementation of such a plan as a cornerstone of the SEAL II project.
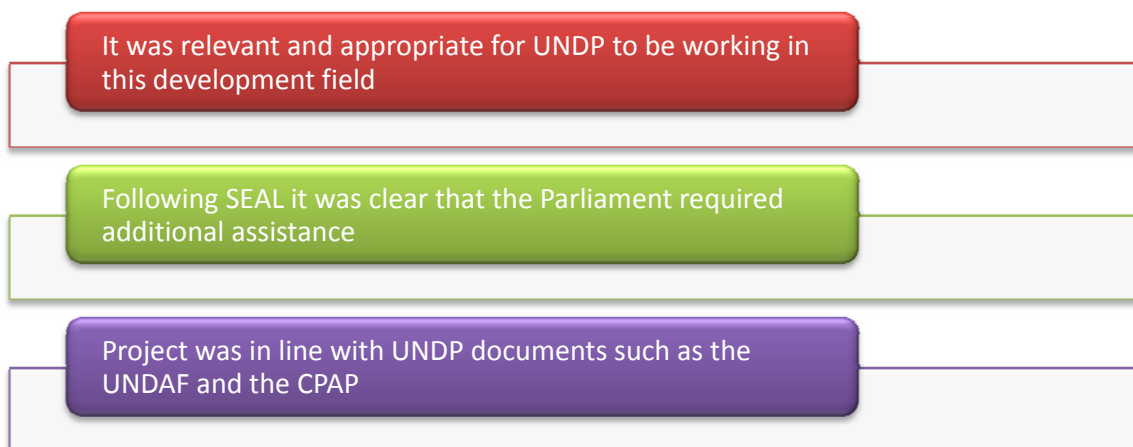
Output 4 of the original project document, which is "Strengthened capacity for the effective decision / policy making", was somewhat vague with no clear identification of the mechanisms that could be utilised to effectively achieve the output. The budget process could be addressed under either the legislation or oversight component of the project and the role of the Parliament in overseeing the ANDS and MDGs could have been dealt with under the oversight objective. As these national strategic documents or policies were developed by the Executive, the role of the Parliament was one of overseeing the implementation and execution of these documents by the Executive rather than a policy decision making role as such. In addition no clear mechanisms for achieving this objective were outlined in the project document. The alignment of this output within other outputs would have allowed for a reduction in the number of outputs and a more streamlined project document.

When it became apparent that the funding of US$15,316,166 needed to implement the original document could not be mobilised, the original project document was reviewed and a revised funding proposal with a new results and resources framework was developed which reflected the newly revised budget of US$6 million. It is important to note that at this stage the number of project outputs was not reduced although the number of activities within each output area was reduced. The revised funding proposal provided an

opportunity for the project to provide additional focus to one of the priority areas for the Parliament. With hindsight it was mistake to continue working across 5 output areas in less depth rather than channel the reduced resources in depth into 2 or 3 output areas.

The original project document and the revised funding proposal which became the de facto project document did follow UNDP project document guidelines and contained a project goal, outputs, a risk analysis and a results and resources framework that included indicators, baselines, benchmarks, indicative activities and inputs.

7.2 Relevance and Appropriateness

It was relevant and appropriate for UNDP to be working in this development field

Following SEAL it was clear that the Parliament required additional assistance

Project was in line with UNDP documents such as the UNDAF and the CPAP

The decision for UNDP to continue working in the field of Parliamentary development was appropriate and the SEAL II project was appropriate in terms of improving the governance structures and the general development situation of Afghanistan.

The SEAL II project was in line with the UNDAF that was in place as the project was being developed and designed, and specifically the aim in the UNDAF that stated that "transparent, effective and efficient legislative and policy framework and processes are established and implemented". The project was also in line with the stated aim of the CPAP that "State capacity is enhanced to promote responsive governance and democratization".

The UNDP SEAL project that had been implemented in the period 2005-2008 was evaluated in 2006 and was deemed to have been remarkably successful given a context in which Parliament had not sat for 33 years, and given the difficult political and security contexts prevailing in the country. The evaluation report also noted that despite the success of the SEAL project the Parliament remained at a developmental stage and would require continuing strengthening over the next several years. Although the SEAL project was extended until the early months of 2008, no further formal external evaluation of the project was undertaken and therefore the 2006 evaluation remains the baseline for the assessment of whether it was relevant and appropriate for UNDP to have developed the SEAL II project. Having been deemed to have been 'remarkably successful' it was therefore entirely appropriate and relevant that UNDP develop a successor to the SEAL project and continued working in the field of Parliamentary development and strengthening in Afghanistan.

In addition to the standalone needs of working with the Parliament, the effectiveness of the legislature impacts directly upon other significant UNDP governance focus areas such as elections, anti-corruption, security sector reform, decentralisation and gender, and also on the policy environment in which all UNDP and other UN agency projects operate such as projects focussing on education, health, economic development, and so forth.

In the years following the reestablishment of the Parliament in 2005 the only significant long term parliamentary support and development programmes were those of UNDP and an APAP projected executed by SUNY and funded by USAID. In light of potential challenges to bilateral working in a politically sensitive environment such as a Parliament, it was therefore entirely appropriate for a well respected multilateral agency such as UNDP to be working on a project aiming to making the Afghan legislature more effective.

7.3 Project Management

Weak project management impacted on the effectiveness of the project

Relationship and communication between senior project management and beneficiaries broke down in 2008/09

In 2009/10 a lack staffing continuity impacted on effective project management

Donors dismayed at standard of reporting and lack of communication

In terms of ensuring the effective implementation of the SEAL II project, weak project management became a significant factor in the challenges faced. The staffing for the project was ambitious in terms of 39 project staff / consultant positions with 27 of these staff or consultant positions due to work on the Parliamentary side of the project (although not all positions were filled) and 12 positions on the operational side (e.g. Drivers, security, maintenance and cleaning). A full list of project staff positions is included in Annex C.

