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MID-TERM EVALUATION (MARCH 2013–JUNE 2015)

ASSISTANCE TO LEGISLATIVE BODIES OF AFGHANISTAN (ALBA)

JUNE 2015

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ACRONYMS

AFN	Afghanis (the currency)
ALBA	Assistance to Legislative Bodies of Afghanistan
APAP	Afghanistan Parliamentary Assistance Program
API	Afghanistan Parliamentary Institute
CSO	Civil Society Organization
CSU	Commission Support Unit
FY	Fiscal Year
GIRoA	Government of the Islamic Republic of Afghanistan
HoO	High Office of Oversight and Anti-Corruption
ICSPA	Institutional and Capacity Support to the Parliament of Afghanistan
IPU	International Parliamentary Union
MJ	Meshrano Jirga (House of Elders, Upper House of National Assembly)
MoF	Ministry of Finance
MoPA	Office of the Minister of State for Parliamentary Affairs
MP	Member of Parliament
NA	National Assembly
ODG	Office of Democratic Governance
OPPD	Office of Program and Project Development
PACC	Parliamentary Anti-Corruption Caucus
SOW	Statement of Work
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WJ	Wolesi Jirga (House of the People, Lower House of National Assembly)

I. EXECUTIVE SUMMARY

1. INTRODUCTION

The bicameral National Assembly of Afghanistan has made significant strides since the 2005 elections, emerging with a new political and legal structure with critical support from USAID. Assistance to Legislative Bodies of Afghanistan (ALBA) supports the continued¹ development of the National Assembly as a strong, effective, and independent legislative institution. Implemented by Development Alternatives Inc. (DAI) with a budget of approximately \$23.4 million, ALBA began in March 2013 and will conclude in March 2017.

ALBA supports both Houses of Parliament – the House of Elders, or Meshrano Jirga (MJ) and the elected House of the People, or Wolesi Jirga (WJ) – parliamentary and administrative staff, and the 33 commissions of both Houses that serve as the driving engine of the National Assembly. In addition, ALBA works to improve the National Assembly’s constituency outreach efforts and communications and coordination with relevant stakeholders at the subnational level. The project further supports legislative reform, including training parliamentary staff in drafting, analyzing, and reviewing legislation, as well as provides support with budget oversight.

2. EVALUATION PURPOSE AND METHODOLOGY

The purpose of this mid-term performance evaluation is to assess ALBA’s contribution to the institutional capacity of the National Assembly to legislate, represent, and provide oversight of Government activities. Additionally, the evaluation considers beneficiary and counterpart satisfaction with ALBA, the sustainability of its achievements, and its link to subnational governance.² The evaluation also reviews measures undertaken by ALBA to include gender considerations in carrying out program activities. The analysis takes into account the current political situation and uses comparisons with the predecessor project, the Afghanistan Parliamentary Assistance Program (APAP), to understand changes over time.

The evaluation assesses the strengths and weaknesses of project activities through several methods. This includes 34 meetings facilitating in-depth interviews with 74 individual stakeholders (e.g., one-on-one, small groups, and focus groups), direct observation of parliamentary activities, a review of relevant USAID, ALBA, APAP, National Assembly documents, Afghan legislation, other source materials, and, where possible, analysis of empirical and comparative data. The report concludes with a series of recommendations for USAID and its implementing partner DAI.

¹ From 2004–2012, USAID funded the Afghanistan Parliamentary Assistance Program (APAP), which began USAID’s parliamentary support activities in Afghanistan.

² The term “counterpart” refers to civil society organizations and other groups that partner in some way with ALBA.

3. FINDINGS AND CONCLUSIONS

Both Houses of the National Assembly, the MJ and the WJ, need to improve their performance in key areas. The commissions in both Houses need more capacity not only to carefully review and analyze proposed laws, but also to garner public input for important policy reforms. Meanwhile, members of both Houses need the capacity and skills to more effectively respond to constituent needs, especially with the upcoming parliamentary elections.

The Afghanistan Parliamentary Institute (API) is the conduit for trainings delivered to the National Assembly. Trainings can be broadly classified as professional development and legislative training. While both types of training are important to the business of legislative drafting, based on the collective experience of the evaluation team, skills related to legislation development are at the core of what the National Assembly does as the legislative pillar of the Afghan State.

ALBA seeks to develop capacity through professional development and legislative training. Targets of the training generally rated the course topics highly, but some of the courses themselves, especially those that are technical in nature (including legislative drafting training) tend to be thin on content. In general, courses are too short to cover the topics in sufficient depth to fully instill the knowledge and skills being taught, much less master those skills. This is especially true for legislation development training, which is highly technical and requires a broad range of underlying knowledge. The issue is less apparent in professional development training, which had more discrete topics.

The lack of internal capacity within the National Assembly's Secretariats is due in part to budgetary constraints, including those arising from a lack of budget autonomy from the Executive branch. Given this, ALBA provides direct technical assistance on a needs-driven basis, institutionalized in the form of Commission Support Units (CSUs).

On the legislative capacity-development side of the model, ALBA's interventions are primarily accomplished through *capacity substitution* (i.e., the provision of direct technical assistance by ALBA staff) rather than *capacity transfer*. There are important reasons beyond ALBA's control for the slow pace of MPs' and parliamentary staff's capacity development in legislative analysis, drafting, and amendment. These include a disproportionately influential Executive branch, a lack of budget independence, the 'brain drain' resulting from previously trained staff leaving for higher-paying jobs elsewhere, and constitutional time limits on the passing of legislation, which is described in more detail below. In this context, capacity substitution may be the most effective way to provide substantive assistance with respect to legislative analysis, drafting, and amendment.

In addition, the six-month interruption of support to the National Assembly during the transition between APAP and ALBA resulted in a loss of some key prior gains. For example, according to ALBA's reports of legislative activity, standing commissions do not routinely prepare and present to the plenary commission reports and recommendations on legislation

under commission jurisdiction, despite procedural rules requiring them. In the areas of outreach, key achievements such as a publicly available legislative-tracking website have been lost.

4. RECOMMENDATIONS

a. Enhancing the Training Capacity of Afghanistan Parliamentary Institute

ALBA should start exploring the feasibility of transferring the function of direct, technical interventions in the area of legislation development to API. Recommendations are made with respect to the design of trainings so they are better received, especially by targeted MPs and National Assembly staffers. These include conducting effective training needs assessments, performing periodic competency reviews to fine-tune capacity building, and offering trainings unique to the needs of staffers.

Recommendations are made to improve and expand the API-managed Parliamentary Fellows Program, including increasing the duration of the fellowship training program.

b. Provision of Direct Technical Support

The target of these recommendations focus on ALBA and its role in providing direct support with respect to the institutional development, oversight, and outreach functions of the National Assembly. In general, the recommendations aim to regain and then surpass ground lost during the APAP-ALBA interregnum. These include the following:

Oversight

- Use budget oversight activities as opportunities to strengthen the National Assembly's understanding of its authority and ability to assert itself with respect to budget planning and execution.
- Increase support to the Parliamentary Anti-Corruption Caucus, and provide or facilitate additional anti-corruption practices that include specific approaches to, and mechanisms for, combatting corruption.

Outreach

- Expand support for additional commissions to engage in public hearings on upcoming and pending legislation.

c. Institutional Development

- Develop capacity within the Secretariats to carry out the equivalent functions of a Legislative Counsel's Office, with a trained cadre of legal advisors who can both analyze and draft legislation and interpret and explain legal issues to MPs.

II. INTRODUCTION

1. PROJECT BACKGROUND

The Assistance to Legislative Bodies of Afghanistan (ALBA) is USAID's foremost engagement with the National Assembly of Afghanistan. Its goal is to improve the performance of the National Assembly so it can operate as an independent and effective legislative, representative, and oversight body. This goal is not only in line with one of USAID's highest goals for the country (USAID DO1: Improved Performance and Accountability of Governance), but the Embassy's as well.

Implemented by Development Alternatives Inc. (DAI) with a budget of approximately \$23.4 million, ALBA began in March 2013 and will conclude in March 2017. ALBA supports both Houses of the National Assembly – the House of Elders, or Meshrano Jirga (MJ), with members who are “elected and appointed,”³ and the House of the People, or Wolesi Jirga (WJ), with members who are directly elected⁴ – parliamentary and administrative staff, and the Houses' 33 commissions⁵ as the driving engines of the National Assembly. In addition to supporting the institutionalization of parliamentary procedures, ALBA works to improve the National Assembly's constituency outreach efforts and communications and coordination with relevant stakeholders at the subnational level. The project also supports legislative reform, including training parliamentary staff in drafting, analyzing, and reviewing legislation, as well as provides support with budget oversight.

The USAID-funded Afghanistan Parliamentary Assistant Program (APAP) was ALBA's predecessor, implemented from 2004–2012. APAP operated on a different model, providing direct, technical support for the development of legislation. The project had an international staff member assigned to each commission. While APAP primarily focused on the provision of direct technical support, it did some capacity transfer through the Afghanistan Parliamentary Institute (API).

ALBA continues and expands the work of APAP, with many of the same staff. ALBA's four objectives are: (1) to strengthen legislative processes, (2) to improve oversight, (3) to increase outreach, and (4) to increase institutional development of the National Assembly. These objectives are covered in the five evaluation questions spelled out below.

2. EVALUATION PURPOSE

The purpose of this mid-term performance evaluation is to study and document ALBA's successes and areas for improvement, and to develop recommendations for the project's

³ Constitution of Afghanistan (2004), art. 84.

⁴ Ibid. art. 83.

⁵ The MJ has 12 commissions, consisting of 11 standing commissions and a commission of chairs. See *Rules of Procedure of the Meshrano Jirga*, chap. 6 (Rules 16–28).

The WJ has 20 commissions, consisting of 18 standing commissions, a commission of chairs, and one special commission. See *Rules of Procedure of the Wolesi Jirga*, chaps. 6–7 (Rules 16–36).

continued support to the National Assembly. The evaluation covers the full-length of the program to date.

USAID/Afghanistan's Office of Democracy and Governance will use the evaluation's conclusions and recommendations to support the implementation of the remaining contract period. Sharing lessons learned will also benefit the larger USAID/Afghanistan mission, other donors working with or through the National Assembly, and, most importantly, the National Assembly itself, including both Secretariat staff and the MPs.

3. EVALUATION QUESTIONS

The five primary questions posed in this evaluation are:

1. **Capacity Building:** How are the members of the National Assembly using their new knowledge and skills gained from various ALBA interventions? Disaggregate for men and women.
2. **Legislative Processes:** How have ALBA's interventions changed the capacity of the National Assembly to draft, analyze, and amend legislation? Please account for this change.
3. **Oversight:** How have ALBA's interventions affected the extent to which the National Assembly conducts oversight of the Government's implementation of laws and policies, including those relating to the National Budget, economic development activities, sectoral programs, and provincial spending?
4. **Outreach:** How have ALBA's interventions better prepared the National Assembly to conduct citizen outreach to enable people to better influence their elected representatives?
5. **Institutional Development:** How have ALBA's interventions improved the efficiency and effectiveness of Secretariat operations?

4. METHODOLOGY

a. Methods

The evaluation used a mix of qualitative and quantitative data collection methods, although, due to the nature of the questions, the focus was primarily on the qualitative data.

Consultations

The team facilitated a comprehensive consultation process with project stakeholders and partners, which included the use of one-on-one and group interviews, as well as focus-group sessions. These consultations included the following types of key informants:

- National Assembly leadership, members, commissions, and caucuses
- National Assembly Secretariat management and support staff (including legal and research offices)
- ALBA management, operations, and technical staff
- Counterparts, such as partner civil society organizations

Standard interview and focus group tools were used in order for proceedings to be analyzed systematically.

Table 1: Distribution of Consultations

Organization/Institution	Interviewees	No. of Individuals		Total
		MJ	WJ	
ALBA	Senior Management	2		
	Operations Staff	3		
	Technical Staff	22		27
Parliamentary Fellows Program	Fellows	7		7
National Assembly (NA) NA Secretariat				
	Leadership	2	1	3
	Commission Leaders	2	2	4
	Individual Members	2	0	2
	Parliamentary Caucus Members	8	7	15
	Management	2	0	2
	Directorate Staff	2	0	2
	Commission Support Staff	3	3	6
NA Subtotal		19⁶	13	32³
Executive Branch	Office of the Minister of State for Parliamentary Affairs (MoPA)	2		2
Civil Society Organizations	Members	5		5
Other Parliamentary Support Program	Staff of UNDP's Institutional and Capacity Support to the Parliament of Afghanistan (ICSPA)	1		1
TOTAL		47 Men,	27 Women³	74³

Direct Observation

The evaluation team conducted content analysis of key documents, including the ones listed below. As with the proceedings of the consultations, observations were kept in standardized form for analysis.

⁶ Because some interviewees fell into more than one category (National Assembly leadership and parliamentary caucus member, for example), the totals have been adjusted accordingly to indicate the total number of individuals interviewed.

