

Technical Assistance Report

Project Number: 47367-001

Capacity Development Technical Assistance (CDTA)

September 2014

Republic of Vanuatu: Supporting the Preparation of the National Sustainable Development Plan

This document is being disclosed to the public in accordance with ADB's Public Communications Policy 2011.

Asian Development Bank

CURRENCY EQUIVALENTS

(as of 1 September 2014)

Currency unit – vatu (Vt)

Vt1.00 = \$0.0107 \$1.00 = Vt93.5200

ABBREVIATIONS

ADB – Asian Development Bank

DSPPAC – Department of Strategic Policy Planning and Aid Coordination

NSDP – national sustainable development plan

TA – technical assistance

NOTE

In this report, "\$" refers to US dollars.

Vice-President S. Groff, Operations 2

Director General X. Yao, Pacific Department (PARD)

Regional Director A. Iffland, Pacific Liaison and Coordination Office, PARD

Team leaderH. Everett, Senior Country Specialist, PARD
M. Lucich, Senior Economics Officer, PARD

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CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE AT A GLANCE

		ACITY DEVELOPMENT TECHNIC	JAL AUGIO		
1.	Basic Data		1_	Project Number:	47367-001
	Project Name	Supporting the Preparation of the National Sustainable Development Plan	Department /Division		
	Country Borrower	Vanuatu N/A	Executing Agency	Asian Development Bank	
2.	Sector	Subsector(s)		ADB Financing (\$	million)
1	Public sector management	Economic affairs management		•	0.20
		Public administration		Total	0.20 0.40
3.	Strategic Agenda	Subcomponents	Climate Cha	ange Information	
	Inclusive economic growth (IEG)	Pillar 1: Economic opportunities, including jobs, created and expanded		ange impact on the	Low
4.	Drivers of Change	Change Components Gender Equity and Mainstreaming			
	Governance and capacity development (GCD) Partnerships (PAR)	Institutional development Institutional systems and political economy Civil society organizations Implementation Private Sector	Effective ge	nder mainstreaming (EGM)	,
5.	Poverty Targeting		Location Im	pact	
	Project directly targets poverty	No	Nation-wide		High
6.	TA Category:	В			
7.	Safeguard Categorizat	tion Not Applicable			
8.	Financing				
	Modality and Sources	S		Amount (\$ million)	
	ADB			0.40	
	Assistance Special Fur	development technical assistance: Techr nd	nical	0.40	
	Cofinancing			0.00	
	None			0.00	
	Counterpart			0.08	
	Government			0.08	
	Total			0.48	
9.	Effective Development	t Cooperation			
	Use of country procurer				
	Use of country public fir	nancial management systems Yes			

I. INTRODUCTION

- 1. The Priorities and Action Agenda of the Government of Vanuatu is the current national development plan for 2006–2015. As the current national development plan ends in 2015, the government has started the preparation of a new development plan, and has asked the Asian Development Bank (ADB) to assist this process.²
- 2. While the government has prior experience in development planning, it is looking to ADB to strengthen its capacity in this area. A core team was established to lead the preparation of the proposed national sustainable development plan (NSDP). It is made up of representatives from the government, civil society, the private sector, academia, and development partners. While the NSDP core team will lead the process, ADB will provide technical support to assist the Government prepare the NSDP in accordance with sound development planning principles and processes.
- 3. Government agencies and development partners were consulted on the proposed technical assistance (TA) during the ADB workshop on the Vanuatu country operations business plan, 2015–2017 in Port Vila in March 2014. Consultation with the Department of Strategic Policy Planning and Aid Coordination (DSPPAC) and the NSDP core team took place during March–May 2014, and the government agreed with the TA as proposed. The design and monitoring framework is in Appendix 1.³

II. ISSUES

- 4. The Priorities and Action Agenda sets out a national vision for Vanuatu, and is based on the need for private-sector-led economic growth and on supporting activities in the primary sectors of agriculture, forestry, and fisheries, as well as in tourism. The vision recognizes that the government's role is to create an enabling environment for both domestic and foreign investors while ensuring that development is sustainable.
- 5. The vision under the current national development plan reflects the need, as expressed by the people of Vanuatu, for more employment and income-generating opportunities, for better health and education, and for the provision of basic infrastructure for themselves and for their children, and also reflects a wish for social stability. The key priority areas under the agenda are (i) private sector development and employment creation; (ii) macroeconomic stability and equitable growth; (iii) good governance and public sector reform; (iv) primary sector development (natural resources and the environment); (v) provision of better basic services, especially in rural areas; (vi) education and human resource development; and (vii) economic infrastructure and support services.

