

ASIAN DEVELOPMENT BANK

TAR: OTH 35020

TECHNICAL ASSISTANCE
(Cofinanced by the Canadian International Development Agency and
the Japan Special Fund)

FOR

GENDER AND GOVERNANCE
ISSUES IN LOCAL GOVERNMENT

December 2001

ABBREVIATIONS

ADB	–	Asian Development Bank
CIDA	–	Canadian International Development Agency
DDC	–	district development council
DMC	–	developing member country
JSF	–	Japan Special Fund
NGO	–	nongovernment organization
TA	–	technical assistance
TOR	–	terms of reference
VC	–	village council
VDC	–	village development committee

NOTE

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

I. INTRODUCTION

1. Poverty reduction is the overarching goal of the Asian Development Bank (ADB). Governance is one of the three pillars of the poverty reduction strategy, and gender and development is a crosscutting theme. Good governance and gender equality are critical for poverty reduction. This regional technical assistance¹ (TA) addresses the related issues of governance and gender in the context of local government. Primarily the TA aims to build the capacity of grassroots level women leaders in local governments to perform their role and function more effectively and to promote more efficient and transparent public service delivery. The overall goal of the TA is to promote and facilitate the linkages among gender, poverty reduction, and good governance in local government, and to identify regional gender and governance issues for policy makers.

2. The TA will be implemented in three developing member countries (DMCs): Bangladesh, Nepal, and Pakistan. The scope, cost estimates, and implementation arrangements of the TA reflect findings of the Fact-Finding Mission to the three DMCs in February 2001. The Mission met with various stakeholders including government, bilateral, and United Nations (UN) agencies; nongovernment organizations (NGOs); and grassroots level elected women and men members of local governments.

II. BACKGROUND AND RATIONALE

3. In Bangladesh, Nepal, and Pakistan, local level government is responsible for planning and implementing development projects and for resolving local level social and/or economic disputes through locally constituted arbitration committees. In all three DMCs, legislative reforms of local government have led to the creation of quotas for women representatives in local government bodies. In Bangladesh at the union parishad level, the most important and lowest tier of local government, 30 percent of the seats are reserved for women. Currently, 12,000 women have been elected to the union parishads. One profile of women elected representatives in the union parishads indicates that 41 percent of them came from poor households and previously belonged to poor women's groups organized by NGOs in their villages.² In Nepal, the local government ordinance enacted in 1997 reserves 20 percent of the seats in the village development committees (VDCs) for women. More than 39,000 women representatives assumed office following local elections in 1997. A study on elected and nominated female representatives indicates that 55 percent of the female representatives were affiliated with self-help groups, savings credit groups, and user groups.³ In Pakistan, under the new Local Government Act, a new decentralized system took effect on 14 August 2001. The Local Government Plan of 2000 in Pakistan has guaranteed at least 33 percent women in the union councils, the lowest tier of local government. Through local government elections in August 2001, 30,864 women representatives were elected. This represents 90.9 percent the total reserved seats for women.

4. While a significant number of elected women representatives at the grassroots level are entering public offices at the local government level, their participation in the operation and decision making of the local administrative bodies remains insignificant.

¹ Regional Technical Assistance Screening Committee clearance was obtained on December 18th, 2000. The TA first appeared in *ADB Business Opportunities* on 5 February 2001.

² Daspurkayastha, Nibedita. 1999. *Problems and Prospects of Female Councilors of the Union Councils of Bangladesh*. Dhaka: PRIP Trust.

³ United Nations Development Programme. 1998. *National Gender Analysis on Elected and Nominated Women Ward Representatives*. Kathmandu, Nepal.

The experiences of Bangladesh and Nepal suggest that this is due to (i) structural factors related to the legislative and operational framework of the local administrative bodies, (ii) the absence of operational guidelines and terms of reference for female elected representatives, and (iii) the limited capacity of the female elected representatives to operate in public institutions of this nature. In many instances, these elected women are unfamiliar with their defined roles and responsibilities, the operational procedures of local government, and the planning and implementation of government projects, including sector projects of line agencies. In addition, there is a lack of understanding by male elected members about the role of the female members in the local body. For example, in Bangladesh, in most union parishads, women elected members were systematically discriminated against and even verbally abused by male members of the same union parishad.⁴

5. In Bangladesh, the union parishad includes 12 development committees, which can accommodate both male and female members as chairpersons. Interviews with the elected female members of the union parishads and NGOs indicate that female members are generally assigned to the social development committee. In Nepal, elected women representatives have little involvement VDC operations, and they were often not aware of the VDC's development budget, resulting in unutilized funds for women's programs in their VDCs.

