

CONSULTANTS TERMS OF REFERENCE**A. Background**

1. The Asian Development Bank's (ADB) Operations Evaluation Department plans to conduct an evaluation of its programs of loans and technical assistance (TA) in the transport sector in India. The evaluation will be led by an ADB staff member who will be the mission leader (ML). As part of this evaluation, a transport planner (TP) (international consultant), two policy experts (domestic consultants), a technical expert (domestic consultant), a financial expert (domestic consultant), and a socioeconomic expert (domestic consultant) will be recruited to assess the performance of select ADB operations following ADB's performance assessment guidelines. The TP will supervise and integrate the work of the sector specialists and provide a more macro overview of performance in the subsectors.

B. Transport Planner**1. Tasks**

2. The TP will be required to carry out the following tasks:

- (i) Become fully familiar with ADB's performance assessment guidelines and with the scope and methodology of the transport sector assistance program evaluation (SAPE) as mentioned in its proposed evaluation approach;
- (ii) Review background documents to become fully familiar with ADB's strategies and program of loan and TA in the Indian transport sector from 1987 to the present; since the SAPE will make extensive use of secondary sources of information, the TP will need to become quickly aware of the sources of information and guide the rest of the team in this respect;¹
- (iii) Assist the ML in preparing a detailed performance rating assessment for the SAPE;
- (iv) Contribute to the reviews of government sector strategies and sector performance in relation to ADB's projects;
- (v) Prepare discussion structures for meetings with government officials, development partners, and other key stakeholders;
- (vi) Participate in meetings with various agencies to obtain an overview of the transport sector in general, the issues associated with implementing projects in the sector, and the lessons that could be derived for future projects;
- (vii) Prepare questionnaires for the socioeconomic assessment to be conducted in Gujarat;
- (viii) Prepare a list of themes to be included in the technical study;²
- (ix) Provide support to the sector specialists, exercise quality control over their work, and help integrate their findings;
- (x) In conjunction with the road policy expert, supervise the conduction of the socioeconomic assessment in Gujarat;
- (xi) Conduct follow-up analysis after the receipt of the initial reports and information from the domestic consultants;

¹ Use of secondary sources of information is highly encouraged to ensure maximum credibility and efficacy of the evaluation.

² The technical study will include a brief evaluation of the technical aspects of the new roads such as road surfacing technology being used, road safety parameters, axle loading, etc. If possible, the study could extend to analyzing the effectiveness of ADB's port projects.

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- (xii) Integrate the findings of the field assessments with the outcome of the meetings and discussions with various agencies into a draft SAPE report; and
- (xiii) Carry out such other tasks as may be reasonably requested by the ML.

2. Outputs

3. In addition to the outputs identified above, the TP will prepare a draft SAPE report based on ADB's performance assessment guidelines.³ Such SAPE report will integrate the outcomes of all the activities carried out during the SAPE. The subsector reports will be attached as appendixes to the SAPE report. The report will be submitted as a draft 2 weeks before the end of the contracted period and finalized following receipt of comments from the ML.

3. Qualifications

4. A qualification of a postgraduate level is essential with a minimum of 15 years experience in related fields. This could be in any of a number of fields such as transportation, economics, engineering, public sector management/policy, or development studies. The candidate should have experience in transport planning and strategy development with both quantitative as well as qualitative methods. Other required skills include the ability to think conceptually, clean and concise writing skills in grammatical English, and proven ability to motivate and lead multidisciplinary teams.

4. Duration and Timing

5. A detailed schedule of activities is provided herein. The TP's inputs are expected to take place from 1 April 2006 to 31 July 2006 for a period of 3 months.

C. Transport Advisor

1. Tasks

- (i) Prepare a report outlining the evolution of the strategies for the rail subsector from 1987 to the present, describing the trends in subsector performance and key issues for the period, including consideration of changing public and private roles;
- (ii) Prepare a framework for analyzing the current policy in each subsector (road, rail, port, and waterways) from the point of view of assessing the effectiveness of ADB's policies and guiding future strategy development; this framework will be used to guide other consultants in New Delhi on policy analysis and forecast;
- (iii) Review documents that will be produced from time to time by other consultants to ensure that all the themes and issues relating to the subsectors are being addressed effectively and to suggest any further analysis that the consultants could undertake; and
- (iv) Carry out such other tasks as may be reasonably requested by the ML.

