

Technical Assistance Report

Project Number: 46456

Capacity Development Technical Assistance (CDTA)

December 2013

People's Republic of Bangladesh: Supporting Education and Skills Development Investment Programs

CURRENCY EQUIVALENTS

(as of 9 October 2013)

Currency unit - taka (Tk) Tk1.00 = \$0.01314 \$1.00 = Tk76.1134

ABBREVIATIONS

ADB - Asian Development Bank
DLI - disbursement-linked indicator
M&E - monitoring and evaluation
MOE - Ministry of Education
SEIP - Skills for Employment Investment Program
SESIP - Secondary Education Sector Investment Program
TA - technical assistance

TECHNICAL ASSISTANCE CLASSIFICATION

Type Targeting classification		Capacity development technical assistance (CDTA) General intervention
Sector (subsectors)	_	Education (upper secondary education, technical education and vocational skills training)
Themes (subthemes) Location (impact)		Social development (human development), governance (anticorruption), capacity development (institutional development) National (high)

NOTE

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

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CONTENTS

		Page
I.	INTRODUCTION	1
 II.	ISSUES	1
11.	A. Focus on Results B. Use of Country System and Fiduciary Risk Management	1 2
III.	THE TECHNICAL ASSISTANCE	3
	 A. Impact and Outcome B. Methodology and Key Activities C. Cost and Financing D. Implementation Arrangements 	3 3 4 4
IV.	THE PRESIDENT'S DECISION	5
APP	PENDIXES	
1. 2. 3.	Design and Monitoring Framework Cost Estimates and Financing Plan Outline Terms of Reference for Consultants	6 8 9

I. INTRODUCTION

Capacity development technical assistance (TA) for secondary education and skills development projects is included in the Asian Development Bank (ADB) country operations business plan for Bangladesh, 2013–2015. The government has requested the TA to support the management of the Secondary Education Sector Investment Program (SESIP)² and the Skills for Employment Investment Program (SEIP). SESIP and SEIP have innovative features. SESIP's financing depends on achievement of selected results called disbursement-linked indicators (DLIs). The government and ADB have agreed on detailed criteria and procedures to review and verify achievement of the DLIs. SEIP is expected to develop similar incentives to achieve key results. Furthermore, SESIP and SEIP will use the government's treasury system for disbursement and financial management. To mitigate fiduciary risks associated with having the government manage funds and account for program expenditures, the government and ADB have agreed on a comprehensive fiduciary oversight arrangement for SESIP. They have also agreed on the implementation of an action plan to improve practices in procurement and financial management. SEIP is expected to develop similar arrangements to mitigate fiduciary risks. The government and ADB have agreed that the TA for the investment programs will specifically support capacity development in fiduciary risk management, as well as results reporting and verification. The government concurs with the impact, outcome, outputs, implementation arrangements, cost, financing arrangements, and terms of reference. The design and monitoring framework is in Appendix 1.4

II. ISSUES

2. Bangladesh has made remarkable progress in increasing participation in and completion of primary education and participation in secondary education. The major remaining challenges, which are addressed in the National Education Policy, 2010, are to improve the efficiency and quality of education and skills development, and their relevance to labor market needs. The government recognizes the need to develop and implement long-term strategies to meet the demand for higher-quality and more market-relevant secondary education and skills development. SESIP and SEIP will support the government's reform of secondary education and skills development into systems that develop a skilled labor force and prepare the youth to meet the requirements of the economy. SESIP aims to achieve three outputs: (i) enhanced quality and relevance of secondary education, (ii) expanded equitable access and increased retention, and (iii) strengthened management and governance of secondary education. SEIP aims to achieve four outputs: (i) market-responsive, inclusive skills training; (ii) quality assurance; (iii) strengthened skills-training institutions; and (iv) effective program management.

A. Focus on Results

3. Success in implementing reforms in large systems such as Bangladesh's education and skills development systems depends on agencies' capacity to plan and manage resources effectively to achieve the intended results, and to account for them. Lessons from the Third Primary Education Development Project, which uses DLIs, show that these are powerful tools

¹ ADB. 2013. *Country Operations Business Plan: Bangladesh, 2013–2015.* Manila. The TA was originally included as Human Development Capacity and Implementation Improvement in Bangladesh.