During interviews with the beneficiaries conducted when developing this evaluation report it became apparent that one of the challenges in implementing the SEAL II project was a breakdown in the relationship and communication between the senior project management and the senior beneficiaries in the shape of the Secretariat of the Wolesi Jirga and the Secretariat of the Meshrano Jirga. The fact that the project needed to be reformulated following the funding shortfall, the high expectations of the Secretariats following SEAL and the failure or unwillingness of the beneficiaries to recognise that the focus of SEAL II was meant to be on building the capacity of MPs rather than on procurement and assisting the Secretariats undoubtedly contributed to this breakdown in the relationship in 2008/09. There were no regular formal or informal meetings between the project manager and the General Secretaries of both houses despite SEAL II being given a project office in the Parliament building which goes to highlight the extent of the breakdown in communication. Whilst the beneficiaries made their views on this issue clear during the evaluation process it was not possible to gather the views of the former project manager on this issue. He resigned from his position and left the country in May 2009. At short notice an e-mail requesting feedback was sent but a response to the questions posed had not been received by the time that this evaluation report was drafted.

From inception, the project was unable to recruit a deputy project manager and this exasperated the problem of continuity of staffing when the project manager left his post in May 2009 and was not replaced for a number of months.

Following the resignation of the project manager in mid 2009, the project faced significant recruitment problems in replacing this position with a suitably qualified international staff member. The deteriorating security situation for UN staff contributed to this problem and the position was eventually filled on a temporary basis by a national staff member in November 2009. During this period between May 2009 and November 2009 it seems that the project lacked strategic focus and drifted.

No formal mechanisms were in operation to ensure that there was regular liaison and discussion between not only the project team and the senior beneficiaries but also with other stakeholders working in the field of Parliamentary development. The SEAL II project was responsible for working with the Secretariats to ensure that weekly or bi-weekly working group meetings were held although this did not happen.

The project donors, SIDA and the Embassy of Denmark, noted their dissatisfaction with the project reporting and communication between the project and the donors. By the time that a national project manager was in place in November 2009 donor discontent with the project had reached its peak.

4 project board meetings were held between March 2008 and April 2009 [7th April 2008, 16th September 2008, 12th March 2009 and 10th December 2009]. The members of the Project Board included representatives from the UNDP Country Office, representatives from the General Secretariats of the Wolesi Jirga and the Meshrano Jirga and representatives from the donors (SIDA and the Embassy of Denmark). In addition, senior staff members from the project team attended the meetings as did representatives from the Parliament's Administrative Boards who were invited to the meetings as the project proceeded in order to try and create a direct link with the MPs. The Project Board should have met every three months but there were long periods when this board did not meet. The lack of regular project board meetings contributed to the overall weakness of the project management of the project.

The lack of quarterly project board meetings, the lack of other formal mechanisms of interaction such as regular working group meetings and the lack of regular informal meetings between the project team and the Secretariats and between the project team / UNDP and the donors created a disconnect and a perception amongst key stakeholders that there was little strategic direction for the project and little project implementation even when certain activities, in particular the ongoing technical assistance and capacity building activities, were ongoing.

7.4 Effectiveness and Efficiency

Initial focus on resource mobilisation and later staffing continuity problems impacted on the project

A number of activities were successfully and effectively implemented

A number of the envisaged project outputs were reached to a limited degree

Some project activities, especially infrastructure and international travel activities, not effective in terms of reaching the project goals

The original project document outlined 5 outputs, 43 indicative activities and 74 inputs. A project budget of US$15.3 million was outlined in order to implement the project. However, UNDP faced challenges from donors in terms of mobilising the resources needed.

When it became apparent that the funding for this original project document could not be mobilised a revised funding proposal was drafted and agreed with donors in May 2008 (see Annex E). This revised funding proposal effectively replaced the original project document as the template for the project. The revised funding proposal revised the timeframe of the project to cover the period from mid 2008 through to mid 2011 and the project budget was trimmed from over US$15 million to US$6 million, a significant proportion of which had at that time been mobilised and committed by international donors. However, exchange rate fluctuations led to a shortfall with this revised budget as the project progressed. In addition, the revised funding proposal contained a new Results and Resources framework which contained 5 outputs, 24 indicative activities and 23 inputs (a number of these inputs covered more than one of the indicative activities, e.g. recruitment of technical advisers, hence the reason that inputs is lower than indicative activities).

When revising the project document to take into account the reality of the funds available, it may have been an error to commit to continue working towards all 5 outputs and reducing the indicative activities in each output area rather than reducing the number of outputs and focussing the project on 2 or 3 specific output areas.

In terms of activities, a number of factors impacted on the efficient and effective implementation of the project. The focus in the initial months of the project in 2008 seems to have been on attempting to utilise additional project resources and re-establishing the

project team as many of the SEAL project staff were not available to work on SEAL II when the project was eventually in a position to hire staff. This limited timeframe for activities in 2008 affected the effectiveness and efficiency of the project outputs in this year. Project staffing continuity issues and security concerns for UN projects and staff impacted upon the work of the project in 2009 whilst the project's funding shortfall and premature conclusion impacted on effectiveness and efficiency in 2010.

Despite these constraints and challenges, the SEAL II project did manage to deliver and implement a number of important activities which led to the limited attainment of some of the project outputs. One issue that has led to difficulties in assessing the effectiveness and efficiency of the project has been the fact that the annual project reports do not always include reference to all the activities undertaken by the project. In addition, general day to day capacity building and technical advice inputs such as, for example, the work of an adviser to provide technical advice to the Speaker, is difficult to quantify and reference to these activities is not included in the annual reports. However, some of the significant activities which seem to have been effectively and efficiently executed include:

- **Workshops** - Workshops and training on subjects including budgeting, gender based budgeting, community policing, legislative drafting, liaising with the media, ICT and recording proceedings;
- **Policy** - Drafting of draft internal policies for the Parliament such as a draft communication policy, a draft gender policy and a draft Code of Conduct;
- **Commissions** - Support for the work of commissions by drafting workplans for selected commissions and organising field visits;
- **Infrastructure** - Infrastructure investment including equipment for radio broadcasting, security equipment, provision of a medical clinic, provision of internet access and the provision of office space for MPs;
- **Research** - Developing and equipping a research facility in the Parliament and the training of staff
- **Publications** - Publications and manuals such as on the subject of executive – legislative relations, dictionary of parliamentary terms, publishing of the official Parliament gazette and production of materials for schools;
- **Outreach** - An outreach programme which saw 230 students visit the Parliament and support for a public hearing visit by MPs;
- **International travel** - Numerous international travel opportunities for staff and for MPs to various international conferences and events as well as a mentoring programme for MPs with the Australian Parliament.