6. These local administrative bodies in Bangladesh, Nepal, and Pakistan are also responsible for resolving disputes at the community level over various issues such as land, family law, divorce/separation, and social violence. Although there is a provision for female representatives to participate in the arbitration committee, they are often not included. Training is required for the female representatives concerning their role in the arbitration committees in the local administrative bodies and in the process of institutionalizing their role in the committees.

7. Field observations during the Fact-Finding Mission and discussions with NGOs in Bangladesh indicated that where women representatives were responsible for implementing development projects such as road construction, food for work programs, water and sanitation programs, vulnerable women's programs, and relief works, the projects were implemented effectively. In the road construction projects poor women were employed for earthworks, and delivery of goods and public services was targeted at poor women. Similarly, in cases where women representatives were included in the arbitration committees of the union parishads, more women came forward for justice, and women-related cases were processed more adequately.

8. Since women's participation in local government bodies is a recent initiative in South Asia, a systematic assessment of the role of the female representative and the implications for pro-poor governance, social audit, and effective public service delivery is required. Training programs by aid agencies and NGOs have remained largely uncoordinated in terms of linkages with local bodies' operation and procedures, and with sector agencies' development programs at the local level. The gaps in the local government acts related to implementation mechanisms and their effect on the participation of female representatives at the local government level are not covered by any of the existing programs.

⁴ *Daily Janakantha News Paper*, 24 April 1999. Quoted in Zarin Rahman Khan, *Roles and Perceptions of Elected Union Parishad Women Members and Linkages with Civil Society* (University of Dhaka, Dhaka).

9. In Bangladesh and Nepal, governments, funding agencies, and NGOs have been involved in programs to facilitate the process of decentralization at the central, district, and local levels. In Bangladesh ongoing and planned programs of aid agencies and both international and national NGOs focus on promoting democracy, human rights, women's political participation, women's legal rights, and general governance issues. Some NGOs are working on advocacy, orientation, and gender sensitization training for union parishad members. In Nepal, programs undertaken by aid agencies and international NGOs have focused on capacity building of the local government bodies in orientation training, participatory planning processes in district development committees, institutional management of local government information, gender sensitivity, and women's rights. In Pakistan, the preelection program of funding agencies and NGOs focuses on awareness raising of election procedures among female candidates.

10. The TA will provide information on gender and governance issues in the local government to promote and facilitate pro-poor governance, develop well-targeted public policies and programs, and strengthen ADB's project design and implementation of poverty reduction projects. Reassessing the role of local government in public service delivery to reach poor women and men is essential for effective implementation of ADB's poverty reduction strategy. Capacity building for women representatives will improve their technical skills and awareness and improve the opportunities for grassroots level women to meet their social and economic development obligations. It will also contribute to more efficient public service delivery at the local level and promote women's participation. Experience shows that powerful benefits accrue when local political will, technical capacity at the local level to execute development projects, and partnership with civil society and NGOs are combined.

III. THE TECHNICAL ASSISTANCE

A. Objectives

11. The objectives of the TA are to (i) formulate strategies to strengthen local level governance for effective delivery of public services and to promote accountability and transparency; (ii) develop the capacity of women elected/nominated representatives of the local level government to perform their roles and responsibilities more effectively; (iii) develop mechanisms for interface among female representatives of local administrative bodies, national level elected/nominated female representatives, and national women's organizations for lobbying and advocacy; (iv) increase the understanding within both ADB and DMCs of the linkages among gender, poverty reduction, and good governance at the local government level; and (v) identify regional gender and governance issues for policy makers in the context of local government and with future ADB loans and TAs in mind. The logical framework of the TA is presented in Appendix 1.

B. Scope

12. The overall scope of the TA includes institutional strengthening and policy work at the grassroots level of government, capacity building for female representatives on a pilot basis in selected districts, and a regional study and workshop. Specific activities of the TA are given in paras. 13-16.

13. **Policy and Operational Support.** The TA will review the local government acts of the three DMCs and the structure and operational mechanism for the lowest level (union

parishad/union council/VDC) to identify gaps between the act and its implementation within the context of the current roles and functions of female representatives. It will identify operational issues and make recommendations for modification of the policy to support the role and responsibilities allocated to female representatives. It will develop and prepare relevant operational manuals, guidelines, and terms of reference on the roles and responsibilities of female representatives in local bodies.

14. **Support Network and Linkage with National Governance.** The TA will facilitate the development of forums of elected female representatives at the local level to serve as advocacy/lobby groups. It will develop an operational framework for the interface between the forums and national level elected women leaders lobbying for strengthening the role of female representatives in the local bodies and pro-poor governance. It will establish linkages between the elected women's forums and the sector agencies implementing local level development programs.

