

**ASIAN DEVELOPMENT BANK**

**TAR:OTH 36613**

**TECHNICAL ASSISTANCE**  
**(Financed by the Poverty Reduction Cooperation Fund)**

**FOR**

**POVERTY REDUCTION IN UPLAND COMMUNITIES IN THE MEKONG  
REGION THROUGH IMPROVED COMMUNITY AND INDUSTRIAL FORESTRY**

**August 2003**

## ABBREVIATIONS

ADB	–	Asian Development Bank
CPRGSP	–	comprehensive poverty reduction and growth strategy paper
DFID	–	Department for International Development of the Government of the United Kingdom
DMC	–	developing member country
GDP	–	gross domestic product
Lao PDR	–	Lao People’s Democratic Republic
NGO	–	nongovernment organization
PPA	–	poverty reduction partnership agreement
TA	–	technical assistance

## NOTE

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

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## I. INTRODUCTION

1. To improve community and industrial forestry and increase its impact on rural livelihoods and poverty reduction, the Asian Development Bank (ADB) plans to undertake a participatory assessment of community and industrial forestry policies and practices in the Mekong region. In September 2002 a concept paper for the technical assistance (TA) was prepared, and endorsed for funding by the Department for International Development (DFID) of the Government of the United Kingdom. The Fact-Finding Mission fielded on 3–15 November 2002 visited Cambodia, Lao People's Democratic Republic (Lao PDR), Viet Nam, and regional organizations<sup>1</sup> in Thailand to seek stakeholder input on the design and implementation of the TA. Its objectives, scope, approach, cost estimates and financing plan, and terms of reference for consulting services are based on the findings of the Mission, and the understandings reached with those consulted. The TA framework is in Appendix 1.<sup>2</sup>

## II. ISSUES

2. In the Mekong region (including Cambodia, Lao PDR, Myanmar, Thailand, and Viet Nam) about a third of the population (80 million out of 200 million) are classified as poor. Most of the poor live in rural areas, often in or near forests, and some of the poorest are ethnic minorities in remote upland areas. Forests function as safety nets and often supply a significant portion of rural peoples' incomes. For example, many rural communities in the Lao PDR derive virtually all their food, except for rice, from the forests, and use over 700 species to generate non-wood forest products, which, on average, provide 55% of family cash income of villages near forests.<sup>3</sup> Forest loss and degradation thus destroy livelihoods of the rural poor and make them vulnerable. The 1999 floods in central Viet Nam were partly due to deforestation and degradation of the catchment and resulted in the loss of over 700 lives and property damage of over \$250 million.<sup>4</sup>

3. Over the past 20 years the Mekong region population has increased from around 143 million in 1980 to 202 million in 2000, or by about 2% annually on average. In the same period the total gross domestic product (GDP) of the region's countries has grown from around \$63 billion to about \$170 billion, representing an average annual growth rate of just over 5%. Deforestation, however, has been increasing from an average of around 0.7% annually in the early 1980s to almost 2% in the late 1990s, with over 1.1 million hectares lost per year. The forest area data, however, does not show the degradation of the residual forest due to unsustainable logging and encroachment.

4. If population growth continues at the present rate in the coming decade, all countries except Thailand will have to raise per capita GDP to around \$600 if they are to reduce poverty by 50% by 2015. GDP will have to grow by about 5.5% in Viet Nam and Lao PDR, and over 8% in Cambodia and Myanmar. Even if these growth rates are achieved, the total number of poor people is likely to exceed 40 million out of a projected population of around 280 million. The implications of these growth and development patterns for upland Mekong communities and their livelihood security and sustainability are profound.<sup>5</sup> As the pressure to use forest products and land for alternative uses increases, upland natural resources, including forests, will

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<sup>1</sup> Food and Agriculture Organization of the United Nations, The World Conservation Union (IUCN), and Regional Community Forestry Training Center, Bangkok, Thailand.

<sup>2</sup> The TA first appeared in *ADB Business Opportunities* (Internet edition) in October 2002.

<sup>3</sup> ADB 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Lao PDR for the Nam Ngum River Basin Development Sector Project* (Appendix H). Manila.

<sup>4</sup> Swedish International Development Cooperation Agency (Sida). 2003. *Living with the Floods*.

