



Technical Assistance Report

Project Number: 43535-01
Policy and Advisory Technical Assistance
December 2009

Islamic Republic of Pakistan: Post-Conflict Needs Assessment

Asian Development Bank

CURRENCY EQUIVALENTS

(as of 26 November 2009)

Currency Unit	–	Pakistan rupee/s (PRe/PRs)
PRe1.00	=	\$0.011
\$1.00	=	PRs83.52

ABBREVIATIONS

ADB	–	Asian Development Bank
DCT	–	donor coordination team
DNA	–	damage and needs assessment
EAD	–	Economic Affairs Division
FATA	–	Federally Administered Tribal Areas
IDP	–	internally displaced person
PCNA	–	Post-Conflict Needs Assessment
NWFP	–	North West Frontier Province
TRF	–	transitional results framework

TECHNICAL ASSISTANCE CLASSIFICATION

Type	–	Policy and advisory technical assistance (PATA)
Targeting classification	–	General intervention
Sectors (subsectors)	–	Public sector management (law and judiciary, public administration and decentralization), Education (primary and basic education), energy and natural resources (irrigation), health and social protection, Industry and trade development sector, transport, and information and communications technology, water supply and other municipal infrastructure and services
Themes (subthemes)	–	Economic growth (promoting macroeconomic stability), social development (human development, other vulnerable groups, disaster risk management), private sector development (policy reforms, public-private partnerships), governance (economic and financial governance and civil society participation).
Location impact	–	Rural and urban (high), national and regional (medium)

NOTE

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

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I. INTRODUCTION

1. The Government of Pakistan formally requested, through its Economic Affairs Division (EAD), the Asian Development Bank (ADB) and the World Bank to undertake the Post-Conflict Needs Assessment (PCNA). Key government stakeholders, including the EAD; Office of Chief Secretary; North West Frontier Province (NWFP); NWFP Provincial Disaster Management Authority/Provincial Reconstruction, Rehabilitation and Settlement Authority; and Federally Administered Tribal Areas¹ (FATA) Secretariat have been consulted and fully support the project. No fact-finding mission was fielded. However, agreement was reached with the government on the technical assistance (TA) purpose, scope, implementation arrangements, and financing. The design and monitoring framework is in Appendix 1.

II. ISSUES

2. FATA is a narrow belt along the Afghanistan–Pakistan border. It consists of seven agencies and six bordering frontier regions and is of immense geostrategic and political importance. Although directly administered by the federal government, its people maintain strong kinship alliances and economic linkages with neighboring Afghanistan. Development in FATA significantly lags behind development in the adjoining settled districts of the NWFP and the country as a whole. FATA has the highest incidence of rural poverty in Pakistan. The NWFP is the third-largest province in Pakistan, both in terms of population and its contribution to the national economy. Much of its population hovers near the poverty line, and the local economy has performed below its potential due to various geopolitical and developmental constraints in the region.

3. In early 2009 the government—with the consensus of its political, administrative, and military leadership, as well as the international community—initiated military operations in parts of FATA and the NWFP. This action resulted in an internal migration of colossal proportions from the embattled areas. Estimates are that 2 million people have been internally displaced. In addition to the economic costs and livelihood disruptions, the conflict has damaged local institutions and undermined the general social fabric in the affected areas. Recently the government lifted restrictions on the return of internally displaced persons (IDPs), and the vast majority of the initial wave of IDPs have returned. With similar military operations under way in other locations in FATA and the NWFP, the number of IDPs is again beginning to increase. The government has initiated an early recovery process to address the initial needs of returning IDPs and reestablish its administrative control in the affected areas, which are progressively and slowly rebounding from major conflict.

