



Technical Assistance Report

Project Number: 48206-001
Regional—Capacity Development Technical Assistance (R-CDTA)
December 2014

Promoting Gender Equality and Women's Empowerment (Phase 2) (Financed by the Gender and Development Cooperation Fund)

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Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
DMC	–	developing member country
EFG	–	External Forum on Gender and Development
GAP	–	gender action plan
GDCF	–	Gender and Development Cooperation Fund
RSDD	–	Regional and Sustainable Development Department
TA	–	technical assistance

NOTE

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

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CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 48206-001	
Project Name	Promoting Gender Equality and Women's Empowerment (Phase 2)	Department /Division	RSDD/RSOD
Country Borrower	REG	Executing Agency	Asian Development Bank
2. Sector		Financing (\$ million)	
✓ Multisector	ADB's corporate management, policy and strategy development		1.10
		Total	1.10
3. Strategic Agenda		Climate Change Information	
Inclusive economic growth (IEG)	Pillar 2: Access to economic opportunities, including jobs, made more inclusive	Climate Change impact on the Project	Low
Environmentally sustainable growth (ESG)	Disaster risk management Natural resources conservation		
Regional integration (RCI)	Urban environmental improvement Pillar 4: Other regional public goods		
4. Drivers of Change		Gender Equity and Mainstreaming	
Governance and capacity development (GCD)	Client relations, network, and partnership development to partnership driver of change Institutional development	Gender equity (GEN)	✓
Knowledge solutions (KNS)	Application and use of new knowledge solutions in key operational areas Knowledge sharing activities Pilot-testing innovation and learning		
Partnerships (PAR)	Implementation International finance institutions (IFI) Regional organizations South-South partner United Nations organization		
5. Poverty Targeting		Location Impact	
Project directly targets poverty MDG-targeting (TI-M)	Yes MDG3	Not Applicable	
6. TA Category:		B	
7. Safeguard Categorization		Not Applicable	
8. Financing			
Modality and Sources		Amount (\$ million)	
ADB		0.00	
None		0.00	
Cofinancing		1.10	
Gender and Development Cooperation Fund		1.10	
Counterpart		0.00	
None		0.00	
Total		1.10	
9. Effective Development Cooperation			
Use of country procurement systems		No	
Use of country public financial management systems		No	

I. INTRODUCTION

1. The Gender Equality and Women's Empowerment Operational Plan, 2013–2020 (Gender Operational Plan) and the Midterm Review of Strategy 2020 of the Asian Development Bank (ADB) highlight the need for targeted public policies and direct investments in women and girls—alongside gender mainstreaming—to close remaining gender gaps and to tackle entrenched gender inequalities in Asia and the Pacific.¹ This technical assistance (TA) will help accelerate ADB's efforts to implement the Gender Operational Plan and deliver the directives of the Strategy 2020 midterm review through pilot innovations, better gender diagnostics, enhanced capacity development, and partnerships. The design and monitoring framework is in Appendix 1.²

II. ISSUES

2. The Asia and Pacific region has made considerable progress in narrowing gender gaps in education, health, employment, and political participation. However, progress has been uneven across the region and within countries. Gender inequalities persist, as evidenced by girls' secondary completion rates; high maternal and infant mortality rates; women's access to paid employment; participation in politics and decision-making; and access to land, assets, and financial services.³ Many women in the region, particularly in rural areas, still lack access to basic infrastructure and services such as water supply, sanitation, electricity, and affordable transportation. Discriminatory social norms and practices remain entrenched across the region, constraining access by women to education, skills development, employment, productive resources, and physical mobility. Social norms and longstanding cultural practices are also partially responsible for continuing gender-based violence, reverse sex ratios at birth, and the high prevalence (between 45% and 65%) of early and child marriage, especially in South Asia.⁴ These cultural and social norms undermine and slow down progress in advancing gender equality. Public policies and targeted programs are needed to close remaining gender gaps and accelerate progress in achieving gender equality.