¹ Government of Vanuatu. 2006. *Priorities and Action Agenda 2006–2015*. Port Vila. In addition to the agenda, the government has been operating under Planning Long, Acting Short, the initial four-year plan under the Priorities and Action Agenda to guide government ministries. Government of Vanuatu. 2009. *Planning Long, Acting Short: The Government's Policy Priorities for 2009–2012*. Port Vila.

² Council of Ministers Decision 60/2014 and letter to ADB from the Office of the Prime Minister dated 20 December 2013.

The TA first appeared in the business opportunities section of ADB's website on 24 September 2014.

- 6. In February 2013, an update of the agenda was completed.⁴ This update was based on a thorough review of progress in implementing the agenda policies since 2006. The review took place from 2010 to 2012 and was conducted by the government in consultation with stakeholders and with the assistance from the United Nations Development Programme.
- 7. The review found that progress since 2006 had been solid in many areas, but in others Vanuatu was falling behind and had lost the momentum for reform. The review found that service delivery had not improved in some areas and only slowly in others. It concluded that more effort was needed to secure political stability and improve public sector performance.
- 8. The proposed NSDP will be developed in the context of an environment of reasonably strong economic growth. Vanuatu's economic performance—driven by tourism, real estate, construction, and assistance from development partners—has been robust since 2003. The Vanuatu economy achieved its 11th successive year of positive economic growth in 2013. Fiscal management has been sound and some reforms have been introduced. Future performance depends on private sector investment and government investment in infrastructure. However, inadequate physical infrastructure, poor governance, an outdated legal and regulatory environment for private sector investment (although currently being modernized), and government involvement in inefficient enterprises that crowd out the private sector constrain private sector development. In addition, the lack of access to affordable capital and the related supporting infrastructure constrains the development of the domestic private sector and therefore there is a heavy reliance on foreign direct investment.
- 9. Despite this reasonably strong economic growth, Vanuatu is likely to achieve only two of the Millennium Development Goals—reducing child mortality (goal 4) and combating HIV/AIDS, malaria, and other diseases (goal 6)—by the target date of 2015. Mixed progress is being made in eradicating extreme poverty and hunger (goal 1), achieving universal primary education (goal 2), promoting gender equality and empowering women (goal 3), and improving maternal health (goal 5). Vanuatu is not on track to ensuring environmental sustainability (goal 7). The NSDP envisages localizing the Millennium Development Goals and going beyond the target indicators.
- 10. The issues that are of the greatest concern for development planning include inequality of income distribution, the poverty of opportunity confronted by much of the population, lack of formal employment and income-generating opportunities for school-leavers in the face of rapid population growth, and limited access to high-quality education. Environmental and cultural sustainability within this development context is also of paramount importance, which is further complicated by climate change issues.
- 11. About 80% of the population lives in rural areas, although rural—urban drift has led to an urban population growth rate of 4% per annum. ADB estimates indicate that by 2020, Vanuatu's urban population will exceed 25% of its total population. Poverty of opportunity is prevalent in rural areas where health, education, and transportation facilities are limited and formal sector employment opportunities lacking, and although traditional governance systems remain relatively robust, there is a high risk of these being eroded. In general, urban incomes are higher than rural incomes, although a new class of urban poor—particularly in the peri-urban areas—is developing. The proposed NSDP will need to consider these issues. In addition, the NSDP will

⁴ Government of Vanuatu. 2013. 2012 Update. Committing to Reform to Achieve a "Just, Educated, Healthy and Wealthy Vanuatu." Port Vila.

