



# Technical Assistance Report

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Project Number: 48258-001  
Capacity Development Technical Assistance (CDTA)  
September 2015

## Islamic Republic of Afghanistan: Building Resilience to Fragility in ADB-Supported Projects (Cofinanced by the Afghanistan Infrastructure Trust Fund)

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

Asian Development Bank

## CURRENCY EQUIVALENTS

(as of 18 August 2015)

|               |   |                |
|---------------|---|----------------|
| Currency unit | – | afghani/s (AF) |
| AF1.00        | = | \$0.016        |
| \$1.00        | = | AF62.852       |

## ABBREVIATIONS

|      |   |  |
|------|---|--|
| ADB  | – | Asian Development Bank                                 |
| AITF | – | Afghanistan Infrastructure Trust Fund                  |
| ANDS | – | Afghanistan National Development Strategy              |
| FCAS | – | fragile and conflict-affected situations               |
| GIS  | – | geographic information system                          |
| MIS  | – | management information system                          |
| MOF  | – | Ministry of Finance                                    |
| MCIT | – | Ministry of Communications, Information and Technology |
| PMO  | – | project management office                              |
| PMU  | – | project management unit                                |
| TA   | – | technical assistance                                   |

## NOTE

In this report, “\$” refers to US dollars.

|                         |   |
|-------------------------|---|
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## CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE AT A GLANCE

|  |  |  |                     |
|--|--|--|---------------------|
| <b>1. Basic Data</b>   |  | <b>Project Number: 48258-001</b>       |                     |
| <b>Project Name</b>  | Building Resilience to Fragility in ADB-Supported Projects   | <b>Department /Division</b>            | CWRD/AFRM           |
| <b>Country Borrower</b>  | Afghanistan, Islamic Republic of Afghanistan   | <b>Executing Agency</b>                | Ministry of Finance |
| <b>2. Sector</b>   |  | <b>Financing (\$ million)</b>          |                     |
| ✓ Public sector management   | Public administration  |  | 1.50                |
|  |  | <b>Total</b>                           | <b>1.50</b>         |
| <b>3. Strategic Agenda</b>   |  | <b>Climate Change Information</b>      |                     |
| Inclusive economic growth (IEG)  | Pillar 1: Economic opportunities, including jobs, created and expanded   | Climate Change impact on the Project   | Low                 |
| <b>4. Drivers of Change</b>  |  | <b>Gender Equity and Mainstreaming</b> |                     |
| Governance and capacity development (GCD)                                    | Anticorruption<br>Client relations, network, and partnership development to partnership driver of change<br>Civil society participation<br>Institutional development<br>Institutional systems and political economy<br>Organizational development<br>Public financial governance | Some gender elements (SGE)             | ✓                   |
| Knowledge solutions (KNS)  | Application and use of new knowledge solutions in key operational areas<br>Knowledge sharing activities<br>Pilot-testing innovation and learning   |  |                     |
| Partnerships (PAR)   | Civil society organizations<br>Implementation  |  |                     |
| <b>5. Poverty Targeting</b>  |  | <b>Location Impact</b>                 |                     |
| Project directly targets poverty   | No   | Nation-wide                            | High                |
| <b>6. TA Category:</b>   |  | B                                      |                     |
| <b>7. Safeguard Categorization</b> Not Applicable                            |  |  |                     |
| <b>8. Financing</b>  |  |  |                     |
| <b>Modality and Sources</b>  |  | <b>Amount (\$ million)</b>             |                     |
| <b>ADB</b>   |  | <b>0.05</b>                            |                     |
| Capacity development technical assistance: Technical Assistance Special Fund |  | 0.05                                   |                     |
| <b>Cofinancing</b>   |  | <b>1.45</b>                            |                     |
| Afghanistan Infrastructure Trust Fund  |  | 1.45                                   |                     |
| <b>Counterpart</b>   |  | <b>0.00</b>                            |                     |
| None   |  | 0.00                                   |                     |
| <b>Total</b>   |  | <b>1.50</b>                            |                     |
| <b>9. Effective Development Cooperation</b>                                  |  |  |                     |
| Use of country procurement systems   | No   |  |                     |
| Use of country public financial management systems                           | No   |  |                     |

## I. INTRODUCTION

1. The technical assistance (TA) was requested by the Government of Afghanistan during discussions with various ministries and donors from the Afghanistan Infrastructure Trust Fund (AITF) in 2014.<sup>1</sup> A fact-finding mission was conducted in January 2015 to consult further with stakeholders. The Ministry of Finance (MOF) endorsed the TA impact, outcome, outputs, implementation arrangements, cost, and outline terms of reference for the consultants. The design and monitoring framework is presented in Appendix 1.<sup>2</sup>