3. ADB's Gender Operational Plan is the guiding framework for ADB's gender operations to 2020. Both the Gender Operational Plan and the Midterm Review of Strategy 2020 recognize that gender mainstreaming needs to be complemented with more targeted interventions to close the region's remaining gender gaps. While gender mainstreaming has delivered good results, opportunities for direct investment in women and girls are needed in areas such as girls' secondary education and completion; access to productive assets, jobs, and income-earning opportunities; school-to-work transition and skills training for employment; business development services for women entrepreneurs; financial services and access to credit; labor-saving technology to reduce women's time poverty; policy and legal reforms to tackle gender-based violence and gender inequalities; and giving women voice in decision making.

4. The Gender Operational Plan identifies the following priorities for achieving better gender equality results: (i) improving the quality of gender analysis, (ii) piloting innovations for potential replication, (iii) enhancing gender-related capacity development of developing member countries (DMCs), (iv) improving the knowledge base on gender equality, and (v) strengthening partnerships.

¹ ADB. 2013. *Gender Equality and Women's Empowerment Operational Plan, 2013–2020*. Manila; ADB. 2014. *Midterm Review of Strategy 2020: Meeting the Challenges of a Transforming Asia and Pacific*. Manila.

² The TA first appeared in the business opportunities section of ADB's website on 14 October 2014.

³ For details of persisting gender inequalities in Asia and the Pacific, see footnote 1.

⁴ United Nations Population Fund. 2012. *Marrying Too Young—End Child Marriage*. New York.

5. The TA builds on successful experiences and lessons from regional TA for Promoting Gender Equality and Women's Empowerment, which is scheduled for completion in December 2014.⁵ The regional TA served as an implementation facility of the Gender and Development Cooperation Fund (GDCF) and supported the implementation of two previous gender and development plans of action.⁶ It has improved gender equality in the design and results of 78 loan and Asian Development Fund grant projects, assisted in the preparation of 12 country gender assessments and country partnership strategies, and helped increase the number of projects with gender mainstreaming. Rapid gender assessments of ongoing projects in six countries funded under the regional TA supported the development of an assessment framework for measuring gender equality results during project implementation and at completion.⁷ The regional TA also contributed to enhancing the gender capacity of executing and implementing agencies on project gender action plan (GAP) design and implementation through flagship lateral learning events covering a range of sectors and themes, including water, environment, energy, urban, transport, education, food security, and economic empowerment, some of which were conducted with other development partners.

6. Key lessons from the regional TA for Promoting Gender Equality and Women's Empowerment include: (i) the demand-driven approach that provided support when needed worked well to assist ADB's operations departments to strengthen the design and implementation of project GAPs; (ii) cross-regional lateral learning proved an effective mechanism for both gender capacity development of DMC officials, and for generating government ownership of project GAPs; (iii) timely consultant recruitment and fielding following subproject approval must be rigorously monitored to ensure timely startup, implementation, and completion of subprojects managed by operations departments;⁸ and (iv) development of a project performance reporting system is needed to alert the management of operations departments regarding the progress and performance of subprojects. A major constraint encountered under the regional TA subprojects was delays in consultant recruitment and implementation for subprojects managed by operations departments, which resulted in slow contract awards and fund disbursement.

⁵ ADB. 2003. *Technical Assistance for Promoting Gender Equality and Women's Empowerment*. Manila.

⁶ ADB. 2004. *The Gender and Development Plan of Action, 2004–2006*. Manila; and ADB. 2008. *The Gender and Development Plan of Action, 2008–2012*. Manila.

⁷ ADB. 2007. *Gender Action Plans and Gender Equality Results: Rapid Gender Assessments of ADB Projects (Synthesis Report of Bangladesh, Nepal, and Pakistan)*. Manila; and ADB. 2010. *Gender Equality Results in ADB Projects: Regional Synthesis of Rapid Gender Assessments in Indonesia, Mongolia, Sri Lanka, and Viet Nam*. Manila.

⁸ ADB. 2003. *Technical Assistance for Promoting Gender Equality and Women's Empowerment*. Manila (TA 6143-REG) introduced a cutoff system whereby subproject funds would be cancelled if the consultant recruitment was not complete within 3 months of subproject approval. However, there were cases in which consultant recruitment process was irreversible after 3 months, due to the commitments made by the governments or other partners. Under the new TA, a more rigorous system will be applied.

