



Project Number: 8
October 2008

Gender-Responsive Decentralized Governance in Nepal

(Financed by the
Australia-ADB South Asia Development Partnership Facility
[RETA 6337: Development Partnership Program for South Asia])

Gender-Responsive Decentralized Governance in Nepal

I. Basic Data

A.	Project Officer(s)	Francesco Tornieri
B.	Executing Agency	Asian Development Bank (ADB)
C.	Implementing Agency	International non-government organization
D.	Prioritized Areas	Enhanced governance
E.	Types of Outputs	Innovative intervention
F.	Coverage (Country/Regional)	Nepal
G.	Amount Requested	\$500,000
H.	Implementation Period	December 2008-December 2010

II. Proposed Project

A. Background and Rationale

1. Strategy 2020 of the Asian Development Bank (ADB) sets out inclusive growth as a way to reduce poverty, exclusion and inequality in Asia and the Pacific. Women comprise the largest group among those excluded from the benefits of the region's economic expansion. To achieve inclusive growth, it is essential to support women and other disadvantaged groups¹ to participate in making decisions related to the management of public resources which directly affect their economic life. The importance of such gender-responsive and inclusive governance has been stated in ADB's policies on Governance (1995), Gender and Development (1998), and ADB's Gender and Development Plan of Action (2008–2010). The third of the Millennium Development Goals (MDGs) on gender equality and women's empowerment also includes an indicator on women's representation in decision-making positions.

2. While decentralization of fiscal responsibility and devolution of authority to the local level opens new opportunities for women and other disadvantaged groups to participate in policy planning, budget allocations and monitoring, many challenges exist in maximizing these opportunities. This Project seeks to identify and support promising practices for women's greater representation and participation in decentralized governance. The Project will be implemented in Nepal and, Cambodia, and Indonesia². It will integrate the lessons and respond to the recommendations from other related TAs³. During TA fact-finding missions in June 2008, technical discussions with governments and non-governmental organizations (NGOs) at central, provincial, and district levels confirmed the relevance of the proposed activities under the Project as well as governments' commitment to work with ADB in the implementation of the proposed activities.

¹ For the purpose of this Project, 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.

² The Project will support activities within the framework provided by the Local Governance and Community Development Program (2008) in Nepal. The Project activities respond to needs identified in ADB's country partnership strategies and programs and/or emerged during the design and implementation of its investment programs.

³ These include regional TA 6008: Gender and Governance Issues in Local Government (2001), implemented in Bangladesh, Nepal and Pakistan.

3. Governance -defined as the relationship between the State and citizens- is increasingly recognized as essential to reduce poverty, inequality and promote sustainable development as

it shapes political decisions over the allocation of public power and the distribution of resources. Good governance is founded on citizens' ability to claim entitlements in three broad areas: (i) right to participate in public decision-making; (ii) inclusion of needs and interests in public policy; and (iii) pro-poor budgetary allocation of resources. The ability to claim and exercise these entitlements is based on gender roles and relations of unequal power.

4. Overall, women's representation in decision-making in Asia and the Pacific presents a changing and mixed picture. As indicated in ADB's Report on *Pursuing Gender Equality through the MDGs* (2006), only about half of the countries in the Region have seen some increases in women's representation in national parliaments over the past decade with Nepal leading –with 33% in the Constituent Assembly (2008), Cambodia at 19.5% (2003), and Indonesia at 11.6% (2004), lagging behind the 15% average for Asia. The reasons behind the limited presence of women in position of formal authority are well understood, and reflect the power relations that shape social, political, economic and cultural life.

5. Decentralization is often perceived to have a positive impact for women and other disadvantaged groups, by bringing decision-making closer to them. Indeed, opportunities for a greater presence of women in public decision making do exist at the decentralized level, given their key roles in local communities. However, mapped onto existing systems of political patronage and culture, decentralized government can be just as discriminatory, and operate along the fault lines of gender, ethnicity, caste, and class, unless other mechanisms exist to ensure representation of women and disadvantaged groups. Policy and legal frameworks that define the way decentralization occurs have important bearings on gender responsive local governance. In Cambodia, women's representation in directly elected commune councils increased from 8% (2002) to 15% (2007). However, the proposed indirect election by commune councilors at the decentralized level under the new organic laws for decentralization and deconcentration (D&D) of 2008 raises new challenges to women's representation.