## II. ISSUES

2. Implementation of development operations is especially difficult in countries experiencing fragile and conflict-affected situations (FCAS).<sup>3</sup> ADB is committed to supporting state-building, applying conflict-sensitive development approaches, strengthening human and financial resources for conflict-sensitive operations, adopting flexible business processes within appropriate risk frameworks, and developing institutional capacity to address fragility.<sup>4</sup> A conflict-sensitive approach refers to the ability of an organization to (i) understand the operating context, (ii) understand the interaction between an intervention and this context, and (iii) act on this understanding to avoid negative effects and maximize positive impacts for peacebuilding and development.<sup>5</sup> Research has found that infrastructure is important in fragile states; investment can not only provide this where it is lacking or has been destroyed but also create community cohesion resulting in good governance and increased accountability of authorities.<sup>6</sup> As it implements development initiatives in cooperation with the governments of its developing member countries, ADB is well-positioned to build capacity, help standardize conflict-sensitive approaches, and encourage appropriate development activities in fragile states.

3. Afghanistan, a founding member of the g7+, is considered an FCAS country, with low governance transparency and accountability, high political and security risk, and an uncertain future.<sup>7</sup> Causes of conflict and fragility in Afghanistan include political instability, lack of security, regional or tribal affiliations, power and socioeconomic imbalances, a limited civil society, and weak governance and oversight systems. In 2014, Afghanistan was classified as “not free” in the areas of global political rights and civil liberties, ranked low for press freedom, and placed at the bottom of Transparency International’s Corruption Perceptions Index.<sup>8</sup> It is one of the two least peaceful countries in the world, and has a discouraging investment environment.<sup>9</sup>

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<sup>1</sup> The MOF; Ministry of Agriculture, Irrigation and Livestock; Ministry of Energy and Water; Ministry of Mines and Petroleum; Ministry of Public Works; and Ministry of Rural Rehabilitation and Development were consulted, along with Da Afghanistan Breshna Sherkat, which is implementing ADB-financed activities in the energy sector.

<sup>2</sup> The concept paper was approved on 9 January 2015 and the TA appeared in the business opportunities section of ADB’s website on 22 January 2015. The fact-finding mission reduced the scope and focus of the TA to fragile and conflict-affected situations.

<sup>3</sup> ADB. 2015. *2014 Development Effectiveness Review*. Manila.

<sup>4</sup> ADB. 2013. *Operational Plan for Enhancing ADB’s Effectiveness in Fragile and Conflict-Affected Situations*. Manila.

<sup>5</sup> International Alert. 2014. *Fragile Reforms: World Bank and Asian Development Bank Financing in Fragile and Conflict-Affected Situations*. London. <http://www.international-alert.org/resources/publications/fragile-reforms>. The positive term *peace-sensitive approach* can be used interchangeably with *conflict-sensitive approach*; ADB. 2012. *A Peace-building Tool for a Conflict-Sensitive Approach to Development: A Pilot Initiative in Nepal*. Manila. <http://www.adb.org/publications/peacebuilding-tool-conflict-sensitive-approach-development-pilot-initiative-nepal>

<sup>6</sup> Independent Commission for Aid Impact. 2015. *Assessing the Impact of the Scale-Up of DFID’s Support to Fragile States*. London.

<sup>7</sup> The g7+ is a voluntary association of 20 countries that are or have been affected by conflict and are now in transition to the next stage of development.

<sup>8</sup> Freedom House. *Freedom in the World 2014*. <http://www.freedomhouse.org/report/freedom-world/freedom-world-2014>; Reporters Without Borders. *World Press Freedom Index 2014*.

4. The country suffers from both a lingering, low-intensity conflict and a fragile institutional and financial resource base characterized by insufficient administrative and technical capacity and public finance constraints. This fragility is largely attributable to historical processes involving ethnicity, political interference in departmental functions, and the misappropriation of organizational resources. These factors, which are seen in other post-conflict and fragile states, inhibit the delivery of effective public services, including security, law and order, and justice.<sup>10</sup>

5. Since ADB resumed assisting Afghanistan in 2002, it has provided around \$1.0 billion to lending programs and approximately \$3.0 billion in grant assistance;<sup>11</sup> yet, one-third of Afghanistan's population still live below the poverty line. An enhanced approach is needed to promote development in Afghanistan.<sup>12</sup> In contrast to most other developing member countries with which ADB works, Afghanistan is a fragile state,<sup>13</sup> in which political instability undermines economic growth and productivity; discourages physical, human, and social capital accumulation; and hinders progress towards inclusive economic growth.<sup>14</sup> Resistance to the institutional change necessary for devolving power and creating systems of accountability is a key challenge to development efforts. Institutional change in FCAS environments may take up to 30 years to achieve.<sup>15</sup>