An attempt has been made to assess whether all of the indicative activities outlined in the revised funding proposal were achieved. Information included in this log frame is taken from the project annual reports of 2008 and 2009 and the 2010 First Quarter report provided by the project. In addition, further information was obtained from meetings with

stakeholders in the Parliament, UNDP and the acting project manager from November 2009 onwards, Yama Heleman.

Additional activities may have been undertaken but were not correctly reported in the project's annual reports.

The column denoting 'yes', 'no', 'partial' or 'limited' denotes the analysis of whether the indicative activity was achieved or not.

Objective 1 – Enhanced parliamentary capacity to exercise its legislative responsibilities		
1.1	Examine legislative backlog and prepare a plan of action to address the backlog and enact a strategy for dealing with decree legislation	No
1.2	Provide confirmed legal expertise to the leadership of both chambers to support interpretation and clarification of constitutional responsibilities and legislative/executive interface	Yes
1.3	Train staff and parliamentarians in legislative drafting including amendment processes	Yes
1.4	Scoping and set up joint service department of research and analysis	Yes
Objective 2 – Parliament effectively and responsibility oversees the activities of the Executive		
2.1	2.1 In conjunction with key national bodies (e.g. University of Kabul, Afghanistan Bar association, Civil Service Commission, others) negotiate modalities for the provision of short-and longer-term national expertise to Commissions, in a staged process. Identify gaps in commission support and develop a capacity development strategy	No
2.2	Support development and implementation of a sustainable strategy for provision of centralised research support to commissions and individual members	Partial
2.3	Ensure availability of adequate research materials in both hard copy and on-line	Yes
2.4	Provide seed funding for conduct of on-the-ground oversight missions, using a staged approach	Limited

2.5	Provide mentoring support for selected MPs providing experiences with parliamentary oversight practices and culture, strengthening democratic political culture, experience through international for a such as the UN an IPU also strengthened *[sic]*	Limited
2.6	Provide national and international expert support to the women and children commission in developing a work plan to assess differential impacts and policy decisions on women	Yes

Output 3: Strengthened dialogue between parliament and citizens

3.1	Support development of a medium-term communication strategy for parliament based on the findings *[sic]*	Limited
3.2	Provide relevant parliamentary training to journalists	No
3.3	Support regular dialogue between organized civil society and the National Assembly	No
3.4	Work with the political and administrative leadership of both houses to select a pilot test of constituency offices	No

Output 4: Strengthened capacity for effective decision / policy making

4.1	Organize pre-budget consultation hearings by Finance and Budget Commissions and involving representatives of interest groups / civil society / general public	Yes
4.2	Offer workshop on conducting differential impact analysis offered to Finance Commissions of both chambers, commission analysis of select aspects of differential impact budget analysis (e.g. gender, youth, urban / rural) and;	Partial
4.3	Use differential analysis to support budget discussions	Partial
4.5 *[sic]*	Conducting expert analysis of the efficacy of the current *post facto* budget audit system, with proposals for strengthening parliament role, including its relationship with the Auditor General, and Institutionalization of a formal system of review of public accounts, with creation of new commissions or sub commissions if necessary	No
4.6 *[sic]*	Assist MPs to establish methodology and structures for oversight of ANDS/MDG/PRSP processes and tap different national experiences on parliamentary involvement in national development planning.	No

Output 5: Effective administrative structures and processes are in place		
5.1	Work with the secretariats leadership to design and approve a professional staff development strategy and plan	Yes
5.2	Train targeted staff to flow from strategy and plan	Partial
5.3	Conduct regular annual external assessments of parliamentary security performance and threats, purchase necessary hardware to maintain top-level security conditions and establish control room for the MPs office building if recommended by external security assessment.	Partial
5.4	Develop annual maintenance budget for IT and integrate it within Assembly budget, Install network cabling as new parliamentary facilities are developed, Develop IT implementation strategy for planned new parliamentary building, Conduct Advanced ICT trainings for the NA ICT department	Yes
5.5	Support for rental costs of necessary accommodation to house parliamentarians and parliamentary administration	Yes
5.6	Internal and external security personnel training and establishment of fire fighting department and radio room, if external assessment recommends their implementation and develop, in conjunction with Ministry of the Interior and local authorities, protocols for security of parliamentarians when on missions outside the parliamentary precinct	No

This log frame does attempt to highlight the implementation rate of activities but cannot take into account the general increased capacity of the Parliament that the SEAL II project was able to provide through the provision of technical advice on key day to day Parliamentary issues.

Despite the change in focus of SEAL II and the recognition in the revised funding proposal that the majority of activities should target the capacity of Members of Parliament, the focus of most activities implemented remained on the secretariat staff. For example in the first quarter of 2010, training workshops which included a total of 121 staff places were undertaken (legislative drafting, training course on civics and government, media training course) but no direct training for MPs was provided. This brief example highlights the challenges faced by the project in directly accessing MPs and providing direct capacity building courses or training sessions for MPs despite the shift in focus in the revised funding proposal for SEAL II aiming to *"carry out its key activities of advice and technical assistance*

to MPs and their commissions and leadership groups as well as providing most needed essential support to ensure continuity of parliamentary business".

There can also be questions raised as to the effectiveness and efficiency of providing extensive support for the Parliament by funding its foreign travel. Despite active moves by the project to limit the extent of this travel by developing a MoU with the Parliament on this issue, a significant amount of funding from the project was provided towards this project component. In 2008 the project funded the attendance of an unspecified number of MPs and staff to International Conferences and Study visits (figures not included in the annual report) and in 2009 the project funded the attendance of 34 MPs and 15 staff at a variety of international conferences and events. Whilst these conferences and events can prove useful in terms of exposing MPs and staff to new Parliamentary environments and raising capacity and awareness, it is questionable whether this was the most cost effective mechanism of providing "core services and support" to the Parliament and whether these visits were the most effective way of increasing the capacity of MPs with their core Parliamentary functions. In addition, no evidence has been provided to show that detailed reporting mechanisms were in place to allow attendees to report back to the Parliament in a systematic way in terms of best practices observed and information received.