Table 2: Direct Observations

No.	Date	Event/Activity
1	4/24/2015	ALBA Budget and Oversight Team’s briefing for the Meshrano Jirga’s Commission on Budget and Economy
2	5/2/2015	Opening ceremony for the “National Conference on Effective Representation in Local Governance” (Provincial council conference)
3	6/5/2015	Meshrano Jirga’s Commission on Religious Affairs, Cultural Affairs, Education, and Higher Education public hearing on the Higher Education Law (then-pending in the Wolesi Jirga)
4	5/17/2015	Meshrano Jirga’s plenary session
5	5/26/2015	Wolesi Jirga’s plenary session

Document Review

Content analysis was conducted of key documents, including the following:

- Program descriptions and modifications
- Current and past work plans
- Quarterly reports
- Annual reports
- Current activity Performance Management Plan and other monitoring and evaluation documents
- Project performance data
- Project-generated assessments
- Training briefs

b. Limitations

Reporting Anecdotal Results

The information gained from key informant interviews and focus groups are the experiences of individuals. These are assumed to be honest responses from the study participants. Also, information documented is idiosyncratic to the individual and by definition anecdotal. When the sum of these individual experiences reveals a pattern, it is evidence and worthy of reporting. The evaluation team systematically documented and analyzed qualitative information. Anecdotal evidence presented in this report was cross-referenced with other interviews or sources of information, such as quantitative data or project quarterly or annual reports.

Language Translation

Some key informant interviews and focus groups were conducted in Dari and/or Pashto. A standardized multistep approach was used to collect the results from the fieldwork of in-depth interviews and focus groups. After an interview or focus-group session, all evaluation team members, including translators, were required to independently fill out a ‘summary sheet’ (in English), which were then compared. This provided cross-validity for the qualitative results.

III. FINDINGS

1. CAPACITY BUILDING AND INSTITUTIONAL DEVELOPMENT

Because of their interdependence, Evaluation Question 1 (*How are the members of the National Assembly using their new knowledge and skills gained from various ALBA interventions?*) is combined with Question 5 (*How have ALBA's interventions improved the efficiency and effectiveness of Secretariat operations?*) in the following findings.

ALBA's contributions to capacity building and institutional development at the National Assembly are primarily through the Afghanistan Parliamentary Institute (API), the Parliamentary Fellows Program, and direct technical support. These are explained in greater detail below, along with a discussion of the perceived quality of the training and support.

a. Afghanistan Parliamentary Institute

API is the principle training forum for the National Assembly. Established under APAP and formally designated an institute of higher education under Afghan law by a presidential decree dated May 23, 2011, API offers professional development, legislative, and more technical training courses. They are taught by ALBA technical staff, partner organizations, including government agencies, local trainers, and international consultants. The students are MPs, Secretariat staff, parliamentary fellows, and, recently, advisors from the State Ministry for Parliamentary Affairs (MoPA). The goal of the training is to increase the capacity of MPs and National Assembly staff to carry out their functions.

In practice, however, MPs receive very little direct training through API. Instead, they generally benefit more directly from ALBA's demand-driven presentations, briefings, and analyses provided directly to priority commissions or other parliamentary member groups. Overall, the bulk of API's training is undertaken by MJ Secretariat staff and parliamentary fellows.

Professional Development

API's professional development courses are in foreign languages, computer use, practical job-related skills, and more technical topics. The institute provides long-term training in English, French, and Arabic languages and computer applications, which are taught by API's own language and computer instructors.

Periodically, API offers short-term training courses or workshops that make up the bulk of its more substantive training. The courses offered range from two hours to five days, with most lasting two-to-three days. The 15-day training in Advanced Public Procurement, taught by the Public Procurement Unit (PPU) of the President's Office, is the notable exception.

Many courses are practical in nature, teaching subjects and skills directly related to the duties and functions of National Assembly staff, such as the following:

- Effective Filing System and Documentation

- Employee Relations and Communication Mechanisms
- Human Resource Development
- Internet Legislative Research
- Journalism Skills (News and Writing) in Parliament
- Library Management
- Parliamentary Reception and VIP Meeting Arrangements (Protocol)
- Proposal and Report Writing
- Strategic Planning

Legislative Training

Other API courses are more theoretical in nature and provide a broad basis for understanding the role of the National Assembly within the constitutional structure of the Afghan State, such as the following:

- Budget Process and Implementation
- Civic Education
- Commission Codes of Conduct/Procedure
- Good Governance
- Human Rights Training Workshop
- Integrating Gender in to National Programs
- Separation of Powers

Last, some courses are highly technical in nature and intend to introduce National Assembly staff to knowledge and skills needed to assist MPs and House commissions in carrying out their legislative and oversight functions. A subset of these courses focuses on specific laws or legal issues. Examples of such technical topics include:

- Legislative Drafting, Analysis, and Development of Legislative Policies
- Afghanistan Constitution and Other Laws Comparison
- European Mechanism and Process for the Collation of Human Rights
- International Conventions Related to Gender
- Role of Women in Conflict Resolution and Security under UN SC Res. 1325

b. Quality of API Training

According to trainee perceptions and the evaluation team's analysis, professional development courses have had a positive impact on developing the practical, work-related skills of Secretariat staff. The legislative training courses, however, appear to be less effective. The latter explains, at least partially, the need for ALBA to continue providing direct assistance with respect to priority legislation in the National Assembly.

Professional Development

API's long-term training in foreign languages and computer skills have been very well-received. In addition, Secretariat staff and parliamentary fellows reported that many of the short-term professional development and management trainings and workshops have been

very useful and practical in their daily work, particularly the Strategic Planning and Report and Proposal Writing workshops.

Legislative Training

Unfortunately, API's legislative training has been perceived as less effective than the professional development courses. In general, these courses are too short to cover the topics in sufficient depth to fully instill the knowledge and the skills being taught, much less master those skills. This is especially true for legislation development training, which is highly technical and requires a broad range of underlying knowledge. Learning a skill such as legislative drafting requires long-term training and mentoring, preferably by senior legislative staff or legislative experts. The short-term training workshops offered by API are, by their nature, insufficient to impart the knowledge and skills needed to effectively draft, analyze, and amend legislation.

MPs and their staff who were interviewed mentioned a few other reasons legislative trainings are considered less effective. Several MPs reported that their colleagues do not pay attention in seminars when the level of the training is inappropriately low, thus reducing the effectiveness of the training. The same problem arises when the topic has little connection to an MP's specific role, commission jurisdiction, and educational and/or social background. It is important to differentiate between the knowledge and skills needed as a legislator and those needed as legislative staff, and to develop separate training programs for each distinct skillset.

Some MPs also reported the perception that international experts and trainers from foreign jurisdictions enjoy a higher level of perceived competence and prestige compared with local national experts and trainers. This is also due, in part, to a strong desire among MPs and staff to learn from the experiences of other parliaments. Thus, MPs, and to a lesser extent staff, may be less likely to pay attention and make a serious effort to learn when the trainer is a local. (On the other hand, some Secretariat management and staff expressed a preference for local experts and trainers, in part because local languages can be used without often-flawed translation or interpretation.)

According to MPs and their support staff, some issues that require further consideration include the following:

- Secretariat staff lacks technical expertise in the legislative process, including analyzing, drafting, introducing, and amending legislation. Moreover, there is a lack of basic skills, such as the competent preparation of briefings for use by commissions.
- At this point in the National Assembly's development, MPs and commissions are generally more legislatively reactive than proactive. As a result, the kind of in-depth legislative drafting skills and services that would be essential for a more proactive

legislative body are only needed occasionally.⁷ Thus, the actual skills needed by parliamentary staff to assist MPs and commissions to carry out key legislative functions are achievable, even with less in-depth types of legislative training. (Of course, in-depth learning will eventually be required as the National Assembly embraces more fully its independence and functions under the Constitution.)

- The need for longer and more in-depth legislative trainings, especially for MPs, was a frequent subject of discussions in interviews. Frequently-mentioned topics included constitutional analysis of draft laws, reading international conventions and treaties, and determining new legislative obligations under international conventions and treaties.
- The hiring of training consultants should be reviewed. This is related to the engagement of experts from other parliamentary jurisdictions such as the UK or India.

Training Quality Control

In determining what courses to offer, ALBA conducted a needs assessment of the Secretariat staff and managers “to make sure that the participants applied the gained skills in their daily office work” because of a recognized lack of applicability of some trainings to the various duties and functions of National Assembly staff. Secretariat “HR [Human Resources] Directorates and Capacity-Building Unit heads of both houses came together and designed a comprehensive and robust strategic joint training plan for API.”⁸

Despite these objectives, the evaluation team found the needs assessment to be superficial and mainly focused on determining respondent’s preferred courses, times, and teaching methods. It was more a ‘wants’ assessment than a true needs assessment. There was little focus on training aimed at the core functions of various key staff positions, such as commission advisors. In addition, the assessment did not adequately take into account the respondents’ educational backgrounds or the skills required for their different positions and other significant factors affecting the relevance and effectiveness of courses.

The result has been some National Assembly staff participating in courses that seem to bear little relevance to their job titles. For example, legislative drafting and analysis courses have been attended by parliamentary human resources, public relations, and protocol staff. In spite of its well-intentioned aim, the existing course targeting and enrollment may not be the most effective model for improving the efficiency and effectiveness of the Secretariat staff.

API’s common practice when measuring the effectiveness of trainings and workshops is to compare the score of a short test administered before training with a similar (indeed, often identical) post-training test. Often the questions are subjective, making them susceptible to inconsistent scoring. Sometimes scores are tallied individually then averaged to determine

⁷ See also section, below at p. 17.

⁸ API, *Budget Process and Implementation Workshop Analytical Report*, Jan. 29, 2014, p. 2.

effectiveness, while in other instances the scores of all participants are merely added together for an overall pre- and post-training total.

Follow-up surveys or questionnaires are not used after training to determine whether participants have actually put the skills taught to practical use in their day-to-day work. The result is that there are few valid indicators to adequately measure the real-life effect of the training. More forward-looking, comprehensive, and accurate forms of measurement could be employed, such as subsequent work performance of the participants.

c. Parliamentary Fellows Program

Started by the National Democratic Institute (NDI) and continued by APAP, the Parliamentary Fellows Program is a competitive program that introduces talented young Afghan university graduates to the National Assembly. Fellows are assigned to either a Secretariat directorate or an MJ commission based on their educational backgrounds and interests. They receive a monthly stipend of \$200, an amount that the fellows interviewed reported was too low to meet ordinary living expenses. The fellowship lasts for six months, with the best-performing fellows offered the possibility of returning for an additional three months. Throughout the fellowship, fellows participate in foundational API courses as well as more specific courses relevant to their individual assignments.

The Fellows Program constitutes a potentially powerful recruitment tool for the National Assembly and provides a source of additional technical and administrative support to Secretariat directorates and to commissions. As originally intended, some of the best-qualified fellows are offered permanent positions at the end of their terms. Some fellows from previous fellowship years were recruited by the National Assembly and are now working in key positions. Those whom the evaluation team interviewed, including Secretariat management, commission chairs and members, and even some fellows themselves, however, gave mixed ratings of the utility of the Fellows Program.

In a mid-term evaluation of the Fellows Program, “98% of the supervisors wrote that the fellows are hardworking, quick learners ... and 100% said they are qualified people.”⁹ This was echoed by one such supervisor, who recognized their utility, both fellows and Secretariat, despite the institutional burdens associated with absorbing and training fellows. For example, several respondents reported that the MJ’s facilities could not even supply fellows with desks, tables, or chairs. Some fellows indicated that they were performing the same tasks as commission assistants, and believed they were even increasing the assistants’ capacity. Other respondents, however, thought that the fellows were less useful than the existing commission assistants. Overall, the Fellows Program has a positive impact on the MJ Secretariat’s efficiency and effectiveness.

⁹ ALBA, *Fellows Mid-Term Evaluation Analysis Report [of Supervisor Responses]*, Dec. 24, 2014, p. 3.

d. Direct Technical Support

In addition to API's professional development and legislative training courses, ALBA provides direct technical assistance to the National Assembly on matters concerning the development of legislation. Commission Support Units (CSUs) provide technical assistance that includes demand-driven presentations, reports, and briefings for priority legislative commissions, which are related to pending legislation. Because these interventions are dependent on immediate needs, they lack the kind of systematic approach that would provide a broad foundation for necessary legislative skills.

Short constitutional time limits for action by the WJ (30 days), and even more so for the MJ (15 days), lead to time pressures to complete the analysis or other assistance needed. Since National Assembly commission staff lack capacity and are unlikely to learn the necessary skills during the relatively short time permitted for each piece of priority legislation, ALBA's technical staff must substitute its own capacity for theirs.

This effect could be minimized by anticipating upcoming legislation already identified by the Government as priority legislation, as reflected in its annual Legislative Calendar.¹⁰ Instituting a CSU, or assisting appropriate Secretariat staff to prepare for upcoming legislation well in advance, would provide the time needed to avoid the time constraints imposed when the legislation actually reaches the National Assembly. Interventions could include training on specific laws, legal research skills, legislative analysis, amendment preparation, and many other practical activities. This would enable more effective capacity building for legislative staff, in addition to the existing demand-driven direct assistance needed for unexpected priority legislation from the Government. (But this cannot address the problem of lack of retention of trained staff.)

This capacity substitution, in practice, takes priority over and in effect detracts from the kind of capacity building that is one of ALBA's objectives. Therefore, the demand-driven model without significant additional training or mentoring or a different strategy will be largely unsuccessful in the Afghan setting, if the main objective is capacity development. In this environment, capacity substitution may be the best option available to ensure that the National Assembly can adequately carry out its constitutional legislative functions.