III. THE CAPACITY DEVELOPMENT TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The impact will be successful delivery of gender equality results in ADB operations in DMCs improved. The outcome will be identification and development of direct investments in women and girls in ADB lending operations increased.

B. Methodology and Key Activities

8. The TA will finance a series of subprojects which will be proposed by staff across ADB in consultation with their DMC counterparts, to support initiatives and activities in the areas of priority identified by the Gender Operational Plan. Building on the experience of the previous regional TA, the new TA will focus more explicitly on pilot innovations, to identify potential approaches for addressing persistent and entrenched gender inequalities, which could be expanded and replicated in lending operations. The TA outputs will comprise priority subprojects, approved on a demand-driven basis, in the following four areas.

9. **Output 1: Gender equality designs and results in lending operations (informed by quality diagnostics) improved.** This output will support knowledge and diagnostic activities to improve the quality of project GAPs for better gender equality results. Selective support will be provided for conducting more detailed and thorough gender analysis than the standard project preparatory TA, collection of sex-disaggregated baseline data, provision of additional gender analytical inputs and reviews during GAP implementation, and conducting gender-focused project impact assessments to identify transformative factors for correcting gender disparities.

10. **Output 2: Pilot initiatives with key lessons for scaling up implemented.** Under this output, TA subprojects will pilot innovative approaches and interventions that address the multiple dimensions of gender inequality that have a high potential to be scaled up or replicated in ADB operations.⁹ Pilot initiatives may include interventions that reduce the “time poverty” of women through basic infrastructure and technology; support girls’ “school to work transition”; facilitate women’s access to jobs and incomes; promote and facilitate women’s participation in decision-making bodies; support women’s access to social protection, legal, business development, and financial services; and tackle gender-based violence and early and child marriage. Priority will be given to countries or areas with significant gender disparities.

11. **Output 3: Gender knowledge products and services in developing member countries enhanced.** Under this output, gender-focused studies will be conducted to identify structural and cultural constraints to gender equality, and formulate strategies and interventions to address them. Gender capacity development activities will be conducted that target project directors, key staff and gender focal points in executing and implementing agencies, and national gender machineries in DMCs. Knowledge events for DMC staff will include cross-regional lateral learning events and bilateral exchanges to share and discuss country-specific or cross-regional research and studies that may guide future lending operations. Where relevant, gender-related capacity development activities will also be conducted for women’s groups, civil society organizations, and the private sector.

12. **Output 4: Partnerships on gender equality strengthened.** This output will support annual consultation meetings with ADB’s External Forum on Gender and Development (EFG)

⁹ The TA will provide approximately \$110,000 each in support for small-scale pilot activities during the initial stage; this amount may increase as more funding is obtained.

and other activities to support the EFG, such as in-country field visits.¹⁰ Other priority joint gender initiatives with United Nations agencies, Multilateral Development Banks Gender Working Group, regional development partners, women's organizations, and civil society organizations will also be supported.

C. Cost and Financing

13. The TA is estimated to cost \$1,100,000, which will be financed on a grant basis by the Gender and Development Cooperation Fund and administered by ADB.¹¹ The cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

14. ADB, through the Regional and Sustainable Development Department (RSDD), will be the executing agency. The implementation arrangements will follow the established system adopted for the ongoing regional TA for Promoting Gender Equality and Women's Empowerment, in accordance with the agreement made with the GDCF financing parties. A simple two-page application form is submitted by subproject proponents (operations and knowledge departments) for review and approval by the GDCF Peer Review Committee, headed by the Gender Equity Community of Practice chair. All five subregions of DMCs are eligible for subproject application. RSDD functions as the secretariat.

