



Technical Assistance Report

Project Number: 46290-001
Capacity Development Technical Assistance (CDTA)
September 2015

People's Republic of Bangladesh: Capacity Building of Management in Education and Skills Programs (Financed by the Japan Fund for Poverty Reduction)

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 21 September 2015)

Currency unit	–	taka (Tk)
Tk1.00	=	\$0.01312
\$1.00	=	Tk76.2480

ABBREVIATIONS

ADB	–	Asian Development Bank
AFR	–	annual fiduciary review
DDO	–	drawing and disbursement office
DLI	–	disbursement-linked indicator
IBAS	–	integrated budget and accounting system
JSR	–	joint sector review
M&E	–	monitoring and evaluation
MOE	–	Ministry of Education
MOF	–	Ministry of Finance
PFM	–	procurement and financial management
QFR	–	quarterly fiduciary review
SEIP	–	Skills for Employment Investment Program
SESIP	–	Secondary Education Sector Investment Program
TA	–	technical assistance
TOR	–	terms of reference

NOTES

- (i) The fiscal year (FY) of the Government of Bangladesh ends on 30 June. “FY” before a calendar year denotes the year in which the fiscal year ends, e.g., FY2015 ends on 30 June 2015.
- (ii) In this report, "\$" refers to US dollars.

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CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 46290-001	
Project Name	Capacity Building of Management in Education and Skills Programs	Department /Division	SARD/SAHS
Country Borrower	Bangladesh Not applicable	Executing Agency	Ministry of Education, Ministry of Finance
2. Sector		Financing (\$ million)	
✓ Education	Education sector development		1.50
		Total	1.50
3. Strategic Agenda		Climate Change Information	
Inclusive economic growth (IEG)	Pillar 2: Access to economic opportunities, including jobs, made more inclusive	Climate Change impact on the Project	Low
4. Drivers of Change		Gender Equity and Mainstreaming	
Governance and capacity development (GCD)	Institutional development	No gender elements (NGE)	✓
Knowledge solutions (KNS)	Application and use of new knowledge solutions in key operational areas		
Partnerships (PAR)	Bilateral institutions (not client government) Civil society organizations Implementation International finance institutions (IFI)		
5. Poverty Targeting		Location Impact	
Project directly targets poverty	No	Not Applicable	
6. TA Category:		B	
7. Safeguard Categorization		Not Applicable	
8. Financing			
Modality and Sources		Amount (\$ million)	
ADB		0.00	
None		0.00	
Cofinancing		1.50	
Japan Fund for Poverty Reduction		1.50	
Counterpart		0.08	
Government		0.08	
Total		1.58	
9. Effective Development Cooperation			
Use of country procurement systems		No	
Use of country public financial management systems		No	

I. INTRODUCTION

1. The Government of Bangladesh requested the Asian Development Bank (ADB) for technical assistance (TA) to support the development of a strong base of skilled labor force to match rapid economic growth.¹ Success in implementing reforms in large systems such as the Bangladesh education and skills sectors depends on government agencies' management capacity. Good governance is essential for effective program delivery to beneficiaries. The primary aim of the TA is to help improve the central and local governments' fiduciary risk management and monitoring and evaluation (M&E) capacity in the education and skills sectors. Greater institutional capacity will lead to more efficient use of funds, and will lead to better performance in these sectors. Consultation and fact-finding missions were fielded and the government and ADB reached an agreement on the design and implementation arrangements of the TA. The design and monitoring framework is in Appendix 1.²

II. ISSUES

2. Bangladesh articulates its vision to achieve middle-income status by 2021 in the National Perspective Plan.³ Development of human capital has become an urgent task for the government to further accelerate economic growth and reduce poverty. The government currently implements its own sector programs through the Secondary Education Sector Investment Program (SESIP)⁴ and Skills for Employment Investment Program (SEIP).⁵ These national sector investment programs are also supported by development partners, including ADB. With the vision to develop a sound education and skills sector system in the middle-income country by 2021, the government uses the national system of financial management both under SESIP and SEIP.⁶ The government has also made strong commitment in strengthening the procurement system.

