



# Technical Assistance Concept Paper

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Project Number: 51319-001  
Knowledge and Support Technical Assistance (KSTA)  
December 2017

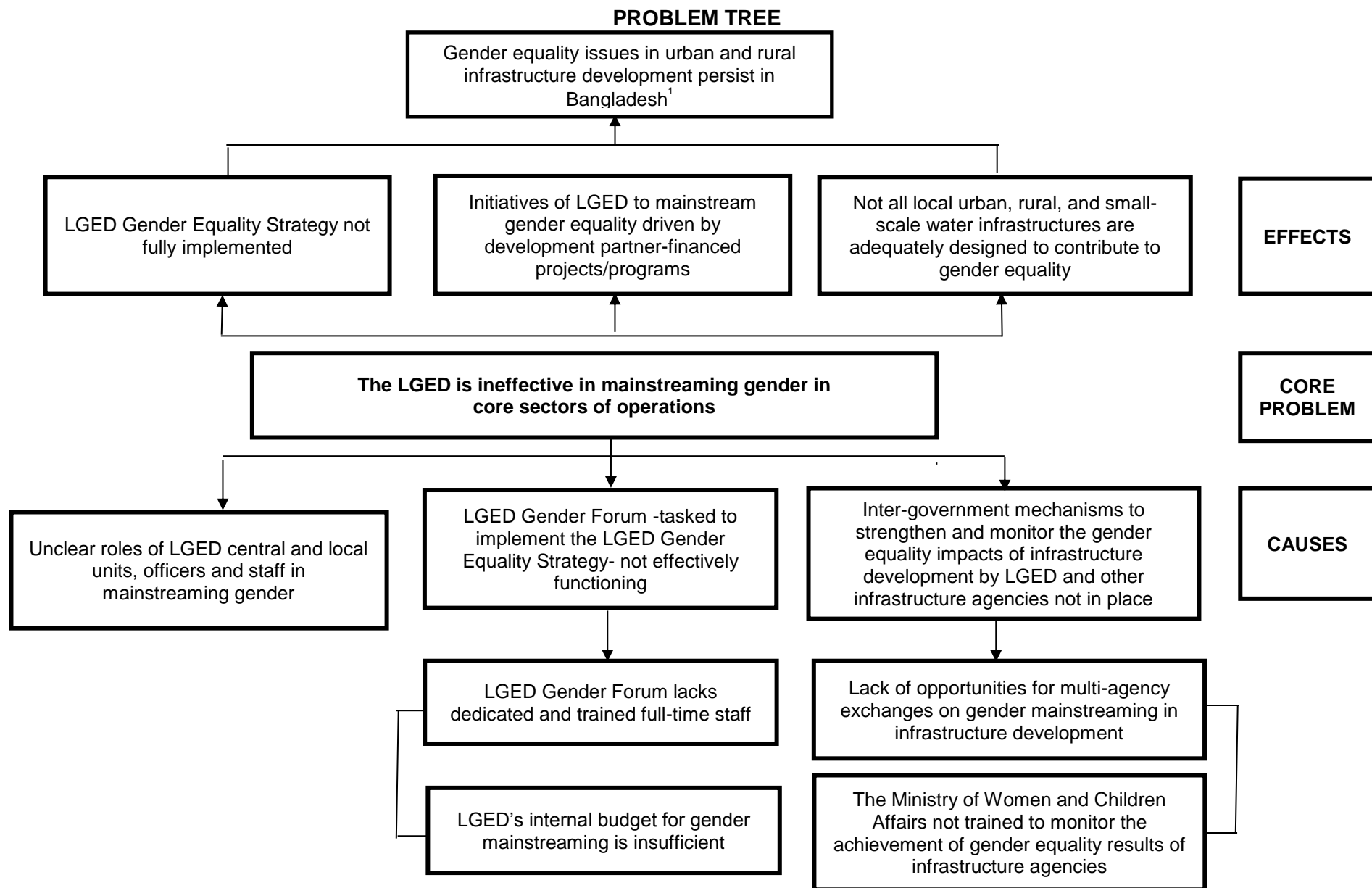
## People's Republic of Bangladesh: Institutionalizing Gender Equality Practices in Local Government Engineering Department (LGED)