Finally, despite the revised funding proposal outlining that the project would be *"providing most needed essential support to ensure continuity of parliamentary business"*, the project continued not only to support the day to day running costs of the Parliament such as paying for the Internet, but also embarked on supporting new infrastructure projects for the Parliament that were not contained in either the original project document or the revised funding proposal, for the example the establishment of a medical clinic in the Parliament in 2009 and further expenditure on equipping the clinic in 2010. Although the clinic was no doubt requested by Parliament, such expenditure by the project did not contribute to the project's aim of improving the legislative, oversight and representation functions of the Parliament and cannot be deemed to be the *"most needed essential support to ensure continuity of parliamentary business"*.

7.5 Impact and Sustainability

> **Parliament has benefited from SEAL II and capacity of Secretariats is now higher than March 2008**

> **A number of activities, especially technical advice and training, will have a long term sustainable impact**

> **Capacity of the Secretariats is higher but capacity of most MPs to legislate, oversee and represent has not increased as a result of SEAL II**

Within the scope of this evaluation mission it has been challenging to assess the overall impact and sustainability of the SEAL II project. Although not emphasised in the project reporting, much of the focus of SEALL II was in terms of providing technical advice to the leadership of Parliament and selected Commissions. The impact and sustainability of such technical advice is difficult to evaluate at this stage.

The initial SEAL project which ran from 2005-2008 created a visible presence for UNDP in Parliament and due to this, the support from UNDP for Parliament is well known within the Parliament and amongst the donor community. Due to the very nature of the SEAL project it was more effective and efficient than SEAL II in terms of visibility. As the focus of SEAL II was on 'soft' support or capacity building measures rather than infrastructure support and procurement, the project struggled to put its unique mark on the Parliament and there was some confusion amongst beneficiaries interviewed as to the activities of SEAL II and those undertaken by the USAID funded and SUNY implemented APAP project.

As a result of the SEAL II project, the Parliament has benefitted and will continue to benefit in a number of ways after the end of the SEAL II project. In terms of the Parliament infrastructure and operation the investment by the project in ICT software through a legislative tracking device, antivirus software and so forth will continue to benefit the Parliament. The capacity built in the Secretariat and with the Speakers of the Parliament through the utilisation of the skills of the technical advisers provided by the project will also continue to benefit the Parliament.

Although it is challenging to assess the overall impact of the training events provided there can be little doubt that activities such as training sessions on Hansard (Record of Proceedings), legislative drafting, gender budgeting and the media have created sustainable

long term benefits for the Parliament. In addition, the SEAL II project produced a number of materials and publications such as a manual on the Parliament's structure, a draft policy on gender mainstreaming in the Parliament, a draft communication policy, a draft code of conduct, a dictionary of Parliamentary terms and educational materials. All of these materials and publications will be of long term benefit to the Parliament. In addition, international awareness of the Parliament of Afghanistan has risen due to the fact that the SEAL II project provided funding to allow international travel by the Parliament to conferences such as those organised by the IPU, Commonwealth, NATO and OSCE. The presence of the Afghan Parliament at these international events has ensured that the profile of the Parliament has been raised on the global stage.

However, the project failed to increase the capacity of the majority of MPs with their legislative, oversight and representation functions.   The revised funding proposal which became the de facto project document outlined that the project would aim to address the donors concerns that the project should focus on *"the development of political culture of MPs, accountability to constituencies, help MPs to enhance human and women's rights and fight corruption"*. The majority of implemented activities did not lead to this being achieved in a sustainable manner. In addition, whilst the SEAL II project was known by the Secretariats there seems to be little ownership of the project amongst the MPs. The long term sustainable impact of the project was affected by the fact that the focus of many activities remained with the Secretariats and the high turnover of staff and problems with staff retention in the Secretariats led to challenges in terms of the sustainability and long term impact of these activities.
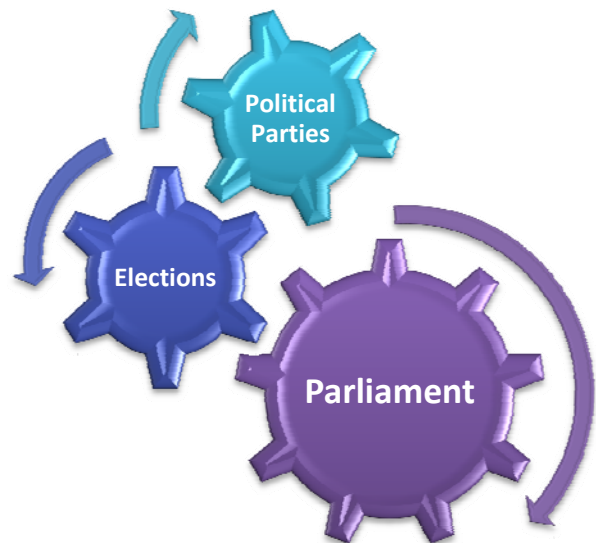
The long term impact and sustainability of the international travel can also be questioned. Whilst attending international events can be of benefit to both staff and MPs, it could be argued that the cost benefit analysis of attending international conference and events can be questioned. Whilst attempts were made by SEAL II to make Parliament travel more relevant and focussed through the signing of a MoU with Parliament on these issues, attendance at many of these events did not lead to noticeable and direct benefits to the Parliament in terms of improving their core functions of oversight, legislation and representation.

8. Recommendations

Reaching the aim of developing *"an effective, efficient and accountable parliament supporting development and poverty reduction for the citizens in Afghanistan"* as outlined in both SEAL and SEAL II remains a long term aim for the Parliament of Afghanistan. Within the context of developing democracy in Afghanistan the Parliament remains crucial in terms of scrutinising and approving legislation, overseeing the implementation of legislation, policies and the actions of the Executive, providing scrutiny and oversight of public expenditure and being the only democratically elected national representative body in Afghanistan. Within this context it is recommended that UNDP continue its support to assisting the Parliament of Afghanistan with its development.

However, it is also important to recognise that the Parliament does not operate in a vacuum and that developments in other sectors have a direct impact on the way in which the Parliament develops and the place of the Parliament within the democratic governance structures of the country. For example, the electoral laws and the holding of elections have a direct impact on Parliament as does the existence or otherwise of an environment where political parties can develop and build policy platforms.