6. An assessment of ADB's capacity to deliver FCAS-sensitive project financing in complex, politicized, and insecure operating environments found the following: (i) failure to integrate conflict-sensitivity throughout the entire project cycle compromises project outcomes and significantly delays implementation; (ii) failure of ADB and client governments to align in supporting conflict-sensitive project financing can indicate resistance to project goals; (iii) potential project spoilers not identified and managed from the start, through "inclusive enough" coalitions, may cause conflict during project implementation; (iv) project risk assessments and mitigation strategies not regularly updated and grounded in the local context may result in missed critical conflict risks and peacebuilding opportunities; and (v) project feedback loops that lack mechanisms to gather information from a balanced range of project stakeholders throughout the project cycle endanger the correct allocation of project resources.<sup>16</sup>

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[https://rsf.org/index2014/data/index2014\\_en.pdf](https://rsf.org/index2014/data/index2014_en.pdf); Reporters Without Borders ranks Afghanistan 128th out of 180 countries for press freedom; Transparency International. Corruption Perceptions Index 2014. <http://cpi.transparency.org/cpi2014/results/>

<sup>9</sup> Institute for Economics and Peace. Global Peace Index 2014. <http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014>; World Bank Group. Doing Business 2015. <http://www.doingbusiness.org/data/exploreeconomies/afghanistan/>. In 2015, the World Bank ranks Afghanistan 183rd out of 189 economies for "ease of doing business."

<sup>10</sup> ADB. 2014. *Transport Sector Development in Afghanistan: Improving Resettlement Planning and Implementation*. Manila.

<sup>11</sup> As of 31 December 2014. ADB. Afghanistan and ADB. <http://www.adb.org/countries/afghanistan/main>

<sup>12</sup> ADB. 2012. *Country Assistance Program Evaluation: Afghanistan*. Manila.

<sup>13</sup> Organisation for Economic Co-operation and Development. 2015. *States of Fragility 2015: Meeting Post-2015 Ambitions*. Paris. This framework recognizes that fragility has significant impact on the scale of global poverty, that reducing poverty will require addressing fragility, and that unprecedented rates of progress will be needed to end poverty.

<sup>14</sup> In fragile states, the reach of public authority (i.e., state institutions) is limited and challenged by non-state entities. The term FCAS is used to describe a country or area that has been destabilized. ADB distinguishes among four types of FCAS in Asia and the Pacific: fragile situations, conflict-affected situations, transitional situations, and subnational fragile situations

<sup>15</sup> ADB. 2012. *Working Differently in Fragile and Conflict-Affected Situations: The ADB Experience*. Manila. <http://fragilesituations.adb.org>

<sup>16</sup> International Alert. 2014. *Fragile Reforms: World Bank and Asian Development Bank Financing in Fragile and Conflict-Affected Situations*. London.

7. ADB's country partnership strategy, 2009–2013 for Afghanistan identified strengthening governance as one of four priority sectors, with gender and development, governance, and private sector development as priority cross-cutting themes. It also noted that ADB investments were either insufficient or targeted technical assistance poorly.<sup>17</sup> As a result, ADB increased intervention in these areas and is providing additional technical assistance with environment and climate change, financial management, gender, and social safeguards.<sup>18</sup> However, ADB's 2014 Midterm Review of Strategy 2020 highlighted the importance of supporting FCAS countries and called on ADB to be flexible, understand the local context, make long-term commitments, and ensure country ownership when helping these countries.<sup>19</sup> This TA is consistent with the interim country partnership strategy, 2014–2015.<sup>20</sup>

8. In response to the Government of Afghanistan's request for assistance in strengthening its approach to conflict-sensitive programming, ADB designed this TA to support the Afghanistan National Development Strategy (ANDS) Capacity Development Plan in accordance with the New Deal for Engagement in Fragile States.<sup>21</sup> It aims to assist the government's state-building efforts by providing analysis, tool development, policy advice, and assistance in strengthening the capacity of project management units (PMUs) implementing ADB-financed activities to apply conflict-sensitive approaches. This TA builds on the high-level forum Building Resilience to Fragility in Asia and the Pacific held in June 2013, and supports the recommendations of the Midterm Review of Strategy 2020.<sup>22</sup>

### III. THE CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE

#### A. Impact and Outcome

9. The impact of the TA will be the strengthened capacity of the Government of Afghanistan. It is aligned with the ANDS Capacity Development Plan. The outcome of the project will be the application of conflict-sensitive approaches in ADB-financed development activities.