<sup>5</sup> Land and/or forests with a slope of 8 degrees or higher are defined here as uplands.

contribute little to sustainable growth. Environmental degradation will, therefore, increase, and upland food and livelihood security will be at risk.

5. If upland development and environmental protection challenges are not faced and managed, the planned poverty reduction gains and ADB's poverty reduction objective will probably not be secured or sustained. Already vulnerable upland forest-dependent communities, particularly ethnic minorities and women, will be pushed deeper into persistent poverty. If poverty reduction strategies and ADB investments are to have full impact, particularly in the forest and natural resources sectors, the Mekong upland forests must be used to reduce poverty. Emphasis must be on creating jobs that disadvantaged upland communities, including ethnic minorities and women, can easily adapt to, and on instituting sound forest resource management policies and practices.

6. Community forestry approaches, which require participation of communities and key stakeholders in all aspects of forest planning and management, are increasing rapidly in the region. Institutionalizing such approaches, however, has been difficult as issues related to tenure and access, sharing of costs and benefits of jointly managed resources, and agreement on the roles and responsibilities of government agencies and communities continue to be problematic. Industrial forestry, which involves large-scale forest resource management and processing, has good potential to create jobs and income, but its operations have not been conducted in a sustainable manner. Policy, project, and technological interventions are needed to improve industrial forestry.

7. Community and industrial forestry has been developed in accessible areas, primarily to meet the need for revenue and wood supply. Community forestry should be extended to upland areas where most socioeconomically disadvantaged communities reside. Some forms of community forestry need to focus on preventing poverty or on performing a safety net function, including through the use and sale of non-wood forest products for subsistence or through preservation of essential local environmental services. Other forms need to focus on commercial timber and harvesting of non-wood forest products, and on functioning not only as a safety net but on reducing poverty, as well.

8. Some modes of forest-based poverty reduction do not fall under community or industrial forestry. Some modes such as improved marketing of non-wood forest products and payment for environmental services such as watershed protection, carbon sequestration, and ecotourism may ultimately reduce poverty in remote uplands more effectively than current modes of community or industrial forestry. While it is gaining a foothold in some remote upland communities in the Lao PDR and Cambodia, community forestry has yet to be fully recognized as a viable forest management and poverty reduction strategy in Viet Nam. The region's forest industry and investment structure is changing in response to trade liberalization and globalization, and their possible impact on the poverty reduction potential of community and industrial forestry in the region should be assessed. Enabling community and industrial forestry policy frameworks and incentive structures need to be in place to reduce poverty and develop the uplands in a sustainable manner, particularly to benefit disadvantaged ethnic minorities and women.

9. A participatory multi-stakeholder evaluation of community and industrial forestry initiatives and investment to date is needed to enhance their poverty reduction impact. Equally important is to increase key Mekong region policymakers' involvement in determining, and committing to, country-specific community and industrial forestry policy reform agenda and

action plans to promote sustainable forest resource management and enhance its poverty reduction function and impact on upland communities.

### III. THE TECHNICAL ASSISTANCE

#### A. Purpose and Output

10. The purpose of the TA is to review and assess poverty reduction performance and potential of community (subsistence and commercial) and industrial forestry in the Mekong region. The TA will focus on Cambodia, Lao PDR, and Viet Nam, especially in provinces that have a high incidence of poverty and where forest-based activity can improve livelihoods and increase rural incomes, and reduce the vulnerability of forest-dependent communities, particularly poor ethnic minorities and women, to the changing economic and development environment. The TA will assess the likely impacts of the changing forest industry and investment structure, and regional forest product trade patterns on the profitability and sustainability of community and industrial forestry.

11. Consistent with ADB's policy of instituting participatory sustainable forest management, the TA will (i) identify forestry development strategies to increase the food and livelihood security of smallholder farm families living in and near remote and inaccessible forests;<sup>6</sup> (ii) assess the potential of community forestry to reduce poverty in upland communities of Cambodia, Lao PDR, and Viet Nam; (iii) compare the potential of industrial forestry to reduce poverty in Cambodia, Lao PDR, and Viet Nam, particularly through formal employment and indirect or multiplier effects; (iv) review and assess the effects of forest product trade on rural livelihoods, and the degree of integration of the forest sector into comprehensive poverty reduction and growth strategy papers (CPRGSPs) and poverty reduction partnership agreements (PPAs); (v) identify enabling policy frameworks and good practices to maximize the poverty reduction impact of community and industrial forestry in these countries, particularly for socioeconomically disadvantaged groups such as ethnic minorities and women; and (vi) involve key policymakers in determining community and industrial forestry policy reform agenda and action plans.