4. The government requested ADB and the World Bank to undertake and lead a rapid damage and needs assessment² (DNA) for short- to medium-term recovery in the seven most conflict-affected districts and agencies of the NWFP and FATA. The DNA has developed initial estimates for reconstructing and rehabilitating damaged infrastructure to restore livelihoods and priority services; ensure some semblance of normality in basic governance structure; and provide the much-needed cash injection into the affected areas. This is necessary to secure the area, prevent further conflict, and provide an environment conducive to sustained peace, security, and development in the affected areas. The government officially launched the DNA on 16 November 2009. Preliminary DNA estimates of sectoral needs amount to \$1.08 billion. Relief

¹ FATA comprises seven agencies—Bajaur, Khyber, Kurram, Mohmand, Orakzai, North Waziristan, and South Waziristan and the frontier regions of Bannu, D. I. Khan, Kohat, Lakki, Peshawar, and Tank.

² ADB and World Bank. 2009. *Pakistan NWFP and FATA; Preliminary Damage and Needs Assessment*. Islamabad.

assistance is being provided by various international organizations including the United Nations High Commission for Refugees, the World Food Programme, and other bi-laterals and international non-government organizations. However, assistance is considered inadequate to cover immediate needs.

5. While the DNA is a crucial step towards addressing the more immediate crisis-recovery needs, it represents only the initial stage of the longer recovery and peace-building process. The DNA alone is insufficient for identifying necessary measures in the medium and long term to reduce the risk of relapse into conflict. A comprehensive framework to manage conflict risk is needed to build upon the early recovery phase by meeting the development needs of the area and averting future conflicts. It is with this intention that the government formally requested ADB and the World Bank to initiate and lead the PCNA.

6. The TA will support the PCNA by developing a comprehensive framework to mitigate such underlying conflict-inducing development factors as social inequity, endemic poverty, and weak governance, as well as to address the critical longer-term strategic objectives of promoting sustainable peace-building, lasting security, economic development and growth, improved social service delivery, and the protection of human rights. Moreover, under the international principles of engagement and support for longer-term post-conflict recovery, the objectives of longer-term international development assistance are to provide the affected and larger population with an early peace dividend, address the developmental causes of conflict, and assist in restoring stable and just structures in the country. The PCNA will prepare a technical assessment of recovery needs and develop a post-conflict transition strategy, including establishing a platform for local and national stakeholders and the international donor community to agree on joint priorities, define their resource commitments, and prepare their activities.

7. A core donor coordination team (DCT) comprising ADB, World Bank, United Nations, and European Community has been established to jointly undertake the PCNA. The four DCT members have agreed that the project will follow international norms and guidelines of collaboration between multilaterals established under the *Joint Declaration on Post-Crisis Needs Assessments and Recovery Planning*³ signed by all key multilaterals. The PCNA will also ensure consistency with the, international protocols,⁴ ADB guidelines⁵ and commitments related to post conflict needs assessments in fragile states.⁶ Given the importance of the links between political, security, and development objectives in a post-conflict situation, the DCT is discussing strategic issues with the military's special support group. Coordination with the military will continue during the PCNA and its implementation, apart from consultations with the group as stakeholders. The exact scope of activities in each stage will be negotiated among the DCT members throughout the PCNA process. There has been preliminary agreement among the DCT members as to which part of the PCNA they will finance. Some aspects of PCNA preparation, such as coordination and management, and major crosscutting themes and sectors are likely to be supported by several DCT members depending upon the scope. At this initial stage, the UN is financing the establishment costs of the PCNA Secretariat, while the World

³ European Commission, UN Development Group, World Bank, 2008. *Joint Declaration on Post-Crisis Needs Assessments and Recovery Planning*. 2008.

⁴ United Nations Security Council, *Resolution 1325 (2000)*, 31 October 2000 and *Resolution 1820 (2008)*, 19 June 2008

⁵ ADB. 2004. *Disaster and Emergency Assistance Policy*. Manila (paragraphs 77, 92 [iv and v] and 101).

⁶ ADB., 2009. *Achieving development Effectiveness in Weakly Performing Countries: ADB Approach to Engaging with Weakly Performing Countries*. Manila.

Bank is financing the perception survey for the pre-assessment. ADB is expected to support the communication strategy and stakeholder consultations.