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**KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE**

1. Basic Data		Project Number: 51319-001	
<b>Project Name</b>	Institutionalizing Gender Equality Practices in Local Government Engineering Department Capacity Development	<b>Department /Division</b>	SARD/BRM
<b>Nature of Activity</b>		<b>Executing Agency</b>	Local Government Engineering Department
<b>Modality</b>	Regular		
<b>Country</b>	Bangladesh		
<b>2. Sector</b>	<b>Subsector(s)</b>	<b>Financing (\$ million)</b>	
✓ Water and other urban infrastructure and services	Urban policy, institutional and capacity development		2.00
		<b>Total</b>	<b>2.00</b>
<b>3. Strategic Agenda</b>	<b>Subcomponents</b>	<b>Climate Change Information</b>	
Inclusive economic growth (IEG)	Pillar 2: Access to economic opportunities, including jobs, made more inclusive	Climate Change impact on the Project	Low
<b>4. Drivers of Change</b>	<b>Components</b>	<b>Gender Equity and Mainstreaming</b>	
Governance and capacity development (GCD)	Institutional development	Gender equity (GEN)	✓
Partnerships (PAR)	Bilateral institutions (not client government) Official cofinancing		
<b>5. Poverty and SDG Targeting</b>		<b>Location Impact</b>	
Geographic Targeting	No	Not Applicable	
Household Targeting	No		
SDG Targeting	Yes		
SDG Goals	SDG5		
<b>6. Risk Categorization</b>	Low		
<b>7. Safeguard Categorization</b>	Safeguard Policy Statement does not apply		
<b>8. Financing</b>			
<b>Modality and Sources</b>		<b>Amount (\$ million)</b>	
<b>ADB</b>			<b>0.00</b>
None			0.00
<b>Cofinancing</b>			<b>2.00</b>
To be determined (Full ADB Administration)			2.00
<b>Counterpart</b>			<b>0.00</b>
None			0.00
<b>Total</b>			<b>2.00</b>



<sup>1</sup> ADB. 2017. *Bangladesh Gender Equality Diagnostic of Selected Sectors*. Manila.

## I. KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE

1. The knowledge and support technical assistance (TA) will contribute to strengthening the capacity of the Bangladesh Local Government Engineering Department (LGED)<sup>1</sup>—within the Local Government Division of the Ministry of Local Government, Rural Development and Cooperatives—and its Gender and Development Forum<sup>2</sup>. The proposed TA will also extend similar capacity development support to other infrastructure agencies involved in ADB operations which may include: Bangladesh Railway (BR), Bangladesh Rural Electrification Board (BREB), Dhaka Water Supply and Sewerage Authority (DWASA), and Khulna Water Supply and Sewerage Authority (KWASA). It will train the women development officers of the Ministry of Women and Children Affairs (MoWCA) in monitoring the gender equality results of urban and rural infrastructure development.<sup>3</sup> The objectives of this TA are directly linked to the vision and mission set out in the Seventh Five Year Plan (2016-2020)<sup>4</sup> and the gender equality strategy of LGED. The proposed TA is included in the Country Operations Business Plan (COBP) for Bangladesh (2018-2020)<sup>5</sup>.

### A. Rationale

2. Bangladesh has made rapid progress on several social and economic indicators, moving from a low human development category in 2013 to medium human development category in 2014 to 2016.<sup>6</sup> The incidence of extreme poverty has declined by 47% in urban areas and 26% in rural areas.<sup>7</sup> Women's economic participation has significantly improved over a decade from 26.1% in 2002 to 57.2% in 2011. Overall, while this progress is noteworthy, the envisioned gender equality in different realms is far from being fully achieved. For instance, while rapid urbanization has contributed to economic growth, it also has resulted in the growth of low-income settlements and slums, and associated social problems, such as increased competition over basic facilities and services (e.g., water, transport, electricity, education and health) where women stand to be most adversely affected.<sup>8</sup> Women and girls also tend to be more exposed to the threats of sexual harassment in public places, workplace, and own communities, including their homes. To address these issues, the vital role of infrastructure development has been well-emphasized in many studies and documents.<sup>9</sup>