15. Proposals are expected from ADB's operations departments for country-specific initiatives across all outputs, while cross-regional activities and studies will be developed and implemented by RSDD (cross-regional lateral learning events, regional studies and/or pilot innovations, and the EFG partnership). Subproject proposals generated by ADB's knowledge departments will be prepared and implemented in close consultation with the relevant ADB operations departments and resident missions. The subproject proponents are responsible for obtaining country concurrence, consultant recruitment, implementation, financial management, and subproject closing. ADB will finance activities in a DMC under the TA after receiving a no objection from the government of that DMC. The proposed TA will build on and complement ongoing subregional gender capacity development TA projects that focus on subregion-specific activities currently under implementation by regional departments.¹²

16. The TA supervising unit will be established in RSDD. The TA will finance one GDCF coordinator, assisted by a national administrator (24 person-months), to support the TA supervising unit and peer review committee in the overall coordination and implementation of the TA, under the guidance of the Gender Equity Community of Practice chair. Additional short-term international and national consultants with gender and other relevant expertise will be engaged to implement subproject activities. Consultants will be recruited as individuals, given the small size of each subproject. Up to 11 person-months of international and 74 person-months of national consultant services will be engaged (Appendix 3). Output-based contracts

¹⁰ Established in 2001, ADB's External Forum on Gender and Development has served as a mechanism to promote and facilitate dialogue between ADB and external groups on gender equality and women's empowerment issues and concerns. The group meets annually and currently comprises six members from governments and the civil society in DMCs and donors. <http://www.adb.org/themes/gender/external-forum>.

¹¹ Financing parties: the governments of Australia, Canada, Denmark, Ireland, and Norway.

¹² ADB. 2012. *Technical Assistance for Enhancing Gender Equality Results in South Asia Developing Member Countries (Phase 2)*. Manila; ADB. 2010. *Technical Assistance for Promoting Gender-Inclusive Growth in Central and West Asia Developing Member Countries*. Manila; ADB. 2010. *Technical Assistance for Promoting Evidence-Based Policy Making for Gender Equity in the Pacific*. Manila; and ADB. 2011. *Technical Assistance for Strengthening Gender Capacity in Southeast Asia Developing Member Countries*. Manila.

will be pursued where relevant. All consultants will be engaged by ADB in accordance with its Guidelines on the Use of Consultants (2013, as amended from time to time). All equipment procurement under the TA will be in accordance with ADB's Procurement Guidelines (2013, as amended from time to time). All disbursements under the TA will be made in accordance with ADB's Technical Assistance Disbursement Handbook (2010, as amended from time to time).

17. The TA will be implemented over a period of 3 years, from 1 January 2015 to 31 December 2017. RSDD will prepare a consolidated annual report on TA implementation progress as part of the GDCF annual report, which will be publicly available on the ADB website¹³. Selected TA reports will be uploaded to the same website. Good practices and lessons, especially from innovative pilots, will be captured through knowledge products and learning events.

IV. THE PRESIDENT'S DECISION

18. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$1,100,000 to be financed on a grant basis by the Gender and Development Cooperation Fund for the Promoting Gender Equality and Women's Empowerment (Phase 2), and hereby reports this action to the Board.

¹³ ADB. Gender and Development Cooperation Fund. <http://www.adb.org/themes/gender/cooperation-fund>