8. The TA directly affects Pakistan's development priorities and the implementation of the country partnership strategy. The effects of previous and ongoing military operations and the insurgency on national security and the economy, social and administrative structures, the delivery of basic services, and the overall security environment has jeopardized the country's development. With interest from the highest tiers of the government, including the President and Prime Minister of Pakistan, and with the minister of the EAD spearheading the process, political ownership is well established. The Prime Minister chairs the strategic oversight council of the PCNA, which has representation from all key stakeholders in the NWFP and FATA.

9. The ADB program cannot be implemented in the affected areas until security conditions improve. Indeed, ADB operations in the country are at risk as long as the situation in conflict-affected areas is not addressed because of the possibility that the current insecure environment could envelop the entire country. Thus, the goal and objectives of the PCNA are consistent with the development objective of the country partnership strategy of supporting Pakistan's efforts to produce sustained economic growth and poverty reduction. ADB has vast regional experience in working with other multilateral partners in post-disaster and post-conflict situations, including post-earthquake assistance to Pakistan; post-tsunami assistance to Indonesia; and post-conflict assistance to Sri Lanka, East Timor, and Georgia. The TA is consistent with the ADB profile in Pakistan and the importance of its portfolio there.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

10. The expected impact of the PCNA is the creation of enabling conditions for sustainable and peaceful development in conflict-affected areas. The PCNA aims to overcome the consequences of conflict by establishing agreed social, economic, and development priorities, as well as articulating their financial implications on the basis of an overall long-term vision. This can bring economic recovery and peace to the affected areas.

11. The expected outcome is the development of a framework to manage conflict risk, harmonizing the DNA and PCNA recommendations with the long-term development needs of the affected areas, including developing strategies to overcome the consequences of the conflict by identifying social, economic, and development priorities.

B. Methodology and Key Activities

12. The TA has two key outputs: (i) a finalized PCNA including a transitional results framework and funding commitments for its implementation, guided by a comprehensive crisis analysis, report on development deficits, sector analyses, and communication strategy for dissemination of the PCNA; and (ii) a capacity assessment of local and national institutions and initial support to enable them to effectively respond to and recover from the current crisis, manage any future crisis, and strengthen their capacity to integrate crisis assessments into local and national policies, strategies, and budgets.

13. Key TA activities are the following:

- (i) A crisis analysis will assess (a) the history of the conflict and important background factors, including regional aspects; (b) the key factors contributing to conflict and peace, including root causes and escalating and deescalating factors; (c) the main actors in the conflict and their interests, positions, and capacities; (d) the security situation and its implications for the PCNA; and (e) trends in the peace process and future scenarios.
- (ii) A development deficit analysis will include (a) consolidated quantitative and qualitative information, and (b) gender indicators and disaggregated district data from various sources on development deficits in FATA and the NWFP regarding infrastructure, service delivery, human development, etc.
- (iii) The PCNA will conduct sector and subsector assessments of the following: governance (including public administration, police and the judiciary), housing, education, health and social protection, agriculture and natural resources (including irrigation), industry and mining, tourism, transport, energy, and water supply. The TA will examine the sectors and subsectors in which ADB has a comparative advantage: education, water supply and urban services, energy, irrigation, transportation, and tourism. The assessments will address the crosscutting themes of environment, gender, and broader institutional capacities. This component includes (a) an inception workshop to review key results of the pre-assessment and agree on a methodology and timeline for the main assessment; (b) sector data collection, consultations, and analysis; (c) sector report drafting; (d) sector validation workshops with sector stakeholders; and (e) finalizing the sector reports and developing and costing the transitional results framework.
- (iv) Strategic communications will focus on developing (a) a comprehensive and multistage communications strategy for the PCNA and peace building ensuring inclusiveness and outreach to women and men; (b) progressive public disclosure of pre-assessment and assessment findings; (c) website development and outreach to national and subnational stakeholders; and (d) the development of public information, sensitization, and behavioral-change campaigns.
- (v) To address institutional capacity constraints on human resources, managerial skills, and monitoring and evaluation systems, the TA will conduct an analysis of national and local implementing capacity and a gender sensitive assessment of capacity-building needs. The assessment will identify immediate capacity-building interventions and develop medium to long-term plans for (a) improving human resources, (b) improving the management skills of administrative staff, and (c) strengthening mechanisms of financial control and reporting, with particular attention to capacities that can promote nonviolent, inclusive and gender sensitive conflict resolution.