#### B. Methodology and Key Activities

10. The project will have two outputs: (i) the production of context-specific peacebuilding tools to improve development activities, and (ii) the application of conflict-sensitive approaches by PMUs. Under the first output, the project will engage consultants to map FCAS initiatives in Afghanistan with various stakeholders. The consultants will confer with stakeholders, PMUs, and project staff to review the current project identification and implementation process and develop peacebuilding tools as part of a risk management framework for use in ADB-financed

<sup>17</sup> ADB. 2008. *Country Partnership Strategy: Afghanistan, 2009–2013*. Manila. The interim country partnership strategy, 2014–2015 continues the focus of the 2009–2013 strategy while a new strategy is being prepared.

<sup>18</sup> ADB. 2010. *Improving the Implementation of Environmental Safeguards in Central and West Asia*. Manila; ADB. 2014. *Sustainable Environmental Management of Projects in Central and West Asia*. Manila; ADB. 2014. *Improving the Capacity and Integrity of Procurement Processes in Central and West Asia*. Manila; ADB. 2014. *Improving the Financial Management Capacity of Executing Agencies in Afghanistan and Pakistan*. Manila; ADB. 2010. *Promoting Gender-Inclusive Growth in Central and West Asia Developing Member Countries*. Manila; ADB. 2009. *Mainstreaming Land Acquisition and Resettlement Safeguards in the Central and West Asia Region*. Manila

<sup>19</sup> ADB. 2015. *2014 Development Effectiveness Review*. Manila.

<sup>20</sup> ADB. 2014. *Interim Country Partnership Strategy: Afghanistan, 2014–2015*. Manila.

<sup>21</sup> ANDS. 2011. *Capacity Development Plan, 2011–2014*. Kabul; New Deal – Building Peaceful States. <http://www.newdeal4peace.org/>

<sup>22</sup> ADB. 2013. *Forum on Building Resilience to Fragility in Asia and the Pacific: Proceedings*. Manila; ADB. 2014. *Midterm Review of Strategy 2020: Meeting the Challenges of a Transforming Asia and Pacific*. Manila.

activities in Afghanistan. The peacebuilding tools will include an analytical method to help project team leaders and social experts understand the local context and identify potential risks for implementing development projects linked to conflict causes in Afghanistan. Use of these tools will raise awareness of those working on development activities, and help them identify potential unintended consequences and develop measures to address and avoid these risks. Presented in a matrix format, the tools comprise a series of issues and questions to identify potential project-related conflicts in fragile or post-conflict situations in Afghanistan, as well as opportunities for building peace and social cohesion in the context of particular development projects.<sup>23</sup> A knowledge product will also be developed to share lessons and serve as a road map to replicating conflict-sensitive government approaches.

11. Under the second output, consultants will work to strengthen the understanding and sensitivity of PMUs to help them apply the peacebuilding tools. Technology will be used to increase information awareness and sharing for improved decision making, planning, and monitoring. The project will build capacity to improve cross- and intra-departmental and agency sharing of project information through a geographic information system (GIS) as a component of the government's management information system. This supports the ANDS Capacity Development Plan to (i) prioritize technology to improve the efficiency of government and other organizations, (ii) design ways to overcome distance and terrain, (iii) upgrade processes where modern technology would be more effective, (iv) overcome rural and urban disparities and barriers to women's education, and (v) facilitate affordable communication.

12. Risks include the possibilities that (i) not all development partners may support the use of conflict-sensitive approaches, (ii) security concerns may prevent robust development activities, and (iii) frequent turnover of contractors and personnel from the executing and implementing agencies and PMUs may undermine efficacy and institutional development.

### **C. Cost and Financing**

13. The TA is estimated to cost \$1,575,000, of which \$50,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-V) and \$1,450,000 will be financed on a grant basis by the Afghanistan Infrastructure Trust Fund (AITF) and administered by ADB.<sup>24</sup> The government will provide counterpart support in the form of counterpart staff, office space, and other in-kind contributions. The value of government contribution is estimated to account for 5% of the total TA cost.

### **D. Implementation Arrangements**

14. The TA will be implemented from September 2015 through January 2019. The MOF will be the executing agency and will be responsible for supervising and monitoring the TA activities. Implementing agencies will be line ministries responsible for initiating specific subprojects.

15. A steering committee formed of ADB; MOF; Ministry of Communications, Information and Technology; and interested AITF financing partners will meet annually or as required to

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<sup>23</sup> For example in Nepal, the use in a sensitive post-conflict context has helped ADB projects minimize social tensions and support the successful conclusion of the peace process or, at the very least, to do no harm.