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<sup>1</sup> The LGED is mandated to plan, design, and implement road networks to connect rural growth centers and rural roads with national highways, and assist rural and urban local government institutions develop and implement local rural, urban, and small-scale water resource infrastructure development programs. Its organizational structure has five layers: (i) the headquarter, which has 12 units headed by five additional chief engineers with the Chief Engineer as the overall head; (ii) 8 divisions; (iii) 14 regions; (iv) 64 districts (*zila*); and (v) 489 sub-districts (*upazila*). Each district has a gender committee.

<sup>2</sup> To spearhead its gender mainstreaming thrust, LGED formed the Gender and Development Forum, which is tasked to ensure the implementation of its gender equality strategy at all levels of LGED operations and facilitate the sharing of experiences and lessons learned across projects. The Gender Forum replaced LGED's Women Forum in 2000 to emphasize LGED's shift to the gender and development framework for its operations and considering the National Women Development Policy and related Program formulated in 1997.

<sup>3</sup> MoWCA is the lead government agency for the promotion of the development of women and children, mandated to alleviate women's poverty by stopping violence against women and women trafficking, protecting women in the workplace, ensuring women's equal participation in the overall socio-economic development.

<sup>4</sup> Government of Bangladesh, Planning Commission, Ministry of Planning. 2015. *Seventh Five-Year Plan FY2016–FY2020: Accelerating Growth, Empowering Citizens*. Dhaka.

<sup>5</sup> ADB. 2017. *Country Operations Business Plan: Bangladesh, 2018-2020*. Manila.

<sup>6</sup> Human Development Reports from 2014 to 2016 of the United Nations Development Program (UNDP).

<sup>7</sup> Government of Bangladesh, Planning Commission. 2015. *Millennium Development Goals: Bangladesh Progress Report 2015*. Dhaka. p. 21.

<sup>8</sup> ADB. 2017. *Bangladesh Gender Equality Diagnostic of Selected Sectors*. Manila.

<sup>9</sup> ADB. 2013. *Gender Tool Kit: Transport. Maximizing the Benefits of Improved Mobility for All*. Manila.; ADB. 2012. *Gender Tool Kit: Energy - Going Beyond the Meter*. Manila.

3. LGED has a critical role in responding to gender issues in infrastructure development for two reasons: (i) its wide scope of operations (i.e., urban, rural, and small-scale water resource infrastructures), geographical locations (from the central level to 14 regions, 64 districts [*zila*], and 489 sub-districts [*upazila*]), and large workforce (11,184 with approximately 10% of LGED sanctioned posts occupied by women)<sup>10</sup> – could ensure the expansive reach of gender mainstreaming efforts; and (ii) as the sole infrastructure agency with a gender equality strategy, LGED could serve as a leader and model in mainstreaming gender equality in infrastructure development in Bangladesh. However, a recent stocktaking of the gender mainstreaming practices of LGED found it not to be fully equipped to perform its responsibilities in gender mainstreaming.<sup>11</sup>

4. This TA is a response to the findings of this stocktaking. It will build on the lessons of the stocktaking, which point to the importance of building LGED's internal capacity (trained staff and financial resources) to implement the nine targets of its Gender Equality Strategy<sup>12</sup>, using well-established gender mainstreaming standards and procedures, and converging with other government agencies in developing, sustaining and expanding the good practices.