#### B. Methodology and Key Activities

12. The TA will focus on the following activities in poor upland communities in selected areas in Cambodia, Lao PDR, and Viet Nam:

- (i) **Poverty reduction through community forestry.** This will involve (a) a global review of various approaches to poverty reduction through community forestry; (b) analysis of regional, national, and local secondary data; and (c) interviews with participants in community forestry projects and poor forest-dependent communities, particularly ethnic minorities and local women's groups; forestry extension agents; members of development and environment nongovernment organizations; and local policymakers. Multi-stakeholder workshops and field research will be undertaken at three community forestry sites in each country. A synthesis report and policy brief will be prepared in collaboration with participating communities, line agencies, and key policymakers and project implementers. The proposed policy frameworks, and reform action plans, including investment strategies, will be presented and validated at a national multi-stakeholder workshop in each country.

<sup>6</sup> Upland households with ownership of or access to less than 3 hectares of forest area.

- (ii) **Poverty reduction through industrial forestry.** This will involve (a) a global review of various approaches to poverty reduction through industrial forestry; (b) analysis of regional, national, and local secondary data; and (c) interviews with forest industry employees, and management-level representatives of forest concessions, transport companies, and processing enterprises (e.g. sawmills, furniture factories, plywood industries, pulp and paper mills), among others. Multi-stakeholder workshops and field research will be undertaken at three forest industrial enterprises in each country. A synthesis report and policy brief will be prepared in cooperation with local communities, including socioeconomically disadvantaged groups, enterprise owners and managers, and concerned line agencies and policymakers. The proposed policy frameworks, and reform action plans, including investment strategies to maximize the poverty reduction impact of industrial forestry, will be presented and validated at a national workshop in each country.
- (iii) **Integration of the forest sector into CPRGSPs and PPAs.** This will involve (a) a review and analysis of the three country CPRGSPs and PPAs with regard to the poverty reduction potential of forestry investments and operations; and (b) interviews with government officials and development partners on the role of community and industrial forestry in implementing CPRGSPs and PPAs. The proposed action plan to strengthen the forest sector's linkages, and the role of ADB and other development partners in implementing CPRGSPs, PPAs, and forest sector policy and investment priorities will be presented and validated at a national multi-stakeholder workshop in each country.
- (iv) **Poverty reduction impact of changes in forest industry and investment structures and the forest product trade in the Mekong region.** This will involve assessing the effect of the forest product trade on rural livelihoods through (a) an analysis of regional, national, and local secondary data; and (b) interviews with people in the marketing chain, from producer to consumer, management agencies, and institutions and individuals knowledgeable about legal and illegal trade. The impact of the changing composition and structure of the forest industry and investments on the poverty reduction potential of community and industrial forestry will also be assessed. A regional consultative workshop will be held to discuss and agree upon an enabling regional community and industrial forestry policy framework and reform action plan that will maximize synergies between community and industrial forestry. Measures will include minimizing transboundary policy or practice conflicts, and improving forest sector investment environment and governance.

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

13. The total cost of the TA is estimated at about \$1 million equivalent, with an amount not exceeding the equivalent of \$800,000 to be financed on a grant basis by the Poverty Reduction Cooperation Fund. ADB will administer the grant in accordance with ADB's regulations on cofinancing. The Center for International Forestry Research (CIFOR), Food and Agriculture Organization of the United Nations (FAO) Regional Office for Asia, and participating communities will contribute \$200,000 equivalent in kind. The cost estimates include consulting services; international and local travel; community, country, and regional consultations;

materials and equipment; and preparation and dissemination of information and knowledge-sharing materials. Details of the cost estimates and a financing plan are in Appendix 2.