6. The effectiveness of affirmative actions also varies. In Nepal, the Local Self-Governance Act (1999) –and later supporting legislation- has established a minimum 20% mandatory representation of women at the ward level and 30% in users' committees, but their impact has not been well assessed. In Indonesia, the adoption of a quota for women's participation in political parties (30%) in 2003 had limited impact on women's representation at the national and local levels. It is now important to assess the effectiveness of current policy frameworks, evaluate the impact of affirmative actions, identify the gaps between national commitments to gender equality and their translation into decentralized governance, and share promising practices among developing member countries (DMCs) to identify critical entry points for donors' support.

7. In addition to limited representation by women at the public decision making process, women's needs and interests are generally not well-reflected in the formulation of sector policies and the corresponding allocation of resources, mainly because their 'gendered' interests such as health and family welfare needs are not interpreted as a community or nation's common good. In the three participating countries, new tools have emerged in the form of gender-responsive budgeting (GRB) initiatives, with the purpose of linking governments' gender commitments to actual resource allocation and use. Governments' efforts -assisted by the United Nations agencies- in promoting advocacy for gender-responsive budgeting is proving

successful. This is demonstrated by the establishment of gender-budgeting Working Groups (Cambodia and Nepal) and the launch of gender-budgeting pilot initiatives at decentralized level (Indonesia). The challenges are to: apply the GRB mechanisms to relevant sector ministries; facilitate greater advocacy and partnership among strategic partners for greater application of GRB tools in practice; and the implementation of gender-budgeting pilot initiatives.

8. In countries where elected women have received training and other support, they have demonstrated capacity to use government resources efficiently, improve the delivery of government services, and discourage corruption. In this light, in the three participating countries, there is an urgent need to scale up support to women and women's associations to perform their roles and responsibilities in local planning processes, budget allocation decisions, local administrations and legislatures. Similarly, the literature on decentralization and development outcomes is virtually silent on the gendered outcomes of political, administrative and financial decentralization, the gender differentiated nature of participation opportunities, gendered access to public services and resources. In this context, there is a need to identify and document approaches which hold greatest potential for women's greater involvement in decentralized governance, and to provide local organizations with the skills and the resources to employ them.

9. Given the challenges stated above, the proposed Project will focus on: (i) addressing policy, legal and other barriers preventing women's equal participation in local decision making; (ii) strengthening women's ability to include their needs and interest in public policy and budgetary allocation processes; and (iii) providing continuous support to enhance women's participation in decentralized governance. These considerations –and the application to ADB Operations- form the rationale for the proposed Project.

B. Impact and Outcome

10. The proposed *impact* of the Project is more transparent, gender-equitable and socially-inclusive governance at decentralized level in Nepal. Its *outcome* is for Government officials and ADB staff to access lessons and good practices to improve the gender responsiveness of policy, planning, budgeting, and project design. The Project will help disseminate practical lessons learned for use by ADB staff, governments, CSOs and funding agencies. The Project will be implemented in Nepal through local administrations relevant to ADB operations. Nepal was selected based on its 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 Project findings and recommendations by supporting policy reforms to institutionalize women's role in decentralized governance. ADB's current involvement in governance reform policy dialogue and investment, and the potential for scaling up the Project-supported approaches to ADB operations were other key criteria in selecting Nepal.

C. Outputs

Output 1: Actions to address inconsistencies and gaps in policies, legal and intergovernmental fiscal frameworks submitted to relevant authorities

11. The Project will assess the gender-responsiveness of the national policy, legal and intergovernmental fiscal frameworks related to decentralized. It will further assess the extent to which national commitments to gender equality have been translated into sector policies and decentralized government legislation. In Nepal, it will take stock of options for advancing gender equality and social inclusion in federal structures, based on lessons learned since the adoption

of the Local Self-Governance Act (1999). The assessment will not be limited to decentralized formal political and administrative structures but include citizen- and community-based organizations (i.e. water users' associations, farmers' associations, business associations and health committees), which will be assessed for their inclusion of gender equality and social inclusion issues in their organizational governance and compliance with mandatory targets and/or quotas. From a fiscal perspective, the extent to which local governments can actually influence the allocation of resources in their constituencies will be assessed.