## B. Proposed Solutions

5. As presented in the problem tree, the limited initiatives of LGED in gender mainstreaming are caused by three main factors: (i) unclear roles of LGED central and local units, officers, and staff in mainstreaming gender in LGED's three core sectors of operation; (ii) LGED Gender Forum - tasked to implement the LGED Gender Equality Strategy- is not effectively functioning; (iii) inter-government mechanisms to strengthen and monitor the gender equality impacts of infrastructure development by LGED and other infrastructure agencies are not in place. These are the main areas of TA intervention as reflected in the expected outputs and outcomes. More specifically, the TA will support three outputs, as follows:

(i) **Output 1: Capacity of LGED at the central level strengthened.** This output gives emphasis to the critical role of the LGED Gender Forum and relevant units (Planning Unit, Training Unit, Design Unit, and Monitoring and Evaluation Unit) at its central level in spearheading and coordinating initiatives to mainstream gender at all levels of LGED operations. To help them effectively perform this role, the TA will train the Gender Forum and senior staff of LGED at the central level, support the enhancement and operationalization of LGED's Gender Information Management System (GIMS),<sup>13</sup> and train the LGED M&E Unit in operationalizing the GIMS.

<sup>10</sup> LGED has no sex-disaggregated data on its workforce at the central and local levels.

<sup>11</sup> ADB. 2017. *Institutionalizing Gender Equality: Urban Development Experience of the Bangladesh Local Government Engineering Department*. Manila.

<sup>12</sup> The nine targets of the LGED Gender Equality Strategy are (i) policy adoption [formulation of gender action plan (GAP) and implementing guidelines for each sector, unit, and project]; (ii) institutional arrangement (LGED Gender Forum to review and guide the implementation of GAPs of all sectors, units and projects); (iii) data/information collection, monitoring and evaluation (data collection sex-disaggregated and guided by gender indicators); (iv) infrastructure development (building women friendly infrastructures); (v) employment and working condition (training women to acquire the required skills, increasing the ratio of women in all units and levels, and improving the working environment for women); (vi) training (assessment of gender sensitivity training needs and training women in work extended areas); (vii) Participation (ensuring women's participation at all levels); (viii) Empowerment (ensuring women's active and effective representation in decision making bodies and processes at all levels of LGED and organizations assisted by LGED); and (ix) Financing (allocating a gender responsive budget for the implementation and institutionalization of the LGED strategy).

<sup>13</sup> The GIMS was developed to monitor the institutional achievements of gender equality in LGED. It measures the number of women receiving support or have access to infrastructure development, number of women employed in construction and other paid employment, the working conditions, number of women trained (and type of training), number of women participated in LGED operations and local government and other community committees. The data is collected through the district and sub-district level LGED offices and inputted into the GIMS according to the

- (ii) **Output 2: Capacity of LGED senior staff and functioning gender committees in districts strengthened.** As the LGED is a highly decentralized department with 99% of staff working in the field, it is important for field staff to be engaged and trained in mainstreaming gender in core areas of LGED operations. In view of this, the TA will (i) assess the gender mainstreaming practices of 64 district offices of LGED, (ii) train senior staff and members of LGED District Gender Committees in 64 districts in gender mainstreaming,<sup>14</sup> and (iii) establish coordination systems (e.g. designation of focal persons, setting of regular consultations and information and communication exchange mechanisms) between the Gender Forum and district gender committees.
- (iii) **Output 3: Knowledge sharing and partnerships among various agencies in gender mainstreaming increased.** The LGED is the sole infrastructure agency in Bangladesh with a gender equality strategy and thus could serve as a model for other infrastructure agencies. Knowledge sharing and partnerships among various agencies are also expected to strengthen the gender mainstreaming efforts of LGED. To share the gender mainstreaming practices and lessons of LGED and development partnerships with other infrastructure agencies, the TA will (i) train the gender focal persons or designated staff of selected infrastructure agencies (BR, BREB, DWASA, and KWASA) in mainstreaming gender in infrastructure development; (ii) build the capacity of MoWCA's women development officers<sup>15</sup> in setting up, mobilizing, and coordinating a multi-stakeholder mechanism for monitoring the gender equality results of infrastructure development; and (iii) conduct two lateral learning events to draw lessons from the practices of government agencies and other stakeholders in South Asia and training of LGED, BR, BREB, DWASA, KWASA, and MoWCA on international models of gender-inclusive infrastructure.