The ultimate effect is that immediate needs take priority over sustainability. One result appears to be the failure to consistently follow generally accepted best practices and the National Assembly's own procedural rules with respect to standing commission reports and recommendations. According to ALBA's reports of parliamentary proceedings, standing commissions do not routinely prepare and present their reports and recommendations on legislation under their consideration to the plenary. This is unfortunate because it deprives

¹⁰ The processes and procedures for instituting and drafting legislation within the Government (Executive branch) are set out in the *Regulation on Manner for Preparation and Processing Legislative Documents*, published in Official Gazette No. 1081, dated 2012/07/10 (1391/04/20); see ch. 2 (arts. 6–14) regarding the Government's legislative calendar.

citizens of transparency in legislative action and deprives future researchers (e.g., judges, lawyers, academics) of an important piece of legislative history.

e. Retention of Competent Staff

A persistent problem for ALBA and the National Assembly is the serious talent drain among high-quality staff that has benefited the most from API's training opportunities. A significant contributing factor is that the salaries to hire or retain even modestly qualified staff are inadequate. The typical discrepancy between civil service and private sector compensation is exacerbated in relation to certain skills sets, such as economic expertise, for which private businesses and the many implementers of economy-focused projects compete.¹¹ In addition, human resources practices and unclear terms of references (ToRs) for trainings within the Secretariats limit the development of job-specific trainings.

Chairs and members of commissions of both houses and heads of the MJ Secretariat indicated that the National Assembly's budget is a significant obstacle that prevents MPs and commissions from being able to hire and retain qualified advisors. Qualified candidates for advisor positions will not work for the extremely low salary offered, and those willing to accept such low salaries are not qualified. If hired and successfully trained, they are likely to leave the National Assembly for higher-paying jobs elsewhere, leaving the Parliament at the same place it started.

The result is a continuing need not only for advanced skills training, but also basic remedial skills training to address the high turnover rate. It is therefore extremely difficult to promote the sustainability of human capital among National Assembly staff. A somewhat similar analysis applies to the ALBA interventions in the areas of legislative support, representation/outreach, and institutional development.

2. LEGISLATIVE PROCESSES

How have ALBA's interventions changed the capacity of the National Assembly to draft, analyze, and amend legislation? Please account for this change.

ALBA's interventions related to strengthening the legislative processes in the National Assembly, and particularly increasing the capacity of the National Assembly to draft, analyze, and amend legislation, include API legislative training courses discussed in the previous section, Commission Support Units (CSUs) made up of ALBA staff and National Assembly commission support staff, and additional demand-driven presentations, briefings, and analyses prepared for priority commissions and legislation.

This section addresses these, as well as issues relating to the type of legislative support that is most needed and the tremendous effect of the lack of budget autonomy on parliamentary capacity, particularly with respect to hiring and retention of qualified support staff. Finally,

¹¹ This was also a persistent problem under APAP. See, for example, USAID, *APAP Evaluation Final Report*, Aug. 2012, pp. 14–15; see also, USAID, *APAP Final Technical Report*, (undated), pp. 25–27.

the section discusses the need for institutionalization of legislative drafting and analysis and describes existing resources previously developed by APAP that could be used by ALBA in its interventions.

a. Commission Support Units

ALBA uses a Commission Support Unit (CSU) model to provide legislative analysis and related assistance, including preparing amendments, to targeted commissions working on priority legislation.¹² CSUs are formed on an as-needed basis when priority legislation emerges, and consist of one ALBA advisor, two MPs, two commission staff (a technical assistant and advisor), one researcher from the Secretariat's research directorate, and sometimes ministry officials or civil society representatives.

While the ALBA advisor is meant to shepherd the commission staff through the process of legislative analysis, in practice, the ALBA advisor is far more likely to conduct the bulk of that analysis. While Secretariat commission staff is able to contribute to portions of an analytical report, such as the legislative history of the draft under consideration, they cannot prepare any substantive analysis. Currently, without ALBA's direct intervention, the legislative staff of the Secretariat cannot adequately support the full legislative functions of the National Assembly. Therefore, if one purpose of the CSUs is to increase the *sustainable capacity* of the National Assembly to draft, analyze, and amend legislation, that purpose is unlikely to be achieved without more systemic fixes that are out of ALBA's control. However, if the focus is more on ensuring that the National Assembly is able to adequately fulfill its legislative functions, then the CSUs as an intervention do so, albeit only until ALBA's conclusion.

b. Briefings, Legal Research, and Analytical Reports

ALBA's Legislative Team provides the National Assembly commissions with analytical reports on pending priority legislation. The team also does legal and background research on specific issues identified by commissions. These include bilateral security agreements between Afghanistan and other countries, the abolition of the High Office of Oversight and Anti-Corruption (HoO), and the post facto or retroactive effect of laws. ALBA's Budget Team provides similar budget-related analysis and support. Key informants agreed that the analytical reports on legislation and budget issues prepared by ALBA are well-researched and highly appreciated by MPs.

c. Demand for Legislative Support among MPs

MPs from both Houses were nearly unanimous that there are issues they might be inclined to address through member-initiated legislation, as provided under article 75 of the Constitution. MPs interviewed indicated two scenarios: when an MP expressed frustration with a particular problem faced by constituents or the legislator personally; or because of the lack of

¹² ALBA, *Year 2 Work Plan (Mar. 28, 2014 – Mar. 27, 2015)*, pp. 8–9.

governmental responsiveness to an issue of importance. When asked explicitly, ‘If you could solve the problem you just described by writing a new law to fix it, would you be interested in doing so?’, it is heartening that the majority of MPs answered yes.

It is also a sign of the MPs’ own understanding of their limited authority, however, that they did not conceive the possibility of a legislative solution without explicit suggestion. MPs indicated that even if they wanted to write such legislation, they would need more assistance than parliamentary staff is capable of providing. All of the MPs interviewed by the evaluation team said there are insufficient qualified advisors for their respective commissions to adequately conduct necessary legislative functions. Leadership and commission chairs of both Houses expressed frustration about the lack of advisors. Several were nostalgic for the previous interventions of APAP, in which each commission had an international advisor assigned to it. This was typically a member of the APAP staff who provided direct, time-sensitive, and technical advice.

The fact remains, however, that the vast majority of legislation that passes through the National Assembly and its commissions originates in the Executive branch. One consequence is that the majority of legislative work in the commissions of each House currently consists of analyzing, considering, and amending draft laws, and approving international treaties. There is very little drafting of new legislation. Legislative analysis, therefore, is one of the most essential needs of MPs and commissions and should be a major focus of ALBA’s legislative support interventions.

d. Parliamentary Budget and Staffing Independence

The National Assembly’s lack of capacity to adequately perform its legislative, oversight, and representative functions are direct results of its lack of control over its own budget. The National Assembly does not plan or, equally important, execute its budget. Currently, the Executive sets the parliamentary budget and leaves the National Assembly little say on how these funds are determined. For example, executing the budget already passed by the National Assembly requires further approval from the Ministry of Finance (MoF). The MoF has in the past denied such budget approvals on an item-by-item basis.

Executive meddling and interference prevent the National Assembly from being able to meet its hiring priorities. National Assembly commissions operate at a considerable disadvantage from both a legislative and an oversight perspective. Despite significant budget-related assistance, the National Assembly’s own budget was unanimously decried in interviews as completely inadequate to provide for the proper functioning of the legislative pillar of the State.

The Deputy Secretary of the MJ (an MP leadership position) complained about the delay in implementing the national budget, even after its approval by the National Assembly. She also mentioned the Executive has hindered even basic administrative and logistical functions of the National Assembly, diminishing its capacity to legislate effectively. President Ashraf Ghani reportedly cut the salaries of MJ advisors from a monthly salary of 18,000 AFN

(around \$300) to 13,000 AFN (Around \$220) – almost a 30-percent reduction. In addition, the Meshrano Jirga’s formal request to the President to hire 40 advisors was referred to the MoF, which then denied the request.

The unequal relationship between the Executive and Legislative branches severely hampers the ability of the National Assembly to fulfill its constitutional roles and duties – that is, reviewing bills, drafting amendments, and other such basic functions of a legislature. To address the root cause of the National Assembly’s lack of capacity, it must, as an institution, assert its independent authority over its own affairs, especially its own budget. ALBA’s interventions, particularly its budget support activities, could be utilized to move the National Assembly in this direction.

e. Institutionalizing Legislative Drafting and Analysis

Parliamentary experts regard an increase in the number of bills originated by MPs or commissions as an indicator of the increasing maturity of a legislative body. A total of six member-initiated bills were introduced in the National Assembly in the current legislative term, now in its fifth and final year. This does not represent a significant change from the previous legislative term. At this point in its development, after more than ten years of significant outside support by USAID and other organizations, parliamentary staff should be capable of producing relatively basic summaries, reports, and analyses without significant outside assistance. MPs and staff, however, continue to report that they lack the capacity, both institutionally and individually, to adequately fulfill these basic legislative functions.

Quality of Commission Support

Parliamentary commissions lack qualified advisors who can perform background research, provide legal analysis and advice, and draft amendments or legislation. The chair of the Wolesi Jirga’s Commission on International Relations said that he had requested two advisors from the Secretariat. Although each commission is entitled to advisors, none have yet been provided. He half-jokingly said that the WJ has 18 commissions and only four advisors – ALBA’s Legislative Team.

In addition, there is confusion between the roles of advisors and assistants. Assistants sometimes take on substantive, legislation-related tasks in addition to clerical duties. Ambiguity in job descriptions and perceived duties for commission ‘assistant’ and ‘advisor’ positions have created significant barriers to getting anything accomplished. Just as there is a distinction between the roles of MPs and staff, there should be a clear distinction between commission advisors and commission assistants, which should be taken into account when developing training programs and other support.

Capacity Substitution

Because of the mismatch between the demand for timely, high-quality legislative drafting advice and the ability of support units in the National Assembly to provide it, MPs expressed a desire for ALBA to provide direct technical support rather than build capacity. Several MPs

expressed a desire to have dedicated ALBA technical staff embedded as advisors within commissions to provide ongoing mentoring in areas such as legislative analysis, policy review, commission procedures, and oversight. The chair of the Meshrano Jirga's Commission on Budget and Economy complained that although ALBA's budget team is extremely helpful, they only come once a week.

f. Use of previously developed tools and manuals

APAP developed a number of high-quality manuals and tools that ALBA could use to streamline and improve Secretariat functioning.¹³ These include:

- *Committee [i.e., Commission] Procedures Manual*
- *Bill Summary Preparation Manual*
- *Legislative Process Manual*
- *Constituency Relations Manual*
- *Budgeting and Parliamentary Budget Institutions*
- *Legislative Budget Process and Oversight Handbook*

While some of the information from these publications has been synthesized into various ALBA interventions, the original tools remain highly useful, particularly the *Committee (Commission) Procedures Manual*, which sets out step-by-step instructions for commission staff and includes (standard) templates and forms.¹⁴

More generally, the use of training and reference materials that incorporate checklists, forms, templates, step-by-step instructions, and similar tools is likely to be more effective than the same training without them. Electronic versions of these tools, in addition to hard-copies, can also be put to good use by participants.

3. OVERSIGHT

How have ALBA's interventions affected the extent to which the National Assembly conducts oversight of the Government's implementation of laws and policies, including those relating to the National Budget, economic development activities, sectoral programs, and provincial spending?

ALBA provides oversight assistance to the National Assembly through: (1) National Budget and *Qatia* (year-end review) analysis, training, presentations, and commission support; (2) facilitation of public commission hearings on pending or upcoming legislation; (3) providing funding and logistical support for provincial oversight and outreach trips for National Assembly commissions and members; (4) support to the Parliamentary Anti-Corruption Caucus (PACC); (5) support for topical conferences; and (6) publication of ALBA/API's *Budget and Oversight Bulletin*.

¹³ See USAID, *APAP Final Technical Report*, (undated), p. 49.

¹⁴ See APAP, *Committee (Commission) Procedures Manual*, Feb. 2013.

a. Budget Review

In any parliament with jurisdiction over the national budget, the budget process represents a key avenue for legislative control, oversight, and representation. Moreover, empowering the National Assembly and particularly the WJ in its budgetary role will likely have a spillover effect of supporting the empowerment and independence of the Legislative branch more broadly. MPs praised ALBA's interventions relating to National Budget and *Qatia* analysis, training, and support to targeted commissions.

b. Public Hearings

MPs praised ALBA's interventions relating to public hearings on pending and upcoming legislation. Due to continued security threats, these hearings are not actually open to the public at large, but are by invitation to experts, academics, and stakeholders. Moreover, at least for the public hearing the evaluation team attended, the actual legislation was not available for review and comment, diminishing the utility of the comments made and leading to complaints from participants.

c. Parliamentary Anti-Corruption Caucus

There are a number of parliamentary groups addressing various issues or constituencies, and some provide a level of oversight on their specific subject matter. The most active and important of these is the Parliamentary Anti-Corruption Caucus (PACC). Supported by ALBA, the PACC currently consists of 22 female MPs from both Houses of the National Assembly. ALBA's support to the PACC serves the dual purposes of empowering female MPs (all members are women with university degrees) and improving governance. With ALBA's support, the PACC has engaged the Executive branch on specific issues of governmental misuse of public property and funds. The PACC has committed to following up on actions taken as a result of the caucus's previous oversight efforts and to continuing similar oversight in the future.

d. Gender Issues

The all-women membership of the PACC also benefits from interventions of ALBA's Gender Unit, which provides useful coordination, strategic planning (i.e., creation of activity plans for legislation, oversight, outreach, and capacity-building activities for each legislative session, meaning twice a year), and other assistance, particularly to the women's affairs commissions of each House. For societal, traditional, religious, and personal reasons, some male MPs do not engage with female MPs or fully accept them as colleagues.¹⁵ Due to this divide, female MPs are unable to get their messages across successfully.

Some PACC members reported that male membership in the caucus and in the women's affairs commissions would be beneficial in enabling those bodies to reach a wider audience.