Output 2: Gender-responsive budgeting initiatives in decentralized governance promoted

12. The Project will support gender-responsive budget initiatives in Nepal and will include: (a) *Gender assessment of selected sector policies, budgets and expenditures*, to assess whether decentralized budgets have adopted, and acted on, a gendered understanding of what the core issues and priorities are. The analysis will look at appropriations and actual expenditures in sectors relevant to ADB operations, and be limited to the current and past two fiscal years; (b) *Gender budgeting pilot projects at the decentralized level*. This will involve identifying, designing and implementing pilot projects on gender budgeting (i.e. participatory planning, gender budget-tracking) to assess the 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 6¹.

Output 3: Capacity of selected women representatives and groups to effectively participate in local government enhanced

13. The Project will focus on activities aimed at building the confidence and capacity of women and their representation in local governance processes and structures. More specifically, the Project will identify, design and implement innovative initiatives to support women and women's associations (i.e. women's self-help groups and grassroots' networks) in selected village development committees (VDCs) and/or municipalities in Nepal. Support will be provided to: (a) *Female representatives* to perform their roles and responsibilities at the local level², and reflect the priority needs of women and other disadvantaged groups in local bodies planning processes, budget allocation decisions, local administrations, legislatures and other resource allocation decisions; (b) *Women's self-help groups and grassroots' networks*, in engaging with local sector agencies implementing local level development programs, participating in decentralized governance structures (i.e. water users' groups; farmers associations; community forestry groups; health committees) supported by ADB loans and accessing loan-related basic social services, opportunities and benefits³; and (c) *Women's advocacy NGOs*, involved in increasing rural women's interaction with decentralized governments and line agencies and their ability to inform sector policy dialogue and legislation.

14. The impact of direct interventions will be assessed through a rigorous evaluation methodology, employing empirical tools to measure the impact of the interventions through focus groups discussions and sample surveys, using control groups to allow comparison between the areas with direct interventions and those without. The indicators to assess impact

¹ In most DMCs with decentralized system of governance, local governments are faced with substantial financing gaps and exist parallel to central ministries' line agencies, which control most of fiscal resources and are accountable to their 'parent ministries'.

² In Nepal, Output 3(a) will target women members of political parties at the local level.

³ Under Output 3(b), activities will be implemented as follows: in Nepal, two VDC or municipalities (2) where the *Community-based Water Supply and Sanitation*, the *Community Livestock Development*, or the *Decentralized Rural Infrastructure and Livelihood* projects are being implemented.

will be defined during Project 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 practice for use in the design and implementation of ADB loans and other donors' interventions.

Output 4: Project products endorsed by DMC and ADB and disseminated

15. Three regional consultations will be organized at the inception phase (Phnom Penh) to finalize the Project methodology, at the mid term (Jakarta) to ensure cross-fertilization of experience, and at the final phase (Kathmandu)—to be financed under RETA 6337—to seek feedback from government focal agencies, CSOs and other development partners on Project outputs and plan follow-up initiatives. The first consultation will be followed by an inception report, and the second one, followed by submission of a mid-term report which includes country reports on Output 1 and Output 2. At the final consultation, two draft reports will be presented: (i) a technical report on *Advancing Gender Equality and Social Inclusion in Decentralized Governance: Comparative Analysis*; 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 the ability to deliver on its commitments to pro-poor, gender-responsive and socially-inclusive governance set out in its Strategy 2020.