15. **Capacity Building for Female Representatives.** Capacity building training of the elected/nominated female representatives in local administrative bodies will be done on a pilot basis in selected districts of the three DMCs. To establish linkages with ADB loans, the districts will be selected where ADB has ongoing projects. It is anticipated that capacity building training will enhance the skills and awareness of female elected members to facilitate more active and better interventions by them in local government bodies. Capacity building training will be provided in the following areas:

- (i) roles and responsibilities of elected representatives in local level government; gender sensitization workshop for both female and male representatives to develop better understanding between them of their respective duties and obligations;
- (ii) familiarizing the female representatives with the local government act, rules governing the participation of women in local government projects, and budget allocation processes of local administrative bodies; 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;
- (iv) developing the knowledge and awareness of elected female representatives about the special function of local level arbitration courts responsible for dispute resolution, mediating family problems, divorce/desertion, violence, land property issues, and other social disputes; and
- (v) an exchange program for women elected representatives in South Asia to promote and facilitate lateral learning opportunities.

16. **Regional Study and Workshop.** Based on the review of the local government acts, the experience of the pilot initiatives, and the relevant experience of other aid agency initiatives, a gender and governance study will be prepared that highlights the interrelationships among gender, governance, and poverty reduction at the local level. A regional workshop will be held to share experiences from the three DMCs and lessons learned from the pilot testing.

C. Cost Estimates

17. The total cost of the TA is estimated to be \$735,000 equivalent. ADB will provide \$600,000 on a grant basis from the Japan Special Fund, funded by the Government of Japan. The Canadian International Development Agency will finance \$135,000 on a joint cofinancing basis. The detailed cost estimates and financing plans are presented in Appendix 2.

D. Implementation Arrangements

18. The TA will be implemented over 18 months, and it is expected to commence in January 2002. ADB will be the Executing Agency through the Social Development Division. The ministries of local government in the three DMCs will be the Focal Agencies. Domestic NGOs will be the Implementing Agencies and will be hired on a competitive basis. The detailed implementation arrangements are presented in Appendix 3. The TA will require 9 person-months from one international consultant. The international consultant will be recruited as individual consultant in accordance with the ADB's *Guidelines on the Use of Consultants*. The TA will require 72 person-months of domestic NGO services. The NGOs will be recruited according to the procedures acceptable to ADB. The outline terms of reference for the international consultant and the NGOs are presented in Appendix 4. In each DMC, two NGOs will be recruited – one for policy and advocacy work and the other for conducting the capacity building training. The eligibility and selection criteria for NGOs are presented in Appendix 5.

19. Individual letters of agreement will be signed with the NGOs in accordance with ADB's guidelines. Funds will be disbursed directly to the NGOs in quarterly installments on the basis of the estimated expenditures under the TA for each ensuing three-month period and subject to satisfactory liquidation of expenditures financed under previously disbursed funds. Each NGO will submit to ADB an audited statement of accounts on an annual basis in respect of the ADB funds expended. Any unutilized advances will be refunded to ADB in the currency in which it was disbursed. ADB staff will conduct inception, midterm, and final review missions.