#### **D. Implementation Arrangements**

14. The TA will be implemented in three phases over 15 months. Phase 1 will be from August 2003 to October 2003; phase 2, November 2003 to May 2004; and phase 3, June to October 2004. The TA will be executed by ADB.<sup>7</sup> TA implementation will involve a team of international and domestic consultants with experience and expertise in natural resource sociology and/or community forestry and management; gender and social development; ethnic minorities; forest economics, with an emphasis on commercial community forestry, job creation, and poverty reduction; industrial forestry finance, with an emphasis on wood and non-wood forest product trade and sector investments in the Mekong region; and participatory forest resource planning and management. A dedicated web page will be established to disseminate TA implementation findings and outputs.

15. The TA will adopt a participatory approach to implementation. CIFOR, FAO, and The World Conservation Union (IUCN) in Bangkok, Thailand, will provide staff input and peer review expertise. These organizations have extensive global and regional experience and expertise in community and industrial forestry. An estimated input of about 12 person-months of international consultants and 30 person-months of domestic consultants will be needed. Individual consultants will be recruited in accordance with ADB's *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for the engagement of international and domestic consultants. Procurement will follow ADB's *Guidelines for Procurement*. The outline terms of reference for consulting services are in Appendix 3. On completion of the TA, procured equipment such as computers and printers will be transferred to partner line agencies in the participating countries.

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

16. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$800,000 for Poverty Reduction in Upland Communities in the Mekong Region through Improved Community and Industrial Forestry to be financed on a grant basis by the Poverty Reduction Cooperation Fund, and hereby reports this action to the Board.

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<sup>7</sup> Agriculture, Environment, and Natural Resources Division (MKAE) of the Mekong Department.



Design Summary	Indicators and Targets	Monitoring Mechanisms	Assumptions and Risks
<p>3. Pro-poor industrial forestry policies and practices; and investment needs and priorities for poverty reduction among upland communities in the Mekong region</p> <p>4. Pro-poor improved community and industrial forestry policy and investment framework, and action plan for the Mekong region</p>	<p>Completion: April 2004</p> <p>Completion: September 2004</p>		
<p><b>Inputs</b></p> <p>1. International consultants' level of effort</p> <p>2. Domestic consultants' level of effort</p> <p>3. International consultants (remuneration and per diem)</p> <p>4. Domestic consultants (remuneration and per diem)</p> <p>Travel (international and local)</p> <p>Consultations</p> <p>Equipment and supplies</p> <p>Surveys</p> <p>Miscellaneous administration and printing</p> <p>Contingencies</p> <p><b>Total ADB Budget</b></p>	<p>1. 12 person-months</p> <p>2. 30 person-months</p> <p>3. \$285,000</p> <p>4. \$105,000</p> <p>\$44,000</p> <p>\$110,000</p> <p>\$9,000</p> <p>\$75,000</p> <p>\$42,000</p> <p>\$130,000</p> <p><b>\$800,000</b></p>	<ul style="list-style-type: none"> <li>• Consultant procurement and mobilization schedules</li> <li>• Consultant inception report and work plans</li> <li>• Expenditure and disbursement schedules</li> <li>• Implementing agency and consultant work plan and progress reports</li> </ul>	<ul style="list-style-type: none"> <li>• Required expertise is available.</li> <li>• Consultants are recruited and deployed on time.</li> <li>• Stakeholder commitment continues.</li> </ul>

ADB = Asian Development Bank, CPRGSP = comprehensive poverty reduction and growth strategy paper, DMC = developing member country, PPA = poverty reduction partnership agreement.

**COST ESTIMATES AND FINANCING PLAN**  
(\$'000)

Item	Cost
<b>A. Asian Development Bank Financing<sup>a</sup></b>	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	285.0
ii. Domestic Consultants	105.0
b. International and Local Travel	44.0
c. Reports and Communications	17.0
2. Equipment	9.0
3. Training, Seminars, and Conferences	
a. Facilitator	30.0
b. Workshops	80.0
4. Surveys	75.0
5. Miscellaneous Administration and Support Costs	25.0
6. Contingencies	130.0
<b>Subtotal (A)</b>	<b>800.0</b>
<b>B. Cofinancing<sup>b</sup></b>	
1. Office Accommodation and Transport	30.0
2. Remuneration and Per Diem of Counterpart Staff	50.0
3. Others (CIFOR/FAO/Communities)	120.0
<b>Subtotal (B)</b>	<b>200.0</b>
<b>Total</b>	<b>1,000.0</b>

CIFOR = Center for International Forestry Research, FAO = Food and Agriculture Organization of the United Nations.