D. Activities with Milestones

<p>Output 1</p> <ul style="list-style-type: none"> a) Assessment of the gender-responsiveness and social inclusiveness of policy, legal and intergovernmental fiscal frameworks [Month 1-3]; b) Identification of areas of amendment of existing policies and legislations and/or for further gender-responsive policy/legal reform [Month 3-6]. <p>Output 2</p> <ul style="list-style-type: none"> a) Synergy among Government and NGOs, through gender budgeting advocacy training [Month 1-3]; b) Gender analysis of selected sector policies, budgets and expenditures [Month 3-9]; c) Gender budgeting pilots [Month 3-18]; d) M&E of gender budgeting initiatives and revisions of M&E for impact assessment [Month 18-24]. <p>Output 3</p> <ul style="list-style-type: none"> a) Stock-tacking of initiatives targeting capacity development of women and women's associations in the three participating countries and design of direct interventions [Month 1-3]; b) Implementation of direct interventions (Enhancing women's participation in decentralized governance) [Month 3-24]. <p>Output 4</p> <ul style="list-style-type: none"> a) Organization of Project Inception Regional Consultation [Month 6], Project Medium-Term Regional Consultation [Month 18] and Project Final Regional Consultation [Month 24]; b) Submission of Project Technical Report and Review of ADB's project portfolio [Month 24].
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E. Project Evaluation and Information Dissemination

16. As mentioned under Output 4, a mid-term review will be held in Jakarta. The final meeting will be held in Kathmandu, to present Project findings and recommendations and identify modalities to incorporate these into DMCs' policies, strategies and programs and the

ADB loan portfolio. Regional consultations will be complemented by national consultations at critical stages of Project implementation.

17. The international organization will be responsible for the finalization of three administrative reports to be submitted to the ADB in draft form two weeks before the date of each of the three Regional Consultations –with attached draft technical reports– and in final draft form two weeks upon completion of the Regional Consultations, based on the following schedule:

Regional consultations		Reporting requirements		
Event	Time	Administrative Reports	Technical Reports	Deadline
<ul style="list-style-type: none"> Project Inception (Phnom Penh) 	Early June 2009	Inception report	<ul style="list-style-type: none"> Country Reports on gender aspects of policy, legal and intergovernmental fiscal frameworks 	End June 2009
<ul style="list-style-type: none"> Project Mid-term review (Jakarta) 	Early June 2010	Mid-term report	<ul style="list-style-type: none"> 1st Country Progress Reports on Gender-Responsive Budgeting 	End June 2010
<ul style="list-style-type: none"> Project Final (Kathmandu) 	Early December 2010	Final report	<ul style="list-style-type: none"> Report on: Advancing Social Inclusion and Gender in Decentralized Governance: comparative analysis⁴ 2nd Country Progress Reports on Gender-Responsive Budgeting Review of ADB's project portfolio and its potential for incorporation of gender and governance components. 	End December 2010

F. Scope of Replication/Use in other DMCs

18. The Project will increase understanding within ADB and DMCs of the linkages among gender, poverty reduction, and good governance in decentralized governance. It will also provide definition of a conceptual and/or analytical framework able to identify strategic entry points for promoting gender and good governance in local governments. Equally important will be the identification of regional gender and governance issues for consideration in the context of local government and within future ADB loans and TAs.

G. Cost Estimates and Financing Plan

19. The total cost of the Project is estimated at \$500,000 for activities to be carried out in Nepal. It will be supported through regional TA 6337 [(Development Partnership Program for

⁴ 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 learnt from the TA-financed support to participatory gender budgeting (Output 2); (iii) Promising practices in promoting women's participation in decentralized governance processes and structures (Output 3).

South Asia (DPPSA)], funded under the Australia-ADB South Asia Development Partnership Facility. ADB will co-finance \$500,000 equivalent on a grant basis from its TA funding program for activities to be carried out in Cambodia and Indonesia. The detailed cost estimates and financing plan are in Appendix 3.

H. Proposed Project Management System

20. The Project will be implemented over 24 months, commencing in December 2008 with completion date expected in December 2010. Consultants' inputs will amount to: 18 months for international experts, 18-month each country for National Research Institutes, and 18-month each country for national women's NGOs. An international organization will be engaged under the Quality- and Cost-Based Selection method (quality/cost ration: 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 Implementation Team fielded by the international organization will be composed of: international experts (team leader, gender budgeting expert and research coordinator), and subcontracted National Research Institutes and NGOs. The outline terms of reference for the international and national experts are in Appendix 4. The international organization will select and subcontract designated National Research Institutes and NGOs, applying the selection criteria set forth in Appendix 5.