3. **Procurement.** Education and skills sector programs require large numbers and several types of procurement. This includes different types of civil works (e.g., academic buildings, administrative buildings, and skills training workshops) and procurement of furniture and equipment to be used for teaching and learning. Weak capacity leads to delays in delivery of procured items to schools and training centers. The procurement capacity assessment for SESIP and SEIP showed that the extensive procurement reform under way since 2003 has improved Bangladesh's procurement laws and procedures. One of the key developments is that the government's e-procurement initiative has been successfully introduced in SESIP implementation. About 340 staff in the Ministry of Education (MOE), Directorate of Secondary and Higher Education, and co-implementing agencies have been trained. Operationalization of e-procurement is planned in 2015–2017 along with the Procurement Capacity Development Plan under MOE institutions. To improve the large system in education and skills sectors, the government needs to further improve procurement practices and strengthen oversight to ensure compliance with rules and procedures.

¹ The proposed TA was included in Bangladesh's country operations business plan, 2013–2015.

² The TA first appeared in the business opportunities section of ADB's website on 16 July 2015.

³ Government of Bangladesh, Ministry of Planning. 2012. *National Perspective Plan (2010–2021)*. Dhaka.

⁴ ADB. 2013. *Report and Recommendation of the President to the Board of Directors: Proposed Multitranchise Financing Facility to the People's Republic of Bangladesh for the Secondary Education Sector Investment Program*. Manila.

⁵ ADB. 2014. *Report and Recommendation of the President to the Board of Directors: Proposed Multitranchise Financing Facility to the People's Republic of Bangladesh for the Skills for Employment Investment Program*. Manila.

⁶ This is in contrast to other programs where government uses the development partners' financial management and procedures and procurement guidelines.

4. **Financial management.** Financial management in education and skills sectors requires efficiency and effectiveness at field and central levels. Constraints are related to capacity to plan, manage, implement, and monitor sector reform. The assessment presents that these are due to the large scale of national education and skills sectors, their centralized management systems, and weak accountability. The assessment also showed that Bangladesh's financial management systems have been strengthened in recent years. The government's Integrated Budgeting and Accounting System (IBAS) has the capacity to generate financial reports. IBAS and its quality of reports are gradually gaining the trust of line ministries and development partners, and the Ministry of Finance (MOF) plans to strengthen IBAS in 2015. Measures have been identified to further mainstream good practices in financial management through improved budget execution and quality of financial reporting, and capacity development of the government's internal audit function.

5. The following are practical challenges in procurement and financial management (PFM) in the education and skills sectors: (i) weak capacity in preparing budget and separate development and non-development budgets, (ii) large off-budget fiscal activities, (iii) little effort to mobilize revenues, (iv) limited performance reporting, (v) weak capacity in internal audit, (vi) need for government accounting and auditing to meet international standards, and (vii) inconsistent application of rules and the lack of standards in procurement practices (e.g., post-procurement review is set in the government regulations but not conducted regularly and systematically).⁷ The proposed TA to improve system capacity is therefore, critical.

6. **Monitoring and evaluation.** The government has moved to results-based sector management and planning. However, present budget formulation and preparation of the medium-term budget framework forecasts are calculated as increments to the previous year's budget allocation rather than on the basis of the resources required for achieving sector targets. This results in imbalances in resource allocations between recurrent costs and investment costs. To improve sector management, it is critical for central and local government officials to improve their capacity in M&E. The TA outputs such as data and analysis developed from the M&E system will improve sector planning and management. This will ensure effective use of funds for sector development. M&E will need to include quantitative aspects, including academic supervision and study on quality and use of end-products (e.g., quality of science laboratory, status of use of science laboratory by students and teachers).

III. THE PROPOSED CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The impact will be more efficient and market-relevant secondary education and skills development systems. The outcome will be improved capacity in fiduciary management in PFM and M&E of the secondary education and skills subsectors.