⁵ Pacific Islands Forum Secretariat. 2013. 2013 Pacific Regional MDGs Tracking Report. Suva.

need to be underpinned by sound planning processes, high levels of stakeholder engagement, and effective communication strategies.⁶

- 12. ADB's country partnership strategy, 2010–2014 for Vanuatu recognizes the importance of stronger coordination between stakeholders for the planning and delivery of services in Vanuatu, and the need to strengthen the planning capability of key government agencies. The TA will directly support the development of Vanuatu's national and sector priorities for 2016–2030.
- 13. In preparing the TA, the following assumptions were made: (i) strong government commitment to the preparation of the NSDP, (ii) well-coordinated approach to the preparation of the NSDP by all stakeholders, and (iii) strong commitment to and timely support from all stakeholders to ensure achievement of outputs. The following risks have been identified: (i) political instability leading to delays in preparation of the NSDP, and (ii) lack of timely delivery of inputs by the government.
- 14. A stakeholder analysis drawing on and expanding on the existing stakeholder groups that have been identified by the core group, and an associated participation plan will be prepared to assist with risk mitigation. The stakeholder analysis will help recognize (i) potential risks, conflicts, and constraints that could affect the NSDP process; (ii) opportunities and partnerships that could be explored and developed; and (iii) vulnerable or marginalized groups that are usually left out of the planning process. The associated participation plan will assist in guiding stakeholder participation throughout the preparation of the NSDP. The plan captures activities and enables their documentation and evaluation.⁷

III. THE CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE

A. Impact and Outcome

15. The impact of the TA will be that the NSDP guides the implementation and monitoring of Vanuatu's development vision and priorities. The outcome of the TA will be stronger government capacity for development planning and managing for development results.

B. Methodology and Key Activities

- 16. ADB will draw on its experience in development planning in other Pacific countries, and will also provide the technical skills and support in planning, monitoring, and evaluation processes and systems, to assist in the preparation of the proposed NSDP.⁸
- 17. The TA will deliver the following outputs and associated activities over 2014–2016:
 - (i) **Strengthened development planning processes.** The TA will support DSPPAC and the NSDP core team in the preparation of an NSDP for 2016–2030.

⁶ United Nations Development Programme. 2009. *Handbook on Planning, Monitoring and Evaluating for Development Results*. New York.

⁷ ADB. 2012. Strengthening Participation for Development Results: An Asian Development Bank Guide to Participation. Manila.

⁸ This TA draws on the approach adopted in other Pacific countries where ADB has been supporting national development planning: ADB. 2010. *Technical Assistance to Solomon Islands for Support for the Formulation of a National Strategic Plan.* Manila; ADB. 2012. *Technical Assistance to the Republic of the Marshall Islands for Strengthening Economic Policy and Planning: Supporting the Implementation of the National Development Plan, 2012–2015.* Manila.

In particular, the TA will support DSPPAC and the NSDP core team to (a) organize, plan, facilitate, and provide input for ministerial and sector consultations; (b) develop and utilize specific tools to extract policy directives from public consultations and feedback sessions and train government personnel in the use of such tools; (c) ensure that special interest groups are fully included and participate in consultations; (d) ensure that provincial authorities and leaders are given the opportunity to provide feedback on the NSDP; (e) draft a consultation report, including stakeholder feedback and recommendations on the NSDP; and (f) produce a draft NSDP for consideration by the Council of Ministers and Parliament.⁹

(ii) Strengthened monitoring and evaluation processes and systems. The TA will support the government to ensure that appropriate processes and systems are in place to implement and monitor the NSDP.

In particular, the TA will work with DSPPAC to establish a framework for regular monitoring and reporting against the NSDP, help government agencies to put in place the systems to implement and measure achievements under the NSDP, and ensure that the NSDP is utilized as a mechanism for managing for development results.

18. The two outputs will support the achievement of the outcome through the provision of advice, support, and training on development planning preparation and associated monitoring and evaluation.

C. Cost and Financing

- 19. The TA is estimated to cost \$480,000, of which \$400,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-V).
- 20. The government will provide counterpart support in the form of counterpart staff, office accommodation, overhead costs, and other in-kind contributions. The cost estimates and financing plan is in Appendix 2.