<sup>a</sup> Financed by the Poverty Reduction Cooperation Fund.

<sup>b</sup> In-kind support.

Source: Asian Development Bank estimates.

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

1. Using a participatory multi-stakeholder approach, the technical assistance (TA) will be implemented in three phases. Phase 1 will include (i) securing of developing member country (DMC), stakeholder, and community participation in TA implementation; (ii) a brief review of the global experience in community and industrial forestry for poverty reduction; and (iii) a participatory review of the state of community and industrial forestry policies, practices, and technologies in the region, with special focus on forest resource access, tenure, and taxation issues. Phase 2 will focus on (i) assessing in a participatory manner community forestry policy and practice performance with respect to livelihood improvement and poverty reduction in upland communities, and need and opportunities to increase the poverty reduction potential of community forestry; (ii) assessing the changes in the forest industry and investment structure and forest product trade patterns; and (iii) assessing in a participatory manner industrial forestry policy and practice performance with respect to livelihood improvement and poverty reduction in upland communities. Phase 3 will include (i) formulating a regional community and industrial forestry policy and investment framework, (ii) negotiating and adopting the proposed framework by relevant national agencies, and (iii) disseminating TA findings and outputs. As some of the poorest people living near or in forests are ethnic minorities, the consultants and TA implementation methodologies and outputs will pay special attention to ethnic minority and gender issues. The consulting services will include 12 person-months of international consultants. Domestic consultants will include 30 person-months with expertise in natural resource management, ethnic minorities, and gender issues. The participatory forest resource planning and management specialist will coordinate the activities of international and domestic consultants. The consultants will have the following responsibilities:

### **A. Natural Resource Sociologist and/or Community Forestry Specialist—International (3 person-months)**

2. The consultant will undertake the following:

- (i) Review the comprehensive poverty reduction and growth strategy papers (CPRGSPs), poverty reduction partnership agreement (PPAs), and Asian Development Bank (ADB) country strategies and programs; and assess their potential to develop community forestry.
- (ii) Review the literature on global and regional community forestry policy and common property management, including published scientific research, project reports, studies, and initiatives; and identify lessons learned—successes and failures—that are of relevance and importance to the TA.
- (iii) With the collaborative forest planning and management specialist, consult stakeholders on the state of community forestry policy and practice in the region, and on community forestry case study and site selection.
- (iv) Keeping in mind DMC and ADB forest sector strategies and plans, undertake country case studies on community forestry, and assess policy and practice constraints and opportunities to improve poverty reduction effects of community forestry among upland communities.
- (v) For each case study community and/or site and country, identify improved community forestry policies and practices, and investment needs and priorities for enhanced poverty reduction.

- (vi) Help formulate, negotiate, and write the improved community and industrial forestry policy and investment framework and action plan for the Mekong region.

**B. Forest Economist—International (3 person-months)**

3. The consultant will undertake the following:

- (i) Briefly review the forest sector of each country, describing the role of community and industrial forestry in national development and economic planning, and poverty reduction.
- (ii) Review the CPRGSPs, PPAs, and ADB country strategies and programs, and assess the potential for commercial and industrial forestry in their implementation.
- (iii) Review the global and regional industrial forestry policy literature, including published scientific research, project reports, studies, and initiatives; and identify lessons learned—successes and failures—that are of relevance and importance to TA implementation.
- (iv) With the collaborative forest planning and management specialist and stakeholders, review and assess the state of industrial forestry policy and practice in the region, with focus on general production and transport costs, local labor markets, marketing, domestic processing, and exports; and industrial forestry case study and/or site selection.
- (v) Keeping in mind DMC and ADB forest sector strategies and plans, undertake country case studies on industrial forestry. Assess policy, practice, and technological constraints and opportunities to improve the performance and poverty reduction impact of commercial and industrial forestry operations, including processing, in upland communities. Emphasize commercial small and medium-sized enterprise development and job creation, and incentives for reinvestment in the sector.
- (vi) For each case study site and country, identify improved industrial forestry policies and practices, and investment needs and priorities to enhance poverty reduction.
- (vii) With other TA team members, help formulate, negotiate, and write the community and industrial forestry policy and investment framework and action plan for the Mekong region.