<sup>24</sup> Financing partners: the governments of Japan, the United Kingdom, and the United States. The cost estimate and financing plan is attached as Appendix 2.



provide overall guidance and high-level supervision.<sup>25</sup> Sector and cross-sector specialists will support the TA and will work together with the consultants to inform and apply conflict-sensitive applications across the TA projects. The infrastructure specialist (GIS) in the Sustainable Development and Climate Change Department will provide technical support for GIS activities.<sup>26</sup>

16. Social and peacebuilding technical assistance and training will be provided by four individual consultants. A consulting firm will be recruited on a quality- and cost-based selection basis (90:10) to assist with GIS by providing two consultants and GIS services. Consultants will be recruited in accordance with the Guidelines on the Use of Consultants (2013, as amended from time to time).<sup>27</sup> Outline terms of reference for the consultants are presented in Appendix 3. The project will be based in the MOF and will report to the Afghanistan Resident Mission country specialist who will coordinate project implementation issues with sector and cross-sector specialists. TA disbursements will be handled according to the *Technical Assistance Disbursement Handbook* (2010, as amended from time to time).

17. In addition to an annual TA review, a brief review will be conducted after TA inception to assess start-up activities and consultant placement, establish the steering committee, and update key outputs and activities as necessary; a midterm review will be conducted in 2017; and a full assessment at the end of the TA will report on progress in building resilience to fragility in project financing in Afghanistan. The results of the TA will be disseminated to the government and AITF financing partners, and within ADB through seminars and workshops both in Afghanistan and at ADB headquarters.

#### **IV. THE PRESIDENT'S DECISION**

18. The President, acting under the authority delegated by the Board, has approved (i) ADB administering technical assistance not exceeding the equivalent of \$1,450,000 to be financed on a grant basis by the Afghanistan Infrastructure Trust Fund, and (ii) ADB providing the balance not exceeding the equivalent of \$50,000 on a grant basis, to the Government of Afghanistan for Building Resilience to Fragility in ADB-Supported Projects, and hereby reports this action to the Board.

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<sup>25</sup> The Department for International Development of the United Kingdom has confirmed its interest in participating in the steering committee. The TA consultants will also coordinate extensively with the MOF on current FCAS activities financed by the United Nations Development Programme.

<sup>26</sup> See Supplementary Appendix A for the TA organization chart.

<sup>27</sup> Lump-sum payment and output-based contracts will be considered for consulting services under the TA.

## DESIGN AND MONITORING FRAMEWORK

**Impact the Project is Aligned with:**

Strengthened capacity of the Government of Afghanistan (ANDS Capacity Development Plan, 2011–2014)<sup>a</sup>

| Project Results Chain   | Performance Targets and Indicators with Baselines  | Data Sources and Reporting   | Risks   |
|---|--|--|---|
| <p><b>Outcome</b></p> <p>Application of conflict-sensitive approaches in ADB-financed development activities</p>      | <p>a. CPS and project risk assessments and risk mitigation plans incorporated FCAS considerations starting in 2016 (baseline 2015 = 0)</p> <p>b. Project designs incorporate GIS information starting in 2019 (baseline 2015 = 0)</p>  | <p>a. ADB website</p> <p>b. Consultant reports</p>                 | <p>Not all development partners support the use of conflict-sensitive approaches</p>  |
| <p><b>Outputs</b></p> <p>1. Development of context-specific peacebuilding tools to improve development activities</p> | <p>1a. A FCAS coordination group endorsed and approved the use of peacebuilding tools as part of a risk management framework to improve development projects by 2016 (baseline 2015 = 0)</p> <p>1b. A road map for conflict-sensitive approaches in project identification and implementation is finalized by 2017 (baseline 2015 = 0)</p> | <p>a. Consultant reports</p> <p>b. ADB and government websites</p> | <p>Security concerns prevent robust development activities</p>  |
| <p>2. Application of conflict-sensitive approaches by PMUs</p>  | <p>2a. 300 people trained to use of resilience mapping tools and the use of fragility and conflict-sensitive approaches to additional by the end of 2018 (baseline: 2015=0)</p>  | <p>Training proceedings</p>  | <p>Frequent turnover of contractors and executing agency, implementing agency, and PMU personnel undermine efficacy and institutional development</p> |

### Activities with Milestones

#### 1. Peacebuilding tools improve development activities

- 1.1 Recruitment of consultants by Q4 2015.
- 1.2 Formation of a donor FCAS coordination group by Q3 2015.
- 1.3 Dispatch of consultants to review, prepare, draft, and revise various instruments and knowledge products in Q4 2015–Q2 2017.
- 1.4 Review workshops and meetings conducted in Q1 2016–Q3 2017.
- 1.5 Draft and pilot test peacebuilding tools by Q4 2016.