21. ADB will be the Executing Agency of the Project. ADB's Gender, Social Development, and Civil Society Division will be responsible for overall administration. Implementation of Project activities will be carried out in consultation with the Gender Specialists and relevant staff at ADB Resident Missions (RMs) and HQ. An Advisory Working Group will serve advisory functions and provide guidance to the Implementation Team. It will include representatives from governments' focal agencies, Project National Research Institutes, national women's NGOs, RM-based Gender Specialists; experts from other donor agencies; and Project consultants. Governments' focal agencies for this Project have been identified based on their involvement in implementing the decentralization agendas and include: 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 in Indonesia; 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 Cambodia; 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 in Nepal. The representatives of the Advisory Working Group will play a key role during the three regional consultations: (i) inception meeting (Phnom Penh), for the presentation of the Project methodology and activities; (ii) mid-term review meeting (Jakarta), to assess progress in Project implementation; and (iii) final meeting (Kathmandu), to present Project findings and recommendations and identify modalities to incorporate these into DMCs' policies, strategies and programs and the ADB loan portfolio. Regional consultations will be complemented by national consultations at critical stages of Project implementation.

Appendix 1: DESIGN AND MONITORING FRAMEWORK¹

Design Summary	Performance Targets/Indicators	Data Sources/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 (20% from baseline) represented in local governance Mitigation of gender discriminatory decentralized governance's policies and practices Incorporation of TA findings and recommendations into future ADB assistance 	<ul style="list-style-type: none"> Government, donors 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"> Socio-political stability in the participating countries Working environment conducive to learning <p>Risks</p> <ul style="list-style-type: none"> Local political economy factors may constrain the ability of women to implement changed practices
<p>Outputs</p> <p>1. Actions to address inconsistencies and gaps in policies, 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 roadmaps. 	<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>Risks</p> <ul style="list-style-type: none"> Staff changes in key Government Agencies weaken coordination of TA activities
<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>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 	<ul style="list-style-type: none"> Capacity development plan Impact assessment report 	

¹ Appendix 2 has been revised to incorporate comments provided during the interdepartmental circulation of the (proposed) regional TA on *Gender-responsive Decentralized Governance* in Asia in August 2008.

	up to 150 women and 3 groups in each country documented		
Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
4. TA products endorsed by DMC and ADB and disseminated	<ul style="list-style-type: none"> • Technical report on “Advancing Social Inclusion and Gender in Decentralized Governance: Comparative Analysis” endorsed by Advisory Group • Technical report on “Review of ADB’s project portfolio and its potential for incorporation of gender and governance components” endorsed by Advisory Group • Project identified (5) for incorporation of TA recommendations and findings 	<ul style="list-style-type: none"> • TA reports • Regional consultations reports 	
Activities with Milestones²			Inputs
Output 1 a) Assessment of the gender-responsiveness and social inclusiveness of policy, legal and intergovernmental fiscal frameworks [Month 1-3]; b) Identification of areas of amendment of existing policies and legislations and/or for further gender-responsive policy/legal reform [Month 3-6]. Output 2 a) Synergy among Government and NGOs, through gender budgeting advocacy training [Month 1-3]; b) Gender analysis of selected sector policies, budgets and expenditures [Month 3-9]; c) Gender budgeting pilots [Month 3-18]; d) M&E of gender budgeting initiatives and revisions of M&E for impact assessment [Month 18-24]. Output 3 a) Stock-tacking of initiatives targeting capacity development of women and women’s associations in the three participating countries and design of direct interventions [Month 1-3]; b) Implementation of direct interventions (Enhancing women’s participation in decentralized governance) [Month 3-24]. Output 4 a) Organization of TA Inception Regional Consultation [Month 6], TA Medium-Term Regional Consultation [Month 18] and TA Final Regional Consultation [Month 24]; b) Submission of TA Technical Report and Review of ADB’s project portfolio [Month 24].			18 person-months for international consultants 18-month input each country for National Research Institutes 18-month input each country for national women’s NGOs ADB-administered financing: \$500,000 Co-financing: \$500,000

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

² The TA will build on and expand the innovative approach adopted under regional TA6008 (Gender and Governance Issues in Local Government) –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 adapt the methodology adopted under regional TA6248 (Legal Empowerment for Women and Disadvantaged Groups) for greater assessment of gender results and impacts. It will complement other TAs [i.e. TA4892: Capacity Development of Female Commune Council Networks, in Cambodia and TA4479: Gender-Responsive Public Policy and Administration in Indonesia], 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.

