



Technical Assistance Report

Project Number: 40314
October 2008

Gender-Responsive Decentralized Governance in Asia

ABBREVIATIONS

ADB	–	Asian Development Bank
CPS		country partnership strategy
D&D	–	decentralization and deconcentration
DMC	–	developing member country
FY		fiscal year
GAD	–	gender and development
GRB	–	gender-responsive budgeting
M&E		monitoring and evaluation
NGO	–	nongovernment organization
NRI	–	national research institute
TA		technical assistance

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting Classification	–	General intervention
Sector	–	Law, economic management, and public policy
Subsector	–	Subnational government administration
Themes	–	Gender and development, governance, capacity development
Subthemes	–	Regional gender equity initiatives, civil society participation, institutional development

NOTE

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

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I. INTRODUCTION

1. The long-term strategic framework 2008–2020 (Strategy 2020) of the Asian Development Bank (ADB) sets inclusive growth as one of three key agendas aimed at reducing poverty and inequality in Asia and the Pacific and enabling the excluded to contribute to and benefit from economic growth.¹ Of the many millions disadvantaged by social and cultural prejudice and other circumstances and thus unable to take part in the region's rapid economic expansion, women form the largest group by far.² To end their exclusion, it is essential that women and the disadvantaged become involved in deciding how to manage the public resources that directly affect their economic life. Decentralizing government is one way to help make that happen. ADB has recognized the importance of supporting such gender-responsive and inclusive governance in its policies on governance (1995) and gender and development (1998) as well as its *Gender and Development Plan of Action* (2008–2010). The third of the Millennium Development Goals on gender equality and women's empowerment also includes an indicator on the representation of women in decision-making positions.

2. This technical assistance (TA) seeks to identify and support promising practices for greater representation and participation by women in decentralized governance³. Decentralizing fiscal responsibility and devolving authority to local government levels opens the way for women and other disadvantaged groups to engage in policy planning, budget decisions, and participatory monitoring. Challenges must be overcome if these opportunities are to be maximized, however. The TA will be implemented in Cambodia, Indonesia, and Nepal and will integrate the lessons and recommendations of other related TAs. During TA fact-finding missions in June 2008, technical discussions with governments and nongovernment organizations (NGOs) at the central, provincial, and district levels confirmed the relevance of the TA's proposed activities and the commitment of these governments to work with ADB in implementation. The TA design and monitoring framework is in Appendix 1.⁴

II. ISSUES

3. Improving governance, which can be defined as the relationship between the state and its citizens, plays a crucial role in reducing poverty and inequality and promoting sustainable development. This is because governance shapes political decisions over the allocation of public power and the distribution of resources. Good governance allows citizens to claim entitlements in three broad areas: (i) the right to participate in public decision making, (ii) the inclusion of their needs and interests in considering public policy, and (iii) pro-poor budgetary allocation of resources. The ability to exercise these rights is, in practice, often determined by gender roles and relations of unequal power.

4. Overall, efforts to expand the role of women in decision making in the Asia and Pacific region have had mixed results. ADB's report on *Pursuing Gender Equality through the MDGs* (2006) showed that female representation in national parliaments has increased in only about half of the region's developing member countries (DMCs) over the past decade.⁵ Nepal led the way, with women making up 33% of the Constituent Assembly in 2008. Indonesia, with an

¹ ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank 2008–2020*. Manila.

² For the purpose of this TA, "disadvantaged" is defined to include the poor and those who face discrimination and/or abuse as a result of their gender, ethnicity, caste, religion, or other personal attributes.

³ The TA first appeared in the business opportunities section of ADB's website on 16 June 2008.

⁴ The TA will support activities within the framework provided by the Decentralization and Deconcentration Reform Program (2005) in Cambodia, the decentralization reform program (1999) in Indonesia, and the Local Governance and Community Development Program (2008) in Nepal. The TA activities respond to needs identified in ADB's country partnership strategies and programs and during the design and implementation of its investment programs.

⁵ ADB, UNDP and UNESCAP. 2006. *Pursuing Gender Equality through the Millennium Development Goals in Asia and the Pacific*. Manila.

11.6% representation in 2004, lagged behind the 15% average for Asia. The reasons behind the limited presence of women in positions of formal authority are well understood and reflect the power relationships that shape social, political, economic, and cultural life.

5. Decentralization is often thought to impact women and other disadvantaged groups positively because it brings decision closer. Greater opportunities do, in fact, exist for women at the decentralized level, given their key roles in local communities. When it is superimposed on existing systems of political patronage and culture, however, decentralized government can be just as discriminatory against the excluded as its centralized predecessor. It will operate along the same fault lines of gender, ethnicity, caste, and class unless mechanisms ensure that women and disadvantaged groups gain representation. The policy and legal frameworks that define how decentralization occurs can determine the success or failure of gender-responsive local governance. In Cambodia, for instance, women's representation in directly elected commune councils increased from 8% in 2002 to 15% in 2007. However, a proposal for indirect election by commune councilors at the decentralized level under new organic laws for decentralization and deconcentration (D&D) approved in 2008 raises new challenges to women's representation.