C. Cost and Financing

14. The total cost of the TA is estimated to be \$1,000,000 equivalent. The government has requested ADB to finance \$800,000 equivalent, which will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF—other sources). The government will finance the balance of the cost, equivalent to \$200,000, through the provision of in-kind contribution in the form of staff, logistic and operational costs. The government has assured that such in-kind

contribution will be available as required according to the implementation schedule of the TA. Details of the cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

15. The executing agency will be the PCNA Secretariat, which has been tasked by the government to develop and manage recovery and reconstruction efforts in the affected areas. The PCNA Secretariat consists of representatives from the NWFP through the Provincial Disaster Management Authority and from FATA through the FATA Secretariat. The PCNA is under the direct supervision of the chief secretary NWFP and FATA, as chairperson of the PCNA steering committee.

16. The TA will be administered by ADB through PRM. It will be carried out in accordance with ADB's safeguards policy requirements specified in the Disaster and Emergency Assistance Policy.⁷ The TA will be implemented over 15 months commencing in December 2009, with completion expected by March 2011. It requires 93 person-months of consultant inputs (13 person-months of international and 80 person-months national), along with 100 person-months of field enumerator services (Appendix 3). The consulting services will be required to (i) provide inputs to all phases of the PCNA, with the main focus on the assessment phase, and (ii) conduct a comprehensive capacity assessment and plan to strengthen the capacity of key district and provincial agencies. Individual consultants, managed by an independent team leader, will be recruited to provide the consulting services needed for this TA. This modality is appropriate to ensure a degree of flexibility in inputs given the nature of the PCNA process and because the inputs are in very distinct areas of expertise that may not be readily available through a firm. With four multilaterals supporting the PCNA process, diversity of issues and ongoing nature of the conflict, variations in the requirements for consultants and negotiations between multilaterals to fill these requirements are expected to continue through the PCNA process. This flexibility may not be available through firms. As most of the inputs are from national consultants, there is no value addition provided by recruitment through a firm. Survey and media firms will be contracted through fixed budget selection. All procurement will be undertaken using ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time).

17. The government contribution will be in the form of staff from the NWFP provincial government and the FATA Secretariat as counterpart support to sector and geographic teams and for collecting and validating data. In addition, if the security situation allows, housing for PCNA consultants will be provided by the government of the NWFP and the FATA Secretariat in Peshawar.

IV. THE PRESIDENT'S DECISION

18. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$800,000 on a grant basis to the Government of Pakistan for the Post-Conflict Needs Assessment, and hereby reports this action to the Board.

⁷ ADB. 2004. *Disaster and Emergency Assistance Policy*. Manila.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>Impact Creation of enabling conditions for sustainable and peaceful development in conflict-affected areas</p>	<p>Economic recovery in the affected areas</p> <p>Complete return of IDPs</p> <p>Essential facilities and services restored for communities affected by the conflict</p> <p>Government institutions capable of meeting needs of returnees</p> <p>Enhanced law and order</p>	<p>Economic data and indicators from affected areas</p> <p>United Nations High Commission for Refugees and World Food Programme reports</p> <p>Community perception surveys</p>	<p>Assumptions Political and economic stability prevails</p> <p>Government institutions capable of providing requisite services</p> <p>Other necessary factors including peace and law and order are strengthened to support productive economic activities and long-term development</p> <p>Basic services can be resumed and utilized in areas with major economic activities.</p> <p>Risks Increase in militancy in the affected areas and beyond</p> <p>Conflict persists, resulting in breakdown of institutions</p>
<p>Outcome Development of a framework to manage conflict risk, harmonizing DNA and PCNA recommendations with the long-term development needs of the affected areas, including developing strategies to overcome the consequences of the conflict by identifying social, economic, and development priorities</p>	<p>Government has approved the PCNA outputs and agreed to implement the PCNA recommendations</p> <p>Key stakeholders have agreed on the reforms proposed by the PCNA/TRF and are committed to the milestones in the TRF</p> <p>Crisis management capacity of local institutions enhanced</p>	<p>Formal government approval document</p> <p>Relevant government directives to stakeholders</p> <p>Minutes of meetings with key stakeholders</p> <p>Workplans or road maps of relevant ministries and organizations</p>	<p>Assumptions Donor interest remains high</p> <p>No changes in government setup</p> <p>Government maintains commitment to engage in PCNA</p> <p>Information and access are available</p>
<p>Outputs 1.0 PCNA report finalized and TRF</p>	<p>PCNA-related bodies established and staff hired</p>	<p>Minutes of meetings with key stakeholders</p>	<p>Assumptions Government commitment to engage</p>