IV. THE PRESIDENT'S DECISION

20. The President, acting under the authority delegated by the Board, has approved (i) ADB administering a portion of technical assistance to be financed by the Canadian International Development Agency on a grant basis in an amount not exceeding the equivalent of \$135,000, and (ii) the provision of the balance of technical assistance to be financed by ADB on a grant basis in an amount not exceeding the equivalent of \$600,000 for the purposes of Gender and Governance Issues in Local Government, and hereby reports such action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>1. Goal</p> <ul style="list-style-type: none"> ▪ Increase ADB and DMCs' understanding of the linkages between poverty reduction and good governance at the local level, and identify regional issues on gender and governance in the local government 	<ul style="list-style-type: none"> ▪ Regional study, formulation of policy for pro-poor governance, and well-targeted public policies and programs 	<ul style="list-style-type: none"> ▪ Regional research study and policy paper, regional and national workshops 	
<p>2. Purpose</p> <ul style="list-style-type: none"> ▪ Review the local government acts, the structure of local administrative bodies, and their operational mechanisms within the context of female representatives' role ▪ Strengthen local level governance for accountability and transparency; enhance the capacity of grassroots level women representatives in local government for performing their role more effectively and for better public service delivery ▪ Develop a framework for linkages with national women leaders and national/local authorities 	<ul style="list-style-type: none"> ▪ Role and functions of the female representatives are well integrated in the local bodies' operations ▪ Strategies to strengthen local bodies; capacity building training program for female representatives ▪ National and local workshops 	<ul style="list-style-type: none"> ▪ Report on review of the acts, monitoring mechanisms of the NGOs, and midterm and final reports ▪ Reports of the workshops, reports of the NGOs 	<ul style="list-style-type: none"> ▪ Support from the governments and national women leaders ▪ Increased awareness among policy makers regarding gaps in the Act, structural and operational issues in the local administrative bodies. ▪ Linkages with local and national authorities are made ▪ Increased skill and awareness of the female representatives, opportunities for grassroots level women to meet their social and economic development responsibilities
<p>3. Outputs/Components</p> <ul style="list-style-type: none"> ▪ Policy and lobbying work 	<ul style="list-style-type: none"> ▪ Identification of gaps between local government acts and implementation at the local level, and preparation of policy recommendations 	<ul style="list-style-type: none"> ▪ Consultants' and NGOs' reports on workshops ▪ Midterm review report 	<ul style="list-style-type: none"> ▪ Support from national women leaders and national authorities
<ul style="list-style-type: none"> ▪ Operational guidelines and manuals for local bodies 	<ul style="list-style-type: none"> ▪ Operational guidelines and manuals are endorsed by local governments 	<ul style="list-style-type: none"> ▪ Use of operational manuals by local bodies, reports from NGOs 	<ul style="list-style-type: none"> ▪ Empowerment of the female representatives

<ul style="list-style-type: none"> ▪ TOR for local level elected representatives prepared and adopted ▪ Needs assessment ▪ Training materials ▪ Elected women's forums established 	<ul style="list-style-type: none"> ▪ Specific TOR for female and male members ▪ Questionnaire for training needs assessment is developed and survey report is prepared ▪ Training plan is prepared and training is conducted ▪ Forums of female representatives developed ▪ Workshop with national level women leaders/authorities ▪ In each DMC, two workshops at the national level to disseminate findings of the review and policy recommendation, lobby with policy makers 	<ul style="list-style-type: none"> ▪ Reports from consultants and NGOs ▪ Quarterly reports from NGOs ▪ Midterm review report 	<ul style="list-style-type: none"> ▪ Increased awareness at national level about the role of female representatives
<ul style="list-style-type: none"> ▪ Capacity building training conducted for female representatives on their role, responsibilities, and planning of development activities; gender sensitization training; and legal aid training on local level arbitration court ▪ A framework for linkages between elected female representatives and the sector agencies developed ▪ Exchange Program conducted ▪ Regional study prepared ▪ Regional workshop conducted 	<ul style="list-style-type: none"> ▪ In Bangladesh approximately 450 female representatives from union parishads and municipalities, in Nepal, 464 women from village councils and DDCs, and in Pakistan 414 women from union councils are trained ▪ Gender sensitization training conducted for female representatives and the chairperson of the respective local bodies ▪ Meetings between the forum and representatives of the sector agencies, women elected members involved in implementing sector programs 	<ul style="list-style-type: none"> ▪ Reports from the NGOs implementing the TA on female representatives' participation in local bodies' development activities and local arbitration committee ▪ TA review missions ▪ Final report of the regional study and report of workshops 	<ul style="list-style-type: none"> ▪ Enhanced capacity for performing their roles in local bodies and arbitration committees, and planning of development activities ▪ Demand for better public service delivery at the local level ▪ Development program resources distributed to the intended beneficiaries (poor) ▪ Increase in women's access to rights. ▪ Delay in implementation, lack of support from the

	<ul style="list-style-type: none"> ▪ Three regional exchange programs conducted for female representatives ▪ Interface between forum of the female representatives and the sector agencies ▪ Regional workshop is conducted; identification of regional issues on gender and governance and linkages with poverty reduction at the local level 		male members of the local bodies
<p>4. Activities</p> <ul style="list-style-type: none"> ▪ Appointment of international consultant and domestic NGOs ▪ Working group meetings between NGOs and consultant, preparation of TA implementation plan, setting up project coordination committee, inception workshop 	<ul style="list-style-type: none"> ▪ Month 1 ▪ Months 1-2 	<ul style="list-style-type: none"> ▪ ADB TA inception mission report, work plan of the TA 	<ul style="list-style-type: none"> ▪ Support from the governments, local governments' commitment to adopt the operational manual
<ul style="list-style-type: none"> ▪ Preparation of operational manual ▪ Formation of forum of the female representatives ▪ Workshops with national women leaders/ project coordination committee at central and local levels ▪ Training need assessment, preparation of training materials and training conducted ▪ Operational framework developed for linkages with sector agencies at the local level ▪ Workshop with local government to develop procedures to incorporate female representatives in the local bodies' operation, committees, and local arbitration committees 	<ul style="list-style-type: none"> ▪ Months 1-4 ▪ Months 3-6 ▪ Months 3 – 17 ▪ Months 2-10 ▪ Months 3- 6 ▪ Months 3-8 	<ul style="list-style-type: none"> ▪ Consultant's and NGO's reports ▪ NGOs' progress reports ▪ ADB TA midterm review mission ▪ Report on workshop report of the ADB TA final review mission ▪ Final report of the consultant 	<ul style="list-style-type: none"> ▪ Forums are active ▪ National women leaders' and national and local authorities' willingness to lobby for the female representatives ▪ Appropriate types of training and materials identified and training carried out. ▪ Local administrative bodies and sector agencies' willingness to involve the female representatives in poverty reduction programs and arbitration committee