|  |
|--|
| <p><b>Activities with Milestones</b></p> <p><b>2. PMUs apply conflict-sensitive approaches</b></p> <p>2.1 Workshops and training sessions conducted in Q1 2016–Q4 2018.</p> <p>2.2. Workshops with communities served by ADB-financed projects conducted in Q1 2016–Q4 2018.</p> |
| <p><b>Inputs</b></p> <p><b>ADB: \$50,000 (TASF-V)</b></p> <p><b>Afghanistan Infrastructure Trust Fund: \$1,450,000</b></p>   |
| <p><b>Assumptions for Partner Financing</b></p> <p>Not applicable</p>  |

ADB= Asian Development Bank, AITF = Afghanistan Infrastructure Trust Fund, ANDS = Afghanistan National Development Strategy, CPS = country partnership strategy, FCAS = fragile and conflict-affected situations, GIS = geographic information system, PMU = project management unit, Q = quarter.

<sup>a</sup>. Tokyo Conference on Afghanistan. 2012. *Towards Self-Reliance: Strategic Vision for the Transformation Decade*. Tokyo. <http://mof.gov.af/Content/Media/Documents/Towards-Self-Reliance-27-2012167201210282583553325325.pdf>

Source: ADB.

**COST ESTIMATES AND FINANCING PLAN**

(\$'000)

| Item  | Amount         |
|---|----------------|
| <b>A. Asian Development Bank<sup>a</sup></b>                |                |
| 1. Consultants  |                |
| a. Remuneration and per diem                                |                |
| i. International consultants                                | 40.0           |
| ii. National consultants                                    | 10.0           |
| <b>Subtotal (A)</b>   | <b>50.0</b>    |
| <b>B. Afghanistan Infrastructure Trust Fund<sup>b</sup></b> |                |
| 1. Consultants  |                |
| a. Remuneration and per diem                                |                |
| i. International consultants                                | 764.0          |
| ii. National consultants                                    | 206.0          |
| b. International and local travel                           | 105.0          |
| c. Reports and communications                               | 10.0           |
| 2. Equipment <sup>c</sup>                                   | 315.0          |
| 3. Training, seminars, and conferences                      | 15.0           |
| 4. Miscellaneous administration and support costs           | 15.0           |
| 5. Contingencies  | 20.0           |
| <b>Subtotal (B)</b>   | <b>1,450.0</b> |
| <b>Total</b>  | <b>1,500.0</b> |

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

<sup>a</sup> Financed by the ADB's Technical Assistance Special Fund (TASF-V).

<sup>b</sup> Financing partners: the governments of Japan, the United Kingdom, and the United States. Administered by ADB.

<sup>c</sup> Includes computers and associated peripherals for consultants' use (including a high specification laptop for geographic information system work), installation of software and systems, internet fees, software licenses, and equipment required for field work such as global positioning system units, digital cameras, and smart phones. Equipment will be transferred to the government upon completion of the TA.

Source: ADB.

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

### Indicative Consulting Services Inputs

| Position   | Person-months |
|--|---------------|
| <b>International Consultants</b>                                     |               |
| Peacebuilding specialist (intermittent) <sup>a</sup>                 | 10            |
| Social development specialist (intermittent) <sup>a</sup>            | 12            |
| Geographic information system specialist (intermittent) <sup>b</sup> | 16            |
| <b>Subtotal</b>  | <b>38</b>     |
| <b>National Consultants</b>  |               |
| Peacebuilding specialist <sup>a</sup>                                | 24            |
| Social development specialist <sup>a</sup>                           | 24            |
| Information technology specialist <sup>b</sup>                       | 24            |
| <b>Subtotal</b>  | <b>72</b>     |
| <b>Total Inputs</b>  | <b>110</b>    |

<sup>a</sup> To be engaged through individual consultants.

<sup>b</sup> To be engaged through a firm, on a quality and cost-based selection (90:10) basis.

### **A. Contract 1: Project Management, Peacebuilding, and Social Development Assistance**

1. Two international consultants will be selected on an interim basis, and four national consultants on a full-time basis, for social and peacebuilding services.

2. The consultants will (i) help build capacity and mainstream peacebuilding methodologies to enhance current approaches to gender and social inclusion, and to multiply, monitor, evaluate, and report on the combined impacts; (ii) advise the Government of Afghanistan collectively on development strategies to increase peacebuilding, social inclusion, gender, and poverty impacts, and recommend improvements to current and new activities; (iii) support the design and implementation of strong monitoring and evaluation systems—including projects with robust outcomes and indicators for conflict reduction, social inclusion, and poverty reduction; and (iv) work with the government and the Asian Development Bank (ADB) to assess their monitoring and evaluation systems. The technical assistance (TA) will help the government and ADB mainstream conflict-reducing strategies during project planning.