³ Current guidelines for the preparation of country assistance program evaluation reports drafted in 2005 should be used for this purpose. These guidelines will be provided by the ML.

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6. A report outlining the evolution of the rail subsector, as described above, will be submitted by 20 May 2006. The policy framework to be used for analyzing the transport sector policies will be submitted by 9 May 2006. Review of various outputs from other consultants/experts of the SAPE team will be conducted between 9 May 2006 and 30 July 2006.

3. Qualifications

7. A qualification of a postgraduate level is essential with a minimum of 20 years experience in the transport sector in India. The candidate should have experience in transport planning and strategy development with both quantitative as well as qualitative methods. Other required skill includes an ability to think strategically and conceptually.

4. Duration and Timing

8. A detailed schedule of activities is provided herein. The transport advisor's inputs are expected to take place intermittently from 1 May 2006 to 30 July 2006 for a period of 3 months. To ensure delivery of the above-mentioned outputs, a lump-sum contract will be awarded for this position.

D. Transport Policy Expert**1. Tasks**

9. The transport policy expert will carry out the following tasks:

a. Road Subsector

- (i) Become fully familiar with ADB's performance assessment guidelines and with the scope and methodology of the SAPE as mentioned in the proposed evaluation approach;
- (ii) Review background documents to become fully familiar with ADB's strategies and program of loans and TAs in the Indian roads subsector from 1987 to the present (TAs from 1995 onward);
- (iii) Outline the evolution of government strategies for the roads subsector from 1987 to the present, referencing key policy documents;
- (iv) Describe trends in subsector performance and key issues from 1987 to the present using all available data sources (all sources should be strictly referenced); include consideration of changing public and private roles; identify key stakeholders and organizations representing the interests of key stakeholders;
- (v) Participate in meetings with government officials, development partners, and key stakeholders to take on board their views on the progress in this subsector;
- (vi) Conduct field assessments of the performance of selected ADB-funded loans and TAs using ADB performance assessment guidelines (footnote 5) and following a work program agreed with the ML;
- (vii) Assist the TP in identifying themes for each study (technical, financial, and socioeconomic);
- (viii) Assist the TP in preparing questionnaires for each study;

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- (ix) In conjunction with the TP, prepare a framework for assessing the effectiveness of capacity building initiatives within ADB's loans and TAs and use this framework in carrying out a brief evaluation; the overall aim will be to assess the extent new procedures and techniques, which were included as part of the capacity building intervention, have been operationalized and institutionalized within the recipient organization, as a measure of their potential, long-term sustainability; such a framework could include indicators such as number of government staff trained and still working within their parent organization, the extent to which the new procedures/techniques have become 'routine' within the organization, number of staff actually applying the new techniques, the documentation provided by the capacity building activity and still in regular use (or updated) by the organization, and the extent of efficiencies generated by the capacity building, etc.; the National Highways Authority of India (NHAI) could be used as a case study for this framework;
- (x) Prepare roads policy report integrating the policy level analysis with the outputs of the technical, financial, and socioeconomic studies; and
- (xi) Carry out such other tasks as may be reasonably requested by the ML.

b. Rail Subsector

- (i) Become fully familiar with ADB's performance assessment guidelines and with the scope and methodology of the SAPE mentioned herein;
- (ii) Review background documents to become fully familiar with ADB's strategies and program of loans and TAs in the Indian rail subsector from 1987 to the present;
- (iii) Assess the progress of rail reforms being carried out and identify any specific issues and lessons; this assessment will include a review of the goals of the reforms and whether the extent of rail initiated reforms is sufficient to achieve these goals;
- (iv) Assess the current status of ADB-assisted projects by reviewing the outputs of the consultants, as well as assessing the progress of the capital works projects; the assessment of ADB projects will also include a review of their design checking whether it was robust enough to address the needs and suggest ways of further improving it;
- (v) Participate in meetings with government officials, development partners, and key stakeholders to take on board their views on the progress in this subsector;
- (vi) Prepare a rail policy report integrating the policy level analysis with the outcome of the discussions with railway officials as well as other key stakeholders; and
- (vii) Carry out such other tasks as may be reasonably requested by the ML.

c. Other Subsectors

- (i) The transport policy expert will evaluate the changes taking place in the ports and inland waterways subsectors. This evaluation will be a broad assessment of policy changes taking place in these subsectors;
- (ii) For the ports subsector, an assessment of the private sector participation in the subsector will be carried out to review whether this has been adequate to fulfill market demands; the objective of this assessment will be to evaluate ADB's decision of reducing its funding levels in this subsector; and
- (iii) For the inland waterways subsector, an assessment of the policy and institutional issues relating to the development of this subsector and a review of ADB's TAs.