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>funded and published</p> <p>1.1 Preparation of comprehensive crisis analysis</p> <p>1.2 Sector analyses of developmental deficits and service-delivery gaps completed</p> <p>1.3 Selection of priority sectors through TRF</p> <p>1.4 Communications strategy for dissemination of PCNA objectives, process, and recommendations</p> <p>2.0 Assessment and plan for capacity building of stakeholders and government institutions at the appropriate administrative levels</p>	<p>Road map and work plan agreed among PCNA partners and with government</p> <p>Financing and implementation mechanisms designed and agreed</p> <p>Crisis analysis and development deficit studies prepared and approved</p> <p>Detailed sector analyses and TRF completed and agreement on sectors to be supported in the TRF</p> <p>Efficient targeting and coordination of donor activities in districts and provinces</p> <p>Communications strategy agreed among PCNA partners and with the government</p> <p>Gaps and capacity building needs in relevant executing and implementing agencies have been identified and strategies for strengthening selected institutions elaborated.</p> <p>By March 2011, relevant government institutions have integrated PCNA recommendations into their development planning processes.</p>	<p>Consultants reports</p> <p>Perception surveys of affected persons</p> <p>Communications strategy document</p> <p>Capacity assessment reports</p> <p>Capacity development plans for selected institutions</p> <p>Approved policies and planning tools of relevant institutions</p> <p>Current development plans of relevant institutions</p>	<p>in PCNA process</p> <p>Comprehensive stakeholder participation</p> <p>Risk Government institutions lose confidence and credibility</p>

Activities with Milestones	
<p>1.0 Validation, finalization, dissemination, and monitoring of PCNA (January 2010–December 2010)</p> <ul style="list-style-type: none"> (i) Pre-assessment and crisis analysis using secondary data, independent analysis and consultation to determine the terms of reference of the assessment phase (sector and geographic scope) and timeline and phases of the TRF (ii) Identification and mobilization of resources to undertake sector assessment (iii) Preparation of reports from sector teams (iv) Stakeholder consultations and corrections updating sector analysis (v) Final clarifications and corrections of sector reports (vi) Intra-sector prioritization and preparation of draft of synthesis report and TRF (vii) Consultation for validation (viii) Funding the TRF and agreement on implementation arrangements (ix) Finalization, editing, and dissemination (x) Information sharing, monitoring, and evaluation of the stabilization and transitional phase <p>1.1 Crisis and risk analysis (March 2010)</p> <ul style="list-style-type: none"> (i) Stakeholder mapping (ii) Analysis of social, economic, political, state, regional, and global aspects of the crisis using secondary data, independent experts, and stakeholder consultation (iii) Design of the consultation process (iv) Consultation with government, civil society, and donors (v) Draft crisis analysis and final validation process (vi) Terms of reference for the strategic framework of the assessment phase (sector and geographic scope) and timeline and phases of the TRF <p>1.2 Development deficit analysis (April 2010)</p> <ul style="list-style-type: none"> (i) Development of terms of reference, identifying resource requirements, and formulating sector teams (ii) Revision of the terms of reference based on data and analysis already available (DNA, conflict early recovery initial needs assessment, government plans, United States assistance plan, etc.) (iii) Mobilizing resources and field teams for conducting analysis (iv) Perception surveys (v) Sector deficit analysis, including coverage, service-delivery gaps, causes, and solutions <p>1.3 Sectoral assessments (April 2010)</p> <ul style="list-style-type: none"> (i) Inception workshop conducted to review key results of the pre-assessment and agree on methodology and timeline for main assessment (ii) Sector data collection, consultations, and analysis (iii) Sector report drafting (iv) Sector validation workshops with sector stakeholders (v) Sector reports and TRF finalized and financed <p>1.4 Communications strategy (January 2010–December 2010)</p> <ul style="list-style-type: none"> (i) Hiring of communications specialists (ii) Commencement of dissemination of PCNA objectives and process (iii) Development of a collective internal and external communication strategy for PCNA (iv) Launching of web platform for information exchange and a repository of documents (v) Dissemination and public disclosure of pre-assessment findings 	<p>Inputs</p> <p>ADB \$800,000 Government \$200,000 in kind</p>