D. Implementation Arrangements

- 21. ADB will be the executing agency and DSPPAC—which is located in the Office of the Prime Minister—will be the implementing agency. Disbursements under the TA will be made in accordance with ADB's *Technical Assistance Disbursement Handbook* (2010, as amended from time to time).
- 22. The TA will require international consultants (an estimated 12 person-months of inputs) and national consultants (an estimated 16 person-months of inputs) with skills and expertise in the formulation of national development plans, monitoring and evaluation, and consultation and participation. All consultants will be engaged individually, in accordance with ADB's *Guidelines on the Use of Consultants* (2013, as amended from time to time). TA activities will be implemented over 21 months, from 1 October 2014 to 30 June 2016. The outline terms of reference for consultants are in Appendix 3.

⁹ These activities are aligned with the terms of reference for the NSDP core team.

23. The NSDP core team will be responsible for monitoring and evaluating the preparation of the NSDP and, accordingly, this TA. Good practices and lessons will be disseminated throughout the implementation of the TA.

IV. THE PRESIDENT'S DECISION

24. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$400,000 on a grant basis to the Government of Vanuatu for Supporting the Preparation of the National Sustainable Development Plan, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and Indicators with Baselines	Data Sources and Reporting Mechanisms	Assumptions and Risks
Impact The NSDP guides the implementation and monitoring of Vanuatu's development vision and priorities	Increase in average GDP growth over the first five year period of the NSDP (2016–2020) compared with the 2014 growth forecast (Baseline: 3.5%)	International Monetary Fund Article IV reports	Assumption Strong government commitment to the preparation of the NSDP
	Improved progress toward revised MDGs over the first five year period of the NSDP (2016–2020) (Baseline: data contained in 2013 Pacific Regional MDGs Tracking Report) ^a	Pacific Regional MDGs Tracking Report (or equivalent)	
Outcome Stronger government capacity for development planning and managing for development results	Preparation of the NSDP, and its monitoring and evaluation, are assessed as consistent with regional good practice by peers through the next completed Cairns Compact Peer Review Report (Baseline: 2011 Cairns Compact Vanuatu Peer Review Report) ^b DSPPAC approves a process for regular reporting on the implementation of the NSDP and produces first report by 30 June 2016 (Baseline: none)	Cairns Compact Peer Review Report DSPPAC report	Assumptions Well-coordinated approach to the preparation of the NSDP by all stakeholders Risk Political instability leading to delays in preparation of the NSDP
Outputs 1. Strengthened development planning processes for preparation of the proposed NSDP	Final NSDP approved by Council of Ministers by November 2015 (Baseline: none) Special interest groups and women participate in the consultation and planning process (Baseline: none)	Approved NSDP Consultation report	Assumption Strong commitment and timely support from all stakeholders to ensure achievement of outputs Risk Lack of timely delivery of inputs by the government

Design Summary	Performance Targets and Indicators with Baselines	Data Sources and Reporting Mechanisms	Assumptions and Risks	
2. Strengthened monitoring and evaluation processes and systems for the proposed NSDP	Monitoring and evaluation system capable of providing demographic and sex-disaggregated data in place by June 2016 (Baseline: none)	Monitoring and evaluation framework endorsed by DSPPAC		
Activities with Milesto 1. Strengthened dev	nes elopment planning process	es for preparation of an	Inputs	
,	014–30 November 2015) ^c		ADB: \$400,000	
	litate, and provide input for m tober 2014–31 March 2015)	inisterial and sector		
	specific tools to extract policy eedback sessions (1 October		Note: The government will provide counterpart support in the form of	
	interest groups are fully inclutober 2014–31 March 2015)	ded and participate in	counterpart staff, office accommodation,	
	ial authorities and leaders are n the NSDP (1 October 2014-		overhead costs, and other in-kind contributions.	
	report, including stakeholder on the NSDP (by 31 March 20			
1.6 Produce a draft NS Parliament (by 30 N	DP for consideration by the C November 2015)	ouncil of Ministers and		
	nitoring and evaluation proc PP (1 January 2015–30 June 2			
2.1 Monitoring and eva 2015–30 June 2016	luation system developed and 6)	I being utilized (1 January		
and in collection, ar	ies trained in use of monitorin nalysis, and use of sex-disagg cision making (1 January 2019	regated data for		

ADB = Asian Development Bank, DSPPAC = Department of Strategic Policy Planning and Aid Coordination, GDP = gross domestic product, MDG = Millennium Development Goal, NSDP = national sustainable development plan.