<ul style="list-style-type: none"> ▪ Regional workshop on the experience of pilot testing and regional study ▪ Regional study on gender and governance at the local level 	<ul style="list-style-type: none"> ▪ Month 18 ▪ Month 18 (final report) 		
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ADB = Asian Development Bank, DDC = district development committee, DMC = developing member country, NGO = nongovernment organization, TOR = terms of reference.

COST ESTIMATES
(\$'000)

Item	Total Cost
Financing^a	
A. Consultants	
1. Remuneration and Per Diem	
i. International Consultant	146.4
ii. Implementing NGOs ^b	255.0
2. International and Local Travel	20.0
3. Reports and Communications	5.0
Subtotal (A)	426.4
B. Workshops	
1. National and Local Level Workshops	95.0
2. Regional Workshop (1)	50.0
Subtotal (B)	145.0
C. Regional Exchange Program for Women Elected Representatives (Bangladesh, Pakistan, India and Nepal) ^c	67.5
Subtotal (C)	67.5
D. Publications (includes editing)	10.0
E. Miscellaneous Administration and Support Costs	15.0
F. Contingencies	71.1
Total	735.0

a To be financed by the ADB on a grant basis from the Japan Special Fund (\$600,000) and by the Canadian International Development Agency (\$135,000).

b Including preparation of training materials, training of approximately 1600 women elected representatives and male chairpersons of local bodies, facilitation of activities of the forum, workshops, research, preparation of manuals, policy and lobby work, coordination, communications, transportation for field activities and administration.

c India is included in the exchange program because of several years of experience in the Panchayat system (local level governance). A visit to India by elected women representatives from Bangladesh, Nepal, and Pakistan would enrich regional exchanges on gender and governance issues.

IMPLEMENTATION ARRANGEMENTS

1. The ministries of local government and rural development in Bangladesh and Pakistan will be the focal agencies. In Nepal, the Ministry of Local Development will be the focal agency. The local governments in the participating countries will collaborate with the nongovernment organizations (NGOs) and the international consultant during the review of the local government acts, preparation of the operational manual, and field implementation of the technical assistance (TA). The focal agencies will provide counterpart staff to work with the consultant and the NGOs.

2. The TA will require 6 person-months from one international consultant. The consultant will be recruited in accordance with ADB's *Guidelines on the Use of Consultants*. The TA will also require 72 person-months of domestic NGO services. In each developing member country (DMC), two NGOs will be recruited: one for implementing the pilot initiatives in selected districts and the other for policy and advocacy. The NGOs will be recruited on a competitive basis in accordance with ADB's rules.

3. The international consultant will be responsible for reviewing the local government acts, the structures and operational mechanisms of the local bodies, and their implementation. In Pakistan, the National Commission for the Status of Women will be responsible for reviewing the Local Government Act and its implementation processes with assistance from the consultant. The consultant will coordinate the work of the NGOs. Together with the NGOs, the consultant will prepare operations manuals and training materials. Based on the review and pilot initiatives and other relevant experience of funding agency initiatives, the consultant will prepare a regional study on gender and governance at the local level. The NGOs will be responsible for baseline studies, preparing profiles of the elected female representatives of the local bodies, training need assessments, and conducting training programs. The NGOs will assist elected/nominated female representatives in developing forums. The NGOs will facilitate the interface between the forums and national women leaders. The NGOs will organize exchange visits of female representatives within the three DMCs.