3. All consultants must demonstrate (i) in-depth knowledge of program management and implementation; (ii) managerial, organizational, budgeting, results-based management, and negotiating skills; (iii) a proven ability to liaise with a variety of stakeholders and partners, including government, civil society, and international organizations; (iv) strong analytical, dialogue, consultative, and communication skills; (v) the ability to produce high-quality practical advisory reports and knowledge products; (vi) the ability to make decisions under pressure and deal with politically or culturally sensitive matters; and (vii) the ability to work in a team.

#### **1. Peacebuilding Specialists**

4. Based in the Ministry of Finance, these two specialists will liaise with ADB-financed projects, social development specialists, and technical personnel provided under the subcontract to promote awareness and application of conflict-sensitive approaches in ADB-supported activities in Afghanistan. They will also coordinate closely with fragile and conflict-

affected situation (FCAS) initiatives being conducted by the United Nations Development Programme and other donors. The specialists will work together to develop peacebuilding tools to inform strategies, programs, and projects in Afghanistan, and to reduce or mitigate potential conflict and ensure that the projects “do no harm.”<sup>1</sup> The peacebuilding tools will be used to develop and monitor ADB’s portfolio in Afghanistan, and the project team leader and project management unit (PMU) will note areas for improvement that will be addressed through targeted assistance. Comprehensive training programs will be developed and conducted to raise awareness of sensitivities in implementing development programs in FCAS environments. The consultants will help inform the country partnership strategy process to ensure consistency between the vulnerability and political economy assessments that will be conducted in 2015 as part of the conflict-mapping exercise.<sup>2</sup>

5. These positions will (i) develop peacebuilding tools for managing potential risks; (ii) support the government in developing, using, and refining peacebuilding tools for practical application in peace-sensitive analysis; (iii) collaborate with other TA consultants, ADB and project staff, and development partners on training regarding peace sensitivity approaches and the dissemination of peacebuilding tools; (iv) conduct fragility assessments; (v) document and disseminate lessons and best practices with regard to FCAS programming in Afghanistan; (vi) coordinate with the government; and (vii) provide necessary technical assistance in the dissemination and use of peacebuilding tools.

6. Skills and experience required for the international position include (i) an advanced degree in governance, public policy, post-conflict peace processes, or a related discipline; (ii) experience and knowledge of FCAS; (iii) ability to develop and apply political economy analyses or fragility assessments; (iv) at least 5 years’ experience working in Afghanistan or a similar situation; and (v) strong communication and report-writing skills. Skills and experience required for the national position include (i) a degree in economics, business, law, or a related discipline; (ii) strong communication and report-writing skills; (iii) a minimum of 5 years of general experience; and (iv) 3 years of specific experience in government or with an international development organization.

## 2. Social Development Specialists

7. One international and one national consultant will work within line ministries to strengthen community engagement in ADB-financed projects. Under the leadership of the international social development specialist, the national consultant will work with one or more

<sup>1</sup> The “Do No Harm” framework started began as the Local Capacities for Peace Project in 1993. It evolved over the next decade and was renamed “Do No Harm” in 2001, in part, due in part to the sensitive nature of the word “conflict.” The “Do No Harm” framework is widely used in the humanitarian and development communities, and is one of the best-known tools for peace and conflict impact analysis. (See Conflict Sensitivity Consortium. Do No Harm/Local Capacities for Peace Project. <http://www.conflictsensitivity.org/node/103>).

<sup>2</sup> Such assessments are used to understand the local context of fragile situations—such as those in the Pacific countries—and to inform strategies, programs, and projects. A fragile situation can be understood through the lens of a country’s political economy (i.e., the interaction of political and economic processes and how these influence the distribution of wealth and resources). ADB. 2014. *Practical Guide to Fragility Assessment*. Manila. <http://www.adb.org/publications/practical-guide-fragility-assessment>. This assessment will be conducted under the regional capacity development technical assistance project, Mapping Resilience to Fragility and Conflict in Asia and the Pacific, being implemented by ADB’s FCAS focal person. This assessment will be used for internal information purposes and will not be linked to the country partnership strategy. Assessment tools, such as peace-sensitive analysis, or peacebuilding tools and fragility assessments are a way of adopting a conflict-sensitive approach. For an example of a fragility assessment, please refer to ADB. 2014. *Understanding and Responding to a Fragile Situation: A Pilot Assessment in Papua New Guinea*. Manila. <http://www.adb.org/publications/understanding-and-responding-fragile-situation-pilot-assessment-papua-new-guinea>

PMUs to engage actively with communities participating in ADB-financed activities. These consultants will (i) analyze opportunities to increase peacebuilding, social inclusion, and gender mainstreaming in the implementation of ADB-financed projects; (ii) strengthen PMU skills in engaging the community in an inclusive, conflict-sensitive manner; (iii) provide operational support, guidance, and quality assurance to project management teams; (iv) coordinate information between the project site, PMU, and ADB to help identify and mitigate potential problems; (v) foster greater inclusiveness among project stakeholders; and (vi) develop communications strategies to help shape and promote public awareness about projects.