² ADB. 2013. Report and Recommendation of the President to the Board of Directors: Proposed Multitranche Financing Facility to the People's Republic of Bangladesh for the Secondary Education Sector Investment Program. Manila.

³ Scheduled for Board consideration in March 2014.

The TA first appeared in the business opportunities section of ADB's website on 29 August 2013.

for shifting attention from inputs to the achievement of essential results that deliver quality education. ⁵ That project demonstrated that strengthening stakeholders' incentives and accountability for achieving priority results is effective. Consequently, SESIP and SEIP shift the emphasis from a narrow approach focused on activities and inputs to a broader program approach focused on results. SESIP's financing from 2013 to 2017 depends on the government achieving a set of eight annual DLIs that target sector outcomes, intermediate outcomes, and institutional development, among other results. For instance, the DLI on improving science teaching sets a target for increased enrollment rate in science subjects. Achievement of DLIs will be verified through a detailed protocol that includes third-party validation by independent institutions and individuals, where appropriate. SEIP is expected to develop similar incentives to achieve key sector outputs and outcomes.

4. Results-based planning and management is still new in secondary education and skills development, so agencies need to develop the capacity to monitor, report, and verify results. Institutional capacity development in monitoring and evaluation (M&E) is essential. SESIP and SEIP will help develop agencies' capacity to carry out results-based planning and management, establish a robust M&E system, and improve monitoring of results. Complementary TA support is required to focus on improving capacity in reporting and verification of DLIs and other results. This would help assure the government and ADB on the accuracy of DLI achievement reports.

B. Use of Country System and Fiduciary Risk Management

- The assessment undertaken during SESIP preparation showed that Bangladesh's financial management has improved. This is because of the reform of the country's integrated budgeting and accounting system through the Strengthening Public Expenditure Management Program, which is supported by development partners. The Third Primary Education Development Project, which uses the integrated budgeting and accounting system, has also contributed significantly to improving the system. For instance, it introduced new schemes to track uncleared advances, payment processing time, and monthly reconciliation of accounts. The system is gradually gaining the trust of aid programs, several of which are now willing to rely on it. This experience shows that aligning with and helping improve a country's system can vield more positive, sustainable development effects than introducing a parallel system. SESIP and SEIP will use the government treasury system for financial management and help improve practices in public financial management of secondary education and skills development. Under SESIP, measures have been identified to further mainstream good practices in financial management through better budget execution and financial reporting, and through capacity development for the internal audit department of the Ministry of Education (MOE). These measures have been consolidated in the action plan for procurement and financial management.
- 6. The procurement capacity assessment for SESIP showed that the extensive procurement reform under way since 2003 has improved Bangladesh's procurement laws and procedures. The government recently launched its electronic procurement system, which will help make procurement more efficient, transparent, and competitive. However, the MOE needs to improve procurement practices in the secondary education, and strengthen oversight to ensure compliance with rules and procedures. Measures to improve procurement practices and mitigate risks have been consolidated in the action plan for procurement and financial management.

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⁵ 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.

7. The core fiduciary risk is the lack of systematic fiduciary oversight, which weakens agencies' capacity to identify recurring issues and act swiftly on remedial measures. Under SESIP, a DLI on fiduciary risk management provides an incentive to develop and implement a structured fiduciary oversight arrangement with three layers: (i) regular oversight by the MOE in accordance with government rules and ADB guidelines; (ii) an external audit by the comptroller and auditor general; and (iii) an independent annual fiduciary review that includes a post-procurement review, which will be supported by the TA. The recommendations from the annual fiduciary review and post-procurement review will be discussed during loan review missions, and follow-up actions that are agreed upon will be recorded in the action plan for procurement and financial management. These actions will particularly focus on agencies' institutional capacity development. SEIP will develop similar fiduciary oversight arrangements based on capacity assessments of the skills development agencies. Capacity development in key fiduciary risk areas identified by the annual fiduciary reviews will help strengthen agencies' fiduciary oversight and improve practices in procurement and financial management.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