6. The effectiveness of affirmative actions is far from guaranteed and still largely unknown. In Indonesia, the adoption of a 30% quota for women's participation in political parties in 2003 had limited impact on women's representation at the national and local levels. In Nepal, the Local Self-Governance Act of 1999—and subsequent supporting legislation—has established a mandatory minimum of 20% representation by women at the ward level and 30% in users' committees but the actual performance and impact has not been properly measured. Such assessments are important and need to be undertaken now. The effectiveness of current policy frameworks should be studied and the impact of affirmative actions must be evaluated. ADB's DMCs need to identify the gaps between national commitments to gender equality and their translation into actual gender-responsive decentralized governance. They can then share promising practices and identify critical entry points for support.

7. Women not only lack input in public decision making, their needs and interests are not generally well-reflected in sector policies and the allocation of resources, mainly because their gendered interests, such as health and family welfare, are not interpreted as a community or national common good. In the three countries participating in the TA, a new tool for linking governments' gender commitments to actual resource allocation has emerged in the form of gender-responsive budgeting (GRB) initiatives. Government efforts in promoting advocacy for GRB, assisted by United Nations agencies, are proving successful. GRB committees have been established in Cambodia and Nepal and pilot initiatives launched at the decentralized level in Indonesia. The challenges are to (i) apply the GRB mechanisms to sector ministries, (ii) facilitate greater advocacy and partnership among strategic partners for greater practical application of GRB tools, and (iii) implement pilot initiatives.

8. Elected women have shown they can use government resources efficiently, improve the delivery of government services, and discourage corruption—but to do so and to gain office they first need training and support. This makes it urgent that support for women and women's associations in the three countries participating in the TA be scaled up to help them perform their roles and responsibilities in local planning processes, budget allocation decisions, and in local administrations and legislatures. In addition, the literature on decentralization and development outcomes is virtually silent on the gender-related outcomes of political, administrative, and financial decentralization, the gender differentiated nature of participation opportunities, and gender access to public services and resources. The approaches with the greatest potential for increasing the involvement of women in decentralized governance need to be identified and documented, therefore, and local organizations need to be given the skills and resources to employ these methods.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcomes

9. The impact of the regional TA is more transparent, gender-equitable, and socially inclusive governance at the decentralized level in the participating countries. Its outcome is access for DMC officials and ADB staff to lessons and good practices to improve the gender responsiveness of policy, planning, budgeting, and project design. The TA will help disseminate practical lessons for use by ADB staff, governments, civil society organizations, and funding agencies. The TA will be implemented in Cambodia, Indonesia, and Nepal through local administrations relevant to ADB operations. Countries were selected based on their demonstrated ability and/or commitment to (i) implement national policies and legislation aimed at promoting gender equality and women's empowerment at the decentralized level; (ii) engage with civil society and women's NGOs involved in transformative approaches to gender-responsive planning, budgeting, and participatory monitoring; and (iii) act on the TA findings and recommendations by supporting policy reforms to institutionalize women's role in decentralized governance. ADB's current involvement in policy dialogue and investment in governance reform and the potential for scaling up the TA-supported approaches in ADB operations were other key selection criteria.

B. Methodology and Key Outputs

10. **Output 1: Actions to Address Inconsistencies and Gaps in Policy, Legal, and Intergovernmental Fiscal Frameworks Submitted to Relevant Authorities.** The TA will assess the gender-responsiveness of the national policy, legal, and intergovernmental fiscal frameworks related to decentralized governance in the participating countries. It will assess the extent to which national commitments to gender equality have been translated into sector policies and decentralized government legislation and recommend actions to address inconsistencies and gaps. In Cambodia, the TA will assess the gender responsiveness of the Commune/*sangkat* laws (2002), the organic laws for D&D of 2008, related royal decrees, sub-decrees, and prime minister's orders, the national program for D&D, and the second governance action plan. In Indonesia, it will assess the compliance of provincial and district legislation, processes, and structures with national commitments to gender equality. In Nepal, it will take stock of options for advancing gender equality and social inclusion in federal structures, based on lessons since the adoption of the Local Self-Governance Act in 1999. The assessments will not be limited to decentralized formal political and administrative structures but will include citizen- and community-based organizations—i.e., water users' associations, farmers' associations, and business associations. Their incorporation of gender equality and social inclusion goals in their organizational governance systems and their compliance with mandatory targets or quotas will be evaluated. From a fiscal perspective, the extent to which local governments can actually influence the allocation of resources in their constituencies will be assessed.

11. **Output 2: Gender-Responsive Budgeting Initiatives in Decentralized Governance Piloted.** The TA will support GRB initiatives in selected communes in Cambodia and districts in Indonesia and Nepal. It will include a gender assessment of selected sector budgets and expenditures to establish whether decentralized budgets have adopted and acted on an understanding of what the core gender issues and priorities are. The analysis will look at appropriations and actual expenditures in sectors relevant to ADB operations—agriculture, education, infrastructure, and/or local governance—and selected in consultation with the advisory group at project onset (see para. 17). It will be limited to the current and past 2 fiscal years. It will also include gender budgeting pilot projects at the decentralized level. This will involve identifying, designing, and implementing pilot projects on gender budgeting—i.e.,

participatory planning and gender budget-tracking—to assess the level of synchronization of development planning priorities among sectors at the decentralized level. The detailed methodology will be developed by the implementing agency based on an advocacy model outlined in Appendix 4.⁶