APPENDIX 2: COST ESTIMATES AND FINANCING PLAN¹⁰

(\$'000)

Item	Total Cost ^a	Co-financing ^b
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	20.0	35.0
2. Project Inception and Mid-Term Regional Consultations (2) ^f		30.0
3. Project Completion Regional Consultation (1) ^f	60.0	
4. Publication of Project material and outputs (incl. editing) ^g	15.0	
5. Miscellaneous Administration and Support Costs	10.0	
6. Contingencies	40.0	20.0
Total	500.0	500.0

^a Activities under this column –highlighted in grey- will be implemented in Nepal and financed through regional TA 6337 [(Development Partnership Program for South Asia (DPPSA)], funded under the Australia-ADB South Asia Development Partnership Facility

^b To be financed by the ADB on a grant basis from the ADB's TA funding program (\$500,000) for activities to be implemented in Cambodia and Indonesia.

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

^d The item "National Research Institutes" includes all costs (incl. information and data collection, in-country travel and per diem) incurred by the National Research Institutes in carrying out Output 1 (Assessing of policy, legal and intergovernmental fiscal frameworks) and Output 2 (Promoting gender budgeting in decentralized governance).

^e The item "National Women's Organizations" includes all costs (incl. 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 Project Inception and Mid-Term Regional Consultations will not exceed 20 participants and include: gender budgeting expert (1), research coordinator (1), representatives from the National Research Institutes (3), national women's NGOs (3), and the advisory working groups (9). The Project Regional Consultation will not exceed 40 participants, incl. the participation of ADB Gender Specialists and/or other relevant RM-based National Officers.

^g The item "Publication of Project material and outputs" includes printing and dissemination costs associated with the publication of all Project material and outputs.

Source: ADB estimates.

¹⁰ Appendix 3 has been revised to incorporate comments provided during the interdepartmental circulation of the (proposed) regional TA on *Gender-responsive Decentralized Governance* in Asia in August 2008.

APPENDIX 3: OUTLINE TERMS OF REFERENCE¹¹

1. The implementation team will be composed of: (i) three international experts: 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 (18 person-months/country), for a total of 54 person-months; and (iii) three national women's NGOs (18 person-months/country), for a total of 54 person-months. The international organization will select the National Research Institutes 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 National Research Institute and national women's NGO, and the approach and methodology for supervising and administering such subcontracts, will need to 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 TA action-research, field activities and direct interventions and for preparing relevant outputs summarizing TA findings, promising practices and recommendations. The team leader will have a postgraduate university degree in law, government and 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; have formal Gender and Development (GAD) training and/or demonstrated skills and expertise in mainstreaming gender equality concerns within policy and law reforms; be familiar with relevant law-and-development literature, the grassroots realities of women's NGO operations, the situation of other disadvantaged groups in Asia; have researched and consulted for funding and international development agencies that have supported gender and governance work; and be familiar with ADB 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 (Phnom Penh) to finalize the detailed methodology for the TA-supported assessing, research and capacity development initiatives, with 20 participants, including: gender budgeting expert (1), research coordinator (1), representatives from the National Research Institutes (3), national women's NGOs (3), and the advisory working groups (9);
- (ii) organizing a TA mid-term regional consultation (Jakarta) [see tentative list of participants in point (i) above];
- (iii) ensuring regular interaction with National Research Institutes, national women's NGOs, advisory working groups' representatives, and ADB staff in RSGS and at RMs;
- (iv) participating in semi-annual TA review missions (3) in the three project-countries;
- (v) producing three administrative reports to be submitted to the ADB in draft form two weeks before the date of each of the three Regional Consultations –with

¹¹ Appendix 4 has been revised to incorporate comments provided during the interdepartmental circulation of the (proposed) regional TA on *Gender-responsive Decentralized Governance* in Asia in August 2008.