Pacific Islands Forum Secretariat. 2013. 2013 Pacific Regional MDGs Tracking Report. Suva.

Government of Vanuatu and the Pacific Islands Forum Secretariat. 2011. Vanuatu Peer Review Report. Suva.

The activities are aligned with the terms of reference for the NSDP core team.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

tem	Amount
Asian Development Bank ^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	200.00
ii. National consultants	109.00
b. International and local travel	45.00
c. Reports and communications	3.00
2. Training, seminars, and conferences ^b	18.00
3. Miscellaneous administration and support costs	5.00
4. Contingencies	20.00
Total	400.00

Note: The technical assistance is estimated to cost \$480,000, 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, office accommodation, overhead costs, and other in-kind contributions. The value of government contribution is estimated to account for approximately 17% of the total TA cost.

^a Financed by Asian Development Bank's Technical Assistance Special Fund (TASF-V).

For the expenses associated with consultation and stakeholder engagement forums to be administered by the planning specialist (national) and supervised by the national sustainable development plan specialist (international). Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

- 1. **National sustainable development plan specialist** (international, approximately 6 person-months, intermittent). This assignment is intended to provide overall support for the preparation of Vanuatu's proposed national sustainable development plan (NSDP).
- 2. The NSDP specialist will have prior experience of working on national development planning in a developing country environment. The consultant will have a postgraduate degree in economics or other relevant disciplines, and preferably 10 years of relevant work experience. The consultant will have strong project management, communication, and writing skills.
- 3. The NSDP specialist will (i) support the Department of Strategic Policy Planning and Aid Coordination (DSPPAC) and the NSDP core team in the preparation of an NSDP for 2016–2030; (ii) support DSPPAC and the NSDP core team in the design, coordination, and facilitation of stakeholder engagement and consultations for the development of the NSDP; and (iii) support DSPPAC and the NSDP core team in the development and implementation of a plan to raise public awareness about the NSDP and its relevance to development issues in Vanuatu.
- 4. The specialist will also support the NSDP core team to ensure that special interest and disadvantaged groups—including women, women's groups, community-based organizations, non-government organizations working with women, the Department of Women's Affairs, and gender focal points in sector ministries (if any)—are consulted and participate during preparation of the NSDP.
- 5. The expected outputs are (i) completion of stakeholder engagement and consultations for the development of the NSDP, (ii) an NSDP for 2016–2030, and (iii) completion and implementation of a plan to raise public awareness about the NSDP and its relevance to development issues in Vanuatu.
- 6. In undertaking this role, the NSDP specialist will (i) coordinate the work of the other consultants engaged under the technical assistance (TA); (ii) ensure that the TA is implemented in line with a work plan agreed with DSPPAC, the NSDP core team, and the Asian Development Bank, and according to the terms of reference and contract provisions for consultants; (iii) prepare brief monthly update reports on work performed; (iv) prepare a brief inception report, draft final report, and final report in a format satisfactory to DSPPAC, the NSDP core team, and the Asian Development Bank; (v) work with the NSDP core team to coordinate organization of the consultation and stakeholder engagement forums; and (vi) take responsibility for the collective work of the consulting team as well as for coordinating and liaising with stakeholders.
- 7. **Planning specialist** (national, approximately 10 person-months, intermittent). Working closely with the national sustainable development plan specialist (international), this assignment is intended to provide support for the preparation of Vanuatu's proposed NSDP.
- 8. The planning specialist will ideally have prior experience in working on development planning in Vanuatu. The consultant will have a post graduate degree in economics or another relevant discipline, and preferably 5 years of relevant work experience. The consultant will have strong project management, communication, and writing skills. Expertise in gender and social inclusion is desirable.
- 9. The planning specialist will (i) support DSPPAC and the NSDP core team in the preparation of an NSDP for 2016–2030; (ii) support DSPPAC and the NSDP core team in the

design, coordination, and facilitation of stakeholder engagement and consultations for the development of the NSDP; (iii) support DSPPAC and the NSDP core team in the development and implementation of a plan to raise public awareness about the NSDP and its relevance to development issues in Vanuatu; and (iv) be responsible for organizing the consultation and stakeholder engagement forums under the TA.