12. Output 3: Capacity of Selected Women Representatives and Groups to Effectively Participate in Local Government Enhanced. The TA will aim to build the confidence and capacity of women and their representation in local governance processes and structures. It will identify, design, and implement innovative initiatives to support women and women's associations, including self-help groups and grassroots networks, in selected Cambodian communes, Indonesian districts, and village development committees and/or municipalities in Nepal. It will support (i) female representatives in performing their roles and responsibilities at the local level and reflecting the priority needs of women and other disadvantaged groups in the planning processes of local government bodies, in budget allocation decisions, in local administrations and legislatures, and in other resource allocation decisions;⁷ (ii) women's self-help groups and grassroots networks in engaging with local sector agencies that implement local development programs and in participating in decentralized governance structures that are supported by ADB loans and where women can access loan-related basic social services, opportunities, and benefits;⁸ and (iii) women's advocacy NGOs that are involved in increasing the interaction of rural women with decentralized governments and line agencies and building the ability of these women to take part in sector policy dialogue and inform legislation.

13. The TA will be assessed through a rigorous evaluation methodology that will employ empirical tools to measure the impact of the direct interventions through focus group discussions and sample surveys. It will use control groups to allow comparison between the areas with direct interventions and those without. The indicators to assess impact will be defined during TA inception and include knowledge, empowerment, confidence, and ability to inform decision making and budgetary allocation processes. The information and understanding drawn from the direct interventions will yield valuable lessons and best practices for use in the design and implementation of ADB loans and interventions by other development partners.

14. Output 4: TA Products Endorsed by DMC and ADB and Disseminated. Regional consultations will be organized at the inception phase in Phnom Penh to finalize the TA methodology, at midterm in Jakarta to ensure cross-fertilization of experience, and at the final phase in Kathmandu to seek feedback from government focal agencies, civil society organizations, and other development partners on TA outputs and to plan follow-up initiatives. The first consultation will be followed by an inception report, and the second by a midterm report that will include country reports on outputs 1 and 2. At the final consultation, two draft reports will be presented: (i) a technical report, including a comparative analysis, on advancing gender equality and social inclusion in decentralized governance; and (ii) a review of ADB's project portfolio, identifying practical modalities and options to ensure a more effective and systematic incorporation of gender and governance components in mainstream development programs and ADB's ability to deliver on its commitments to pro-poor, gender-responsive, and socially inclusive governance set out in Strategy 2020.

⁶ In most DMCs with decentralized system of governance, local governments are faced with financing gaps and exist parallel to central ministry line agencies that control most of fiscal resources and are accountable to their parent ministries.

⁷ The targeted representatives will be elected or appointed female representatives in local governance in Cambodia and Indonesia and women members of political parties at the local level in Nepal.

⁸ Activities will be implemented as follows: in Cambodia, in two communes in Kompong Thom Province under the Tonle Sap Lowlands Rural Development Project; in Indonesia, in two districts in Lampung Province (Sumatra), under the Participatory Irrigation Sector and Rural Infrastructure Support projects; in Nepal, two village development committees or municipalities where the Community-based Water Supply and Sanitation, the Community Livestock Development, or the Decentralized Rural Infrastructure and Livelihood projects are being implemented.

C. Cost and Financing

15. The TA is estimated to cost the equivalent of \$1,000,000. ADB will finance the equivalent of \$500,000 on a grant basis from its TA funding program and \$500,000 will be cofinanced through regional TA 6337 for Development Partnership Program for South Asia, funded under the Australia–ADB South Asia Development Partnership Facility, which has been designed to provide support and cofinancing by the ADB in the participating DMCs. Regional TA has already been approved by the President; therefore, cofinancing is not required to be approved again under this TA. Detailed cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

16. The TA will be implemented over 24 months, starting in December 2008, with completion expected in December 2010. Consultants' inputs will amount to: 18 months for international experts, 18 months per country for national research institutes (NRIs), and 18 months per country for national women's NGOs. An international organization will be engaged under the quality- and cost-based selection method, at a quality/cost ratio of 80:20, to undertake the consulting services, in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). The consultant team fielded by the international organization will be composed of three international experts—team leader, gender budgeting expert, and research coordinator—and subcontracted NRIs and NGOs. The outline terms of reference for the experts are in Appendix 3. The international organization will select and subcontract designated NRIs and NGOs based on the selection criteria set forth in Appendix 4.

17. ADB will be the TA's executing agency. ADB's Gender, Social Development, and Civil Society Division will be responsible for overall administration. Implementation of TA activities will be carried out in consultation with the gender specialists and relevant staff at ADB resident missions and headquarters. An advisory group will provide guidance to the consultant team. It will include representatives from government focal agencies and resident mission-based gender specialists and experts from other development agencies in each of the three participating countries. The focal agencies have been identified based on their involvement in implementing government decentralization agendas. They include: in Cambodia, the Ministry of Interior (Department of Local Administration), the National Committee for Decentralization and Deconcentration (NCDD), the Ministry of Planning, the Ministry of Economy and Finance (Gender Mainstreaming Action Group), the technical working groups on D&D and Gender, and the Ministry of Women's Affairs; in Indonesia, the Ministry of Home Affairs (Directorate General of Regional Development Planning), the National Development Planning Agency, the Ministry of Economics and Finance and the Ministry of Women's Empowerment; and in Nepal, the Ministry of Local Development, the National Planning Commission, the Ministry of Finance (gender-responsive budget committee), and the Ministry of Women, Children and Social Welfare. The representatives of the advisory group will play a key role during the three regional consultations by assessing (i) TA methodology and activities during the inception meeting in Phnom Penh; (ii) progress in TA implementation during the midterm review meeting in Jakarta; and (iii) TA findings and recommendations during the final meeting in Kathmandu, where effective modalities to incorporate them into DMC policies, strategies, and programs and the ADB loan portfolio will also be identified. Regional consultations will be complemented by national consultations at critical stages of TA implementation.