Activities with Milestones	
(vi) Dissemination of main assessment findings after completion of sector assessments (vii) Meeting periodic and emerging communication needs at multiple levels, including consultation and validation processes 2.0 Capacity-building assessment of key stakeholders and government institutions (January 2010–March 2011) (i) Gaps in planning and implementation abilities of national and local institutions identified (ii) Plans developed for strengthening selected institutions (iii) Requisite consultants inputs, training, and other support provided	

ADB = Asian Development Bank, DNA = damage and needs assessment, FATA = Federally Administered Tribal Areas, IDP = internally displaced person, NWFP = North-West Frontier Province, PCNA = Post-Conflict Needs Assessment, TRF = transitional results framework.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
A. Asian Development Bank Financing^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	312.0
ii. National consultants	320.0
b. International and local travel	40.0
c. Reports and communications	6.0
2. Training, seminars, and conferences (facilitators)	15.0
3. Surveys and data collection	64.0
4. Miscellaneous administration and support costs	3.0
5. Contingencies	40.0
Subtotal (A)	800.0
B. Government Financing	
1. Office accommodation and transport	150.0
2. Remuneration and per diem of counterpart staff	50.0
Subtotal (B)	200.0
Total	1,000.0

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

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Scope of Work

1. The expected impact, outcome, and outputs of the Post-Conflict Needs Assessment (PCNA) are identified in the design and monitoring framework (Appendix 1). The technical assistance (TA) will be implemented in accordance with the Disaster and Emergency Assistance Policy¹ of the Asian Development Bank (ADB). Consulting services will be required to (i) provide inputs in all phases of the PCNA, with greater focus on the assessment phase, and (ii) conduct a comprehensive capacity assessment and develop a plan to strengthen the capacity of key administrative and sector departments and agencies in the Federally Administered Tribal Areas and the North West Frontier Province. The TA will also undertake initial capacity building.

2. Most TA resources will be used in the assessment stage, as the pre-assessment stage is fairly advanced and should be completed by mid-January 2010. As the work plan, scope, design, and related resource requirements for the assessment stage will be agreed during the current pre-assessment stage, it is not possible at this point to determine the exact requirements needed during assessment stage. However, some of the tasks to be undertaken during the assessment stage include (i) developing approaches for expanded and more inclusive decision making and conflict resolution to attain common needs, including improved services, the resumption of sustainable livelihoods, economic development in the affected areas, and institutional resources in the context of changing local government responsibilities; (ii) assessing and developing selected sectors for ADB support (It is expected that there will be around 20 sector, subsector, and thematic studies carried out, and ADB is expected to lead 5–8 sectors and subsectors mainly related to infrastructure, where it has comparative advantage); and (iii) developing a coordination, communication, and consultation process to guide the preparation, validation, and finalization of the PCNA, as well as recommend approaches to institutionalize more effective communication channels among communities; internal and external stakeholders; and local, provincial, and federal administrations.

3. Accordingly, TA activities have been delineated into three interrelated clusters. The consultants will operate within these three clusters with coordinated contributions, as follows.