In addition, the Parliament has a direct impact on other sectors in the country. For example, the legislative framework for the development of the country in all sectors is approved by the Parliament, the Parliament should be responsible for overseeing public expenditure, the Parliament has a role in terms of providing oversight of the policies and actions of Government Ministries, the Parliament is a vital part of providing civilian oversight of the security sector, and the relationship between Members elected to national and provincial or district councils is an important component of ensuring that decentralisation is effective. UNDP is working in many of these areas within its democratic governance portfolio and additional thought at strategic level should be given to the role that UNDP can play in ensuring joined up development in the country and improved coordination within UNDP, between UNDP and other agencies and between the UN family and the wider International Community in Afghanistan.
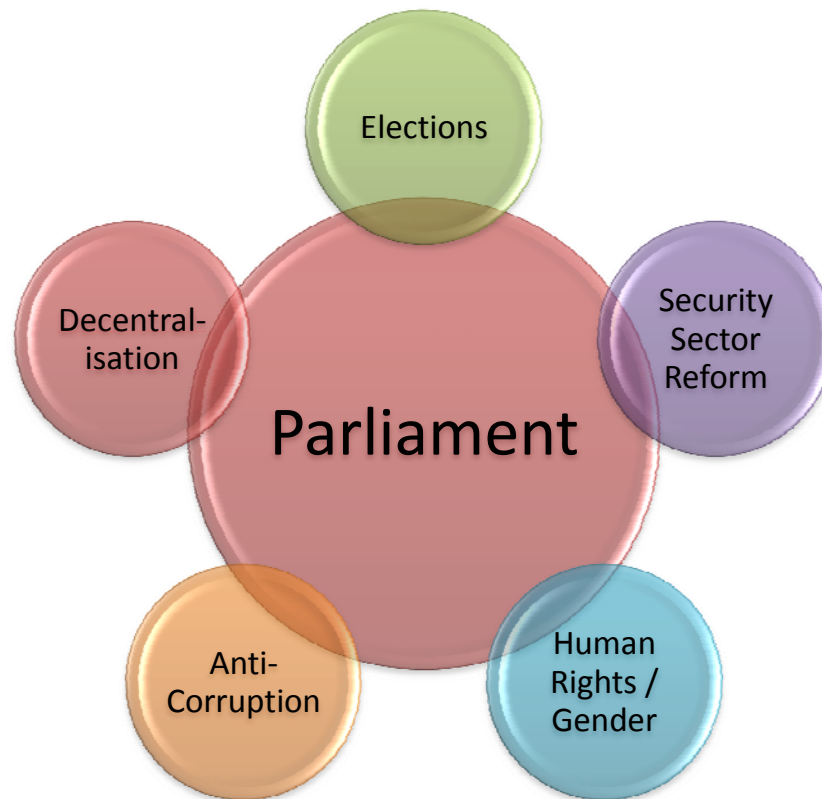
The premature ending of the SEAL II project has obviously caused a number of problems in terms of the relationship between UNDP, the donors and the Parliament but it also provides a period for reflection to reassess the strategic support that is needed for the development of the Afghan Parliament and the role that UNDP and the International Community can play. The fact that Parliamentary elections are scheduled to be held in September 2010 also provides an opportunity to assess what support will be needed for a newly elected Parliament. At this juncture it is difficult to assess the likely turnover rate of MPs but suffice to say that a Parliament which had a turnover rate of 20% will have different needs to a Parliament which had a 90% turnover rate. In addition, the USAID funded APAP project is due to end in December 2010 a new APAP 2 project is likely to commence in January 2011. Over the coming months it is envisaged that USAID will publish a Request for Proposals which will broadly outline the areas in which APAP 2 will work. Ensuring coordination and avoiding duplication between APAP 2 and any future UNDP coordinated and implemented project will be critical to the development of the Parliament.

Specific recommendations for UNDP to consider include:

1	UNDP and the International community should continue working in this field. UNDP is in a key strategic position to coordinate and deliver this support.

2	Parliament itself must have a strategic plan which includes a vision, mission, goals and objectives (the Secretariat workplan would then focus on delivering this plan).
3	The scope of UNDP involvement would depend on resources mobilised but should be more focussed and realistic than SEAL II and work in fewer strategic development areas.
4	Whilst all areas could be deemed in need of support there must be more effective prioritisation. A UNDP project cannot support all areas of the Parliament's work.
5	Support needs to be more strategic and focus directly on core Parliamentary functions (legislation, oversight, representation) and not on administrative or operational issues and the day to day running of the Parliament.
6	Project liaison must be at the highest level of Parliament, i.e. Office of the Speakers / Parliament Administrative Boards AND Secretariats, not only through the Secretariats.
7	Whilst some activities will continue to support key Secretariat staff, the majority of support needs to go to the areas where capacity is likely to weakest, i.e. working directly with MPs whose capacity is likely to be lower than that of the Secretariat.
8	Project management arrangements need to be more effective to ensure continuity – e.g. International Chief Technical Adviser and national Project Manager working together.