¹⁵ In an APAP end-of-program survey of NA Members, "15% of the women MPs reported lack of acceptance by their male counterparts as their greatest challenge." USAID, *APAP Final Technical Report*, (undated), p. 47.

This may also be the case with the ALBA's Gender Unit, which is comprised of two women. For them to make a connection with or be taken seriously by male MPs, particularly those who refuse to engage with women, is difficult at best. Perhaps a male member is needed in the Gender Unit to explain gender-related concepts to male MPs.

e. Other Activities

ALBA's support in terms of funding and logistical support for provincial oversight and outreach trips for commissions and MPs is viewed as a particularly effective intervention. In addition, MPs praised ALBA's interventions relating to support of topical conferences, such as the recent provincial councils conference, "National Conference on Effective Representation in Local Governance."

4. OUTREACH

How have ALBA's interventions better prepared the National Assembly to conduct citizen outreach to enable people to better influence their elected representatives?

ALBA's interventions to increase National Assembly outreach include, among other things, (1) preparing a number of publications, including plenary reports and weekly legislative reports; (2) maintaining a legislative tracking matrix; and (3) streamlining the complaints process. With respect to the National Assembly's representative functions, ALBA provides support for provincial oversight/outreach trips, including public hearings and town-hall-style meetings, and various conferences.

a. Publications

ALBA prepares and prints a number of useful publications, including a *Legislative Bulletin*, a *Budget and Oversight Bulletin*, an *Anti-Corruption Policy Resource Guide*, and the *Parliamentary Oversight Manual*, among many other titles.

ALBA's publications and other informative products are distributed almost exclusively in hard-copy format (e.g., not via a website) or by unadvertised e-mail distribution lists. This greatly limits their reach, audience, and use as a tool for engagement and education of citizens, civil society, and the general public. Generally, only 500 copies are printed of each publication in Dari, Pashto, and English (total 1,500 copies).

ALBA staff attends all plenary sessions open to the public of both houses of the National Assembly and prepare a plenary report for each session (in English). ALBA's Legislative Team also prepares weekly legislative reports that include descriptions of National Assembly commission activities. Like the more formal publications, however, these reports are also distributed by unadvertised e-mail distribution lists and so suffer from a lack of general availability.

b. Legislative Tracker

The six-month gap between the end of APAP and the start of ALBA resulted in some lost ground with respect to transparency. One of APAP's key achievements was developing a publicly-available, online legislative tracking database for the National Assembly. The database was available in three languages and tracked the entire process of legislation within the National Assembly. It offered MPs, staff, and the public current legislative information that could enable them to better affect the legislative process.

Although the database was available online until around 2013, it is now lost. USAID's investment could have been maintained at little cost after the transition from APAP to ALBA. The value of such a resource transcends mere recordkeeping for the National Assembly. Public access to information, including the status and text of legislation, is an important part of transparency in the lawmaking process and enables constituents, civil society organizations, and others to participate and seek to influence policy and outcomes. The loss of the online tracker has, in all likelihood, had a significant if incalculable impact in these respects.

ALBA's efforts so far to fill this gap have consisted of creating, maintaining, and distributing a simple Microsoft Excel spreadsheet. It is distributed via e-mail on an ad hoc basis. When it was active and being maintained, the tracking website provided current and historical information and explanations of each step in the legislative process that a draft law or international treaty goes through. This allowed a user to understand the legislation in context. In contrast, the information contained in the spreadsheet is less clear and sometimes out-of-date.

c. Interaction between National Assembly and Civil Society

Civil society organizations serve as both a conduit for citizen engagement with the Parliament and an independent source of information and expertise upon which MPs can draw support. The Afghanistan Parliamentary Institute has provided trainings to enable CSOs to better interact with and support parliamentary commissions and caucuses. For example, trainings on legislative advocacy and budget processes have been provided to CSOs over the past few years. Additionally, API supported a select group of CSOs to attend a commission meeting in the Meshrano Jirga, followed by a two-day legislative advocacy training focused on strategic planning. These interventions have increased positive CSO interactions, engaging both legislators and civil society in collaborative efforts to provide and obtain information, assistance, and cooperation with government ministries and other agencies on various issues.

d. Receiving Petitions and Complaints from Constituents

Part of the representation function of the National Assembly, and of individual MPs, involves receiving petitions and complaints from citizens. Each House has a Commission on Petitions and Complaints, and each individual MP accepts and follows-up on petitions and complaints from constituents, often brought to an MP's home in person. This can sometimes take an

excessive amount of time, with some MPs attempting to follow-up on individual complaints with Government ministries and agencies personally. Without adequate staff or an efficient system to deal with them, the complaints process often takes an exorbitant amount of time from legislators' schedules and reduces their ability to carry out their other legislative functions.

ALBA is working with the National Assembly to streamline and automate the processes for dealing with petitions and complaints within the House commissions, and with the Office of the State Ministry for Parliamentary Affairs (MoPA) to streamline the process of dealing with petitions and complaints MPs receive from constituents.

IV. CONCLUSIONS

The demand-driven model implemented by ALBA develops capacity through professional development training. On the legislative capacity-development side of the model, the transition from *capacity substitution* (e.g., the provision of direct technical assistance by ALBA staff to National Assembly) to *capacity transfer* may be an unrealistic goal without addressing systemic issues, such as budget autonomy. There are important reasons beyond ALBA's control for the National Assembly's slow pace in developing legislative drafting and amendment skills. These include a disproportionately influential Executive branch, a lack of budget independence, problems with retaining previously-trained staff, and constitutional time limits on the passing of legislation.

Despite ALBA's direct interventions, the MPs interviewed by the evaluation team believe the legislative technical support provided to them continues to be inadequate. This is understandable, given the daunting systemic challenges under which the National Assembly operates.

The six-month interruption of support during the transition between APAP and ALBA resulted in a loss of previous gains made in all components of the program. With respect to legislative drafting, the practice of writing standing commission reports is no longer done routinely, according to ALBA's reports of plenary proceedings. In the areas of outreach, key achievements such as a publicly available legislative-tracking website, have been lost.

All of the above points to a potential lack of sustainability. In the core program area of direct, technical, legislative support, ALBA could start the transition from capacity substitution to capacity transfer. A key part of this transfer is an enhanced role for the Afghanistan Parliamentary Institute. A strengthened API, for example, could have provided the continuity required during the APAP-ALBA interregnum. An enhanced API can also mitigate the systemic 'brain-drain' challenge. Instead of a USAID project, API could continue to offer direct legislative support to the National Assembly and will persist beyond the life on any particular donor program. A stronger API, able to deliver expert legislative support, could also enhance its stature among MPs, thus affording more credibility to its training among legislators.

V. RECOMMENDATIONS

1. STRENGTHENING THE AFGHANISTAN PARLIAMENTARY INSTITUTE

- Develop a plan to determine the feasibility of increasing API's capacity to provide direct legislative technical support to the National Assembly. (API should be the natural, long-term source of capacity support for MPs and staff. This could provide a means of sustainability for the direct technical support currently provided by ALBA.)

a. Legislative Training

- Use the Government's annual Legislative Calendar to develop a plan to provide training and assistance to relevant Secretariat staff with respect to upcoming priority legislation.¹⁶ Conduct the training and assistance well before the Government intends to submit the legislation to the National Assembly. This will enable more effective capacity building for legislative staff.
- Through API, expand formal training seminars for MPs on topics relevant to their specific roles.¹⁷ These should target MPs who are motivated to learn and apply the knowledge and skills taught.
- Increase the length and depth of legislative trainings and ensure that trainings are practical, functional, and job-specific. A legislative course should last from several days to several weeks and be taught by a professional legislative drafting expert.
- If sufficiently experienced personnel are not available within API, use outside experts from other parliamentary jurisdictions, on an as-needed basis, to train both MPs and API staff.
- Use existing tools created and previously implemented by ALBA's predecessor APAP, such as the *Committee (Commission) Procedures Manual* and others.¹⁸ Institutionalize their use by developing electronic versions of related templates, forms, and checklists, and train parliamentary staff to use the tools as part of a standardized workflow process.

¹⁶ Interventions could include training on specific laws, legal research skills, legislative analysis, amendment preparation, and many other practical activities.

¹⁷ Suggested topics for short seminars include: (1) requesting legal research assistance, (2) reading draft laws and amendments, (3) how to chair a committee hearing, (4) how to question a committee witness, (5) authority of the National Assembly (or Meshrano or Wolesi Jirga), (6) constitutional limitations on Executive powers, and (7) preparing drafting instructions for new legislation.

Suggested resource: Seidman, Ann, Robert B. Seidman, and Nalin Abeysekere, *Assessing Legislation: A Manual for Legislators*, Boston University School of Law (2002), http://www.legislativeconsulting.com/resources/manuals/Seidman_AssessingLegislation.pdf. Accessed May 2015.

¹⁸ Other such tools include the *Legislative Process Manual*, *Bill Summary Preparation Manual*, *Constituency Relations Manual*, *Budgeting and Parliamentary Budget Institutions*, and the *Legislative Budget Process and Oversight Handbook*.

- Training for MPs should emphasize areas that specifically address their roles as MPs, distinct from training for staff.

b. Parliamentary Fellows Program

- Extend the fellowship duration from six months to nine months, or preferably one year.¹⁹ Correspondingly, expand the fellowship curriculum to provide more depth of learning and experience for fellows.
- Provide fellows the opportunity (optionally) to rotate among different directorates and commissions for a broader exposure to parliamentary support functions.
- Administer an examination, evaluation, or assessment at the completion of the fellowship to determine progress and potentially select the very best fellows to be offered permanent employment within the Secretariats (within applicable rules, procedures, and budgets) and after close consultation with the relevant Secretariat.

c. Strengthening the Capacity of Secretariats

- Assess the various roles within each Secretariat so that API can offer training courses designed to address the duties and functions of the trainee's position.
- Ensure that written (or electronic) training materials accompany courses, so that trainees may use them later for reference. Such materials should be stored in an electronic library for future access.
- Monitoring and evaluation of training effectiveness should, in part, include periodic surveys of MPs and relevant commissions, if applicable, that interact with and use these staff services.
- Each employee should receive periodic performance evaluations from either ALBA or the appropriate Secretariat. These should measure job-based skills coupled with retention of course-based content. This will encourage trainees to review past courses from the (anticipated) electronic library or other repositories of information.
- Work closely with the Secretariat to develop clear job descriptions, including specific duties and functions, for staff positions, with an initial emphasis on commission support staff.
- Assist the Secretariats in providing written training/reference manuals for each type of position that provides essential support for the plenary, commissions, and members.

¹⁹ Note that this should have no effect on the annualized costs of the program, since 45 fellows at a time for 1 year should cost essentially the same amount as 45 fellows at a time for 6 months twice a year.

- Assist in the development of a standard orientation and training program for all new parliamentary staff.
- If resources are available to do so, provide essential office equipment and updated technology to replace the aging equipment previously given to Secretariat offices and personnel.

2. DIRECT TECHNICAL SUPPORT TO THE NATIONAL ASSEMBLY

a. Oversight

- Expand and build on the Gender Unit's strategic planning activities, specifically the creation each legislative session (i.e., twice a year) of systematic plans for legislation, oversight, outreach, and capacity-building activities. Other ALBA teams (particularly the Legislative Team and the Budget and Oversight Team) should use this model with additional National Assembly commissions to ensure the establishment and follow-through of systematic oversight plans.
- Utilize budget oversight activities as opportunities to introduce and strengthen the National Assembly's understanding of its authority and ability (including specific tactics or strategies) successfully to assert itself with respect to budget planning and execution.
- Continue and increase support for the Parliamentary Anti-Corruption Caucus activities, and provide or facilitate additional training on anti-corruption practices that include specific approaches to, and mechanisms for, combatting corruption.

b. Outreach

- Establish a website for ALBA to use as a platform for dissemination of ALBA/API publications and analytical products, such as analyses of past and pending legislation and numerous topically relevant publications, to a wider audience. This may be a least temporary solution until the Meshrano Jirga / National Assembly website is updated.
- Continue and expand support for additional National Assembly commissions to engage in public hearings on upcoming and pending legislation.
- Consider the addition of a male staff member to ALBA's Gender Unit to raise perceived credibility among a wider audience and to promote greater awareness of gender issues among male MPs.
- Continue efforts to streamline and centralize the process within commissions for handling petitions and complaints to reduce the burden on both commissions and on MPs who personally receive complaints from their constituents. Consider seeking the support of MoPA's parliamentary liaison units within the ministries

to convey petitions and complaints directly to the relevant governmental agency to accelerate their resolution.

3. INSTITUTIONAL DEVELOPMENT

- Increase the amount, duration, and depth of support to Secretariat offices that provide legislative research, analysis, and drafting. Use external experts until API is sufficiently strengthened.
- Increase the amount, duration, and depth of support to Secretariat offices that provide legislative research, analysis, and drafting.
- Develop the capacity of Secretariat directorates that support the research, analysis, drafting, and amendment of legislation to carry out the equivalent functions of a Legislative Counsel's Office, with a trained cadre of legal advisors who can both analyze and draft legislation and interpret and explain legal issues to MPs. Ensure that MPs know about the services that are provided by these offices.