B. Methodology and Key Activities

8. The proposed TA will build on the outputs of the ongoing TA funded from Supporting Education and Skills Development Investment Programs.⁸ These support similar activities of FY2013–2014 and FY2014–2015 of SESIP and SEIP. The proposed TA will support FY2015–

⁷ Some of the challenges are common in other sectors.

⁸ ADB. 2013. *Technical Assistance to the People's Republic of Bangladesh: Supporting Education and Skills Development Investment Programs*. Manila.

2016 and FY2016–2017. Incremental results from the ongoing and proposed TA will help the government improve the large systems on PFM and M&E in the two sectors. Moreover, same efforts are being made in Bangladesh’s primary education subsector through the Third Primary Education Project—its experiences will be used in the TA implementation.⁹

9. The following are the lessons from the past and ongoing interventions that are applied to the TA design to produce the intended outcome:

- (i) There is a strong need for a systematic approach to develop the capacity to plan, manage, implement, and monitor sector reforms. The scale of centralized management and existing fragmentation complicate the accountability inherent under the current sector management regime.
- (ii) A system is being developed well with the measures provided in the PFM Action Plan, supported by targeted areas of actions to improve government capacity.

10. **Output 1: Fiduciary risk management initiatives implemented.** Fiduciary reviews will identify key areas of needs for capacity development in fiduciary risk management and practices in PFM. Recommendations of the fiduciary reviews will focus on short-term and medium-term action plans to develop institutional capacity. These include a national workshop in risk management in sector-specific areas for secondary and skills development agencies, and training workshops for stakeholders in zones and districts that have weak internal control capacity or have a large volume of transactions.

11. **Output 2: Monitoring and evaluation initiatives, including results-based reporting, implemented.** The TA will build the capacity of M&E of secondary education and skills subsectors. Results-based management in education planning requires modern methodologies of monitoring and proper reporting. Quantitative and qualitative methods will be applied. This output will build capacity of central, zone, district, and *upazila* (subdistrict) officials with support of consultants and training activities.

12. **Output 3: Policy dialogue on system capacity development in procurement and financial management enhanced.** Key areas of policy reforms will be identified during the joint sector review (JSR). The TA will support (i) workshops, seminars, and studies for knowledge sharing, policy reviews, and planning for institutional capacity development in PFM; (ii) results-based planning, financing, and reporting; and (iii) other key areas that may be identified.

13. The TA will develop the government’s institutional capacity and ownership, which will lead to enhanced sustainability. Long-term support, such as the multitranche financing facility modality for the two programs such as SESIP and SEIP, also allows enhancing institutionalization of key areas such as internal control of financial management and procurement. Agreed actions based on recommendations of the fiduciary reviews will be recorded in the PFM action plan of the respective programs. Implementation of the PFM action plan is a key part of the program implementation of SESIP and SEIP. The activities of the SESIP and SEIP, together with the capacity development support provided by the TA, will lead

⁹ ADB. 2011. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the People’s Republic of Bangladesh for the Third Primary Education Development Project*. Manila; ADB. 2012. *Technical Assistance to the People’s Republic of Bangladesh for the Support for the Third Primary Education Development Project*. Manila; ADB. 2015. *Report and Recommendation of the President to the Board of Directors: Proposed Loan for Additional Financing to the People’s Republic of Bangladesh for the Third Primary Education Development Project*. Manila.

to the whole system development to ensure soundness of the secondary education and skills subsectors.

14. High turnover of staff and lack of political environment to improve system capacity are risks that may undermine institutional capacity development. Close oversight by ADB and other development partners, through JSRs and extensive policy dialogue, would help to overcome such risks.

C. Cost and Financing

15. The TA is estimated to cost \$1,575,000, of which \$1,500,000 will be financed on a grant basis by the Japan Fund for Poverty Reduction and administered by ADB. The government will provide counterpart support in the form of counterpart staff and other in-kind contributions.