IV. THE PRESIDENT'S DECISION

18. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance, not exceeding the equivalent of \$500,000 on a grant basis for Gender-Responsive Decentralized Governance in Asia, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>Impact More transparent, gender-equitable, and socially inclusive governance at decentralized level in the participating countries</p>	<ul style="list-style-type: none"> • Increased number of women and other disadvantaged groups represented in local governance (20% from baseline) • Mitigation of gender-discriminatory policies and practices in decentralized governance • Incorporation of TA findings and recommendations into future ADB assistance 	<ul style="list-style-type: none"> • Government, development partners, and civil society reports • Decentralization policies, laws, and intergovernmental fiscal frameworks 	<p>Assumptions</p> <ul style="list-style-type: none"> • Decentralization reform momentum maintained • Governments' commitment to gender equality and social inclusion
<p>Outcome DMC officials and ADB staff access lessons and good practices to improve the gender responsiveness of policy, planning, budgeting, and project design</p>	<ul style="list-style-type: none"> • DMC officials endorse findings and recommendations in TA reports • ADB's CPSs, loan, and TA documents in the participating countries acknowledge the need to promote gender equality and ensure women's participation in decentralized governance 	<ul style="list-style-type: none"> • ADB CPSs, loan, and TA documents • Proceedings from regional consultations • TA final report 	<p>Assumptions</p> <ul style="list-style-type: none"> • Sociopolitical stability in the participating countries • Working environment conducive to learning <p>Risk</p> <ul style="list-style-type: none"> • Local sociopolitical factors may constrain the ability of women to implement changed practices
<p>Outputs 1. Actions to address inconsistencies and gaps in policy, legal, and intergovernmental fiscal frameworks submitted to relevant authorities</p>	<ul style="list-style-type: none"> • High-quality country reports (3) prepared by June 2009 • Incorporation of findings in ADB's country gender assessments, CPSs, and relevant sector and thematic road maps 	<ul style="list-style-type: none"> • Country reports 	<p>Assumptions</p> <ul style="list-style-type: none"> • Sufficient number of policy reforms implemented in the context of decentralization • Effective participation and ownership by advisory groups' members
<p>2. Gender-responsive budgeting initiatives in decentralized governance piloted</p>	<ul style="list-style-type: none"> • Gender budgeting initiatives (1 each country) conducted with learning documented • Results from GRB initiatives inform country budget processes and related documents 	<ul style="list-style-type: none"> • Country reports • Country budget documents • Government, civil society, and media reports • Inputs from subcontracted national research institutes and women's NGOs 	<p>Risk</p> <ul style="list-style-type: none"> • Staff changes in key government agencies weaken coordination of TA activities.
<p>3. Capacity of selected women representatives and groups to effectively participate in local government enhanced</p>	<ul style="list-style-type: none"> • Capacity development activities based on needs assessment approved by March 2009 • Impact of capacity development initiatives with up to 150 women and 3 groups in each country documented 	<ul style="list-style-type: none"> • Capacity development plan • Impact assessment report 	

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
4. TA products endorsed by DMC and ADB and disseminated	<ul style="list-style-type: none"> • Technical report including a comparative analysis on advancing gender equality and social inclusion in decentralized governance endorsed by advisory group • Technical report on review of ADB's project portfolio and its potential for incorporating gender and governance components endorsed by advisory group • Projects identified (5) for incorporation of TA recommendations and findings 	<ul style="list-style-type: none"> • TA reports • Regional consultations reports 	

Activities with Milestones ^a	Inputs
<p>Output 1</p> <p>a) Assessment of the gender-responsiveness and social inclusiveness of policy, legal, and intergovernmental fiscal frameworks (months 1–3)</p> <p>b) Identification of areas for amendment of existing policies and legislations and/or for further gender-responsive policy and legal reform (months 3–6)</p> <p>Output 2</p> <p>a) Synergy between government and NGOs through gender budgeting advocacy training (months 1–3)</p> <p>b) Gender analysis of selected sector policies, budgets and expenditures (months 3–9)</p> <p>c) Gender budgeting pilots (months 3–18)</p> <p>d) M&E of gender budgeting initiatives and revisions of M&E for impact assessment (months 18–24)</p> <p>Output 3</p> <p>a) Stock-tacking of initiatives targeting capacity development of women and women's associations in the three participating countries and design of direct interventions (months 1–3)</p> <p>b) Implementation of direct interventions to enhancing women's participation in decentralized governance (months 3–24)</p> <p>Output 4</p> <p>a) Organization of TA inception regional consultation (month 6), TA midterm regional consultation (month 18), and TA final regional consultation (month 24)</p> <p>b) Submission of TA technical report and review of ADB's project portfolio (month 24)</p>	<p>18 person-months for international consultants 18 months in each country for national research institutes 18 months in each country for national women's NGOs</p> <p>ADB-administered financing: \$500,000</p> <p>Cofinancing: \$500,000</p>

ADB = Asian Development Bank, CPS = country partnership strategy, DMC = developing member country, GRB = gender-responsive budgeting, M&E = monitoring and evaluation, NGO = nongovernment organization, TA = technical assistance.