ACKNOWLEDGEMENT

ANNEX I: STATEMENT OF WORK

OFFICE OF DEMOCRACY AND GOVERNANCE & OFFICE OF PROGRAM AND PROJECT DEVELOPMENT (OPPD) STATEMENT OF WORK

Mid-Term Evaluation of Assistance to the Legislative Bodies of Afghanistan (ALBA)

I. PROGRAM INFORMATION

[For one implementing partner]

Program/Project Name:	Assistance to the Legislative Bodies of Afghanistan (ALBA)
Contractor:	DAI
Contract #:	AID-OAA-I-12-00003/AID-306-TO-13-00004
Total Estimated Cost:	\$23,455,326
Life of Program/Project:	March 2013 – March 2017
Active Provinces:	Kabul Province
Mission Development Objective (DO):	DO1: <i>“Improved performance and accountability of governance.”</i>
Linkage to Standard Program Structure (SPS):	IR 1.3.5: <i>“Institutional capacity and oversight capacity of elected bodies at all levels strengthened”</i>
Required?	Required – large project
Public or Internal:	Public

II. INTRODUCTION

The ALBA activity is USAID’s foremost engagement with the Parliament of Afghanistan. Its goal is to improve the performance of the National Assembly of Afghanistan so it can operate as an independent and effective legislative, representative, and oversight body. This goal is not only in line with one of USAID’s highest goals for the country (USAID DO1: Improved Performance and Accountability of Governance), but the US Embassy’s as well.

III. BACKGROUND

The bicameral Afghan National Assembly has made significant strides since the 2005 elections, emerging with a new political and legal structure with critical support from USAID. USAID’s first program with the Parliament, Afghanistan Parliamentary Assistance Program (APAP), provided expert support and training activities, and was instrumental in establishing a working legislature and in jump-starting a process of institutional development. Notably, USAID supported Parliament’s role in the budget process through macro-level budget analysis and financial overviews. With the help of APAP, many of the commissions are active and have begun to fulfill their oversight role by calling ministry officials to meetings and engaging on key issues. USAID’s support helped to keep the Wolesi Jirga (WJ) operational during the 2010 post-election crisis.

ALBA continues and expands the work of APAP, with many of the same staff. Serious challenges remain, especially in light of the security and political transition beginning in 2014, before Afghanistan becomes a more democratic and stable state. Underlying traditional/cultural norms and economic constraints encourage political reliance on narrow patronage networks, inhibit women's full political participation, and lead to nepotistic hiring practices in both ministries and Parliament. The Executive branch is overly powerful and lacks transparency. Parliament performance has improved over the years, but the institution has not yet lived up to its full constitutional mandate to hold the Government to account.

Both Houses of Parliament – the WJ and the Upper House, the Meshrano Jirga (MJ) – need to improve their performance in key areas. The commissions in both Houses need to step up their capacity and performance not only to carefully review and analyze proposed laws, but also to garner public input for important policy reforms. While members of both Houses need the incentives, skills, and capacity to respond to constituent needs – especially in the face of 2015 or 2016 elections – the MJ requires positive and more consistent linkages to decision-makers at provincial and local levels. Finally, the two Houses of Parliament must work together in a more coherent and timely fashion; the quality of the GIRoA's forthcoming priority legislation will have a long-term impact on Afghanistan's political future.

Theory of Change: Successful transition in Afghanistan will require sustainable governance institutions. Continued support for the development of a strong legislative branch will enable Parliament to fulfill its constitutionally-assigned role and serve as an effective check on and balance to the Executive.

Development Hypothesis: If the Afghan Parliament can increase its legislative, oversight, outreach, and institutional capacities, especially within the commissions, then it will emerge as a sustainable and representative governance institution able to represent Afghan citizens' concerns, serve as check on and balance to the Executive power, and be a forum where critical socio-economic policy is discussed, shaped, and debated.

IV. PROGRAM GOALS AND OBJECTIVES

USAID designed ALBA to prepare both Houses of Parliament for greater self-reliance. ALBA builds on the foundation of USAID's previous and current programs while expanding support to the MJ. More specifically, ALBA's objectives are:

1. Strengthen legislative processes
2. Improved oversight.
3. Increase outreach
4. Increase institutional development

Strategy Alignment

Since the ALBA activity's design and implementation, USAID/Afghanistan evaluated and reformed its assistance and development strategy. Below is a description of how ALBA aligns with both USAID/Afghanistan's former and current strategy.

Former Strategy Alignment

ALBA supports Assistance Objective 1: Improved performance and accountability of governance. Five intermediate results (IR) comprise this AO; ALBA supports the third IR: 1.3 Strengthened governance and service delivery at national and sub-national levels. ALBA directly supports sub IR 1.3.5: Institutional capacity and oversight capacity of elected bodies at all levels strengthened.

Current “Transformation” Strategy Alignment

ALBA supports Development Objective 3: Performance and legitimacy of GIROA improved. ALBA directly supports Intermediate Result 3.2: Governance at the national and subnational level strengthened. Listed below are the sub-intermediate results to which the activity also contributes:

- 3.2.2: Policies and procedures improved
- 3.2.3: Transparency and accountability mechanisms strengthened
- 2.1.6: Subnational government’s engagement with the population improved

Strengthening the capacity of Parliament and political parties is a high priority for and an integral part of US assistance work in Afghanistan. The Afghanistan and Pakistan Regional Stabilization Strategy reflects the urgency that US policy attaches to building on the democracy and governance gains made since 2002. Improved public confidence in the Government of Afghanistan requires improved service delivery, greater accountability, and more protection from predatory practices.

The USG has identified continuing development support to the National Assembly of Afghanistan as a policy priority as detailed in the Embassy’s Parliamentary Engagement Plan (January 31, 2011). Supporting institutional checks and balances is a core principle of the USG governance strategy and is a high priority foreign policy objective. In addition, USAID’s Guidance on Sustainability has identified “assisting the Afghan people to build more capable, inclusive, and pluralistic governance and society” as a priority, and strengthening Parliament is vital to achieving this objective. The USG is the only donor currently supporting Afghanistan’s Parliament on a consistent basis.

V. PURPOSE OF THIS EVALUATION

The purpose of this evaluation is to study and document the successes and weaknesses of the ALBA project, and to develop recommendations to continue the USG’s support to the National Assembly of Afghanistan. The evaluation will cover the full length of the program to date.

USAID/Afghanistan’s Office of Democracy and Governance will use the evaluation’s conclusions and recommendations to inform the implementation of the final years of the activity. Shared lessons will also benefit the larger USAID/Afghanistan mission, other donors working with or through the National Assembly of Afghanistan, and importantly, the National Assembly itself, including both Secretariat staff and the MPs themselves.

This evaluation should:

1. Evaluate the design, approach, implementation, and effectiveness of USAID's support for the National Assembly of Afghanistan through ALBA; the discussion should include the project's effectiveness in achieving the expected results; identification of strengths and weaknesses; and an assessment of the capacity gained by parliamentary institutions since the inception of the project.
2. Distill lessons learned on program design and implementation to guide and enhance the second half of the project.
3. Identify any corrective actions necessary to improve ALBA activities over the final years of the performance period.
4. Specifically examine each ALBA's interventions in the following areas:
 - (a) Training
 - (b) Committee support
 - (c) Legislative support
 - (d) Budget support
 - (e) Oversight of the government
 - (f) Outreach to provinces and civil society

VI. EVALUATION QUESTIONS

1. **Capacity Building:** How are National Assembly Members and Secretariat staff using their new knowledge and skills gained from various ALBA interventions? Disaggregate for men and women.
2. **Legislative Processes:** How have ALBA's interventions changed the capacity of the National Assembly to draft, analyze, and amend legislation? Please account for this change.
3. **Oversight:** How have ALBA's interventions affected the extent to which the National Assembly conducts oversight of government implementation of laws and policies, including those relating to the national budget, economic development activities, sectoral programs, and provincial spending?
4. **Outreach:** How have ALBA's interventions better prepared the National Assembly to conduct citizen outreach to enable them to better influence their elected representatives?
5. **Institutional Development:** How have ALBA's interventions improved the efficiency and effectiveness of Secretariat operations?

VII. METHODOLOGY

The evaluation team will be responsible for developing an evaluation strategy and methodologies that include a mix of qualitative and quantitative data collection and analysis approaches. The methodology will be presented as part of the draft work plan, as outlined in the deliverables below, and included in the final report. The evaluation team will have available for their analysis a variety of program implementation documents and reports. Methodology strengths and weaknesses should be identified as well as measures taken to

address those weaknesses. All data collected and presented in the evaluation report must be disaggregated by sex and geography.

The suggested methodology should include, but is not limited to:

- (a) Key interviews with USAID/Afghanistan’s ODG staff and other relevant USAID/Afghanistan staff
- (b) Interviews and/or focus groups with Members of Parliament and General Secretariat staff
- (c) Interviews and/or focus groups with civil society organizations that interact with Parliament
- (d) Interviews with the implementing partner (IP) staff in Kabul
- (e) Consultations with other donors
- (f) Media/literature review

Table: Illustrative Methodology

Questions	Suggested Data Sources	Suggested Data Collection Methods	Data Analysis Methods
1. How are MPs and Secretariat staff using the new skills/knowledge they gained from various ALBA project interventions?	<ul style="list-style-type: none"> • IP staff • MPs and Secretariat staff 	<ul style="list-style-type: none"> • Interviews with MPs and Secretariat staff • Interviews with activity staff 	Compare results of the same questions (disaggregated by sex)
2. How has the capacity of MPs to draft, analyze, and amend legislation changed because of ALBA’s interventions?	<ul style="list-style-type: none"> • Drafts of old & new legislation • Activity technical staff • MPs 	<ul style="list-style-type: none"> • Literature and legislation review • Interviews with technical staff 	Compare the pieces of legislation based on accepted standards/criteria; assess results in context of interview data
3. How have ALBA’s interventions improved the effectiveness and efficiency of the General Secretariat’s operations?	<ul style="list-style-type: none"> • Technical staff • Project documents • General Secretariat staff • Relevant documents on Secretariat operations 	<ul style="list-style-type: none"> • Literature Review • Interviews with General Secretariat staff • Interviews with technical staff 	Compare operations past and present and assess contribution of ALBA’s interventions to this change based on interview and project data

Questions	Suggested Data Sources	Suggested Data Collection Methods	Data Analysis Methods
4. To what extent has Parliament ensured effective and efficient implementation of policies regarding the national budget, economic development activities, sectoral programs, and provincial spending?	<ul style="list-style-type: none"> • Activity technical staff • MPs • Relevant policies, statements and reports related to the National Budget, economic development activities, sectoral programs, and provincial spending 	<ul style="list-style-type: none"> • Literature review • Interviews with technical staff • Interviews with MPs 	Compare policies with implementation as per review of all available literature; assess results in context of interview data
5. How did ALBA interventions better prepare Parliament to conduct outreach to citizens so that citizens could better influence their elected representatives?	<ul style="list-style-type: none"> • MPs • Activity technical staff • Civil society organizations 	<ul style="list-style-type: none"> • Interviews with MPs • Interviews with technical staff • Interviews or focus groups with staff from civil society organizations 	Compare results from interviews

VIII. EXISTING PERFORMANCE INFORMATION SOURCES

The consultants will review the following documents:

- Program descriptions and modifications
- Work plan
- Quarterly reports
- Annual reports
- Current activity Performance Management Plan and other M&E documents, and note any pending changes
- Project performance data
- Project-generated assessments

IX. DELIVERABLES AND REPORTING REQUIREMENTS

- In-Briefing:** Within 24 hours of arrival in Kabul, the Evaluation Team, will have an in-brief meeting with the OPPD M&E unit and the ODG Elections and Political Processes team for introductions and to discuss the team's understanding of the assignment, initial assumptions, evaluation questions, methodology, and initial work plan; and/or to adjust the SOW, if necessary.

Evaluation Work Plan: Within three calendar days following the in-brief, the Evaluation Team Leader shall provide a detailed initial work plan to OPPD's M&E unit

and the Elections Team and a revised work plan two days after receiving consolidated comments from the SUPPORT-II COR. USAID will share the initial work plan with DAI, allowing two full business days for comment, and revise accordingly.

The initial work plan will include:

- (a) the overall evaluation design, including the proposed methodology, data collection and analysis plan, and data collection instruments;
 - (b) a list of the team members indicating their primary contact details while in-country, including the e-mail address and mobile phone number for the team leader; and
 - (c) the team's proposed schedule for the evaluation. The revised work plan shall include the list of potential interviewees and sites to be visited.
6. **Mid-Term Briefing and Interim Meetings:** Hold a mid-term briefing with USAID on the status of the assessment, including potential challenges and emerging opportunities. The team will also provide DAI with periodic briefings and feedback on the team's findings. Additionally, a weekly 30-minute phone call with OPPD's M&E unit and the DG office, Elections and Political Processes team will provide updates on field progress and any problems encountered.
 7. **PowerPoint and Final Exit Presentation:** Hold a final exit presentation to discuss summary of findings and recommendations to USAID. This presentation will be scheduled as agreed upon during the in-briefing, and five days prior to the evaluation team's departure from Kabul.
 8. **Draft Evaluation Report:** Shall be consistent with the guidance provided in Section XIII below. Length of the report: not to exceed 25 pages, exclusive of Annexes in English, using Times New Roman 12 point font, 1.15 line spacing, consistent with USAID branding policy. The report will address each of the issues and questions identified in the SOW and any other factors the team considers to have a bearing on the objectives of the evaluation. Any such factors can be included in the report only after consultation with USAID. *The draft evaluation report, per the format below, will be submitted by the Team Leader to OPPD's M&E unit within 24 hours after the exit briefing for review and comments by USAID. USAID's M&E unit and DG office will have ten calendar days in which to review and comment and OPPD's M&E unit shall submit consolidated comments to the Team Leader.*
 9. **Final Evaluation Report:** The final report will incorporate final comments provided by OPPD and ODG Elections and Political Processes team. USAID comments are due within ten days after the receipt of the initial final draft. The final report should be submitted to OPPD within three days of receipt of comments by the Team Leader. All project data and records will be submitted in full and shall be in electronic form in easily readable format; organized and documented for use by those not fully familiar with the project or evaluation; and owned by USAID.
 10. **One-Page Briefer:** Following approval of the final report, a one page-briefer on key qualitative and quantitative findings is included in the evaluation's scope—to be given to DAI so that he/she has the opportunity to review evaluation findings and share them as

needed. Each briefer shall be translated in Dari and/or Pashto. Each briefer will be reviewed by OPPD and ODG prior to distribution.