6. These outputs will result in the following outcome: effectiveness in delivering gender equality results and social inclusion improved. The TA will be aligned with the following impact: women's access to and benefits from infrastructure resources and social services (e.g., urban and rural transport infrastructures, water supply and sanitation, employment, and market facilities) increased. The design and monitoring framework is in Appendix 1.

7. The TA approach is justified, given that this is the first technical support provided by the ADB to LGED in institutionalizing gender-related processes and practices at central level and outreach at decentralized level, and that the knowledge platform among central and decentralized infrastructure agencies has yet to be built. Moreover, the gender-related support to infrastructure has been under-resourced and fragmented, and the capacity of LGED to provide leadership and guidance in this area needs to be developed.

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indicators set. The reporting at the field level is to be done through a streamlined monitoring system. The reports generated through the system will be used to track LGED gender equality results and will feed into future programs and interventions. Currently, while the GIMS has been set up, it is not yet operationalized.

<sup>14</sup> In addition to LGED Gender Forum at central level, the LGED established gender focal points at local level. A sociologist is assigned to the position at district level, and a community organizer at sub-district level. At district level, LGED sector-wide gender activities related to projects are coordinated by gender committees to ensure (i) the participation of women staff and stakeholders in all stages of the project cycle; (ii) the collection of sex-disaggregated data; and (iii) the preparation of progress reports on gender activities, for submission to the LGED head office in Dhaka. Each gender committee has six members and is headed by an executive engineer.

<sup>15</sup> MoWCA is the lead government agency for the promotion of the development of women and children. Its measures to alleviate women's poverty are related to stopping the violence against women and women trafficking, protecting women in the workplace, ensuring the full and equal participation of women in the overall socio-economic development by providing training and promoting women's employment, labor market participation as small and medium entrepreneurs. It has 1 women affairs officer in (WAOs) in each of the 64 districts and each of the 490 sub-districts. This TA will train all district level WAOs, one sub-district level WAO in each district (to be selected by MoWCA), 4 program officers at the central level, and 1 program officer at the ministry level.

### C. Indicative Technical Assistance Budget and Financing Sources

8. The proposed TA budget is \$2.0 million equivalent, which will be financed on a grant basis by a Trust Fund.

### D. Implementation Arrangements

9. Individual consultants will be recruited through framework agreements wherein shortlisted candidates may be hired as needed for the duration of the agreement to provide international and national inputs as required. A firm will also be recruited using the quality- and cost-based selection method (90:10 quality to cost ratio). ADB will engage the consultants and carry out procurement following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions. The indicative implementation arrangements are summarized in Table 1.

**Table 1: Indicative Implementation Arrangements**

Aspects	Arrangements		
Indicative implementation period	March 2018 –March 2020		
Executing and implementing agency	Local Government Engineering Department		
Consultants	Package title	Selection method	Engaged by
	International Consulting Firm	Quality- and cost-based selection	
	Project Manager Project Monitoring and Evaluation Officer	Individual Consultants Selection	
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time)		

ADB = Asian Development Bank, TA = technical assistance

Source: Asian Development Bank.

## II. DELIBERATIVE AND DECISION-MAKING ITEMS

### E. Risk Categorization

10. The TA is categorized as low risk, based on the non-complex design, processing, and administrative aspects of the TA. LGED also has experience with implementing TA administered by ADB.

### F. Scope of Due Diligence

11. Due diligence will be conducted to confirm and agree with the government the following items in further processing the TA: (i) outputs, methods, and activities; (ii) cost estimates and financing plan; (iii) consulting service requirements; (iv) implementation period and arrangements; and (v) counterpart support.



**G. Processing Schedule**

The processing schedule by milestone in in Table 2.