D. Implementation Arrangements

16. MOE is the executing agency for the secondary education subsector and MOF is the executing agency for the skills subsector. They will work closely with the Finance Division of MOF, which is responsible for national budget allocation and accounting, comptroller general of accounts, and comptroller and auditor general.

17. The outline of the terms of reference (TOR) for consultants is in Appendix 3. Consultants will be engaged by ADB in accordance with the *Guidelines on the Use of Consultants* (2013, as amended from time to time). A firm will be engaged through quality- and cost-based selection method (80:20) with use of simplified technical proposal. The firm will provide 10 months of international and 40 months of national consulting inputs for financial audit and procurement audit. The consultants will undertake quarterly and annual fiduciary reviews (QFRs/AFRs) of SESIP and SEIP, in accordance with the TOR, which will be finalized every year by the government and ADB.¹⁰ The AFR will review annual financial statements and conduct in-depth review of specific fiduciary risk areas that are identified. The AFR includes a post-procurement review. The consultants will prepare recommendations with identified areas for capacity development which will be discussed and agreed by the government and ADB for implementation. In addition, ADB will engage individual international consultants for 8 person-months and national consultants for 15 person-months to support capacity building of government officials in M&E, and verification of quantitative and qualitative results of (i) science education, (ii) information and communication technology in education, (iii) decentralization, and (iv) other technical areas in skills development areas as required. The TA will be implemented in accordance with ADB's *Technical Assistance Disbursement Handbook* (2010, as amended from time to time).

18. The TA will be implemented from October 2015 to September 2017. It will be monitored periodically through ADB's review missions, a review of consultants' reports, and the Government–Development Partners' JSR. TA effectiveness will be evaluated by ADB, and adjustments including needs of consultancy services will be made as required, in close consultations with the government.

19. The TA team will work closely with the Education Local Consultative Group and the Third Primary Education Development Project team.¹¹ The Japan International Cooperation

¹⁰ Generic TORs of QFRs and AFRs are accessible in the SESIP and SEIP Facility Administration Manual.

¹¹ Procurement and Finance Working Group of the Third Primary Education Development Project.

Agency officials, in its Bangladesh office, will be invited as resource persons to the dissemination workshops of AFRs. Lessons and best practices will be disseminated through the aide memoires of the JSR and the uploading of selected reports on the government's program websites.

IV. THE PRESIDENT'S DECISION

20. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$1,500,000 to the Government of Bangladesh to be financed on a grant basis by the Japan Fund for Poverty Reduction for Capacity Building of Management in Education and Skills Programs, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Impact the Project is Aligned with:

More efficient and market-relevant secondary education and skills development systems (Secondary Education Sector Road Map and Skills Sector Road Map)^a

Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
Outcome Capacity in fiduciary management in PFM and M&E of secondary education and skills subsectors improved	a. Agreed AFR recommendations reflected in the updated action plans are fully implemented by 2017 and 2018 (Baseline: Initial action plan updated in 2015)	a. Aide Mémoire of SESIP and SEIP review missions	Officials have reservations in applying new procedures, methods, and activities in their routine work
Outputs 1. Fiduciary risk management initiatives implemented	1a. By 2017, at least 300 officials trained each year in PFM 1b. In 2016 and 2017, AFR recommendations agreed on by ADB and the government are reflected in action plans in 2016 and 2017	1a. Government training report 1b. Aide Mémoire of SESIP and SEIP review missions	High turnover of staff undermines institutional capacity development through intended series of trainings.
2. M&E initiatives, including results-based reporting, implemented	2a. By 2017, at least 200 officials trained in M&E 2b. By 2017, sector performance report based on collected qualitative and quantitative data completed by the government	2a. Training report 2b. Government sector performance reports	
3. Policy dialogue on system capacity development in PFM enhanced	3a. JSR conducted to discuss identified key areas for system enhancement	3a. JSR report (development partners and the government)	
Key Activities with Milestones			
1. Fiduciary risk management initiatives implemented			
1.1 QFRs for SEIP and AFRs for SESIP and SEIP conducted in 2016 and 2017 (FY2015–2016 and FY2016–2017).			
1.2 By May in 2016 and 2017, AFRs 2016 and 2017 reports for SESIP and SEIP agreed on by ADB and the			

government.