8. Skills and experience required for the international position include (i) an advanced degree in international development, social development, or a related field; (ii) a solid understanding of the implications of social development on policy, institutions, and operations; (iii) at least 5 years' experience applying consultative and participatory social development approaches, deriving results for the client in Afghanistan or comparable environment; (iv) the ability to coach others formally and informally to apply experience and derive results for the clients; (v) the ability to translate technical and cross-country knowledge into practical applications; and (vi) strong communication and report-writing skills. Knowledge of ADB programming and approaches is strongly desired. Skills and experience required for the national positions include (i) an advanced degree; (ii) at least 5 years' experience in humanitarian and/or development work, preferably with an international development organization; (iii) strong people skills; (iv) experience providing formal and informal training; (v) strong communication and report-writing skills; and (vi) the ability and willingness to travel to the field.

9. Quarterly output reports will be provided to the TA team leader recording progress against the terms of reference and indicators along with budget expenditures.

## **B. Contract 2: Geographic Information System and Information Technology Services**

10. The tasks of the international geographic information system (GIS) specialist, who will be supported by the national information technology specialist (who should not presently be employed by a government GIS unit) will include (i) developing a data classification policy that comprises data security and confidentiality and involves the National Security Council along with possibly higher level stakeholder workshops; (ii) supporting the development of a spatial data standard policy; and (iii) institutionalizing the GIS platform.

11. Under the first task, developing a data classification policy that comprises data security and confidentiality will include stakeholder workshops for the National Security Council and possibly higher level stakeholders. Government officials are responsible for classifying any information they produce and applying any appropriate labels and release marking; thus, government institutions can contribute individually to establish classification levels and develop strategies and training methods for corresponding implementation. The ministries' management information system and GIS units may have to design tiered system architecture incorporating data tier, application server tier, services tier, application tier and user tier, as well as making data classification part of data-handling activities and information lifecycle management policies. Comprehensive data access protocols and a regulatory framework may not be needed at this stage, and may be shaped around the access and re-use policies for unclassified, publicly available data.<sup>3</sup>

<sup>3</sup> A full description of recommended platforms and system architecture, plus existing capacities and systems is included in a GIS needs assessment conducted in 2015 as part of fact-finding for this TA. This assessment describes the process of graduation from short term, initial GIS set-ups to a longer-term, government-owned and managed system.

12. Under the second task, supporting the development of a spatial data standard policy, the Afghanistan Geodesic and Cartographic Head Office will be engaged as a main stakeholder, due to both its history in fostering this process and potential future role as authoritative custodian. Spatial data standards usually involve map projections, geodetic data, the coordinate system in which datasets are stored, and their scale and accuracy. Some ministries already apply spatial data standards, depending on their GIS staff's skills and ability to apply these standards consistently. The documentation of produced data, known as metadata, is a structured concept important for comprehending the information. Developing a metadata standard is a high priority, especially in Afghanistan, as this establishes a common understanding of the meaning or semantics of the data, and ensures its correct use and interpretation. Introducing a less complex model that concentrates on key data characteristics is recommended.

13. Under the third task, in light of the need for longer term solutions, it is recommended that the Ministry of Communications, Information and Technology (MCIT) carry out the technical implementation of the GIS platform, because its superlative technical capacity and ample available skills make it the best candidate for system installation, maintenance, updates, and security. MCIT already has an integrative role and is collaborating closely with many other ministries in matters of information technology such as their management of website designs and shape of information contents. The management of published information contents within an envisaged information platform requires involving corresponding providers in the form of a steering committee. The initiation of this body and related current efforts of MCIT should be supported, potentially through a series of stakeholder engagement forums or workshops. Its organizational performance must be sustained for at least 3 years, as the GIS platform will be developed in stages for years, starting with ADB-assisted scenario leading to a distributed and/or centralized platform solution operated by the government. Individual ministries with advanced GIS capabilities and experience in the operation of GIS centers, such as the Ministry of Mines and Petroleum, may also take a leading role.