4. **Governance and planning support.** Activities under this cluster include the overall planning and coordination support to be provided by a team leader and planning specialist, who will lead the planning process of the PCNA, and the three teams supported by the TA. The consultants under this cluster will provide inputs to analyze the key crosscutting themes of the crisis and their relationship and impact on social, political, economic, and social development in crisis-affected areas. Possible international and national expertise could include (i) public administration and the judiciary; (ii) institutional development; (iii) planning, monitoring, and evaluation; (iv) crisis analysis; (v) financial management and budgeting; (vi) safeguards; and (vii) gender. The terms of reference and level of effort for these inputs will be finalized through mutual consultation with the DCT after the pre-assessment stage. The distribution of tasks will depend upon the comparative advantages of multilaterals leading this exercise. The key outputs of this cluster will include (i) stakeholder mapping and analysis; (ii) analysis of social, economic, political, state, regional, and global aspects of the crisis using secondary data, independent experts, and stakeholder consultation; (iii) the design of the consultation process; (iv) crisis analysis report; (v) terms of reference for the strategic framework of the assessment phase

¹ ADB. 2004. *Disaster and Emergency Assistance Policy*. Manila.

(sector and geographic scope) and timeline and phases of the transitional results framework (TRF); and (vi) agreed frameworks of social safeguards, incubational arrangements, monitoring, and financial management.

5. **Technical and sector support.** The cluster will focus on sector assessments and their prioritization, as well as developing the TRF. This will include a review of the baseline data; a deficit analysis, including coverage, service-delivery gaps, causes, solutions; and an inter-sector analysis for prioritization. This will be done through surveys; consultations; and taking into account information and studies already available, including the damage and needs assessment, conflict early recovery initial needs assessment, government plans, United States assistance plan, etc. Possible international and national expertise required for these activities include specialists and a field team to prepare (i) the assessments for education, energy, irrigation, transport, social protection, water supply and urban services, and tourism (especially ecotourism); and (ii) the assessment of selective crosscutting environment considerations. The selected sectors are based on the current understanding of sectors where ADB has the interest and depth to provide leadership. The level of effort and terms of reference of the specialists will be finalized by the sector teams, and the extent of work will depend upon the studies and secondary data already available in a particular sector. The key outputs of this cluster will include (i) well-defined terms of reference and resource requirements for each sector, (ii) baseline data and reports from a comprehensive development deficit analysis, (iii) a well-documented consultation and validation process in the priority sectors, (iv) a detailed assessment of priority sectors, and (v) a finalized TRF.

6. **Coordination, operations, and communications support.** The cluster focuses on coordination, communication, operations, consultation, and validation activities of the DCT during the course of the PCNA. This will include support for conducting surveys, workshops, trainings, dissemination, media events, and similar activities as needed and according to the PCNA work plan. National experts required to undertake these activities will include (i) a liaison and logistics coordinator, (ii) a secretariat facilitation assistant, (iii) a communications advisor, (iv) peer review and advisory group coordinators and resource persons, (v) community development and liaison specialists, and (vi) a consultations facilitator. Some tasks are likely to be outsourced to a communications firm. The key outputs of this clusters will include (i) a well-designed communication strategy and its implementations both for external and internal stakeholders, resulting in wide dissemination, effective communication, census building, and behavior change in stakeholders; (ii) clearly defined roles and responsibilities of PCNA core and subgroups, including the PCNA secretariat; (iii) a well-established, clearly understood coordination mechanism for agencies involved in the PCNA; (iv) a professionally facilitated and well-documented consultation process with stakeholders; and (v) a functional and efficient peer-review mechanism in place to facilitate the PCNA.

7. It is estimated that 13 person-months of international consultancy and 80 person-months of national consultancy will be required. The three clusters will also require approximately 100 person-months of field enumerators for data collection and surveys. However, the level of effort will be adjusted based on the outcome of the pre-assessment and the security environment, as required during the PCNA.

B. Schedule

8. It is anticipated that the consultants will mobilize in December 2009. Most will complete their assignments by December 2010. Some consulting inputs will be required to continue capacity building in districts and provinces, which should be completed around March 2011.