In terms of priority areas of work for the Parliament and for any future UNDP project with the Parliament, a full needs assessment needs to be undertaken following the Parliamentary elections in September 2010. However, it is clear that while the day to day running of the Parliament and infrastructure needs of the Parliament are often raised by the Secretariats as priority areas, the key weaknesses of the Parliament remain in terms of ensuring the effectively delivery of its core functions of legislation, oversight and representation. Within this context, future international support through UNDP should revolve around building the capacity of the Parliament to operate effectively in one or more of these core functions.
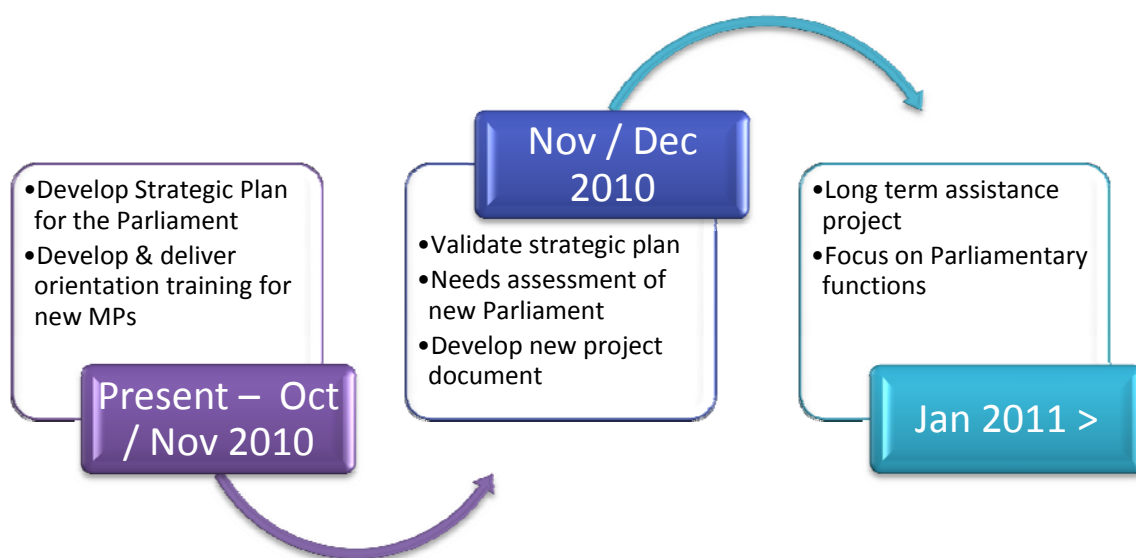
In discussions with the stakeholders within and outside the Parliament there was recognition that there is now some understanding of the legislative process in Parliament and there was a general understanding of the representation role of MPs although the security situation in the country obviously impacts upon their effectiveness in carrying out this function. However, interviews with MPs, backed up the perception survey of the General Secretariats undertaken by SEAL II in 2010, found that providing effective oversight remained the biggest challenge for the Parliament. There seemed to be little understanding of the concept of oversight, the role of MPs, and the mechanisms available for the Parliament to hold the Executive to account. Therefore, priority should be given to strengthening this aspect of the Parliament's work especially in light of the link to anti-

corruption initiatives and other key national initiatives. In terms of the way in which any future project engages with the Parliament it should be in a more systematic manner working directly with certain existing mechanisms such as Commissions rather than taking a more fragmented approach.

In addition, a future project may also consider the need for the Parliament to have better strategic development and donor coordination through the creation or supporting of a Strategic Development Unit linked to the Offices of the Speakers / General Secretaries.

Another aspect of support that needs to be considered is the development or strengthening of political parties or blocs within the Parliament although this aspect of support is heavily reliant on progress in other governance sectors outside the legislature.

9. Possible ways forward for UNDP Afghanistan

Present – Oct / Nov 2010
- Develop Strategic Plan for the Parliament
- Develop & deliver orientation training for new MPs

Nov / Dec 2010
- Validate strategic plan
- Needs assessment of new Parliament
- Develop new project document

Jan 2011 >
- Long term assistance project
- Focus on Parliamentary functions

The end of SEAL II in April 2010 and the fact that Parliamentary elections are due to be held in September 2010 provides both challenges and opportunities for UNDP in terms of any continuing of support for the development of the Afghan legislature. It is unknown and difficult to predict the likely turnover rate of MPs at the election and therefore difficult to ascertain the needs of the next Parliament in terms of strengthening and development.

In addition, the development of a further long term assistance programme for Parliament by UNDP can take a number of months to develop.

Therefore, the most effective way for UNDP to proceed is to work in two stages:

Stage 1 (June 2010 – December 2010)

To address the critical needs of Parliament by (i) Developing a Strategic Development Plan for Parliament as a whole (either one plan for each house or a plan for the Parliament as a whole). The plan should be developed in an open and participatory way including both key stakeholders inside and outside the Parliament and in line with UNDP global best practice in this field. The plan will need to be validated at the highest political level in Parliament and therefore this will not be able to be achieved until November / December 2010 at the earliest as there will be a need for significant input from at a minimum the Speakers and Administrative Boards if not a broader group of MPs. As part of developing a strategic plan, a full needs analysis of the Parliament can be undertaken which will then feed into the plan. Secondly, UNDP can provide technical input where needed to assist in the orientation of new Members of Parliament following the elections in September 2010.

Stage 2 (2011 onwards)

Once the Parliament has its own agreed medium – long term strategic plan, all develop assistance programmes should feed into supporting aspects of this plan.   Whilst the Strategic Plan is likely to contain both the political and administrative development of the project, UNDP should consider supporting some of the key functions of the Parliament's work rather than the day to day operational challenges for the Parliament. As outlined in the previous chapter, the concept of oversight in the Parliament remains the weakest of the core Parliamentary functions and the one in greatest need of assistance.

Running in parallel to the process outlined above should be efforts to mobilise International donors in this field. A series of one-on-one meetings with key individual donors can be arranged to outline the way in which UNDP intends to proceed in this field and to reassure donors that lessons have been learnt from the SEAL II project. In addition a donor round table or conference either led by the Parliament or by UNDP should be considered as a means of not only mobilising potential funds for future Parliamentary work but also highlighting the critical role that the Parliament plays within the democratic governance structures of Afghanistan.

Annex A – Meetings held during the evaluation

Name	Description
Ghulam Hassan Gran	General Secretary of the Wolesi Jirga
Abdul Ghafar Jamshidee	Deputy General Secretary of the Wolesi Jirga
Mohammad Kazim Malwan	Acting General Secretary of the Meshrano Jirga
A. Raziq Baig	Deputy of General Secretary of the Meshrano Jirga
Mulki Khan Shinwari	Meshrano Jirga Unit Director
Abdul Aziz Armaghan	Meshrano Jirga Unit Director
Mohammad Zaher Mushtaq	Meshrano Jirga Unit Director
Saleh Mohammad Noori	Meshrano Jirga Unit Director
Mulki Khan Shinwari	Meshrano Jirga Unit Director
Qadam Ali Nikpai	Meshrano Jirga Unit Director
Wasi Fatah	Meshrano Jirga Unit Director
Abdul Hadi Majeed	Meshrano Jirga Acting Unit Director
Mohammad Ghazi Wardak	Meshrano Jirga Unit Director
Mohammad Noor Akbary	Secretary of Commission in Wolesi Jirga
Shukria Barakzai	MP in Wolesi Jirga
Najiba Husaini	Chair of Commission in Meshrano Jirga
Ariffulah Pashtoon	Chair of Commission in Meshrano Jirga
Mawlawi Abdul Wahab Orfan	Chair of Commission in Meshrano Jirga
Rafiullah Haidari	Chair of Commission in Meshrano Jirga
Haji Mukaram Naseri	Chair of Commission in Meshrano Jirga
Mahboba Hoqoqmal	Chair of Commission in Meshrano Jirga
Sayed Mohammad Sadat Naseri	Member of Commission in Meshrano Jirga
Rafiullah Gul Afghan	Chair of Commission in Meshrano Jirga
Sidiqa Balkhi	Chair of Commission in Meshrano Jirga
Senator Danishjoo	Deputy Chair of Commission in Meshrano Jirga
Mohammad Taher Zahel	Deputy of Afghanistan Understanding and Democracy Party
Mohammad Sharif Sharafat	Afghan Civil Society Forum
Mohammad Reza Faiq	Afghan Civil Society Forum
Sara Gustafsson	SIDA
Adam Ravnkilde	Embassy of Denmark
Nazar Ahmad Sha	Embassy of Denmark
Zahra Pinero Lozano	European Commission
Akhilesh Mishra	Embassy of India
Bradley J. Austin	USAID
Diana Bowen	APAP
Eric Bartz	APAP
Najia Zewari	UNIFEM
Neik Mohammad Kabuli	NDI
Shams Rasikh	NDI
Manoj Basnyat	UNDP
Jan Jilles Van Der Hoeven	UNDP
Masood Amer	UNDP