^a The TA will build on and expand the innovative approach adopted under ADB. 2001. *Technical Assistance for Gender and Governance Issues in Local Government*. Manila (TA 6008-REG, approved on 4 December), which was implemented in Bangladesh, Nepal, and Pakistan, by supporting the interface among women representatives and officials from line agencies at decentralized level. It will complement other TAs, i.e., ADB. 2006. *Technical Assistance to the Kingdom of Cambodia for Capacity Development of Female Commune Council Networks*. Manila (TA 4892-CAM, approved on 12 December); and ADB. 2004. *Technical Assistance for Gender Responsive Public Policy and Administration*. Manila (TA 4479, INO, approved on 14 December) by expanding the outreach of ongoing capacity development initiatives to new project areas, with greater focus on promoting the interface among female representatives, women's self-help groups and grassroots' networks, and women's advocacy NGOs. In the three participating countries, training tools on gender and decentralized governance are available and will be used in carrying out TA-financed activities.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost	Cofinancing ^b
Asian Development Bank (ADB) Financing^a		
1. Consultants		
a. Remuneration and Per Diem		
i. International Consultants (team leader, gender budgeting expert, and research coordinator) ^c	135.0	135.0
ii. National Research Institutes (Cambodia and Indonesia) ^d	120.0	
iii. National Research Institute (Nepal) ^d		60.0
iv. National Women's Organizations (Cambodia and Indonesia) ^e	160.0	
v. National Women's Organizations (Nepal) ^e		160.0
b. International and Local Travel	35.0	20.0
2. Technical Assistance (TA) Inception and Midterm Regional Consultations (2) ^f	30.0	
3. TA Completion Regional Consultation (1) ^f		60.0
4. Publication of TA Material and Outputs (including editing) ^g		15.0
5. Miscellaneous Administration and Support Costs ^h		10.0
6. Contingencies	20.0	40.0
Total	500.0	500.0

^a Financed by ADB's TA funding program (\$500,000) for activities to be implemented in Cambodia and Indonesia.

^b Co-financed by regional TA 6337-REG for the Development Partnership Program for South Asia (\$500,000) for activities to be implemented in Nepal.

^c The International Consultants item includes all costs related to the recruitment of the team leader, gender budgeting expert, and research coordinator.

^d The National Research Institutes items includes all costs (including information and data collection, in-country travel, and per diem) incurred by the NRIs in carrying out output 1 (assessing of policy, legal, and intergovernmental fiscal frameworks) and output 2 (promoting gender budgeting in decentralized governance).

^e The National Women's Organizations item includes all costs (including in-country travel and per diem) incurred by the national women's organizations in carrying out output 3 (enhancing women's participation in decentralized governance).

^f TA inception and midterm regional consultations will not exceed 20 participants and include: gender budgeting expert (1), research coordinator (1), representatives from the NRIs (3) national women's NGOs (3), and the advisory groups (9). The TA regional consultation will not exceed 40 participants, incl. the participation of ADB gender specialists and/or other relevant resident mission-based national officers.

^g The item Publication of TA Material and Outputs item includes printing and dissemination costs associated with the publication of all TA material and outputs.

^h Miscellaneous Administration and Support Costs includes costs related to the organization of the advisory groups' meetings.

Source: ADB estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

1. The consultant team will be composed of (i) three international experts, including one team leader (12 person-months), one gender budgeting expert (3 person-months), and one research coordinator (3 person-months); (ii) three national research institutes (NRIs) for 18 person-months per country or a total of 54 person-months; and (iii) three national women's nongovernment organizations (NGOs) for 18 person-months per country or a total 54 person-months. The international organization will select the NRIs and national women's NGOs in the participating countries as part of their proposal, applying the selection criteria set forth in Appendix 4. The identity and qualifications of each proposed NRI and national women's NGO and the approach and methodology for supervising and administering such subcontracts will be detailed by each short-listed international organization in their simplified technical proposal, as this aspect will be given significant weight in evaluation of such proposals. Specific terms of reference are outlined below.

A. International Experts (18 person-months)

2. The team leader (social development and governance specialist, with expertise in public administration and finance, 12 person-months) will have overall responsibility for substantive direction of the technical assistance (TA) action-research, field activities, and direct interventions, and for preparing relevant outputs summarizing TA findings, promising practices, and recommendations. The requirements for the team leader will include: a postgraduate university degree in law, government, political science, and/or legal anthropology, with at least 10 years of significant prior experience researching, documenting, and evaluating issues related to social inclusion, gender and governance; formal gender and development (GAD) training and/or demonstrated skills and expertise in mainstreaming gender equality concerns within policy and law reforms; familiarity with relevant law-and-development literature, the grassroots realities of women's NGO operations, the situation of other disadvantaged groups in Asia; experience in researching and consulting for funding and international development agencies that have supported gender and governance work; and familiarity with ADB's poverty reduction strategy, policy on governance (1995), and GAD (1998) and business and project cycles. She or he will be based in Asia, preferably in one of the three participating countries. She or he will be responsible for:

- (i) organizing the TA inception regional consultation in Phnom Penh to finalize the detailed methodology for the TA-supported assessing, research, and capacity development initiatives with 20 participants, including the gender budgeting expert, the research coordinator, and representatives from the three NRIs, three national women's NGOs, and the nine advisory groups;¹

¹ Based on good practice established under ADB. 2001. *Technical Assistance for Gender and Governance Issues in Local Government*. Manila (TA 6008-REG, approved on 4 December) and information gathered during the TA fact-finding mission, capacity development training will be provided in the following areas: (i) roles and responsibilities of elected/nominated representatives in local governments; gender sensitization workshop for both female and male representatives to develop better understanding of their respective duties and obligations; (ii) policy frameworks related to decentralized governance, with emphasis on affirmative actions and/or provisions targeting women's and other disadvantaged groups' representation and their participation in local decision-making processes and structures; budget allocation processes of local administrations; and orientation on needs assessment regarding development issues in their local constituencies; (iii) planning and developing community projects targeting poor women, resource mobilization, project implementation and monitoring; and (iv) developing knowledge and awareness on formal and informal mechanisms of conflict resolution on issues related to family, personal law, and land law.

- (ii) organizing a TA midterm regional consultation in Jakarta, with the same tentative list of participants as above;
- (iii) ensuring regular interaction with the NRIs, national women's NGOs, advisory groups' representatives, and ADB staff in the Gender, Social Development and Civil Society Division and at resident missions;
- (iv) participating in three semiannual TA review missions in the three project countries;
- (v) producing three administrative reports to be submitted to the ADB in draft form 2 weeks before the date of each of the three regional consultations—with attached draft technical reports—and in final draft form 2 weeks after completion of the regional consultations (see schedule in para. 7 below);
- (vi) producing a technical report, including a comparative analysis, on advancing gender equality and social inclusion in decentralized governance;²
- (vii) organizing the TA completion regional consultation in Kathmandu, in collaboration with the Gender, Social Development and Civil Society Division and ADB resident missions, with the same tentative list of participants as in the inception and midterm consultations; and
- (viii) assisting in organizing the national consultations as needed.

3. The gender budgeting expert (3 person-months) will have a postgraduate university degree, preferably in applied social sciences, significant prior experience with survey research and other social science research tools and methodologies, and be familiar with gender budgeting and decentralized governance issues and operations in Asia. She or he will take the lead in carrying out the gender budgeting activities in the three participating countries. More specifically, she or he will be responsible for (i) defining the methodology for the gender budgeting initiatives, based on the advocacy methodology outlined in Appendix 4(c); (ii) guiding the NRIs in carrying out the gender budgeting exercise; (iii) participating in the Phnom Penh TA inception regional consultation and the TA completion consultation in Kathmandu; and (iv) assisting in organizing the national consultations, as needed.

4. The research coordinator (3 person-months) will have a postgraduate university degree, preferably in applied social sciences, significant prior experience with survey research and other social science research tools and methodologies, and be familiar with gender and governance issues and operations in Asia. She or he will take the lead in designing survey and related research tools and writing up the results of that research. More specifically, she or he will be responsible for (i) leading technical discussions with the team leader, the NRIs, women's NGOs, and other TA core staff on the research tools and methodology to be adopted in the design and implementation of the TA-funded direct interventions (output 3); (ii) preparing draft questionnaires for baseline surveys, impact-oriented surveys (targeting both intervention and control groups), follow-up surveys, and qualitative interviews and discussions, which will be used in the implementation of the TA; (iii) participating in the TA inception and TA completion regional consultations in Phnom Penh and Kathmandu, respectively; and (iv) assisting in organizing the national consultations, as needed.

² The report will provide a comparative analysis of: (i) national and decentralized policy, legal, and intergovernmental fiscal frameworks related to gender and decentralized governance (output 1); (ii) lessons from the TA-financed support to participatory gender budgeting (output 2); and (iii) promising practices in promoting women's participation in decentralized governance processes and structures (output 3).

B. National Research Institutes (18 months/country)

5. The NRIs will have expertise in carrying out gender, governance, and legal research, demonstrated by their list of publications in both national and English languages and the range of expertise of permanent staff. They will be responsible for assessing the policy and legal/regulatory frameworks in their respective countries, identifying critical gaps in the policy, legal, and intergovernmental fiscal frameworks, in consultation with a broad network of local government partners and locally based human rights and advocacy NGOs. Activities to be carried out by each NRI will include

- (i) critical review of the national policy and legal framework related to decentralized governance;
- (ii) identification of gaps in provincial and district level policies (i.e., norms conflicting with national legislation and/or critical areas for further amendment and/or drafting to comply with international standards and national policies and legislation);
- (iii) implementation of the gender budgeting initiatives in decentralized governance (output 2); and
- (iv) participation in the TA inception (Phnom Penh) and TA completion regional consultations (Kathmandu); and
- (v) assistance in organizing the national consultations, as needed; and
- (vi) provision of relevant information and data to the international organization for their incorporation in relevant administrative and technical reports.