- 8. The impact of the TA will be more efficient and market-relevant systems of secondary education and skills development in Bangladesh, as measured by higher rates of secondary education completion and increased youth employment in the formal sector. The impact of the TA is based on the consolidated sector outcome expected at the end of SESIP and SEIP.
- 9. The outcome of the TA will be increased capacity in and assurance about fiduciary concerns and results reporting for SESIP and SEIP. The TA aims to ensure that (i) funds are used efficiently and effectively to achieve the intended results and are accounted for, and (ii) DLI achievement reports for SESIP and other result reports for SEIP are accurate. Outcomes will be measured through (i) implementation of action plans for procurement and financial management that reflect the recommendations from the fiduciary reviews for capacity development and (ii) reports that show evidence of achievement of results in accordance with the agreed verification protocols.

B. Methodology and Key Activities

10. The first output is improved capacity in fiduciary risk management. The TA will support annual fiduciary reviews, which will examine annual financial statements and conduct in-depth reviews of fiduciary risks identified in the action plans or the annual financial statements. These risks may be sector-specific, such as payroll processing, grants to institutions, and delivery of stipends to students or trainees. They may also be issues raised by reviews and audits conducted by the executing agencies and the comptroller and auditor general. The annual fiduciary reviews will include post-procurement review of 20% of the contract awards. The annual fiduciary reviews will identify key areas of needs for capacity development in fiduciary risk management and practices in procurement and financial management. Recommendations of the annual fiduciary reviews will focus on short-term and medium term action plans for institutional capacity development. These would include national seminars in risk management in sector specific areas for secondary and skills development agencies, and training workshops of local level stakeholders in districts that have weak internal control capacity or have large volume of transactions. Regional peer reviews with neighboring countries with similar

experience would also be organized to promote knowledge sharing in fiduciary risk management.

- 11. The government and ADB will agree on the updated action plans, which will incorporate key recommendations of the annual fiduciary reviews. In-country workshops will be conducted to disseminate the reports of the annual fiduciary reviews. The areas selected for in-depth reviews will be confirmed each year during loan review missions. The annual fiduciary reviews, including the post-procurement reviews, are expected to take place between September and December.
- 12. The second output is an improved capacity in reporting results and verifying data. The TA will help review DLIs and results achievement reports in selected areas. It will follow the DLI verification protocol agreed under SESIP and similar arrangements under SEIP. This protocol includes an assessment of administrative and technical documents and data submitted by the government, and field verification of a sample. The TA will identify areas that require improvement in the DLI achievement reports and the data analysis and verification process. It will recommend short-term and medium term action plans for capacity development. In-country seminars and training workshops will be organized for agencies staff who are engaged in M&E and data management.
- 13. Greater institutional capacity in public financial management and results monitoring, reporting, and verification will lead to more efficient use of funds, good governance, and better accountability for results. This in turn will lead to better performance. High turnover of staff and lack of a conducive political environment for improving system capacity are the risks that may undermine the development of institutional capacity. Close oversight by ADB and extensive policy dialogue would help overcome such risks.

C. Cost and Financing

14. The TA is estimated to cost \$1.1 million, of which \$1.0 million will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-V). The government will provide inkind support, such as counterpart staff and office space. The cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

- 15. The MOE will be the executing agency and work in consultation with the Finance Division of the Ministry of Finance. The MOE will also work with the comptroller general of accounts and the comptroller and auditor general, particularly in financial management.
- 16. The TA will be conducted over 24 months from the fielding of the consultants, which is anticipated in May 2014; thus the TA is expected to be completed in May 2016. The TA will engage international consultants for 18 person-months and national consultants for 33 personmonths, for a total of 51 person-months. ADB will recruit an audit firm or an equivalent institution to conduct three annual fiduciary reviews, one in 2014 for SESIP and two in 2015 for SESIP and SEIP. The firm will be selected using the quality- and cost-based selection method (with the standard quality to cost ratio of 80:20) and simplified technical proposals. The firm will provide

⁶ Extension and expansion of the TA may be expected, if additional financing from ADB or cofinancing from other development partners becomes available.