- attached draft technical reports– and in final draft form two weeks upon completion of the Regional Consultations [see schedule in para. 7 below];
- (vi) producing a technical report on: *Advancing Social Inclusion and Gender in Decentralized Governance: comparative analysis*;
 - (vii) organizing the TA completion regional consultation (Kathmandu), in collaboration with RSGS and ADB RMs [see tentative list of participants in point (i) above];
 - (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 5 below; (ii) guiding the National Research Institutes in carrying out the gender budgeting exercise; (iii) participating in the TA inception (Phnom Penh) and TA completion regional consultations (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 team leader, National Research Institutes, 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 (Phnom Penh) and TA completion regional consultations (Kathmandu); and (iv) assisting in organizing the national consultations, as needed.

B. National Research Institutes (18 months/country)

5. The National Research Institutes will have expertise in carrying out gender, governance and law related research, demonstrated by their list of publications (in both national and English languages) and the range of expertise of its 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, locally-based human rights and advocacy NGOs. Activities to be carried out by the National Research Institute will include: (i) critical review of the national policy and legal framework related to decentralized governance; (ii) identification of gaps in provincial/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 (iv) assistance in organizing the national consultations, as needed. The National Research Institutes will provide 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 be responsible to: (i) identify, design and implement direct interventions under Output 3 (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 VDC 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 in line with the scope of the TA;¹² (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 (i.e. water users' groups; farmers associations; community forestry groups; health committees) supported by ADB; (vii) contribute to self-evaluate and assess the impact of TA-funded initiatives; and (viii) participate in the inception (Phnom Penh), mid-term review (Jakarta) and final regional consultations (Kathmandu). The National Women's NGOs will provide relevant information and data to the international organization for their incorporation in relevant administrative and technical reports.

¹² Based on good practice established under regional TA 6008 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 on 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; (iv) developing knowledge and awareness on formal and informal mechanisms of conflict resolution on family, personal law and land law related issues.

APPENDIX 4: SELECTION CRITERIA

A. SELECTION CRITERIA FOR NATIONAL RESEARCH INSTITUTES

1. The international organization will select and subcontract designated National Research Institutes in each project country to carry out the assessing and research initiatives under Output 1 (Assessing of policy, legal and intergovernmental fiscal frameworks) and 2 (Promoting Gender Budgeting in Decentralized Governance) of the TA, applying the selection criteria set forth in para. 2 on terms and conditions to be approved pre-fact by the ADB.

2. To be eligible for funding, the National Research Institute must:

- (i) be established in an ADB DMC;
- (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 GAD-relevant academic research and action-research reports on issues pertaining to Gender and Governance, Gender and Law (incl. women's human rights, legal empowerment) and/or sector-specific issues, in local language and/or –preferably- in English;
- (v) have published documents in association with Government agencies, international NGOs, United Nations agencies, multi- and bi-lateral partners and NGOs;
- (vi) have long-term presence and credibility within international, regional and national women's networks/forums, demonstrated by its contribution to relevant publications and events;
- (vii) have track record of collaborative partnerships with national and –possibly- provincial/district Government agencies in advancing gender equality and women's empowerment;
- (viii) maintain a proper accounting and financial system and having 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 assessing and research initiatives under Output 2 and 3 of the TA, applying the selection criteria set forth in para. 2 on terms and conditions to be approved pre-fact by the ADB.

4. To be eligible for funding, national women's NGOs must:

- (i) be a not-for-profit organization;
- (ii) be legally registered (at least 3 years) as 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 to promote a broad range of pro-poor gender and governance related capacity development initiatives, with emphasis on: (a) pro-poor village level planning and budgeting; (b) capacity development of both elected/nominated women and women's grassroots associations and self-help groups (i.e. fisher groups, small vendor groups, garbage collectors; farmers' groups);