C. National Women's NGOs (18 months/country)

6. National women's NGOs will

- (i) identify, design, and implement direct interventions under output 3 to enhancing women's participation in decentralized governance, aimed at developing the capacity of female representatives, members of political parties, and women's associations—i.e., women's self-help groups, grassroots' networks, and advocacy NGOs, hereafter, the beneficiaries—in selected communes (Cambodia), districts (Indonesia) and village development committees and/or municipalities (Nepal);
- (ii) conduct a baseline survey on women's representation and participation in decentralized governance;
- (iii) conduct a training and capacity needs assessment of the beneficiaries;
- (iv) develop a capacity development program based on the needs assessment and the scope of the TA;
- (v) carry out the proposed capacity development initiatives, drawing on existing training modules and material;
- (vi) ensure follow-up of training programs with women and women's associations to monitor their effective participation in local bodies' operations, arbitration committees, sector agencies, and decentralized governance structures supported by ADB (i.e., water users' groups; farmers associations; community forestry groups; health committees);
- (vii) contribute to the evaluation and assessment of the impact of TA-funded initiatives; and
- (viii) participate in the inception (Phnom Penh), midterm review (Jakarta), and final regional consultations (Kathmandu); and
- (ix) provide relevant information and data to the international organization for their incorporation in relevant administrative and technical reports.

D. Administrative and Technical Reports

7. The international organization will be responsible for the finalization of three administrative reports to be submitted to ADB in draft form 2 weeks before the date of each of the three regional consultations—with attached draft technical reports—and in final draft form two weeks after completion of the regional consultations, based on the following schedule:

Table A3: Schedule for Submission of Reports

Regional Consultations		Reporting Requirements		
Event	Time	Administrative Reports	Technical Reports	Deadline
TA Inception	Early June 2009	Inception report	Country reports on gender aspects of policy, legal, and intergovernmental fiscal frameworks	End June 2009
TA Midterm Review	Early June 2010	Midterm report	First country progress reports on gender-responsive budgeting	End June 2010
TA Completion	Early December 2010	Final report	Report on advancing gender equality and social inclusion in decentralized governance	End December 2010
			Second country progress reports on gender-responsive budgeting	
			Review of ADB's project portfolio and its potential for incorporating gender and governance components.	

ADB = Asian Development Bank, TA = technical assistance.

SELECTION CRITERIA AND ADVOCACY MODEL

A. Selection Criteria for National Research Institutes

1. The international organization will select and subcontract designated national research institutes in each technical assistance (TA) project country to carry out the assessment and research initiatives under outputs 1 and 2 of the TA. It will apply the selection criteria set forth in para. 2 on terms and conditions to be approved pre-fact by the Asian Development Bank (ADB).
2. To be eligible for funding, the national research institute must
 - (i) be established in an ADB developing member country;
 - (ii) be a not-for-profit organization;
 - (iii) have operated for at least 5 years in the TA project country;
 - (iv) have published a wide range of gender and development relevant academic research and action-research reports on issues pertaining to gender and governance, gender and law, including women's human rights and legal empowerment, and/or sector-specific issues, preferably including publication in English;
 - (v) have published documents in association with government agencies, international nongovernment organizations (NGOs), United Nations agencies, multi- and bilateral partners;
 - (vi) have a long-term presence and credibility within international, regional, and national women's networks and forums, demonstrated by its contribution to relevant publications and events;
 - (vii) have a track record of collaborative partnerships with national and possibly provincial/district government agencies in advancing gender equality and women's empowerment; and
 - (viii) maintain a proper accounting and financial system and have been audited annually.

B. Selection Criteria for National Women's NGOs

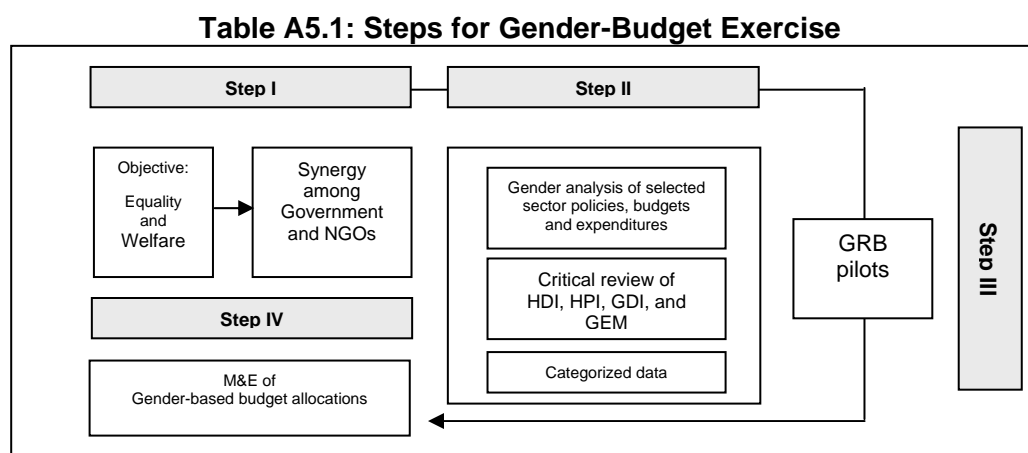
3. The international organization will select and subcontract designated national women's NGOs in each project country to carry out the assessment and research initiatives under outputs 2 and 3 of the TA. It will apply the selection criteria set forth in para. 4 on terms and conditions to be approved pre-fact by ADB.
4. To be eligible for funding, national women's NGOs must
 - (i) be a not-for-profit organization;
 - (ii) be legally registered for at least 3 years as an NGO;
 - (iii) have a minimum of five paid staff;
 - (iv) be committed to the principles of gender equality in terms of its own staffing;
 - (v) have a demonstrated track record of promoting a broad range of pro-poor, gender- and governance-related capacity development initiatives, with emphasis on (a) pro-poor village level planning and budgeting, and (b) capacity development of elected or nominated women and women's grassroots associations and self-help groups like fisher, small vendor, garbage collector, or farmer groups;
 - (vi) have experience in promoting sustainable socioeconomic change for women and liaising with paralegals and legal service NGOs;
 - (vii) have a long-term presence, credibility, and commitment in local communities in the selected provinces or districts;
 - (viii) have demonstrated ability to strategically engage with decentralized governments in carrying out gender-responsive policy and law reforms; and
 - (ix) maintain a proper accounting and financial system.