- 1.3 By August in 2016 and 2017, in-country workshops conducted to disseminate AFR 2016 and AFR 2017 report recommendations for SESIP and SEIP.
- 1.4 By May 2016 and 2017, national seminars, local level training, and regional peer reviews initiated.
- 1.5 PFM action plan progress assessed by ADB and the government: in 2016 and 2017 (PFM action plan progress assessed by ADB and the government for SESIP and SEIP).

2. M&E initiatives, including results-based reporting, implemented

- 2.1 By May 2016 and 2017, in-country training workshops initiated in 2016 and 2017 in M&E: results verification at different levels (upazila [subdistrict] and district levels)
- 2.2 By September in 2016 and 2017, M&E report will be prepared based on collected data. (It will contribute to preparation of sector performance reports.)

3. Policy dialogue on system capacity development in PFM enhanced

- 3.1 By July 2017, status of PFM action plan implementation is reviewed to develop recommendations of policy development in PFM (linked to 1.5).
- 3.2 By September 2016 and 2017, policy dialogues will be conducted at the JSRs of 2016 and 2017.

Inputs

Japan Fund for Poverty Reduction: \$1.5 million

Note: The government will provide counterpart support in the form of counterpart staff and other in-kind contributions.

Assumptions for Partner Financing

Not applicable.

ADB = Asian Development Bank, AFR = annual fiduciary review, JSR = joint sector review, M&E = monitoring and evaluation, PFM = procurement and financial management, QFR = quarterly fiduciary review, SEIP = Skills for Employment Investment Program, SESIP = Secondary Education Sector Investment Program.

^a Government of Bangladesh, Ministry of Education. 2013. *Secondary Education Sector Road Map*. Dhaka; Government of Bangladesh, Ministry of Finance. 2014. *Skills Sector Road Map*. Dhaka.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

Item	Amount
Japan Fund for Poverty Reduction^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	675.0
ii. National consultants	180.0
b. International and local travel	130.0
c. Reports and communications	60.0
2. Training, seminars, and conferences	120.0
3. Surveys	215.0
4. Miscellaneous administration and support costs	20.0
5. Contingencies	100.0
Total	1,500.0

Note: The technical assistance is estimated to cost \$1,575,000, of which contributions from the Asian Development Bank are presented in the table above. The government will provide counterpart support in the form of counterpart staff and other in-kind contributions. The value of government contribution is estimated to account for 5% of the total technical assistance cost.

^a Administered by Asian Development Bank.

Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. General

1. The TA will help the government manage SESIP and SEIP, particularly in fiduciary risk management and results-based reporting and verification. It will help ensure the program's compliance with the agreed disbursement conditions (namely the disbursement-linked indicators [DLIs] for SESIP) and that funds are used effectively for the intended purpose and are accounted for. The TA will contribute to institutional capacity development in fiduciary oversight, improved practices in public financial management, procurement and results-based planning, financing, and reporting. All consultants will be selected using ADB's *Guidelines on the Use of Consultants* (2013, as amended from time to time).

B. Specific Consultancy Inputs

1. Annual and Quarterly Fiduciary Reviews

2. The consultants will undertake QFRs and AFRs of SESIP and SEIP, in accordance with the TOR, which will be finalized every year by the government and ADB.¹ The AFR will review annual financial statements and conduct in-depth review of specific fiduciary risks areas which will be identified annually. These may be sector-specific areas such as payroll processing, grants to institutions, and stipends. These may also be issues raised by audits conducted by the executing agencies and the Supreme Audit Institution. The AFR includes a post-procurement review of 20% of annual contract awards.² Areas for in-depth review will be defined every year and may include (i) payment processing, including sample testing using information from the IBAS reports and cash books of a sample of drawing and disbursement offices (DDOs); (ii) reconciliation between IBAS and DDO cash books and ledgers using the IBAS reports on reconciliation, including review of DDO's financial management; (iii) internal controls over payroll processing and personnel data management; (iv) release procedures for funding to schools, skills training institutions, related cost centers, and related financial management; (v) stipend delivery; (vi) post review of procurement; and (vii) analysis of recurring audit observations that have been made by audits conducted by the executing agencies and the Supreme Audit Institution.