- 12 person-months of international consulting services and 24 person-months of national consulting services in financial audits and procurement audits, for a total of 36 person-months of inputs. In addition, ADB will engage individual international consultants for 4.5 person-months and national consultants for 3 person-months to support the verification of DLIs and other results in M&E and other technical areas such as science education, information and communication technology, decentralization, and skills development. Individual consultants will be engaged for an additional 1.5 person-months of international inputs and 6 person-months of national inputs through a pool of consultants whose areas of expertise will be defined as the need arises in the TA outputs. Outline terms of reference for consultants are in Appendix 3. All recruitment will be conducted in accordance with ADB's Guidelines on the Use of Consultants (2013, as amended from time to time). Disbursements will be made in accordance with ADB's Technical Assistance Disbursement Handbook (2010, as amended from time to time).
- 17. SESIP and SEIP will support the transition to a sector-wide approach to secondary education and skills development. Therefore, partnership with and collaborative cofinancing from other development partners may be expected; possible partners include the World Bank, the Swiss Agency for Development Cooperation, and other bilateral agencies. Joint fiduciary reviews may be conducted, if feasible.
- 18. The TA will be monitored periodically through reviews of consultants' reports and through loan review missions for SESIP and SEIP. ADB will evaluate the effectiveness of the TA annually and make adjustments, as required, in consultation with government counterparts. Lessons learned and best practices will be disseminated through the aide-mémoire of the SESIP and SEIP review missions and through selected reports uploaded on the programs' websites.

IV. THE PRESIDENT'S DECISION

19. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$1,000,000 million on a grant basis to the Government of Bangladesh for Supporting Education and Skills Development Investment Programs, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Design Summary Impact	Performance Targets and Indicators with Baselines	Data Sources and Reporting Mechanisms	Assumptions and Risks Assumption
More efficient and market-relevant secondary education and skills development systems	Cycle completion rates (grades 6–10) increase from 46.4% (F: a 43.6% and madrasah: b 51.6%) in 2011 to 58% (F: 55% for girls and madrasah: 62%) in 2023 Youth employment increases to 30% by 2023 in formal sector (baseline:15% in 2010)	Directorate of Secondary and Higher Education's education management information system Bangladesh Bureau of Statistics Labor Force Survey	The government continues to support education and skills development programs in line with the National Education Policy, 2010
Outcome Increased capacity in and assurance about fiduciary concerns and results reporting for SESIP and SEIP	Agreed AFR recommendations reflected in the updated action plans are fully implemented by 2015 and 2016 (baseline: initial action plan not updated in 2013) Annual DLI and other results reports starting from 2014 fully meet agreed DLI verification protocols (baseline: 2013 protocol established)	Aide-mémoire of SESIP and SEIP review missions Independent verification reports	Assumption The government is committed to addressing fiduciary risk concerns in procurement and financial management Risk High turnover of staff undermines institutional capacity development
Outputs 1. Capacity in fiduciary risk management improved	AFR recommendations agreed on by ADB and the government are reflected in action plans by 2015 and 2016	Aide-mémoire of SESIP and SEIP review missions	
2. Capacity in result- reporting and verification process improved	Verification of annual DLI achievement agreed on by ADB and the government by 2014 and 2015	Aide-mémoire of SESIP and SEIP review missions Independent verification reports	

Activities with Milestones

1. Capacity in fiduciary risk management improved

- 1.1 AFR 2014 conducted for SESIP by September–December 2014; AFR 2015 conducted for SESIP and SEIP by September-December 2015
- 1.2 AFR 2014 report for SESIP and SEIP agreed on by ADB and the government by February 2015; AFR 2015 report agreed on by ADB and the government by February 2016
- 1.3 In-country workshops conducted to disseminate AFR 2014 report recommendations by March-April 2015; in-country workshops conducted to disseminate AFR 2015 report recommendations for SESIP and SEIP by March-April 2016
- 1.4 National seminars, local level training, and regional peer reviews initiated: March 2015 (activities continue until March
- 1.5 PFM Action Plan progress assessed by ADB and the government: May 2015 (PFM Action Plan progress assessed by ADB and the government for SESIP and SEIP: May 2016)