X. EVALUATION TEAM COMPOSITION

The Evaluation Team shall include evaluation and technical specialists with relevant experience, particularly in parliamentary support, legislative systems strengthening, and constituent outreach and engagement, if possible in Afghanistan or a conflict/post-conflict country. The team shall include two independent international and one high-level Afghan expert with strong interpersonal and writing skills and cultural awareness. Final selection of the members of the Evaluation Team is subject to agreement by the SUPPORT-II COR and CO and Checchi's SUPPORT-II management team.

Evaluation Team Leader (Expat): The Team Leader (TL) shall possess strong leadership, and report writing skills and be an evaluation expert with at least seven years of program evaluation experience. Preferably, the TL will have experience with USAID-funded political process strengthening programs. The TL shall possess at least a Master's degree, PhD preferred, in public administration reform, government capacity building, international development, or a related discipline. The TL should be able to write standard, accurate, and concise reports in English. Afghanistan or regional country experience is preferred.

Evaluation Specialist (Expat): The Evaluation Specialist shall possess at least a Master's degree, preferably from law and/or political science faculty and have at least ten years of applied evaluation experience, including data collection and analysis. Experience in working with government officials, assessing government data, and knowledge of participatory appraisal methodologies (sampling and survey methods – e.g., interpersonal interviews and focus group discussions) is required. Afghanistan or regional country experience and proficiency in English are required.

Legislative Institutions Specialist (Afghan): The Legislative Institutions Specialist shall possess at least a Master's degree in political science, national government, or a related field. The specialist shall have at least five years of experience with or as part of legislative institutions, or a similar field. Afghanistan or regional country experience and proficiency in English and Dari/Pashto are required.

A statement of potential bias or conflict of interest (or lack thereof) is required of each team member.

XI. EVALUATION SCHEDULE

The estimated time period for undertaking this Evaluation is 44 days level of effort (LOE), of which at least 36 days should be spent in Afghanistan by the Team Lead. The expat team members should be in Kabul no later than April 2015.

The evaluation team is authorized to work six days a week. The team is expected to conduct interviews with relevant stakeholders in Kabul where program activities are being implemented.

Illustrative LOE in days by activity:

Activity	Expat Team Lead	Expat Eval. Specialist	Afghan PA Specialist	Total Days
Document review, begin preparation on work plan, draft questions, data analysis plan, suggested list of interviewees	2	2	2	6
Travel to and from Afghanistan	4	4		8
In-briefing with USAID	1	1	1	3
Draft work plan	2	2	2	6
Kabul based interviews	24	24	26	74
Mid-point briefing	1	1	1	3
Data analysis, preliminary report and presentation to USAID and IARCSC	6	6	6	18
Draft final report and debrief to USAID	3	3	3	9
Final report	2	2	2	6
Capacity	2	2		4
TOTAL	47	47	43	137

Illustrative LOE in days by position:

Position	Remote Prep	Travel to/from Kabul	In-Country	Finalization of Report	Total
Expat Team Leader	2	4	39	2	47
Expat Evaluation Specialist	2	4	39	2	47
Afghan Specialist			43		43
TOTAL	4	8	121	4	137

XII. MANAGEMENT

Checchi/SUPPORT-II will identify and hire the evaluation team, pending the COR’s concurrence and CO approval, assist in facilitating the work plan, and arrange meetings with key stakeholders identified prior to the initiation of the fieldwork. The evaluation team will organize other meetings as identified during the course of the evaluation, in consultation with Checchi/SUPPORT-II and USAID/Afghanistan. Checchi/SUPPORT-II is responsible for all logistical support required for the evaluation team, including arranging accommodation, security, office space, computers, Internet access, printing, communication, and transportation.

The evaluation team will officially report to Checchi/SUPPORT-II management. Checchi/SUPPORT-II is responsible for all direct coordination with USAID/Afghanistan/OPPD, through the SUPPORT-II COR, Daryl Martyris

(dmartyris@state.gov). From a technical management perspective, the evaluation team will work closely with:

- Jayce Newton, COR for ALBA, jnewton@state.gov
- Dawn Carmin, Alternate COR for ALBA, dcarmin@state.gov
- Kevin Dean, Elections and Political Processes Team Lead, kdean@state.gov
- Beth Wager, Monitoring & Evaluation Officer for Democracy and Governance, ewager@state.gov

In order to maintain objectivity, OPPD's Monitoring and Evaluation Unit will make all final decisions about the evaluation.

XIII. FINAL REPORT FORMAT

The evaluation report will be structured as follows:

1. Title Page
2. Table of Contents
3. List of any acronyms, tables, or charts (if needed)
4. Acknowledgements or Preface (optional)
5. Executive Summary (3-5 pages)
6. Introduction:
 - (a) A description of the project evaluated, including goal and expected results
 - (b) Brief statement on purpose of the evaluation, including a list of the main evaluation questions
 - (c) Brief statement on the methods used in the evaluation (e.g., desk/document review, interviews, site visits, surveys, etc.)
7. Findings: This section should describe findings, based on well-supported evidence focusing on each of the evaluation questions.
8. Conclusions: This section should include value statements drawn from the data gathered during the evaluation process, well-supported by evidence.
9. Recommendations: This section should include actionable statements for existing programming and recommendations for the design and performance of future programming. It should also include recommended future objectives and types of activities based on lessons learned.
10. Annexes:
 - (a) Scope of Work
 - (b) Places visited (list of entities and people interviewed)
 - (c) Methodology description
 - (d) Copies of all survey instruments and questionnaires
 - (e) List of critical and key documents reviewed
 - (f) Meeting notes of all key interviews
 - (g) Statement of differences

XIV. REPORTING GUIDELINES

- The evaluation report should represent a thoughtful, well-researched, and well-organized effort to objectively evaluate the validity of the project's development hypothesis and the effectiveness of the project.
- Evaluation report shall address all evaluation questions included in the statement of work.
- The evaluation report will be written in highly professional English, free of grammatical and typographical error, excessive jargon, and professional formatting.
- The evaluation report should include the statement of work as an annex. Any modifications to the statement of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology, or timeline need to be agreed upon in writing by the SUPPORT-II COR.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an annex in the final report.
- Evaluation findings will assess how results affected men and women.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, well-supported by evidence, and data; not based on anecdotes, hearsay, or the compilation of people's opinions. Findings should be specific, concise, and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

WORKPLAN

MID-TERM EVALUATION

OF

**ASSISTANCE TO LEGISLATIVE BODIES OF
AFGHANISTAN (ALBA)**

Submitted on:

April 27, 2015

Evaluation Team:

Stephen H Mackenzie, Team Leader

Mark G Hamilton, Evaluation Specialist

Ahmad Farid Sultani, Legislative Institutions Specialist

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ACKU

1. PURPOSE OF EVALUATION

The purpose of this evaluation is to study and document the successes and areas for improvement of the Assistance to Legislative Bodies of Afghanistan (ALBA) project, and to develop recommendations for continued assistance to the National Assembly of Afghanistan. The evaluation will cover the full-length of the program to date.²⁰

USAID/Afghanistan's Office of Democracy and Governance will use the evaluation's conclusions and recommendations to support the implementation of the remaining years' activities. Shared lessons learned will also benefit the larger USAID/Afghanistan mission; other donors working with or through the National Assembly of Afghanistan; and, most importantly, the National Assembly itself, including both Secretariat staff and the National Assembly members.

This evaluation will undertake the following:

1. Evaluate the design, approach, implementation, and effectiveness of ALBA's interventions and USAID's support for the National Assembly of Afghanistan through ALBA. The discussion will include:
 - a) the project's effectiveness in achieving the intended results;
 - b) identification of programmatic strengths and weaknesses; and
 - c) an assessment of the capacity gained by parliamentary institutions since the inception of the project.
2. Distill lessons learned on program design and implementation to guide and enhance, both within the Afghan context in general and the confines of the existing contract, the second half of the project.
3. Identify corrective actions, within both the Afghan context and the confines of the existing contract, to improve ALBA activities over the final years of the performance period.
4. Specifically examine ALBA's support in each of the following areas:
 - (a) Training
 - (b) Committee (commission) support
 - (c) Legislative support.
 - (d) Budget support
 - (e) Legislative oversight of other branches of government
 - (f) Outreach to provinces and civil society

²⁰ APAP, the predecessor to ALBA, concluded in October 2012. ALBA commenced in March 2013. The break between programs hampered the notion of continuity, and put ALBA at disadvantage in this regard.

2. METHODOLOGY

The evaluation strategy and methodology will include a mix of qualitative and quantitative data collection and analysis approaches, with an emphasis on a qualitative approach. The evaluation team will use for its analysis a variety of program implementation documents, reports, and interviews with ALBA’s stakeholders, partners, and beneficiaries. The evaluation methodology will be reassessed continually and adjusted as needed throughout the evaluation process. All data collected and presented in the evaluation report will be disaggregated by gender.

The qualitative and quantitative data collected for analysis will include the following:

- (1) Program descriptions and modifications
- (2) Program impacts
- (3) Work plans, quarterly reports, and annual reports
- (4) Current activity Performance Management Plan and other M&E documents (noting any pending changes)
- (5) Project performance data
- (6) Project-generated assessments
- (7) Perceived capacity development

The methodology will include the following:

- (1) Desk review of project documentation
- (2) Desk review of, and discussions with, ALBA management concerning ALBA published reports, bulletins, and other similar materials
- (3) Desk review of legislation drafted by the National Assembly with ALBA assistance
- (4) Interviews with USAID/Afghanistan’s ODG staff and other relevant USAID/Afghanistan personnel
- (5) Interviews with National Assembly members and Secretariat staff
- (6) Focus-group discussions with legislative committees, caucuses, and support staff (including budget and legal/research offices)
- (7) Interviews and/or focus groups with partner civil society organizations
- (8) Interviews with other implementing partner (IP) staff in Kabul
- (9) Consultations with other donors
- (10) Media review relevant to the National Assembly, including interviews with relevant Kabul-based journalists

The general review methods for various data, along with the sources of the data, are shown in the following table:

Method	Data	Sources
Document Review	<ul style="list-style-type: none"> • Project contract and modifications • Project annual workplans • Project quarterly and annual reports • Project organizational structure 	<ul style="list-style-type: none"> • USAID • ALBA

Method	Data	Sources
	<ul style="list-style-type: none"> • Project training and other materials and products • Project M&E data and materials • Any project MOUs with National Assembly or related entities • Other project documentation prepared to date 	
Literature and Legislation Review	<ul style="list-style-type: none"> • Published laws • Pending bills, disaggregated by point of introduction • Records of the National Assembly chambers and their committees • Relevant qualitative and quantitative research 	<ul style="list-style-type: none"> • Government • Nat'l Assembly • Donors, NGOs, journals, research bodies
Interviews and Focus Groups	<ul style="list-style-type: none"> • Questionnaire and interview responses • Other comments 	<ul style="list-style-type: none"> • Project technical staff • Nat'l Assembly Members • Secretariat staff • Implementing partner staff • Journalists

The information derived from the above sources will provide the following information for analysis:

- Examples of standard practices
- Lessons learned from previous efforts and resulting recommendations and subsequent implementations
- Opportunities and strengths to further build upon. (i.e., how ALBA can help the National Assembly fulfill its constitutionally-mandated duties, including constituent outreach and oversight of the executive branch of GIROA).

The data sources, collection methods, and analysis methods, as they relate to the evaluation questions, are shown in the following table:

Evaluation Design Matrix

Question Topics	Data Sources	Data Collection Methods	Data Analysis Methods
Capacity Building	<ul style="list-style-type: none"> • ALBA training materials • Nat'l Assembly Members • Secretariat staff • Activity technical staff • Implementing partner staff 	<ul style="list-style-type: none"> • Literature review • Interviews 	<ul style="list-style-type: none"> • Compare results of the same questions (disaggregated by gender)

Question Topics	Data Sources	Data Collection Methods	Data Analysis Methods
Legislative Processes	<ul style="list-style-type: none"> • Legislation originating in the National Assembly before and after ALBA intervention • ALBA training materials • Nat'l Assembly Members • Secretariat staff • Activity technical staff 	<ul style="list-style-type: none"> • Literature and legislation review • Interviews • Focus-group discussion with Legal / Research Department 	<ul style="list-style-type: none"> • Analyze legislation originating in the National Assembly based on accepted standards and criteria, and compare with legislation originating from the Executive branch • Assess results in context of interview data
Oversight	<ul style="list-style-type: none"> • Nat'l Assembly Members • Activity technical staff • Notes, transcripts, and documents related to oversight hearings held • Relevant policies, statements, and reports (incl. those related to National Budget, economic development activities, sectoral programs, and provincial spending) 	<ul style="list-style-type: none"> • Interviews • Literature review 	<ul style="list-style-type: none"> • Review notes and transcripts for oversight hearings • Compare policies with implementation according to a review of all available literature • Assess results in context of interview data
Outreach	<ul style="list-style-type: none"> • Nat'l Assembly Members • Activity technical staff • Civil society organizations 	<ul style="list-style-type: none"> • Interviews • Interviews or focus group discussions with staff from civil society organizations 	<ul style="list-style-type: none"> • Compare results from interviews
Institutional Development	<ul style="list-style-type: none"> • Project documents • Activity technical staff • Secretariat staff • Relevant documents on Secretariat operations 	<ul style="list-style-type: none"> • Literature review • Interviews 	<ul style="list-style-type: none"> • Compare past and present operations and assess contribution of ALBA's interventions to this change based on interview and project data

Ultimately, the analysis will determine where the project design is meeting USAID's predetermined goals and expectations, and where the design can be adjusted to address both the capacity of the members and staff, while maintaining programmatic goals.