Rahimullah Morshidi	UNDP
Sharmistha Das Barwa	UNDP
Razia Fazl	UNDP
Yama Heleman	UNDP

Annex B – Terms of Reference for the Evaluation

TERMS OF REFERENCE

FOR CONSULTANT TO CONDUCT FINAL EVALUATION OF SEAL II PROJECT

1. INTRODUCTION

Parliamentary development is one of the key areas of support under the Democratic Governance practice area. UNDP has been engaged in providing support for parliamentary development programme around the world. The Afghan parliament was inaugurated in December 2005 with enormous support provided by UNDP through the first phase of SEAL project. The parliament is now established and functioning.

This project has been prepared as a necessary follow-up to the original UNDP Support to the Establishment of the Afghan Legislature (SEAL), implemented during 2005-2008, and funded by multiple donors. UNDP Afghanistan was requested by the National Assembly, the Government of Afghanistan and the donor community to renew its assistance to the Afghan Parliament in the formulation of a long-term, multilateral program of parliamentary support. The SEAL II program is consistent with the Afghanistan National Development Strategy (ANDS) and the UNDAF strategy and UNDP Country Programme 2006 – 2009.

The objective of SEAL II is to support the development of a more effective Afghan Parliament. SEAL II builds on the original SEAL project, started in February 2005, which played a central role in helping to establish the Afghan Parliament, thus helping to lay the stable democratic foundations for Afghanistan.

This project will support the Afghan Parliament by strengthening Parliament's legislative, oversight and representative capacities. Initiatives will target parliamentarians, the commissions, their support staff, and the parliamentary secretariats.

More specifically, through a greater emphasis on partnerships with national stakeholders and through a mixture of technical and policy capacity support, this four-year project seeks to:

1. Strengthen and enhance the capacity of the MPs and commissions to better understand and then exercise their interrelated functions: law making, executive oversight, national budget approval and oversight, and representation

2. Strengthen the Secretariats of both Houses to deliver the required, effective services to parliamentarians and build sustainable, transparent, accountable and modern internal parliamentary management and financial structures and practices.

The total budget of the project is $15,750,000 over four years, but according to revised funding proposal now the budget is $6 Million. The overall goal is to help develop 'An effective, efficient and accountable parliament supporting development and poverty reduction for the citizens of Afghanistan'. The implementation strategy will be underpinned by a capacity development approach, with cross-cutting focus areas of gender and ICT for Development, with a strengthened emphasis on utilizing national capacities and institutions as partners. Five overarching components will frame the programme strategy; a) Legislative Development; b) Oversight; c) Representation, d) National Budget and e) Parliamentary Administration and Management. SEAL II is geared towards sustainability and national ownership, and includes a robust exit strategy. The project will be directly executed by UNDP, with project assurance and oversight frameworks consistent with UNDP policy and management best practices.

2. OBJECTIVE OF THE ASSIGNMENT

The objective of the Parliament Project Evaluation is to conduct a review of UNDP/SEAL support through this project, assess the impact of the capacity building programmes, to assess the specific contributions, efficiency and effectiveness,   and produce an overall report on future direction of support to the Parliament for the coming two years. (or 'in future')

3. SCOPE OF THE ASSIGNMENT

The Consultant will specifically focus on the following issues:

❖ An in depth review of implementation of various project components and outputs outlined in the document called "Revised Funding Proposal" 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
❖ An in depth review of overall progress towards the ANDS benchmarks, UNDAF Outcomes, and UNDP Country Programme Action Plan – CPAP outcomes and outputs.
❖ Assess the quality of partnership, National ownership and sustainability vis-a vis the strategy in the project document.

❖ Assess the impact of the capacity building programmes in areas of legislations and oversight conducted for both the Secretariat staff and Parliamentarians.

❖ Assess the impact of the parliament outreach programmes both at the national and sub-national levels.

❖ Extract the lessons learned and best practices that can be considered in the planning and design of future support activities for the parliament and recommendations for future direction and areas of focus for the next phase of project formulation to form the basis of a project development.

The evaluator will be fielded in Kabul with possible travels to a couple of provinces, security situation permitting.

The project Evaluator should pay particular attention to the following criteria:

❖ Relevance: Evaluate the logics and unity of the process in planning and designing the activities for supporting the Secretariat of the Parliament and providing subsequent capacity building programmes to both the secretariat staff and MPs;

❖ Efficiency: Evaluate the efficiency of the project implementation, the quality of the results achieved and the 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; to which extend 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 over the process.

3. OUTPUT OF THE ASSIGNMENT

The contractor shall produce the following documents:

a) A report on the findings of the Evaluation vis-à-vis the impact of the current project outputs

b) Recommendations on future support to the Parliament including lessons learned and best practices;

For the purposes of providing effective support to the parliament, the areas of focus in the current phase should be evaluated and areas of future support with modified emphasis on the components should be highlighted:

❖ Continued building of the capacities of the members of the parliament and more detailed and specialized building of capacities of the administrative and technical staff;

❖ Building upon the legal environment work already done and further elaboration and fine tuning of the legal instruments;

❖ Enhancing the linkage and complementarities between physical infrastructures and information and communication technology (ICT) tools and fully Operationalizing the information services;

❖ Sustained implementation of public information and awareness strategy for parliament outreach to take off on its own momentum;

For the purposes of providing effective support to the Parliament, the areas of focus in the current phase should be evaluated and areas of future support with modified emphasis on substantial assistance to be highlighted.