C. Advocacy Model for Gender Budgeting

5. Gender-responsive budgeting (GRB) is usually considered to involve changing financial and budgetary policy to facilitate good governance and gender equality principles and objectives by ensuring that men and women have equal access to entitlements, resources, and services.¹ This traditional approach misses what should be a very important dimension of GRB, namely a gendered assessment of overall budget allocations and the gendered appropriateness of expenditure priorities across and within sectors. For the purpose of the technical assistance (TA), GRB will be defined to determine whether decentralized budgets have adopted and acted on a gendered understanding of what the core sector issues and priorities are—for example whether program-based budget submissions include adequate gender analysis and identification of actions and resources to respond to critical gender concerns—rather than to assess how gender-responsive sector budgets are, or the benefit incidence analysis approach.

6. Under output 2 (Gender-Responsive Budgeting Initiatives in Decentralized Governance Piloted), the TA will support: (i) gender assessment of selected sector policies, budgets, and expenditures, looking at overall budget allocations in the current and past two fiscal years and the appropriateness of expenditure priorities across and within selected sectors relevant to ADB operations—i.e. agriculture, education, infrastructure, and/or local governance; and (ii) gender budgeting pilot projects at the decentralized level in selected communes (Cambodia) and districts (Indonesia and Nepal).

7. Table A5.1 below shows an advocacy model for gender budgeting, outlining ideal steps that should be considered in the design and implementation of TA output 2(b), which will have to be further elaborated by the international organization and adapted to country specific contexts. The model would have to be revised for Cambodia, in line with that country's ongoing public financial management reform program, which has only recently introduced program budgets in line ministries, thus creating an opportunity for GRB.



GDI = gender development index, GEM = gender empowerment measure, GRB = gender-responsive budgeting, HDI = human development index, HPI = human poverty index, M&E = monitoring and evaluation; and NGO = nongovernment organization.

¹ This traditional approach to GRB has been supporting the disaggregation of public expenditures as: (i) specifically targeted to women and girls' expenditures; (ii) general or mainstream expenditures; and (iii) equal employment opportunity expenditures, directly undertaken by the agency on behalf of its women workers. The limited applicability of this approach within "GRB advocacy"—and its limited use within regular budgeting—forms the rationale for the proposed definition of GRM under the TA.

8. Ideal steps include:
- (i) creating synergy between government and NGOs through the provision of gender budgeting advocacy training to selected government and NGO representatives [months 1–3];
 - (ii) undertaking gender analysis of selected sector policies, budgets, and expenditures by assessing whether decentralized budgets have adopted and acted on a gendered understanding of what the core issues and priorities are—that is, whether program-based budget submissions include adequate gender analysis and identification of actions and resources to respond to critical gender concerns [months 3-9];
 - (iii) implementing gender budgeting pilots in selected communes and districts relevant to ADB operations in the three participating countries (Months 3–12, Cambodia and Indonesia, and months 9–18, Nepal);
 - (iv) monitoring and evaluation of gender-based budget allocations through gender budget-tracking and assessment of achievement of gender budget targets. Key findings of the pilot projects will be submitted to the TA advisory committees with suggestions for policy reforms to institutionalize gender-responsive and pro-poor budget practices at the decentralized level in the three participating countries (month 18, Cambodia and Indonesia, and month 24, Nepal).
9. Table A5.2 below shows the proposed schedule for the gender-budget exercise, based on each of the three countries' budget cycle:

Table A5.2: Schedule for Gender-Budget Exercise

Item	Cambodia FY: January – December	Indonesia FY: January – December	Nepal FY: July – June
• Synergy among Government and NGOs	January–March 2009	January–March 2009	January–March 2009
	Month 1–3	Month 1–3	Month 1–3
• Gender analysis of selected sector policies, budgets and expenditures	March–September 2009	March–September 2009	March–September 2009
	Month 3–9	Month 3–9	Month 3–9
• Gender budgeting pilots	March–December 2009	March–December 2009	September–June 2010
	Month 3–12	Month 3–12	Month 9–18
• M&E of gender-based budget allocations	June 2010	June 2010	December 2010
	Month 18	Month 18	Month 24

FY = fiscal year; M&E = monitoring and evaluation; NGO = nongovernment organization.