**C. Industrial Forestry, Finance, and Trade Specialist—International (3 person-months)**

4. The consultant will undertake the following:

- (i) Review relevant global and regional industrial forestry investment and trade literature and studies, including published scientific research. Identify issues and opportunities of relevance and importance to the TA purpose and objectives.
- (ii) Review the forest sector in the Mekong region, describing the forest industry's structure and/or composition, investments, and job creation.

- (iii) Identify ongoing and planned changes in the forest industry structure, and assess their implications for forest sector development in the countries in particular, and the region in general.
- (iv) Identify ongoing and planned changes in the forest industry investment structure, and assess their implications for the overall macroeconomic climate for private investment, especially foreign direct investment, in the countries in particular, and the region in general.
- (v) Review and assess the regional wood and non-wood forest product trade patterns and plans in the global and regional contexts, and assess the implications of these changes on forest sector development potential in the countries in particular, and region in general.
- (vi) Analyze investment risk (market and institutional) for the forest industry. Identify trade and investment policy reform priorities to improve the poverty reduction impact of commercial and industrial forestry in the countries, and include such priorities in the community and industrial forestry policy and investment framework for the Mekong region.
- (vii) Help other TA team members formulate, negotiate, and write the community and industrial forestry policy and investment framework and action plan for the Mekong region.

**D. Participatory and/or Collaborative Forest Resource Planning and Management Specialist—International (3 person-months)**

5. The consultant will undertake the following:
- (i) In consultation with the ADB mission leader, plan and start the TA, and plan and coordinate the country case studies.
  - (ii) Design the TA information dissemination and sharing strategy, and provide technical backstopping to the TA web master.
  - (iii) Coordinate international consultants' field work, and review and comment on consultants' reports and outputs. Supervise national consultants, and review and comment on their reports and outputs.
  - (iv) Plan, organize, and facilitate national and regional stakeholder consultations and workshops.
  - (v) Review and map out forest sector planning and investment decision-making processes for the countries, and assess their forest sector investment policies, practices, and plans.
  - (vi) Prepare inception, midterm, and final workshop reports; review and prepare country case study reports; and prepare, negotiate, and finalize the improved community and industrial forestry policy and investment framework and action plan for the Mekong region.

**E. Forest and/or Natural Resource Management Specialists—Domestic (6 person-months in each case study country)**

6. The consultant will undertake the following:

- (i) Briefly assess national community and industrial forestry plans and investments.
- (ii) Facilitate community and industrial forestry case and/or site selection, and help the international team collect and analyze information, and implement the country case studies, including field surveys.
- (iii) Under the supervision of the collaborative management specialist, plan, organize, and implement in-country consultations and workshops. Help the team in national negotiations on community and industrial forestry policy and the investment framework and action plan for the Mekong region. Help the team prepare the country case study reports.

**F. Gender Specialist—Domestic (6 person-months)**

7. The consultant will undertake the following:

- (i) Briefly assess national forest sector strategies from a gender perspective, focusing on community and industrial forestry.
- (ii) With the community forestry specialist, analyze the vulnerability of a few sample women's groups, and the context and opportunities for community and industrial forestry interventions.
- (iii) Facilitate the inclusion of gender aspects and women's participation in the consultation. Facilitate the policy and action plan development process. Help write the country case study reports, and mainstream gender issues into TA outputs.

**G. Ethnic Minorities Specialist—Domestic (6 person-months)**

8. The consultant will undertake the following:

- (i) Briefly assess national forest sector and community and industrial strategies from an ethnic minority perspective.
- (ii) With the community forestry specialist, analyze the vulnerability of a few sample ethnic minority communities, and the context and opportunities for community and industrial forestry interventions among them.
- (iii) Facilitate the inclusion of ethnic minorities' participation in the consultation, and policy and action plan development process. Help write the country case study reports and mainstream gender issues into TA outputs.