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and Indicators with Baselines	Data Sources and Reporting Mechanisms	Assumptions and Risks
<p>Impact</p> <p>Successful delivery of gender equality results in ADB operations in DMCs improved</p>	<p>By 2020, at least 75% of completed sovereign operations delivering intended gender equality results on 3-year average (2011–2013 baseline: 62%)</p>	<p>2020 Development Effectiveness Review Report</p> <p>Gender Operational Plan^a annual implementation progress report</p>	<p>Assumptions</p> <p>DMCs remain committed to gender equality and women's empowerment</p> <p>Strong focus on gender in post-2015 global development agenda</p>
<p>Outcome</p> <p>Identification and development of direct investments in women and girls in ADB lending operations increased</p>	<p>Percentage of approved sovereign operations with a gender equity theme increased to 10% in 2015–2017 (2011–2013 baseline: 6%)</p> <p>At least five lending operations adopting gender designs informed by the TA (baseline: N/A)</p>	<p>Gender Operational Plan annual implementation progress reports</p>	<p>Assumptions</p> <p>All ADB departments are committed to delivering on the Gender Operational Plan</p> <p>ADB allocates sufficient resources to gender, as committed in the Strategy 2020 Midterm Review Action Plan</p>
<p>Outputs</p> <p>1. Gender equality designs and results in lending operations (informed by quality diagnostics) improved</p>	<p>At least 80% of TA-supported initiatives meet either gender quality-at-entry criteria for gender mainstreaming, or quality-at-exit criteria of lending operations^b (baseline: N/A)</p>	<p>Gender Operational Plan annual implementation progress reports</p> <p>GDCF annual reports</p>	<p>Risk</p> <p>Country concurrence obtained in time</p>
<p>2. Pilot initiatives with key lessons for scaling up implemented</p>	<p>At least 75% of pilot initiatives adopted as new loan projects or effect changes to ongoing project designs (baseline: N/A)</p>	<p>GDCF annual reports</p> <p>Subprojects-related documents</p>	
<p>3. Gender knowledge products and services in DMCs enhanced</p>	<p>Policy and program recommendations on thematic gender issues made in knowledge products in at least three DMCs (baseline: N/A)</p> <p>At least 120 DMC participants indicate increased gender equality knowledge and skills (positive feedback) (baseline: N/A)</p>	<p>GDCF annual reports</p> <p>Subproject knowledge products</p> <p>Training and learning events presentations and feedback</p>	
<p>4. Partnerships on gender equality strengthened</p>	<p>At least two joint partnership initiatives supported (baseline: N/A)</p> <p>Outcome documents produced for management consideration through at least two External Forum on Gender and Development meetings</p>	<p>GDCF annual reports</p>	

Design Summary	Performance Targets and Indicators with Baselines	Data Sources and Reporting Mechanisms	Assumptions and Risks
(baseline: 1 per meeting)			
Activities with Milestones Outputs 1–4 to follow the following activities and milestones: <ol style="list-style-type: none"> 1. Solicit subproject proposals from eligible ADB departments (twice a year in 2015-2017 and as proposals come in), with each subproject application form clearly indicating links with the Gender Operational Plan, links with operations and/or knowledge management, and a plan for scaling up in the case of pilot initiatives. 2. GDCF peer review committee to approve proposals (2015–2017) 3. Subproject officers to obtain country concurrences, implement subprojects, and provide brief 6 monthly progress updates to GDCF peer review committee (6 monthly reports in June and December, 2015–2017) 4. Prepare annual progress reports and knowledge products from TA activities for wider dissemination (December, 2015–2017) 			Inputs Gender and Development Cooperation Fund: \$1,100,000

ADB = Asian Development Bank, DMC = developing member country, GDCF = Gender and Development Cooperation Fund, N/A = not applicable, TA = technical assistance.

^a ADB. 2013. *Gender Equality and Women's Empowerment Operational Plan, 2013–2020*. Manila

^b The quality-at-entry criteria for gender mainstreaming are defined in ADB. 2012. *Guidelines for Gender Mainstreaming Categories of ADB Projects*. Manila (updated on 6 July 2012). The quality-at-exit criteria refer to the extent to which the intended gender equality results at design are met at project completion, as defined in ADB. 2012. *Review of ADB Results Framework*. Manila.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Amount
Gender and Development Cooperation Fund^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	208.5
ii. National consultants	221.0
b. International and local travel	90.0
c. Reports and communications	17.0
2. Training, seminars, and conferences ^b	
a. Lateral and bilateral gender-learning events	181.0
b. Partnerships initiatives	112.0
3. Surveys	28.0
4. Miscellaneous administration and support costs	6.0
5. Pilot testing ^c	184.0
6. Contingencies	52.5
Total	1,100.0

^a Financing parties: the governments of Australia, Canada, Denmark, Ireland, and Norway. Administered by the Asian Development Bank.

^b Includes costs of travel of participants and resource persons, venue, and production of materials.

^c Excludes consultants. Includes costs of equipment, training and communication materials, and consultation meetings. Equipment procured under this technical assistance (TA) or its subprojects will be procured following the Asian Development Bank's Procurement Guidelines (2013, as amended from time to time). All equipment to be procured under the TA or subproject will be turned over to the TA executing agency or subproject implementing agencies concerned after completion.

Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

1. The terms of reference for consultants summarizes the main indicative tasks for international and national consultants recruited under the technical assistance (TA). A total of 11 person-months of international consultant and 74 person-months of national consultant services are envisaged to be recruited. More detailed and specific terms of reference for consultants will be developed during subproject preparation.

2. **Qualifications.** All international and national consultants will have an advanced academic degree in an appropriate social science (a postgraduate degree or above for international consultants and a bachelor's degree or above for national consultants) and substantial work experience in the relevant sectors in the field of gender analysis and gender mainstreaming in the countries concerned in Asia and the Pacific. Knowledge of, and familiarity and experience with the Asian Development Bank (ADB) and/or other multilateral development banks are major advantages. Strong communication skills in English, particularly in report writing, are essential. More specific qualifications will be determined for each subproject at the time of subproject approval.

A. Gender Diagnostics Complementing Lending Operations

3. International and/or national gender specialists will (i) carry out focused gender analysis beyond what is normally done during the project preparatory TA or due diligence process, (ii) conduct gender diagnostics to collect sex-disaggregated baseline data, (iii) provide additional support to improve project gender action plan implementation, and (iv) conduct gender-focused project impact assessments or impact evaluations to identify what is effective in reducing gender inequality.

B. Pilot Initiatives to Address Multiple Gender Inequalities

4. International and/or national consultants will assist ADB and developing member countries (DMCs) in designing and carrying out pilot initiatives that could be scaled up into lending operations. They will (i) assess ongoing similar work carried out in the country concerned, (ii) identify and engage local implementing partners to carry out the pilot, (iii) conduct the pilot activities, (iv) monitor and document the pilot experience, and (v) prepare a report or multimedia product that can be used as a policy dialogue tool with DMC governments.

C. Gender Knowledge Products and Services

5. International and/or national gender specialists will (i) design and facilitate lateral learning events on gender targeted at DMC project directors and staff of ADB project executing and/or implementing agencies, national gender focal agencies, and other stakeholders; (ii) conduct technical training for women's groups; (iii) carry out gender training and awareness-building programs or run public campaigns on gender equality for local communities, nongovernment organizations, and private sector companies; (iv) prepare tools and knowledge products for gender mainstreaming (e.g., toolkits, tip sheets); (v) carry out thematic gender studies to inform DMCs policy, strategies, and future investments (e.g., on climate change and disasters, gender-based violence, social norms, social protection, food security, or legal and legislative frameworks); and (vi) conduct other knowledge events on gender to build DMC capacity.

D. Partnerships on Gender

6. International and/or national gender specialists will assist ADB to design and implement joint knowledge partnership initiatives with other multilateral development banks, United Nations agencies, bilateral development partners, private foundations, nongovernment organizations, regional research institutes or centers of excellence, and the External Forum on Gender and Development. Partnerships could include joint (i) research or knowledge products, (ii) knowledge events, and (iii) media activities.

E. Technical Assistance Management

7. A national consultant (TA coordinator, 24 person-months) will be engaged to carry out the following tasks in support of TA coordination, monitoring, and reporting: (i) help ADB's Regional and Sustainable Development Department's gender team as the Gender and Development Cooperation Fund (GDCF) secretariat, prepare proposal intake plans under the TA, and organize consultations with funding partners as needed; (ii) facilitate the subproject application review process by coordinating communication between the proponents and the GDCF peer review committee; (iii) establish and maintain a database and monitoring system for TA activities, related disbursements, and the use of funds; (iv) assist in overseeing implementation of TA activities, including disbursements and submission of progress and other reports; (v) facilitate the gender team's review of project and country partnership strategy documents to assess the degree to which TA activities support gender mainstreaming in operations; (vi) prepare and update materials on TA activities for ADB's gender website; (vii) prepare semiannual progress updates for all subprojects; (viii) draft annual GDCF reports, including the progress updates of TA activities against the annual work plan; and (ix) draft a comprehensive final TA accomplishment report to be used as a basis for the TA completion report.