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10. The outputs of the transport policy expert will be as follows:

- (i) Roads policy report (maximum of 30 pages excluding appendixes), including an appendix containing the brief evaluation of ADB's capacity building initiatives in the road subsector;
- (ii) Rail policy report (maximum of 30 pages excluding appendixes); and
- (iii) Other subsectors reports (maximum of 10 pages excluding appendixes).

3. Qualifications

11. The transport policy expert will need to have a qualification of at least a postgraduate level with a minimum of 20 years experience in the field of transportation in India. He/she should be familiar with the policy and sector changes taking place in the country.

4. Duration and Timing

12. A detailed schedule of activities is provided herein. The inputs of the transport policy expert are expected to take place from 9 May 2006 to 8 July 2006 for a period of 2 months.

E. Technical Expert**1. Tasks**

13. The technical expert will carry out the following tasks:

- (i) Assist the TP and the roads policy expert in identifying key themes in the Indian roads sector relating to technical topics, such as road surfacing technology being used, road safety parameters, axle loading, prioritization of road maintenance, etc; he/she shall analyze these themes in relation to how they have changed and assess the current status of the sector; the technical expert shall be conversant with the details of such themes and their impacts in the Indian context;
- (ii) Identify the key stakeholders and organizations representing the interests of key stakeholders in relation to these themes;
- (iii) Assist the TP in carrying out a brief evaluation of the waterways and ports subsectors to include:
 - ADB's initial strategy in each of these subsectors and the underlying rationale for the strategy,
 - the changes in the subsectors, and
 - the reasons for reducing ADB's involvement in the subsectors;⁴
- (iv) Identify a structure for the technical study detailing the implementation methodology; the study will comprise reviewing all technical aspects of roads design, construction, and operation and maintenance; it will also include an analysis of the change in the composition of traffic in the sample area (Madhya

⁴ For example, the reduction in ADB's participation in the ports subsector could be attributed to increased private sector participation. It could be useful to establish the level of private sector participation that has actually taken place in this subsector.

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- Pradesh and Gujarat) to understand economic changes associated with road improvements;
- (v) The study will be limited to assessing ADB-assisted projects; however, it will identify issues and lessons from other projects, where relevant; the objective will be to identify best practices for inclusion in future ADB-assisted projects;
 - (vi) Interact with the environmental consultants working on the Operation Evaluation Department's environmental safeguards evaluation and review their findings. These findings will be verified during the Technical Expert's site visits and during his/her discussions with the government officials. A summary of the environmental findings will be included in the Technical Expert's report.
 - (vii) Implement the technical study and prepare a brief technical report; and
 - (viii) Carry out such other tasks as may be reasonably requested by the ML.

2. Outputs

14. The outputs of the technical expert will be a technical report (maximum of 20 pages excluding appendixes).

3. Qualifications

15. The technical expert will need to have a qualification of at least a postgraduate level with a minimum of 10 years experience in his/her respective field. He/should should have conducted similar studies in various parts of India.

4. Duration and Timing

16. A detailed schedule of the activities is provided herein. The inputs of the technical expert are expected to take place from 9 May 2006 to 8 July 2006 for a period of 2 months.

F. Financial Expert

1. Tasks

17. The financial expert will carry out the following tasks:
- (i) Assist the TP and the roads policy expert in identifying key sources of information relating to the financial and commercial aspects of the NHAI's current and future road projects;
 - (ii) Design a financial appraisal methodology based on information available or likely to be available; the financial appraisal will cover various aspects of NHAI's programs such as:
 - the sustainability of the current policy on financing projects;
 - the sufficiency of current levels of resources being fed into the national road fund to finance construction activities as well as the future operation and maintenance activities (the use of build-operate-transfer contracts has been perceived to ease the pressure on NHAI's finances; however, majority of projects are still being funded by NHAI using public funds);
 - possible alternatives to avoid a financial crunch (if any) in the future; and
 - other similar issues related to the sustainability of NHAI's projects;

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- (iii) Carry out the above financial appraisal using appropriate quantitative and qualitative techniques; such a financial appraisal will include developing a financial model that will be used as the basis for the analyzing the issues mentioned in (ii) above; such a model will comprise the actual position of funding and expenditure on national highway projects in the past, the current position, and the estimated forecast for the medium to long term;
- (iv) Identify and analyze the flow of funds for NHAI's projects from different sources;
- (v) Analyze the financial position of the IR in relation to the working ratios, tariff cross-subsidy mechanism, and other such commercial aspects of rail operations in India;
- (vi) Advise other members of the SAPE team on institutional aspects, the national and state road funds and other generic aspects;
- (vii) Prepare a financial appraisal report; and
- (viii) Carry out such other tasks as may be reasonably requested by the ML.