**Table 2: Processing Schedule by Milestone**

<b>Milestones</b>	<b>Expected Completion Date</b>
1. Fact-finding completed	November 30, 2017
2. Aide-mémoire confirmed	December 8, 2017
3. TA approved	February 28, 2018
4. TA letter signed	March 30, 2018

Source: Asian Development Bank

## PRELIMINARY DESIGN AND MONITORING FRAMEWORK

<p><b>Impact the TA is aligned with:</b></p> <p>Women's access to and benefits from infrastructure resources and social services (e.g., urban and rural transport infrastructures and services, water supply and sanitation, market facilities, etc.) increased.<sup>1</sup></p>
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Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
<p><b>Outcome</b></p> <p>Effectiveness in delivering gender equality results and social inclusion improved.</p>	<p>By 2020:</p> <p>a. Significant progress in the achievement of the nine targets of LGED Gender Equality Strategy recorded at central, division, and district levels (2017 baseline: progress not recorded)</p> <p>b. Gender Equality Strategies developed by Bangladesh Railway (BR), BREB, DWASA, and KWASA (2017 baseline: n.a.)</p>	<p>a. TA impact assessment report and LGED Gender Forum annual reports</p> <p>b. Drafts of Gender Equality Strategies and LGED annual reports</p>	<p>High turnover of trained LGED staff</p> <p>Allocations for gender responsive budget for LGED operations not a priority</p>
<p><b>Outputs</b></p> <p>1. Capacity of LGED at central level strengthened</p>	<p>By end of 2019:</p> <p>1a. 25 Gender Forum members and at least 65 LGED staff (at least 30% women) at central level reporting increased appreciation, knowledge, and skills in mainstreaming gender in core sectors of LGED operations (2017 baseline: 0)</p> <p>1b. Coordination mechanism of LGED units at central level in planning, delivering, monitoring, reporting gender equality results established (2017 baseline: not established)</p> <p>1c. Gender equality results monitoring and reporting format/guide for LGED sectors (3) developed and linked to its Gender Information Management System (GIMS) (2017 baseline: 0)</p> <p>1d. At least 36 LGED M&amp;E staff reporting increased knowledge and skills in operating the GIMS (2017 baseline: 0)</p> <p>1e. LGED Gender Forum quarterly monitoring reports prepared using GIMS data (2017 baseline: 0)</p>	<p>1a-1e. TA monitoring reports</p>	<p>Competing work priorities affect participation of targeted staff in training programs</p>
<p>2. Capacity of LGED senior staff and gender committees in 64 districts strengthened</p>	<p>By end of 2019:</p> <p>2a. At least 256 senior staff and 384 members of LGED Gender Committees in 64 districts reporting increased appreciation, knowledge, and skills in gender mainstreaming in LGED sectors (2017 baseline: 0)</p> <p>2b. Coordination systems between the LGED Gender Forum and district gender committees established (2017 Baseline: not established)</p>	<p>2a-2b. Workshop reports and TA monitoring reports</p>	

<sup>1</sup> Source: project-defined

<p>3. Knowledge sharing and partnerships among various agencies in gender mainstreaming increased</p>	<p><b>By March 2020:</b></p> <p>3a. At least 120 staff of BR, BREB, DWASA, and KWASA (at least 30% women) reporting increased appreciation, knowledge and skills in mainstreaming gender in infrastructure development (2017 baseline: 0)</p> <p>3b. At least 128 women affairs officers and 5 MoWCA program officers reporting increased knowledge and skills in setting up and facilitating participatory mechanism in monitoring gender equality results of infrastructure development (2017 baseline: 0)</p> <p>3c. Multi-stakeholder monitoring mechanism<sup>a</sup> formed and regular (e.g., semi-annual) exchanges on gender mainstreaming efforts commenced -at least one meeting during the TA period (2017 baseline: 0)</p> <p>3d. At least 1 Subregional Conference conducted to disseminate good practices and draw lessons from other South Asia countries (2017 baseline: 0)</p> <p>3e. At least 40 staff of LGED, BR, BREB, DWASA, KWASA, and MoWCA reporting increased knowledge of international models of gender inclusive urban infrastructure development and ways to adopt these models in their respective areas of operations (2017 baseline: 0)</p> <p>3f. Gender Equality Strategy prepared by BR, BREB, DWASA, and KWASA (2017 baseline: 0)</p>	<p>3a-3f. TA monitoring and workshop reports</p>	<p>Inflexibility due to socio-cultural norms and rigidity of some stakeholders may affect their participation in knowledge sharing events</p>
<p><b>Key Activities with Milestones</b></p> <p><b>1. Capacity of LGED at the central level strengthened</b></p> <p>1.1. Reorganize LGED Gender Forum Secretariat and set the tasks of the Gender Forum members (Q1 2018)</p> <p>1.2 Conduct a gender audit of LGED (Q3 2018)</p> <p>1.3 Prepare training modules (4) (one for each sector of operation of LGED, and one for organizational gender mainstreaming) and present to authorities for approval (Q3 2018)</p> <p>1.4 Carry out training workshops (3) for LGED Gender Forum and senior staff at central level (Q4 2018 onwards)</p> <p>1.5 Prepare monitoring formats through district level consultations and inputs from LGED Gender Forum (Q4 2018)</p> <p>1.6 Train LGED monitoring and reporting unit in operating the GIMS and in analyzing data and information collected and integrating the analysis in the LGED Gender Forum monitoring reports (Q4 2018)</p> <p>1.7 Collect data through the GIMS for the preparation of reports (Q1 2019 onwards)</p>			