3. An audit firm (or an institution with relevant expertise) will be selected on a multiyear basis (subject to good performance) using the quality- and cost-based selection method (80:20) and simplified technical proposals. The audit firm will employ adequate staff with appropriate professional qualifications and suitable experience with the International Federation of Accountants standards, in particular international standards on auditing, and International Organization of Supreme Audit Institutions standards, and with experience in performing assessments of programs comparable in size and complexity to the programs. Indicative consultants' inputs for one AFR are the following:

- (i) **Financial audit specialist and team leader** (international, 10 person-months). The team leader nominated by the firm shall (a) preferably have a graduate degree in business, finance, or related field; (b) hold internationally accepted

¹ Generic TORs of QFRs and AFRs are accessible in the SESIP and SEIP Facility Administration Manual.

² This sample size was agreed with the government, prior to the approval of ADB's policy paper on post procurement sampling. Sample size will be discussed again and agreed with the government prior to the loan negotiation for SESIP Tranche 2.

professional certification such as Chartered Accountant, Certified Public Accountant, and Chartered Financial Analyst; (c) be a member of a recognized accountancy professional body; (d) have 10 years of experience from or worked with a company affiliated with an international audit firm; (e) have experience with the Government of Bangladesh's financial management system, procedures, and regulations applying to central government, district, and *upazila* (subdistrict) levels; (f) have experience undertaking financial, compliance, and performance audits including design, management, and implementation of surveys; (g) demonstrate team leadership, organizational, communication, relational, and report writing skills; and (h) have an excellent command of the English language.

- (ii) **Financial audit specialists** (nationals, 20 person-months). The specialists shall (a) be a certified accountant; and (b) have 5 years of relevant working experience, preferably in government-executed, donor-funded projects as accountants in Bangladesh. Working experience in Bangladesh government projects is preferable. Experience with financial management reviews in accordance with the guidelines from multilateral organizations is highly preferred.
- (iii) **Procurement audit specialists** (nationals, 20 person-months). The specialists shall have (a) preferably a graduate degree in public administration, business administration, or other related disciplines; and (b) 5 years of experience in public and private procurement and capacity building in procurement. Experience working with procurement guidelines from multilateral organizations in relation to the national government's procurement legislation and regulations is highly preferred.

2. Results-Based Reporting and Verification

4. Individual international (8 person-months) and national (15 person-months) consultants will be engaged to verify DLIs and achievement of results in (i) M&E, (ii) science education, (iii) information and communication technology in education, (iv) decentralization, and (v) other technical areas in skills development areas as required.

5. **Monitoring and evaluation specialists** (international, 8 person-months and national, 15 person-months). The specialist shall have (i) a graduate degree in social sciences, public administration, economics, management information system, or other related discipline; (ii) preferably 10 years of relevant experience in M&E, preferably in the education sector; and (iii) preferably 5 years of relevant experience in M&E in developing countries. Experience working in Bangladesh is a strong asset. The specialists will:

- (i) review the DLI and results achievement reports in selected areas and advise on compliance of the reports with the agreed protocol;
- (ii) review administrative and technical documents and data submitted by the government, verify accuracy of data, and analyze information gaps;
- (iii) conduct field verification as required;
- (iv) make recommendations for improved results-based reporting and capacity development;

- (v) recommend actions for system capacity development; and
- (vi) prepare and conduct trainings for government officials at central and field levels.