2. Outputs

18. The output of the financial expert will be a financial report (maximum of 20 pages excluding appendixes) and a financial model.

3. Qualifications

19. The financial expert will need to have a qualification of at least a postgraduate level with a minimum of 10 years experience in financial analysis of transport projects. He/she should have conducted similar studies in various parts of India.

4. Duration and Timing

20. A detailed schedule of activities is provided herein. The inputs of the financial expert are expected to take place from 9 May 2006 to 8 July 2006 for a period of 2 months.

G. Socioeconomic Expert

1. Tasks

21. The socioeconomic expert will carry out the following tasks:

- (i) Assist the TP and the transport policy expert in identifying key socioeconomic themes associated with road improvement projects in India;
- (ii) Develop a methodology to conduct a socioeconomic assessment⁵ to evaluate the socioeconomic changes taking place in rural and peri-urban areas that could be associated with improvement in national roads, state roads, and rural roads (refer paras. 23–28 of the main text); some of these changes will need to be broad

⁵ The socioeconomic assessment will be conducted in a sample area (Madhya Pradesh and Gujarat State) to assess the socioeconomic changes associated with the improvement of roads. The intention will be to measure the changes such as livelihood patterns, industrial development, road safety, environmental issues, HIV/AIDS cases, access to market areas, and farm gate prices. Other indicators could be included based on discussions with Indian domestic consultants. The assessment will cover the road projects completed/ongoing of not only ADB but also other development partners. The rationale behind this is to assess the wider changes in the roads subsector rather than get tied down with assessing ADB projects only.

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- enough to be representative of different parts of India; the assessment will cover specific areas of Madhya Pradesh and Gujarat State;
- (iii) Data collection could include (but not limited to) other socioeconomic parameters such as farm land ownership, housing, livestock ownership, food affordability, access to medical services, access to education, etc.; the objective is to derive a causal link between improvement of roads and socioeconomic changes without wholly attributing the impacts to the road improvements;
 - (iv) The assessment will use extensive secondary sources to develop baseline data and adopt the methodology stated in para. 25 of the main text;
 - (v) Assist in the preparation of questionnaires for this assessment;
 - (vi) Set up an assessment team to conduct the assessment;
 - (vii) Implement the assessment in the most effective and cost-efficient manner;
 - (viii) Analyze the outputs of the assessment and prepare a socioeconomic report; and
 - (ix) Carry out such other tasks as may be reasonably requested by the ML.

2. Outputs

22. The outputs of the socioeconomic expert will be a socioeconomic report (maximum of 20 pages excluding appendixes).

3. Qualifications

23. The roads policy expert will need to have a qualification of at least a postgraduate level with a minimum of 4 years experience in the field of socioeconomic assessments in India. He/she should have conducted similar studies in various parts of India.

4. Duration and Timing

24. A detailed schedule of activities is provided herein. The inputs of the road policy expert, technical expert, financial expert, and the socioeconomic expert are expected to take place from 9 May 2006 to 23 June 2006 for a period of 1.5 months.

H. Terms of Reference for the Headquarters (HQ) Consultant

1. Tasks

25. The specific tasks of the HQ consultant will be as follows:
- (i) Assist the ML in gathering and collating information from the file records of each loan/TA;
 - (ii) Assist the ML in procuring information/data from the ADB library, as well as external sources such as the internet; this information will relate to the transport sector developments in India specifically, as well as in the regional context of South Asia;
 - (iii) Assist the ML in searching for potential Indian consultants who could be appointed for the SAPE; and
 - (iv) Carry out such other tasks as may reasonably be requested by the ML.

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2. Qualifications

2. The HQ consultant will need to have a qualification of up to a postgraduate level with knowledge of ADB's operations.

3. Duration and Timing

3. The inputs of the HQ consultant are expected to take place from 15 March 2006 to 15 June 2006 for a period of 3 months.