<p><b>2. Capacity of LGED senior staff and gender committees in 64 districts strengthened</b></p> <p>2.1 Train three NGOs on how to conduct a gender audit/assessment (Q3 2018)</p> <p>2.2. Train trainers of NGOs on how to run a training on gender mainstreaming in LGED sectors (3) (Q3 2018)</p> <p>2.3 Conduct a gender audit and assess the gender mainstreaming practices of 64 LGED district offices (Q3 2018)</p> <p>2.4 Conduct training workshops (9) for LGED senior staff and training workshops (15) of gender committees in 64 districts (Q3 2018 onwards)</p> <p>2.5 Establish coordination systems between the Gender Forum and district gender committees (Q1 2019)</p> <p><b>3. Knowledge sharing and partnerships among various agencies in gender mainstreaming increased</b></p> <p>3.1 Conduct one training workshop each for BR, BREB, DWASA, and KWASA (Q2 2019)</p> <p>3.2 Conduct training workshops (4) for women affairs officers of MoWCA in 64 districts (Q2 2019 onwards)</p> <p>3.3 Conduct a gender audit of BR, BREB, DWASA, and KWASA (Q3 2019)</p> <p>3.4 Set-up and operationalize a multi-stakeholder mechanism for regular monitoring of gender equality results in infrastructure development, and conduct at least one multi-stakeholder meeting to begin the exchange of initiatives and lessons (Q3 2019)</p> <p>3.5 Conduct a training on international models of gender inclusive urban infrastructure development (Q4 2019)</p> <p>3.6 Conduct a subregional workshop on good practices and lessons from gender mainstreaming in urban infrastructure development (Q1 2020)</p> <p><b>TA Management Activities</b></p> <p>Recruit TA consultants (Q2 2018)</p> <p>Form the Project Management Unit (Q2 2018)</p>
<p><b>Inputs</b></p> <p>ADB Trust Fund: \$2.0</p> <p>Note: The government will provide counterpart support in the form of counterpart staff, office space for the Project Management Unit, meeting venues, access to data and information of the international and national consultants, staff time to review outputs of consultants, conducting of periodic field visits, and other in-kind contributions.</p>
<p><b>Assumptions for Partner Financing</b></p> <p>Not Applicable</p>

BR= Bangladesh Railway, BREB = Bangladesh Rural Electrification Board, DWASA = Dhaka Water Supply and Sewerage Authority, GIMS = gender information management system, KWASA = Khulna Water Supply and Sewerage Authority, LGED = Local Government Engineering Department, MoWCA = Ministry of Women and Children Affairs, TA = technical assistance

<sup>a</sup> The multi-stakeholder monitoring mechanism will be composed of representatives of the LGED, BR, BREB, DWASA, KWASA, selected contractors, and civil society organizations involved in gender mainstreaming in infrastructure development; and will be coordinated by the MoWCA in partnership with the LGED Gender Forum.

Source: Asian Development Bank