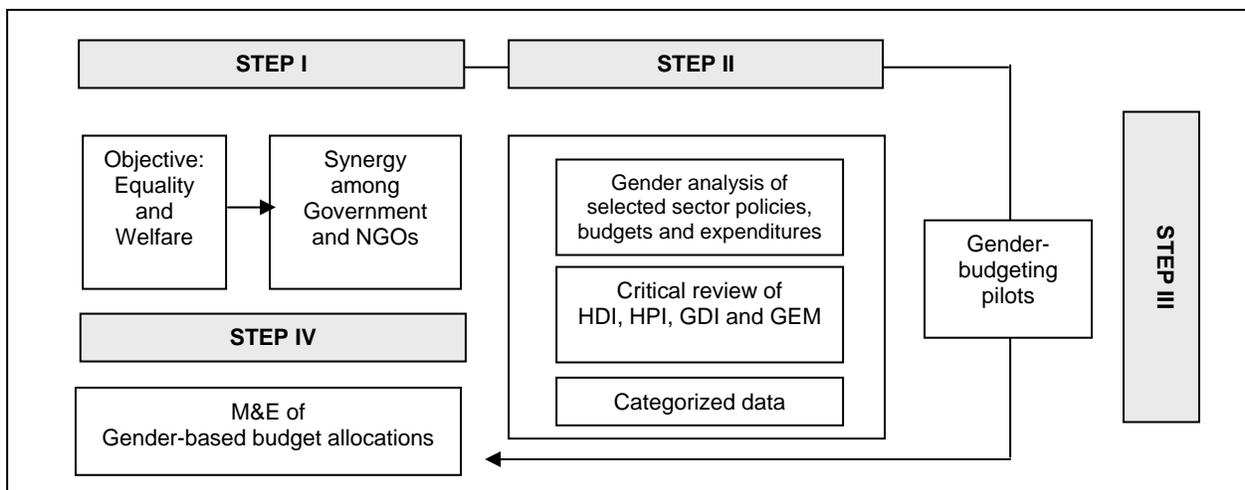
- (vi) have experience in promoting sustainable socio-economic change for women and liaise with paralegals and legal service NGOs;
- (vii) have long-term presence, credibility and commitment to local communities in the selected provinces/districts;
- (viii) have demonstrated ability to strategically engage with decentralized governments in carrying out gender-responsive policy and law reforms;
- (ix) maintain a proper accounting and financial system.

APPENDIX 5: ADVOCACY MODEL FOR GENDER BUDGETING

1. Gender-responsive budgeting (GRB) has been traditionally considered as being about transforming financial and budgetary policy to facilitate good governance in accordance with gender equality principles and objectives, to ensure men's and women's equal access to entitlements, resources and services¹³. This traditional approach misses what should be a very important dimension of GRB, namely looking at overall budget allocations, and the appropriateness of expenditure priorities across and within sectors. For the purpose of the 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 (i.e. whether program-based budget submissions include adequate gender analysis, identification of actions and resources to respond to critical gender concerns), rather than trying to assess how 'equal' sector budgets are (benefit incidence analysis approach).

2. The TA –under its Output 2 (Promoting gender budgeting in decentralized governance)– will support: (a) *Gender assessment of selected sector policies, budgets and expenditures*, looking at overall budget allocations, 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 be limited to the current and past two fiscal years; and (b) *Gender budgeting pilot projects at the decentralized level*, in selected communes (Cambodia) and districts (Indonesia and Nepal).

3. The diagram below shows an advocacy model for gender budgeting, outlining ideal steps which 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. More specifically, this model would have to be revised for Cambodia to be in line with the ongoing public financial management reform program which has only recently introduced program budgets in line ministries, thus creating an opportunity for gender-responsive budgeting.



HDI = Human Development Index, HPI = Human Poverty Index, GDI = Gender Development Index, GEM = Gender Empowerment Measure, and M&E = Monitoring and Evaluation.

¹³ 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.

4. Ideal steps include:

- i) *Synergy among Government and NGOs*, through the provision of gender budgeting advocacy training to selected Government and CSO representatives [Month 1-3];
- ii) *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 (i.e. whether program-based budget submissions include adequate gender analysis, identification of actions and resources to respond to critical gender concerns [Month 3-9];
- iii) *Gender budgeting pilots*. These will be carried out in selected communes (Cambodia) and districts (Indonesia and Nepal) relevant to ADB Operations in the three participating countries [Month 3-12 (Cambodia and Indonesia) and Month 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 indication of suggested 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)].

5. The diagram below shows proposed schedule for the gender-budget exercise, based on each of the three countries' budget cycle:

	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.