4. In each of the participating countries, at the central level a project coordination committee will be formed in the ministry of local government. The committee will consist of representatives of the ministries of local government and women and development, national women's organizations, and NGOs involved in the TA. The committee will deal with policy-related issues related to the structure and operation of the local administrative body in the context of female representatives' role and responsibilities. The issues identified through pilot initiatives will be fed back to the project coordination committee for necessary follow up and policy formulation. A local level project coordination committee will be formed at the respective local level. This committee will consist of the government administrator of the respective administrative unit; representatives of the local government, line agencies, forum of elected women, and participating NGOs; and the chairperson of the respective local body. This local level coordination committee will be responsible for addressing issues related to the routine operation of local bodies and developing linkages between the elected women representatives and the sector agencies' programs.

5. In each DMC, four districts will be selected for pilot testing. In selecting districts, geographical, social, and economic factors; ongoing Asian Development Bank (ADB) projects in the area; and the presence of other development agencies' work will be taken into consideration. The NGO will select the districts in consultation with ADB. The number of local administrative units in each district will vary as well as the female representatives per local body in the DMC. Therefore, certain percentages of local bodies will be selected from one district. The number of female representatives for capacity building training in each DMC will not be more than 500. In Bangladesh, it is estimated that female representatives from the union parishads in four districts and the female representatives of the respective municipalities of these districts will be approximately 450. In Nepal, given the large number of village development committees (VDCs) in one district and the large number of elected female representatives in each VDC, 22 percent of the VDCs in each district will be selected for the TA. All the women elected ward members in the selected VDCs and the female representatives from the respective district development councils (DDCs) will be included in the training program. In Nepal, approximately 461 female representatives from the VDCs/village councils (VCs) and DDCs will be trained. In Pakistan, each district similarly includes a large number of union parishads. Therefore, 25 percent of the union parishads in each district will be under this TA, and the number of female representatives will be approximately 414. For gender sensitization training, male chairpersons of the union parishads, VDCs, union councils, and district council/parishad/committee will be included together with the female representatives. It is expected that a total of 1600 female and male representatives will be trained.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS AND NGO

A. Gender and Development Specialist/Policy Planner (International, 9 person-months)

1. The Asian Development Bank (ADB) will recruit one international consultant on an individual basis for 9 months. The international consultant should have substantial working experience in South Asia on gender and development, poverty reduction, local level governance, and on nongovernment organizations (NGOs). She/he should have experience in coordinating teamwork and organizing international workshops.

2. The responsibilities of the international consultant will be follows:

- (i) Coordinate and monitor the work of the NGOs in the pilot districts of the three participating countries.
- (ii) In consultation with participating NGOs conduct training need assessment, prepare training plan and develop relevant training materials (drawing on existing materials prepared by aid agencies/NGOs as applicable), appropriate terms of reference (TOR), and operational guidelines of the local administrative bodies in the context of the work of the women representatives.
- (iii) In consultation with participating NGOs develop a framework for linkages between the forums of the female representatives and local administrative authorities, sector agencies, and national women leaders/representatives.
- (iv) Assist the ministries of local government to set up project coordination committees at the national and local levels, develop operational procedures for the committees and feedback mechanisms from pilot activities in the field, and follow up procedures.
- (v) Review the local government acts; drawing from existing studies, identify the gaps between the acts and their implementation in the field in the context of the role and responsibilities of female representatives in the local bodies; and recommend policies.
- (vi) Review of the structure of the local administrative bodies (union parishads/union councils/village development committees (VCDs)/village councils (VCs) and thana/district level bodies) and identify the extent to which structural issues limit the participation of female representatives in the local bodies; identify other factors that influence female representatives' roles and responsibilities; and make policy recommendations.
- (vii) Design a research questionnaire for collecting information from the pilot testing for the regional study, develop monitoring indicators, and train NGO staff to collect information during field implementation and monitoring of the project activities.

(Reference in text: page 5, para. 18)

- (viii) Review the findings of the ADB technical assistance (TA) 5856: Legal Literacy for Supporting Governance, and assist the NGOs in incorporating relevant issues in the training programs for women elected members' role in local arbitration committees.
- (ix) Based on the present TA's pilot initiative on capacity building training in the selected districts, relevant experience of other aid agency/INGO/NGO initiatives, and a review of the local government acts, prepare a regional study on gender and governance to highlight the interrelationship among gender, governance, and poverty reduction at the grassroots level.
- (x) Assist NGOs to organize regional exchange program for women elected representatives and prepare a report on experiences of the exchange program.
- (xi) Organize a regional workshop to share experiences from the three developing member countries (DMCs) on lesson learned.