2. Capacity in results-reporting and verification process improved

- 2.1 Verification of annual DLI and other results achieved in selected areas completed, including assessment of meeting DLI and results verification protocol by July-September 2014 for SESIP and by July-September 2015 for SESIP and SEIP
- 2.2 Annual DLI and other results achieved agreed on between ADB and the government by October 2014 for SESIP and by October 2015 for SESIP and SEIP
- 2.3 In-country workshops initiated: October 2014 (activities continue until December 2015)

Inputs

ADB: \$1,000,000 (TASF-V)

ltem	Amount (\$'000)
Consultants	618.0
18 person-months	
(international) and	
33 person-months	
(national)	
Surveys	180.0
Travel	90.0
Reports	40.0
Workshops	10.0
Miscellaneous	12.0
Contingencies	50.0

Note: The government will provide inkind support such as counterpart staff and office space.

ADB = Asian Development Bank, AFR = annual fiduciary review, DLI = disbursement-linked indicator, SEIP = Skills for Employment Investment Program, SESIP = Secondary Education Sector Investment Program. ^a F = female.

^b Islamic religious school.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

Item	Amount
Asian Development Bank ^a	
1. Consultants	
 Remuneration and per diem 	
i. International consultants	486.0
ii. National consultants	132.0
b. International and local travel	90.0
c. Reports and communications	40.0
2. Training, seminars, and conferences	10.0
3. Surveys and data collection	180.0
Miscellaneous administration and support costs	12.0
5. Contingencies	50.0
Total	1,000.0

Note: The technical assistance (TA) is estimated to cost \$1.1 million, 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 space, and other in-kind contributions. The value of government contribution is estimated to account for 10% of the total TA cost.

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

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

Α. General

1. The technical assistance (TA) will help improve the government's capacity in managing the Secondary Education Sector Investment Program (SESIP) and the Skills for Employment Investment Program (SEIP), particularly in managing fiduciary risk and in reporting and verifying results. It will assist in developing secondary education and skills development agencies capacity in fiduciary oversight, procurement, financial management and results-based planning, financing, and reporting. The TA will contribute to (i) improved fiduciary oversight and (ii) better practices in public financial management and results-based planning, financing, and reporting.

B. **Consultancy Inputs**

1. **Capacity Development in Fiduciary Risk Management**

- 2. The consultants will undertake an annual fiduciary review of SESIP and SEIP, in accordance with the terms of reference, which will be finalized every year by the government and the Asian Development Bank. 1 The consultants will review annual financial statements and conduct an in-depth review of fiduciary risks identified each year. These risks may be sectorspecific; for example, payroll processing, grants to institutions, and stipends. They may also be issues raised by audits conducted by the executing agencies and the supreme audit institution.2 The reviews include post-procurement reviews of 20% of contract awards. Areas for in-depth review will be defined every year and may include
 - (i) payment processing, including sample testing using information from the integrated budget and accounting system reports and cash books of a sample of drawing and disbursement offices:
 - reconciliation between the integrated system and the drawing and disbursement (ii) offices' cash books and ledgers using system reports on reconciliation, including review of financial management in the offices:
 - internal controls over payroll processing and personnel data management; (iii)
 - (iv) release procedures and financial management of funding for schools, skillstraining institutions, and related cost centers;
 - delivery of stipends; (v)
 - (vi) review of procurement using international competitive bidding;
 - (vii) analysis of pilot use of electronic procurement; and
 - analysis of recurring observations in audits conducted by the executing agencies (viii) and the supreme audit institution.
- Based on the annual fiduciary review findings, the consultants will identify key areas of needs for capacity development in fiduciary risk management and practices in procurement and financial management. Recommendations of the annual fiduciary reviews will therefore focus on short-term and medium term action plans to develop agencies' capacity development. The consultants will help design training, knowledge sharing, and other capacity development activities for national and local level stakeholders.

Supplementary appendixes containing generic terms of reference for the annual fiduciary review and postprocurement review under SESIP, agreed upon with the government, are available on request.