- 10. The planning specialist will contribute to the following outputs: (i) completion of stakeholder engagement and consultations for the development of the NSDP; (ii) an NSDP covering 2016–2030; and (iii) completion and implementation of a plan to raise public awareness about the NSDP and its relevance to development issues in Vanuatu.
- 11. In undertaking this role, the planning specialist will (i) work closely with the other consultants engaged under the TA; (ii) prepare brief monthly update reports on work performed; and (iii) provide input into the inception report, draft final report, and final report prepared by the NSDP specialist.
- 12. **Monitoring and evaluation specialist** (international, approximately 6 person-months, intermittent). This assignment is intended to support the government to ensure that appropriate processes and systems are in place to implement and monitor the proposed NSDP.
- 13. The monitoring and evaluation specialist will have prior experience in developing and implementing monitoring and evaluation systems for national development planning in a developing country environment. The consultant will have a postgraduate degree in economics or other relevant disciplines and have preferably 10 years of relevant work experience. The consultant will have strong project management, communication, and writing skills. Expertise in gender and social inclusion is desirable.
- 14. The monitoring and evaluation specialist will (i) work with DSPPAC to put in place a framework for regular monitoring and reporting against the NSDP, (ii) support government agencies both national and provincial to put in place the systems to implement and measure achievements under the NSDP, and (iii) ensure that the NSDP is utilized as a mechanism for managing for development results. The monitoring and evaluation specialist will provide training to the Directors, DSPPAC, NSDP focal points in the line ministries, and the Secretary–Generals and planners of the provincial and local authorities.
- 15. The outputs expected under this role are (i) a framework for regular monitoring and reporting against the NSDP, and (ii) systems in place in national and provincial government agencies to implement and measure achievements under the NSDP.
- 16. In undertaking this role, the monitoring and evaluation specialist will (i) work closely with the other consultants engaged under the TA; (ii) prepare brief monthly update reports on work performed; and (iii) provide input into the inception report, draft final report, and final report prepared by the NSDP specialist.
- 17. **Consultation and participation specialist** (national, approximately 6 person-months, intermittent). This assignment is intended to provide overall support to the consultation and stakeholder engagement forums for the preparation of Vanuatu's proposed NSDP. Up to two positions may be recruited as one consultant will cover Port Vila, while the other will cover all the areas outside of Port Vila.

- 18. The consultation and participation specialist will ideally have experience in development planning and leading participatory consultation processes. The consultant will have a degree in economics or another relevant discipline, and at least 5 years of relevant work experience. The consultant will have strong project management, communication, and writing skills. Expertise in gender and social inclusion is desirable.
- 19. The consultation and participation specialist will carry out the following tasks:
 - (i) Prepare a stakeholder analysis and associated participation plan. The stakeholder analysis will help identify (a) potential risks, conflicts, and constraints that could affect the NSDP process; (b) opportunities and partnerships that could be explored and developed; and (c) vulnerable or marginalized groups that are usually left out of planning processes. An associated participation plan will assist in guiding stakeholder participation through the preparation of the NSDP. The plan captures activities and enables their documentation and evaluation.
 - (ii) Work with DSPPAC and the NSDP core team to organize, plan, facilitate, and provide input to the consultation and stakeholder engagement forums planned for the preparation of the proposed NSDP.
 - (iii) Prepare reports summarizing the consultation and stakeholder engagement forums for input into the NSDP.
- 20. The specialist will also ensure that special interest and disadvantaged groups—including women, women's groups, community-based organizations, nongovernment organizations working with women, the Department of Women's Affairs, and gender focal points in sector ministries (if any)—are consulted and participate during preparation of the NSDP.
- 21. In undertaking this role, the consultation and participation specialist will (i) work closely with the other consultants engaged under the TA; (ii) prepare brief monthly update reports on work performed; and (iii) provide input into the inception report, draft final report, and final report prepared by the NSDP specialist.