B. Capacity-Building NGOs (3 NGO, 54 person-months)

3. The TA will require 54 person-months of domestic NGO services for capacity-building training of the female representatives and for field activities. One national NGO from each DMC will be recruited for capacity-building training and field activities. The national NGO should have significant experience in working with the local level government, in capacity-building training at the grassroots level, and in training of female representatives of the local administrative body. The NGO responsible for capacity-building training will be responsible for the following tasks in the pilot local administrative bodies in the selected districts:

- (i) Prepare a profile of the female representatives of the pilot union parishads/union councils/VDCs/VCs and municipalities with regard to age; educational qualifications; social and economic status; affiliation with political parties, NGOs and civil society; and previous experience in public office.
- (ii) Conduct a baseline survey on the female representatives in terms of their present involvement in specific development activities/committees, the poverty program, the arbitration committee in the local administrative body, line agency sector programs, and NGO development programs.
- (iii) Conduct a training needs assessment and prepare a training plan on the basis of the needs assessment and in line with the scope of the TA. Drawing on existing training materials, as applicable, prepare training materials on capacity-building training and gender sensitization. Conduct capacity-building training of the female representatives, and gender sensitization training for both female and male representatives.
- (iv) Assist the consultant in preparing operational manuals for the local administrative bodies, including the role and responsibilities of both female and male members.

- (v) Develop a forum of the female representatives at the local level administrative unit, and facilitate the process for female representatives to lobby at the local and national levels.
- (vi) In collaboration with the local government office of the respective administrative unit, develop the framework and mechanism for participation of female representatives in routine work, and for development project planning and implementation in their respective local bodies.
- (vii) Develop a framework for making linkages among the forums and project coordination committees in the central and local levels, national women representatives/authorities, and sector agency development projects.
- (viii) Liaise with the NGOs responsible for policy and lobbying work, and with central and local level project coordination committees. Provide information on the pilot testing for necessary action and for policy and lobbying work. Participate in workshops conducted by the policy and lobbying NGOs and the central and local project coordination committees.
- (ix) Follow up of training programs with the women representatives in terms of their participation in the local bodies' operations, arbitration committees, and sector agency poverty programs. Monitor the activities of the female representatives in the forums.
- (x) Assist the consultant in identifying gaps in the local government acts related to their structure and implementation in the context of women representatives' role in pilot initiatives.
- (xi) Organize exchange visits of the women representatives within the participating DMCs.
- (xii) During the last phase of the TA, assess the female representatives' role and activities in the local bodies and forums, and linkages with sector agency poverty projects; prepare case studies; and report on findings of the pilot initiatives in the field.
- (xiii) Prepare quarterly monitoring reports for ADB.
- (xiv) Collect data from the pilot initiatives for assisting the international consultant in preparing the regional study.

C. NGOs responsible for Policy and Lobbying Work (3 NGOs – 18 person-months)

4. From each of the participating countries, one NGO will be recruited for policy and lobbying work, over 18 months. The NGOs for policy and lobbying work should have significant experience in lobbying work at the national level and an extended network with NGOs/civil society/national women's organizations/movements. The specific responsibilities of the NGOs will be:

- (i) Coordinate with the NGO responsible for capacity building for the female representatives, the international consultant, and the national, central, and local level project coordination committees, and identify issues for lobbying at the national level. Formulate policy issues together with the local government and the respective government agencies for action/follow up.
- (ii) Conduct workshops with the representatives of the parliament (female and male), policy makers, aid agencies, civil society, and NGOs to discuss issues related to gaps in the local government acts, and its structure in the context of female representatives' role in the local level administrative bodies.
- (iii) Conduct a workshop with the forums of the female representatives and the women leaders, and women parliamentarians and policy makers to bring the voice of the female representatives to the national level.
- (iv) Recommend to the policy makers an effective institutional and operational framework within the local bodies for better participation of the female representatives and for them to perform their role more effectively.

D. Reporting and Output

5. The consultant and the NGOs will produce the following progress reports and outputs:

International Consultant:

- (i) detailed work plan and inception report (due after month 1);
- (ii) report on the review of the local government acts, its structure and operational mechanisms in the context of women representatives' role;
- (iii) project coordination committee at the local and national level and feedback mechanism;
- (iv) operational guidelines for the local bodies, including TOR and the responsibilities of male and female representatives;
- (v) research questionnaire for pilot study, questionnaire for baseline survey and report, monitoring indicators, training of NGO staff;
- (vi) profile of the women elected representatives;
- (vii) training need assessment, training plan and training materials for the women elected representatives;
- (viii) report on policy and lobbying workshops at the national level (proceedings and minutes of meetings);
- (ix) report on the process and mechanism for linkages between the women representatives and the sector programs;

- (x) proceedings of the regional workshop;
- (xi) plan for regional exchange program for the women elected representatives and report on exchange visit ;
- (xii) regional study on gender and governance at the local level and its linkages with the poverty reduction strategy (consultant).