3. TEAM MEMBERS

The evaluation team is composed as follows:

Stephen Mackenzie, Team Leader

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Ahmad Farid Sultani, Legislative Institutions Specialist
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4. DELIVERABLES AND ACTIVITY SCHEDULE

The deliverables and activities undertaken will be completed according to the following schedule:

Deliverable	Date Due
In-Briefing / SOW Presentation	April 19, 2015 (Mon.)
Draft Workplan / SOW revisions to USAID (after review by SUPPORT-II's M&E team)	April 23, 2015 (Thurs.)
USAID-approved Workplan / SOW returned	April 26, 2015 (Sun.)
Revised Workplan (with list of potential interviewees)	April 27, 2015 (Mon.)
Commencement of Interviews and Focus Groups	April 28, 2015 (Tues.)
Weekly Phone Conference with USAID	April 30, 2015 (Thurs.)
Weekly Phone Conference with USAID	May 7, 2015 (Thurs.)
Mid-Term Briefing	May 14, 2015 (Thurs.)
Weekly Phone Conference with USAID	May 21, 2015 (Thurs.)
Out-Briefing	May 27, 2015 (Wed.)
Draft Report	May 28, 2015 (Thurs.)
USAID's Comments on Draft Report	June 8, 2015 (Mon.)
Final Report	June 11, 2015 (Thurs.)
One-Page Briefer to USAID ²¹	June 15, 2015 (Mon.)

²¹ According to USAID, the One-Page Briefer is not required for this evaluation.

5. ANNEXES: POTENTIAL INTERVIEWEES, INTERVIEW QUESTIONS, AND DOCUMENTS FOR REVIEW

A. Potential Key Interviewees and Focus-Groups

1. Potential Key Interviewees:
 - (a) ALBA management and staff
 - (b) National Assembly Members, including the leadership of each chamber and committee leaders and members
 - (c) National Assembly Secretariat staff for each chamber, including committee staff
 - (d) Afghanistan Parliamentary Institute (API) staff
 - (e) Fellows at API
 - (f) Implementing partner staff, including staff of civil society organizations
 - (g) Complementary programs working with the National Assembly, such as UNDP's Institutional and Capacity Support to the Parliament of Afghanistan (ICSPA)
 - (h) Donors funding complementary programs working with the National Assembly, such as the UK's Department for International Development (DFID) and the European Commission (EC)
 - (i) Journalists who report on the National Assembly
2. Potential Focus Groups:
 - (a) Implementing partner staff, including staff of civil society organizations
 - (b) Journalists who report on the National Assembly
 - (c) Legislative committees, including certain standing committees and the Committee of Chairs (chairs of the standing committees)
 - (d) Legislative subject-matter caucuses, such as the Parliamentary Anti-Corruption Caucus (PACC), Women's Caucus, and Nomads Caucus.

B. Questions for ALBA Management and Staff on ALBA Project Design

This list of questions, or topics for discussion, provides a general overview for interviews and focus groups, and will be tailored as appropriate to each situation. Additionally, surveys and questionnaires will be utilized as appropriate.

1. What is the history of the project's development, from concept to the present stage?
2. To what extent was data from the APAP program utilized in ALBA program design?
3. What data was used to document needs of the target beneficiaries?
4. Were National Assembly members, leadership, or staff consulted in any phase of the project design, and if so, to what extent?
5. What are ALBA management's and staff's understandings of the desired outcomes for the project?
6. What are the challenges to achieving programmatic goals and outcomes?
7. How does the organizational structure of ALBA contribute to its overall smooth operation, and what, if any, changes are anticipated for the remainder of the program?

8. What efforts are being made to give women access to project opportunities in cases in which they cannot gain access in the same way as men?
9. What are the anticipated constraints and challenges to engaging women in this project?
10. Does the program have women-specific activity sets and corresponding budget sections?
11. What are the subnational governance components to the program?
12. What challenges have arisen specific to subnational support and how will they be addressed?
13. How has the program enhanced public outreach by the National Assembly, noting challenges and possible fixes?
14. Who are ALBA's implementing partners and how do they enhance service delivery?

C. Questions for Implementing Partners

1. How has ALBA impacted your program? Looking forward, what can be done to strengthen ALBA's contribution to your organizational goals?
2. What cooperative efforts have been developed between your organization and ALBA?
3. How has ALBA contributed to the overall success of the National Assembly?
4. Has ALBA engaged in any women-specific support programs, and if so, what has been the impact?

D. Questions for Primary Program Beneficiaries (National Assembly, its Members, commissions, and support elements)

1. Describe the skills and knowledge ALBA is imparting to National Assembly Members, parliamentary support staff, commissions, and related actors.
2. How are National Assembly members and Secretariat staff using the new knowledge and skills they have gained from various ALBA project interventions?
3. How has the capacity of National Assembly Members to draft, analyze, and amend legislation changed due to ALBA's interventions?
4. What specific programs, trainings, and other interventions does ALBA employ to achieve intended results?
5. How have ALBA interventions improved the efficiency and effectiveness of the Secretariat's operations?
6. How have ALBA's interventions improved the efficiency and effectiveness of legal research and legislative drafting operations?
7. How has ALBA improved the effectiveness of parliamentary commissions?
8. To what extent has the National Assembly ensured effective and efficient implementation of policies regarding the National Budget, Economic development activities, sectoral programs and provincial spending?
9. How have ALBA interventions improved the National Assembly's transparency and ability to conduct outreach to citizens, and contributed to participatory democracy?

E. Documents for Review²²

1. ALBA organization chart (with names)
2. ALBA contact list
3. Organization chart(s) for API/Fellowship program
4. Contact list(s) for API/Fellowship program
5. List(s) of partner CSOs and other IPs
6. Annual reports
7. Quarterly reports for Q1-Q3
8. Organization chart(s) for each chamber
9. List of leadership and Members for each chamber
10. List of commissions, chairs, and members for each chamber
11. Secretariat organization chart(s) with names
12. Contact list for Secretariat staff
13. Schedule of upcoming plenary meetings
14. Schedule of upcoming commission meetings/activities
15. Schedule of ongoing or upcoming trainings and other activities by ALBA/API
16. ALBA publications (bulletins, resource guides, etc.)
17. Documents related to Legislative Team activities
18. Documents related to ALBA Anti-Corruption Team activities
19. Documents related to ALBA Budget & Oversight Team activities
20. Documents related to ALBA Gender Team activities
21. ALBA success stories
22. List of trainings (past, present, and planned) by ALBA (non-API)
23. List of trainings (past, present, and planned) by API
24. Training materials, including post-training evaluations
25. Documents related to draft legislation (bills and amendments) produced with ALBA support
26. List of (and documents related to) approved legislation (laws and amendments) with ALBA support

²² The evaluation team anticipates that both relevant qualitative and quantitative data will be culled from these documents, as well as additional evaluation questions and background for the team.

27. List of (and documents related to) executive oversight actions conducted with ALBA support
28. List of (and documents related to) provincial oversight trips sponsored by ALBA (with dates)
29. Analytical reports prepared by ALBA
30. List of assistance requested by National Assembly commissions, Members, or Secretariats (noting any that was not provided)
31. Documents related to budget-related hearings and other activities
32. Pending legislation for each chamber
33. Legislation originating in National Assembly (noting any that was approved)
34. Legislative histories (dates of hearings, votes, etc.), if available, for legislation
35. All available notes (by ALBA) of proceedings for each chamber (plenary and commissions)

ACKU

ANNEX III: BIBLIOGRAPHY OF DOCUMENTS REVIEWED

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ANNEX IV: SCHEDULE OF MEETINGS

No.	Date	Organization	Name	Title	Phone	E-Mail
1.	2015/04/27	National Assembly, Meshrano Jirga, Committee on Budget and Economy	Ms. Anarkali Hunaryar	Committee Chair		
			Mr. Mohd. Azeem Qoyaas	Deputy Committee Chair		
			Mr. Salleh Mohd. Lala Gul	Committee Secretary		
		National Assembly, Meshrano Jirga, Secretariat	Mr. Sarajuddin Safaree[?]	Committee Assistant for (MJ) Committee on Budget and Economy		
2.	2015/04/27	ALBA, Budget and Oversight Team	Mr. Bashirullah Abdul Basir	Senior Oversight Advisor	+93 (0)700 280 133	Bashirullah_AbdulBasir@dai.com
			Mr. Din Mohammad	Budget Advisor	+93 (0)799 574 545	Din_Mohammad@dai.com
			Mr. Noor Ahmad	Budget Advisor	+93 (0)799 205 536	NoorAhmad_Anwar@dai.com
			Mr. Raju Kalidindi	Budget Expert (Budget and Oversight Specialist)	+93 (0)796 726 775	rajuk07@gmail.com
3.	2015/04/29	ALBA, Anti-Corruption Unit	Mr. Khusraw Mubarak Shah	Anti-Corruption Advisor	+93 (0)771 173 208	Khusraw_MubarakShah@dai.com
			Mr. Mohd. Daud Omari	Senior Anti-Corruption Advisor	+93 (0)799 829 326	Mohammad_Daud@dai.com
			Mr. Mohd. Tayed Shekib	Anti-Corruption Manager	+93 (0)786 346 417	Mohammad_Shekib@dai.com
4.	2015/04/29	ALBA, Legislative Team	Mr. Fazelurabbi Amir Hamza	Legislative Officer	+93 (0)788 956 860	Fazelurabbi_AmirHamza@dai.com
			Mr. Mohd. Akbar Zahid	Senior Legislative Advisor	+93 (0)799 556 397	MohammadAkbar_Zahid@dai.com
			Mr. Mohd. Zarif Stanikzai	Legislative Manager	+93 (0)779 493 161	Mohammad_Zarif@dai.com
			Mr. Mustaq Ahmad	Senior Legislative Officer	+93 (0)706 829 024	Mushtaq_Ahmad@dai.com
5.	2015/05/02	ALBA–Afghanistan Parliamentary Institute (API) management	Mr. Saif-Rahman Ahmadzai	Senior API Advisor	+93 (0)799 897 301	Saif_Rahman@dai.com
			Mr. Mohd. Akbar Anwaree	API Training Manager	+93 (0)799 794 161	Mohammad_Akbar@dai.com
6.	2015/05/03	ALBA, Outreach and Communications Team	Mr. Ahmad Jawid Shakib	Outreach Advisor (Team Leader)	+93 (0)700 252 989	Ahmad_Jawid@dai.com
			Mr. Hikmatullah Akhtar Mohammad (Latifi)	Outreach Advisor	+93 (0)700 019 495	HikmatLatifi@gmail.com
7.	2015/05/03	ALBA, Gender Unit	Dr. Najia Hashimzada	Gender Advisor	+93 (0)796 777 140	Najia_Husain@dai.com
			Ms. Muqadas Besmillah	Gender Advisor	+93 (0)795 037 576	Muqadas_Besmillah@dai.com
8.	2015/05/03	ALBA management	Mr. Peter Dimitroff	Chief of Party	+93 (0)799 896 100	Peter_Dimitroff@dai.com
		ALBA, Monitoring and Evaluation Dept.	Ms. Freshta Zaher	Monitoring and Evaluation Manager	+93 (0)793 445 016	Freshta_Zaher@dai.com
9.	2015/05/05	ALBA, Anti-Corruption Unit	Mr. Mohd. Daud Omari	Senior Anti-Corruption Advisor	+93 (0)799 829 326	Mohammad_Daud@dai.com
			Mr. Mohd. Tayed Shekib	Anti-Corruption Manager	+93 (0)786 346 417	Mohammad_Shekib@dai.com
		National Assembly, Parliamentary Anti-Corruption Caucus (PACC)	Ms. Homaira Ayubi	Caucus chair (WJ Member)	+93 (0)799 688 278	HomairaAyubi@yahoo.com
			Ms. Najiba Hussaini	Deputy caucus chair (MJ Member); Second Deputy Secretary of Meshrano Jirga (Administrative Board)	+93 (0)700 283 420	Najiba_Hussaini25@yahoo.com
			Ms. Aziza Muslih	Caucus member (MJ Member)	+93 (0)702 171 755	
			Ms. Fatima Akbari	Caucus member (MJ Member)	+93 (0)766 343 819	
			Ms. Saliha Mirzad	Caucus member (MJ Member)	+93 (0)702 242 481	
			Ms. Shafiq Nowrozkhil	Caucus member (MJ Member)	+93 (0)702 181 867	
			Ms. Bibi Khirunesa Ghamae	Caucus member (MJ Member)	+93 (0)797 038 718	
			Ms. Sohila Sharifi	Caucus member (MJ Member)	+93 (0)799 053 004	
			Ms. Najia Babakarkhil Urganwal	Caucus member (WJ Member)	+93 (0)700 200 162	Najia.Babakarkhil@gmail.com
Ms. Safura Elkhani	Caucus member (WJ Member)		selkhanimp@yahoo.com			