4. **DURATOIN AND COMMENCEMENT OF THE ASSIGNMENT**

The duration of the assignment shall be two weeks, starting as soon as possible.

5. **COMPOSITION AND QUALIFICATIONS OF CONTRACTOR**

5.1 Composition

The evaluation will be conducted by one consultant who will be a specialist in parliamentary development programme in post-conflict countries and to ensure national prospective in conducting the evaluation and recommending the next direction to project activities. The main areas of expertise should be:

a) Institutional strengthening of legislative, oversight (including budgetary oversight) and representative functions; and
b) Capacity development strategies

The Consultant will visit Kabul in late March. 2010. UNDP CO/ SEAL project and the Parliament Secretariat will inform stakeholders in advance of the evaluation and its purposes.

Prior to arrival in Kabul, the consultant will prepare by studying any documentation provided to them by UNDP Afghanistan.

For the first days of the first week in Kabul, the consultant will meet and consult with stakeholders in the sector. The consultant will review both verbal and written submissions from any relevant stakeholder.

UNDP Project Assurance Officer and SEAL Project team will facilitate the work of the consultant before and during its stay in Kabul, including preparing a schedule of meetings with the stakeholders, and producing necessary background information for the revision process.

Work plan of the final project evaluation:

a) Review of written document and Information gathering
b) Meeting with project stakeholder and discussions
c) Producing First draft report
d) Revision briefing (presentation of recommendations to relevant stakeholders)
e) Final Report preparation

5.2 Competencies:

Corporate Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards (human rights, peace, understanding between peoples and nations, tolerance, integrity, respect, results orientation (UNDP core ethics) impartiality;

- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Functional Competencies:

Management and Leadership

- Consistently approaches work with energy and a positive, constructive attitude;
- Demonstrates good oral and written communication skills;

Demonstrates openness to change and ability to manage complexities.

5.3 Qualifications

The experience of one skilled and experienced international management contractor is required to carry out the proposed assignment. The qualifications and requirements are:

- Master degree from a recognized university in political Science, Public Administration or Law.

- Effective communications skills, both written and oral, in English with proven ability in report writing.

- Proficiency in micro-computer use.

6 .METHODOLOGY IN UNDERTAKING THE ASSIGNMENT

In carrying out the assignment, the contractor shall:

The consultant will review existing documentation with regard to the Parliament, including project document and periodic report, Afghanistan National Development Strategy, UNDP Country programme and other relevant documents)**;** consult extensively with national authorities, UN personnel, strategic partners, relevant national and international organizations and donors and individuals. The consultant will also assess funding prospects, and proceed to assessing project implementation and providing recommendation with a particular focus on:

a) Priorities and activities, including strengthening of;

- ❖ Oversight capacity, in particular with regard to budgeting and monitoring of budget execution, and executives performance
- ❖ Legislative capacity, drafting and reviewing bills
- ❖ Representative capacity, particularly the interaction with civil society, media and constituencies
- ❖ Secretariat capacity

b) Monitoring mechanisms

In recommending the way forward, the consultant should consider the country context, including funding prospects and the parliament's cultural and socio-political dynamics. Gender mainstreaming, combating corruption and internal security arrangements should be also looked into.

7. RESPONSIBILITY

The contractors shall be responsible to the UNDP/CO DGU Programme Team.

Organization: UNDP
Duration: Two Weeks
Duty Station: Kabul with possibility of field visit to   Provinces
Closing Date: March 2010

Signatures – Post Description Certification

Incumbent (if applicable)

Name/Title   Signature   Date

Supervisor

Name/Title   Signature   Date

Chief Division/Section

Name/Title: Masood Amer, ACD   Signature   Date

Annex C – Outline of Project Staffing Structure

Example from 2009

No	Name	L/Name	Position
1	Vacant		Project Manager
2	Vacant		Deputy Project Manager
3	Ahmad Shakib	Jafari	Administrative Associate
4	Mohammad Akram	Babakarkhail	Procurment Associate
5	Mohammad Hashim	Khojazada	Finance Officer
6	Najibullah	Rahmani	Project Assistant
7	Ahmad Elyas	Elyassi	Head of Capacity Building/OIC
8	Kamran	Malikzada	Program Officer
9	Ghulam Mustafa	Qazi	Project Associate
10	Mohammad Yousuf	Ibrahimi	Program Officer
11	Yama	Helaman	Advisor to the Speaker of National Assembly
12	Hekmatullah	Foushanjee	Advisor to the Speaker of National Assembly
13	Steve	Schiffman	Technical Advisor
14	Pradeep		Technical Advisor
15	John	Patterson	Technical Advisor CB
16	Izatullah	Safi	Head of Communication
17	Rooyin	Malwan	Communication & Public Outreach Assistant
18	Mohammad Iqbal	Zadran	Legal Translator
19	Sultan	Ahmadzai	Pashto Editor
20	Mia Gul	Arwal	Pashto Editor
21	Under Process		IT Assistant
22	Naseer Ahmad	Mashel	Research Assistant
23	Sahar	Foroghi	Research Assistant
24	Mohammad Iqbal	Elimi	Research Assistant
25	Jamshid	Alavi	Research Assistant
26	Abdul Baseer	Mayakhel	Research Assistant
27	Abdul Majeed	Hadi	Research Assistant
28	Noor Agha	Dawlatzai	Chief of Driver
29	Azizullah		Driver
30	Mirwais		Driver
31	Mohammad Zaman		Driver
32	Attiqullah		Driver
33	Allauddin		Interior Security Gate
34	Dawood	Rasooli	Interior Security Gate
35	Hedayatullah	Hedayatullah	Interior Security Gate
36	Gulam Mohammad		Generator Cleaner
37	Nooria	Ahmadi	Office Cleaner
38	Mahtab Gul		Office Cleaner
39	Lal Mohammad		Maintanance/Gardner

Annex D – SEAL II Project Document

Annex E – SEAL II Revised Funding Proposal