Annual post-procurement review by line agencies is mandatory under Bangladesh's Public Procurement Rules.

- 4. The consultants will further assist in (i) reviewing and improving quarterly unaudited financial reports and (ii) verifying achievement of SESIP's DLI for fiduciary risk management and SEIP's results achievement reports for fiduciary risk management.
- 5. An audit firm (or an institution with relevant expertise) will be selected for multiple years (subject to good performance) using the quality- and cost-based selection method (with the standard quality to cost ratio of 80:20) and simplified technical proposals. The audit firm will employ the consultants listed below, who shall have appropriate professional qualifications; suitable experience with the standards of the International Federation of Accountants, particularly international standards on auditing, and the International Organization of Supreme Audit Institutions; and experience in assessing programs of comparable size and complexity. Consultant's inputs for one annual fiduciary review are:
 - (i) Financial audit specialist and team leader (international, 2 person-months). The team leader shall (a) preferably have a graduate degree in financial management or be a certified member of a recognized accountancy professional body; (b) have 10 years of work experience in a company affiliated with an international audit firm; (c) have experience with the Government of Bangladesh's financial management system, procedures, and regulations applying to the central government, districts, and *upazilas* (subdistricts); (d) have experience undertaking financial, compliance, and performance audits, including design, management, and implementation of surveys; (e) demonstrate skills in team leadership, organization, communication, relationships, and report writing; and (f) have an excellent command of English.
 - (ii) Procurement audit specialist (international, 2 person-months). The specialist shall have (a) preferably a graduate degree in public administration, business administration, or related discipline; and (b) 5 years of experience in public and private procurement and in building capacity in procurement. Experience working with the procurement guidelines of multilateral organizations in relation to a national government's procurement guidelines is highly preferred. Experience working in Bangladesh is an asset.
 - (iii) **Financial audit specialists** (two nationals, 4 person-months total). The specialists shall (a) be certified accountants and (b) have 5 years of relevant working experience, preferably in government-executed, donor-funded projects as accountants in Bangladesh. Experience with financial management reviews in accordance with guidelines from multilateral organizations is highly preferred.
 - (iv) Procurement audit specialists (two nationals, 4 person-months total). The specialists shall have (a) preferably a graduate degree in public administration, business administration, or other related discipline; and (b) 5 years of experience in public and private procurement and in building capacity in procurement. Experience working with the procurement guidelines of multilateral organizations in relation to a government's procurement legislation and regulations is highly preferred.

2. Capacity Development in Results Reporting and Verification

6. International (4.5 person-months) and national (3 person-months) consultants will be engaged to help improve reporting and verification of DLIs achievement in the following areas: (i) monitoring and evaluation (M&E); (ii) science education; (iii) information and communication technology in education; (iv) decentralization and other technical areas in skills development, as required.

- 7. **Monitoring & evaluation specialist** (international, 3 person-months). The specialist shall have (i) a graduate degree in social sciences, public administration, economics, management information systems, or another 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 specialist will perform the following tasks:
 - (i) Review DLIs and other results achievement reports in selected areas and advise on their compliance 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 short-term and medium-term capacity development.
 - (v) Organize in-country seminars and workshops to help implement key capacity development activities.
- 8. Other international (1.5 person-months) and national (3 person-months) specialists shall have a graduate degree and preferably 10 years of relevant professional experience in their specialties. The international consultants shall also have preferably 5 years of relevant development experience in developing countries. They will provide inputs ranging from 5 to 20 working days. They will perform the following tasks:
 - (i) Review DLIs and results achievement reports in their respective specialties and advise on the compliance of the reports with the agreed protocol.
 - (ii) Review administrative and technical documents and data submitted by the government, verify the accuracy of the data, and identify information gaps.
 - (iii) Conduct field verification, as required.
 - (iv) Make recommendations to improve results reporting and verification.
 - (v) Recommend actions for short-term and medium term capacity development
 - (vi) Organize training workshops and other capacity development activities as required.
- 9. There will be a pool of individual consultants (international, 1.5 person-months, and national, 6 person-months) whose areas of expertise will be defined as the need arises within the TA output areas.