<i>No.</i>	<i>Date</i>	<i>Organization</i>	<i>Name</i>	<i>Title</i>	<i>Phone</i>	<i>E-Mail</i>
			Ms. Shukria Easakhil	Caucus member (WJ Member)	+93 (0)706 311 111	
			Ms. Shahgul Razaie	Caucus member (WJ Member)	+93 (0)799 849 199	jpgafghanistan@gmail.com
10.	2015/05/05	ALBA, Outreach and Communications Team	Mr. Brad Becker	Communications Advisor	+93 (0)729 905 630	Brad_Becker@dai.com
			Mr. Kameluddin Hamiduddin	Senior ICT Officer	+93 (0)785 320 542	Kamaluddin_Hamiduddin@dai.com
11.	2015/05/06	ALBA management	Mr. Mohd. Raza	Procurement Manager	+93 (0)799 750 946	Raza_Saba@dai.com
		ALBA, Finance Dept.	Mr. Shafi Ahmad Salemi	Finance and Administration Director	+93 (0)799 155 634	Shafi_Salemi@dai.com
12.	2015/05/09	National Assembly, Parliamentary Anti-Corruption Caucus (PACC)	Ms. Shahgul Razaie	Caucus member (WJ Member)	+93 (0)799 849 199	jpgafghanistan@gmail.com
13.	2015/05/09	National Assembly, Parliamentary Anti-Corruption Caucus (PACC)	Ms. Homaira Ayubi	Caucus chair (WJ Member)	+93 (0)799 688 278	HomairaAyubi@yahoo.com
14.	2015/05/09	ALBA management	Mr. Peter Dimitroff	Chief of Party	+93 (0)799 896 100	Peter_Dimitroff@dai.com
		ALBA, Monitoring and Evaluation Dept.	Ms. Freshta Zaher	Monitoring and Evaluation Manager	+93 (0)793 445 016	Freshta_Zaher@dai.com
15.	2015/05/10	ALBA, Translation Unit	Mr. Abdul Aziz	Translation and Publication Officer	+93 (0)766 242 426	Abdul_Aziz@dai.com
			Mr. Sayed Shah	Translation Manager	+93 (0)799 897 204	Sayed_Shah@dai.com
16.	2015/05/10	ALBA-API Parliamentary Fellowship Program	Dr. Wahida Ghulam Sakhi	API Fellowship Program Manager	+93 (0)729 905 648	Wahida_GhulamSakhi@dai.com
			Ms. Pari Rasooli	Returning Parliamentary Fellow and Leader of Directorate Fellows (MJ Directorate of Legislative and Legal Studies)	+93 (0)797 321 366	Pari_Rasooli86@yahoo.com
			Mr. Irshad Mangal	Returning Parliamentary Fellow and Leader of Committee Fellows (MJ Committee on Disabled, Dependents of Martyrs, and Immigrants)	+93 (0)787 046 450	IrshadMangal.Afg@gmail.com
			Ms. Zuhal Amini	Returning Parliamentary Fellow (MJ Directorate of Legislative and Legal Affairs)	+93 (0)788 887 204	Zuhal.Amini@gmail.com
			Mr. Mohd. Arif	Returning Parliamentary Fellow (MJ Directorate of Finance Services)	+93 (0)771 590 297	Arif-Jabarkhel@yahoo.com
			Mr. Mohd. Farshad	Parliamentary Fellow (MJ Directorate of Human Resources)	+93 (0)788 589 762	FarhadNaser@gmail.com
			Mr. Sami ul Haq	Parliamentary Fellow (MJ Committee on Religious Affairs, Cultural Affairs, Education, and Higher Education)	+93 (0)789 322 488	FK_Afghan@yahoo.com
			Ms. Zuhal Amini	Returning Parliamentary Fellow (MJ Directorate of Legislative and Legal Affairs)	+93 (0)788 887 204	Zuhal.Amini@gmail.com
17.	2015/05/10	National Assembly, Meshrano Jirga, Committee on Education and Higher Education	Ms. Lailuma Ahmadi	Committee Chair		
18.	2015/05/10	National Assembly, Meshrano Jirga, Secretariat, Directorate of Information and Public Relations (DIPR)	Mr. Qadam Ali Nikpai	Acting Deputy Secretary-General for Administration and Financial Affairs and Director of Information and Public Relations		
19.	2015/05/12	National Assembly, Wolesi Jirga	Mr. Mohd. Nazer Ahmadzi	Second Deputy Speaker of Wolesi Jirga		

No.	Date	Organization	Name	Title	Phone	E-Mail
20.	2015/05/13	National Assembly, Meshrano Jirga, Secretariat, Directorate of Human Resources and Capacity Building	Mr. Abdul Baqi Hussaini	Director of Human Resources of MJ		
21.	2015/05/16	ALBA management	Mr. Mohd. Yousuf Ghaznavi	Deputy Chief of Party	+93 (0)789 114 362	MohammadYousuf_Ghaznavi@dai.com
		National Assembly, Meshrano Jirga, Secretariat	Mr. Sayed Hafizullah Hashimi	Secretary-General	+93 (0)700 290 933	H.Hashemi@parliament.af
22.	2015/05/17	National Assembly, Wolesi Jirga, Committee on International Relations	Mr. Mohd. Umer Nangialai	Committee Chair	+93 (0)703 426 088	Umer.Parliament@yahoo.com
23.	2015/05/17	National Assembly, Meshrano Jirga, Administrative Board (Leadership)	Ms. Najiba Hussaini	Second Deputy Secretary of Meshrano Jirga; member of Parliamentary Anti-Corruption Caucus (PACC)	+93 (0)700 283 420	Najiba_Hussaini25@yahoo.com
24.	2015/05/18	National Assembly, Wolesi Jirga, Committee on Finance, Budget, and Public Accounts	Eng. Hamida Akbary	Committee member; member of Parliamentary Anti-Corruption Caucus (PACC)	+93 (0)799 889 668	enhamida_akbary@yahoo.com
		National Assembly, Wolesi Jirga, Committee on Finance, Budget, and Public Accounts	Ms. Ruqia Naiel	Committee member; member of Parliamentary Anti-Corruption Caucus (PACC)	+93 (0)799 739 215	Ruqia_Naiel@yahoo.com
25.	2015/05/18	Cooperation Center for Afghanistan (CCA)	Mr. Sayed Abdullah Ahmadi	Program Director	+93 (0)700 294 693	Ahmadi.CCA@gmail.com
		Foundation of Solidarity for Justice (FSFJ)	Ms. Lia Jawad	Director	+93 (0)700 247 921	
		Human Rights and Eradication of Violence Organization	Mr. Abdull Wadood Pedram	Executive Director	+93 (0)799 079 671	Wadood@hrev.org
		Research Center for Afghan Women and Children	Ms. Zarqa Yaftali	Director	+93 (0)799 383 230	
		Research Institute for Women, Peace, and Security (RIWPS) Afghanistan	Ms. Raza Hosseini	Senior Researcher	+93 (0)780 640 054	
26.	2015/05/19	Office of the President	Mr. Zia Ahmad Abdul Rahimizai	Director of Parliamentary Affairs	+93 (0)786 246 060	Zia.AbdulRahimizai@gmail.com
27.	2015/05/19	National Assembly, Wolesi Jirga, Committee on Nomads, Tribal Affairs, and Refugees (Returnees)	Mr. Muhammad Yousaf Sabir	Committee Secretary (WJ Member)	+93 (0)783 500 501	YousafSabir@gmail.com
28.	2015/05/19	Office of State Minister for Parliamentary Affairs (MoPA)	Mr. Sayed Abdul Latif Dadshani	Director of Wolesi Jirga Relations	+93 (0)799 291 819	Latif_Dadshani@hotmail.com
29.	2015/05/20	National Assembly, Meshrano Jirga	Mr. Fazel Hadi Muslimyar	Speaker of Meshrano Jirga		
30.	2015/05/20	National Assembly, Meshrano Jirga, Secretariat	Mr. Sayed Abbas Hussain	Committee Assistant for (MJ) Committee on Disabled, Dependents of Martyrs, and Immigrants	+93 (0)778 752 613	a.93afg@gmail.com
		National Assembly, Meshrano Jirga, Secretariat	Ms. Najila Sazgar	Committee Assistant for (MJ) Committee on Women's Affairs and Civil Society	+93 (0)783 530 357	
		National Assembly, Wolesi Jirga, Secretariat	Mr. Husain Masani	Committee Assistant for (WJ) Committee on Finance, Budget, and Public Accounts	+93 (0)780 982 032	Hosein74@gmail.com

<i>No.</i>	<i>Date</i>	<i>Organization</i>	<i>Name</i>	<i>Title</i>	<i>Phone</i>	<i>E-Mail</i>
		National Assembly, Wolesi Jirga, Secretariat	Mr. Mohd. Dawood Danish	Committee Assistant for (WJ) Committee on Finance, Budget, and Public Accounts	+93 (0)788 816 474	Dawood.Danish@yahoo.com
		National Assembly, Wolesi Jirga, Secretariat	Mr. Mohd. Nazir Yousefzai	Committee Assistant for (WJ) Committee on International Relations	+93 (0)702 075 905	
31.	2015/05/20	National Assembly, Wolesi Jirga, Committee on International Relations	Mr. Mohd. Umer Nangialai	Committee Chair	+93 (0)703 426 088	Umer.Parliament@yahoo.com
32.	2015/05/20	National Assembly, Meshrano Jirga, Secretariat, Directorate of Legislative Affairs, Subdirectorates of Legal and Professional Studies	Mr. Miagul Sorosh	Director of Legal and Professional Studies	+93 (0)799 314 987	MiagulSorosh@yahoo.com
33.	2015/05/25	United Nations Development Programme (UNDP), Institutional and Capacity Support to the Parliament of Afghanistan (ICSPA)	Mr. Stephen Kooshak	[TITLE?]	[PHONE?]	[E-MAIL?]
34.	2015/05/25	ALBA management	Mr. Peter Dimitroff	Chief of Party	+93 (0)799 896 100	Peter_Dimitroff@dai.com

ANNEX V: DISCLOSURE OF CONFLICTS OF INTEREST

Name	Stephen Mackenzie
Title	Team Leader
Organization	Afghanistan SUPPORT–II Project / Social Impact
Evaluation Position?	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team Member
Evaluation Award Number <i>(contract or other instrument)</i>	AID-OAA-I-12-00003/AID-306-TO-13-00004
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	ALBA
I have real or potential conflicts of interest to disclose.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> 1. <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i> 2. <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i> 3. <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i> 4. <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i> 5. <i>Current or previous work</i> 	<p>3. <i>Previous direct experience with the project being evaluated, through involvement in previous iterations of the project:</i></p> <p>In 2008, I spent 2 months working as a legislative specialist for the Afghanistan Parliamentary Assistance Program (APAP), the predecessor to ALBA, and did a midterm evaluation of APAP.</p>

<p><i>experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>6. <i>Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></p>	
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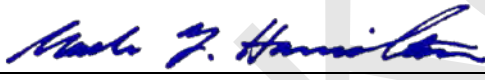
I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	/s/ Stephen Mackenzie
Date	May 31, 2015

Name	Mark Hamilton
Title	Evaluation Specialist
Organization	Afghanistan SUPPORT–II Project / Social Impact
Evaluation Position?	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team Member
Evaluation Award Number <i>(contract or other instrument)</i>	AID-OAA-I-12-00003/AID-306-TO-13-00004
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	ALBA
I have real or potential conflicts of interest to disclose.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <p>7. <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>8. <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></p> <p>9. <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></p> <p>10. <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>11. <i>Current or previous work experience with an</i></p>	<p>3. <i>Previous direct experience with the project being evaluated, through involvement in previous iterations of the project:</i></p> <p>In 2007, while working for USAID’s Afghanistan Rule of Law Project (ARoLP), I conducted joint legislative drafting trainings for Government and parliamentary staff on behalf of ARoLP and USAID’s Afghanistan Parliamentary Assistance Program (APAP), the predecessor to ALBA.</p> <p>In 2008, as a consultant for APAP, I conducted additional legislative drafting trainings for parliamentary staff. Later in 2008, I also worked for APAP for several weeks in an unpaid capacity.</p>

<p><i>organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>12. <i>Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></p>	
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I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	May 31, 2015

Name	Ahmad Farid Sultani
Title	Legislative Institutions Specialist
Organization	Afghanistan SUPPORT–II Project / Checchi and Company Consulting, Inc.
Evaluation Position?	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team Member
Evaluation Award Number <i>(contract or other instrument)</i>	AID-OAA-I-12-00003/AID-306-TO-13-00004
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	ALBA
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <p>13. <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>14. <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></p> <p>15. <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></p> <p>16. <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>17. <i>Current or previous work</i></p>	

<p><i>experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></p> <p><i>18. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></p>	
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I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	

Name	Burhanuddin Kamal
Title	Monitoring and Evaluation Specialist
Organization	Afghanistan SUPPORT–II Project / Checchi and Company Consulting, Inc.
Evaluation Position?	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team Member
Evaluation Award Number <i>(contract or other instrument)</i>	
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	ALBA
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <p>19. <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>20. <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></p> <p>21. <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></p> <p>22. <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>23. <i>Current or previous work</i></p>	

<p><i>experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></p> <p>24. <i>Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></p>	
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I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	

Cecchi and Company Consulting, Inc.
Afghanistan SUPPORT-II Project
Wazir Akbar Khan
Kabul, Afghanistan