NGOs:

- (i) detailed work plan and inception report;
- (ii) formation of project coordination committees (consultant, focal agency and NGOs);
- (iii) baseline survey and profile of the female representatives;
- (iv) data collection on pilot initiatives in the field;
- (v) training needs assessment report, training plan, and training;
- (vi) formation of forums and reports on forums' activities (NGOs and consultant);
- (vii) report on policy and lobbying workshops at the national level (proceedings and minutes of meetings);
- (viii) report on the process and mechanism for linkages between the women representatives and the sector programs;
- (ix) three-monthly progress reports from the NGOs (end of months 3, 6, 9, 12, 15, and 18);
- (x) conduct regional exchange program for the women elected representatives and report on exchange visits;
- (xi) formulation of policy issues and report (NGOs and consultant);

**ELIGIBILITY CRITERIA FOR NONGOVERNMENT ORGANIZATIONS
AND THEIR SELECTION PROCESS**

1. Regarding eligible criteria for nongovernment organizations (NGOs), the NGO must

- (i) be an Asian Development Bank (ADB) developing member country (DMC) institution;
- (ii) be a nonprofit organization;
- (iii) be legally registered in the participating DMC;
- (iv) have operated for at least five years;
- (v) have a management or advisory board;
- (vi) have a minimum of 10 paid staff;
- (vii) maintain a proper accounting and financial system that is audited by a registered accountant, and have a good financial track record; and
- (viii) agree to maintain proper accounting and Statement of Expenditures records.

2. The agreement between ADB and the NGO should include the following:

ADB funds will be drawn down in quarterly installments on the basis of the estimated expenditures under the technical assistance for the ensuing three-month period and subject to satisfactory liquidation of expenditures financed under previously disbursed funds. At the time of each draw down, the NGO will submit to ADB a written application setting out, among other things, a forecast of requirements for the use of the ADB funds to be drawn down. The amounts drawn down will subsequently be liquidated against (i) a statement of expenditures, categorized according to the ADB financing plan; and (ii) a quarterly project financial report showing the source and use of project funds, certified by the project director or the representative of the project. The NGO will submit to ADB an audited statement of accounts on an annual basis in respect of the ADB funds expected.

3. The selection of NGOs will be based on the following criteria:

- (i) The NGO responsible for capacity building training should have at least five years of experience in capacity building training and networking, plus research experience at the grassroots and national levels;
- (ii) The NGO responsible for capacity building should have experience in networking and collaborating with grassroots level NGOs, preferably women-led NGOs; and

(Reference in text: page 5, para. 18)

- (iii) The NGO responsible for policy and lobbying work should have more than five years experience in national level policy and lobbying work.

4. The proposal of the NGO will be reviewed on the basis of the following:

(i) Organizational Strength

- (a) Number of years experience in capacity building training for women at the grassroots level, elected women representatives in the local bodies, and networking with grassroots and national level women's organizations; experience in local level governance issues in the participating country; whether the organization has familiarity with local level governance in South Asia; number of years of experience in policy and lobbying work at the national level on gender-related issues, and grassroots level networking with women's groups; networking experience in the South Asia region on gender issues;
- (b) qualification and work experience of the key personnel in gender development work at the grassroots and national levels: is the organization nationally known in the DMC? whether the organization has worked on a gender and development program; whether the organization has an extended network in the DMC and in South Asia;
- (c) does the organization have the institutional capacity to implement the program as such under this TA? experience of the organization in implementing such types of programs; the annual budget of the organization; whether the organization has experience in receiving external donor funds; size of external funds received by the organization; whether the organization has the capacity to handle the amount of budget allocated for the NGO under this TA.

(ii) Financial Viability of the Proposal. Is the proposed budget feasible and realistic?

(iii) Quality of the Proposal. Whether the proposed activities in the proposal meet the objective of the TA; how do they relate to the capacity building of the female representatives in the local bodies; linkages with the poverty reduction strategy and local level governance; how the proposed activities would facilitate developing forums of women representatives and their linkages with sector agency programs, national level governance, and national level women leaders; does the proposal include plans for continuation of activities beyond the life of the grant? whether there is a plan for linking this project in the future with other relevant activities and programs at the local and national levels for sustainability;

(iv) Methodology. Is there any clear implementation plan? is the timetable realistic? how creative is the training methodology and the training plan? whether the outline of the baseline survey, data collection process from

the pilot testing, and monitoring framework are well designed; whether the methodology for developing forums of the women representatives and their linkages with national and local level authorities and activities are realistic and innovative; whether the framework for policy and lobbying work is realistic and effective.