

TERMS OF REFERENCE

Mainstreaming Gender, Social Equity and Inclusiveness in the IP3-III

(National Consultant)

1 BACKGROUND

Cambodia is in the midst of a long-term reform of its local government system. There are three tiers of Sub-National Administration (SNA) in Cambodia, including 25 Provinces and the Capital, 197 Districts, Municipalities and Khan, and 1,633 Communes and Sangkat. The decentralization and deconcentration (D&D) process began in earnest in 2002, with the creation and strengthening of Communes and Sangkat. In June 2005, the Strategic Framework for D&D Reforms outlined a comprehensive policy for sub-national democratic development, which was translated into the Organic Law in 2008. The Organic Law focuses on the two highest tiers of administrations. In May 2010, the National Program for Sub-National Democratic Development (NP-SNDD, 2010-2019) was approved, providing a roadmap for the implementation of these reforms.

Implementation of the NP-SNDD is divided in 3 phases, or "platforms." Each platform is managed through a "strategic plan" called an "implementation plan." The first 3-Year Implementation Plan (IP3) of the NP, which ran from 2010-14, focused on developing SNA operational systems and procedures. The second phase (the IP3-II), which covers the period 2015-2017, aims to apply the new structures, systems and procedures developed during the first phase to improve SNA service delivery and governance. The third phase will be designed during 2017 and is likely to cover the period 2018-20. IP3s focus on strengthening Districts, Municipalities and Khan.

Each year, three year implementation plans are used to develop Annual Work Plans and Budgets (AWPBs). AWPBs typically contain 30-40 outputs and hundreds of activities. During early 2017, based on a mid-term review completed during 2016, an **Addendum to National Program** was completed. This short document revises the vision of the reform and identifies a short list of key priorities.

The National Committee for Sub-National Democratic Development (NCDD) is the inter-ministerial mechanism for promoting democratic development and for coordinating and making key political decisions about Cambodia's D&D reforms. To do so, NCDD has established sub-committees and a Secretariat (NCDD-S) to review policy and to coordinate day-to-day program implementation.

1.1 GENDER, SOCIAL EQUITY AND INCLUSIVENESS

The National Program (Annex 2) and the first IP3 (Annex 1) contained strategies to mainstream gender and promote gender equality. For example, the National Program states:

This implies ensuring gender balance of decision-makers in SNAs; having gender-sensitive SNA policies and decisions; and securing equity of their outcome for women, the realization of their rights and the achievement of gender equality. Gender-sensitive sub-national governance must have gender equality and social justice at its center which requires SNAs to recognize the different needs of women and men and to actively challenge gender inequalities in communities.

The second IP3 better integrated gender and expanded it to cover “social equity and inclusiveness.” Regardless of how the ideas have been expressed and documented, the interventions (both planned and implemented) have been fairly constant across IP3s. These have included:

- Mainstreaming gender into policies, regulatory instruments, training and M&E
- Creating (and rolling out) a gender mainstreaming manual and a technical document on social equity and inclusiveness
- Developing the individual capacities of women
- Developing the individual capacities of SNA staff, to better understand gender equity, social equity and inclusiveness
- Developing the capacities of leaders, who are usually men, to address issues of gender, social equity and inclusiveness; in general, in the second IP3 there was a shift away from capacity development of women and lower level administrators, to capacity development of those in power, who can most influence social equity and inclusiveness
- Promoting networks of female councilors and administrators
- Strengthening key SNA organizations, involved in gender mainstreaming and promoting social equity and inclusiveness, in particular Consultative Committees on Women and Children (CCWCs and WCCCs) and GMAGs
- Promoting gender based budgeting and the integration of gender into planning processes
- Promoting social service delivery (using unconditional grants) and promoting the decentralization of services to SNAs under District Departments of Social Affairs and Women’s Affairs
- Promoting women in SNA decision making positions
- Undertaking periodic gender audits

The **direct** annual cost of implementing gender-related activities in the IP3s (using basket funds) is on the order of \$500,000. This contribution is typically larger than all other outputs in our annual work plans and budget. As documented in the gender audit, and analysis on women in decision making positions there has been a modest improvement. Despite this, and in light of the relatively large investment made, several key constraints remain. This includes:

1. Though mainstreamed, the integration of gender into key policy documents is frequently done as an “after thought”
2. Changing traditional attitudes is essential but will take time; despite this, attitudinal change has not been specifically addressed through explicit activities, through communications efforts or through program design. The CD approach has been about providing information rather than changing behaviors
3. Few women occupy high leadership positions; for example there are currently no female Governors at Provincial level
4. In practice, there are few partnerships with NGOs and civil society organizations who aim to promote gender equality; this has been a missed opportunity
5. Though the regulatory environment for SNAs to plan and implement their general mandates have been developed, there is a widespread perception that SNAs are not prioritizing social service delivery
6. Institutional roles and responsibilities between the NCDDS and MOWA require clarification and NCDD meetings have not discussed gender, social equity and inclusiveness

Overall, from a design perspective, the decentralization reforms are in urgent need of new ideas and new ways of working in order to give gender, social equity and inclusiveness greater prominence, to put these issues in the forefront, and to spur genuine and meaningful change and improvement. As part of the IP3-III it will be necessary to critically view ways to better promote gender equity and women’s empowerment.

2 IP3-III FORMULATION

This assignment is part of the overall IP3-III formulation process, which is described in more detail in the TOR for the team leader of the formulation process. In brief, the NCCDS began the process by developing a short zero draft version of the IP3-III. This draft included:

- Essential background, challenges and achievements
- The vision of the decentralization reforms
- Key priorities as described in the addendum to the NP¹
- Expected outcomes and key changes anticipated
- Quantitative targets (and theories of change or the assumptions used to derive them)
- Risks and mitigation efforts
- Implementation principles

The first draft is a discussion document, an input into a detailed appraisal and revision process. Debate and scrutiny will be independently led by the team leader and deputy team leader of the IP3 formulation team. He/she will be assisted by a consultant responsible for integrating social equity and inclusiveness. As mentioned earlier, several **supporting documents** will also be produced, and these too need to be integrated.

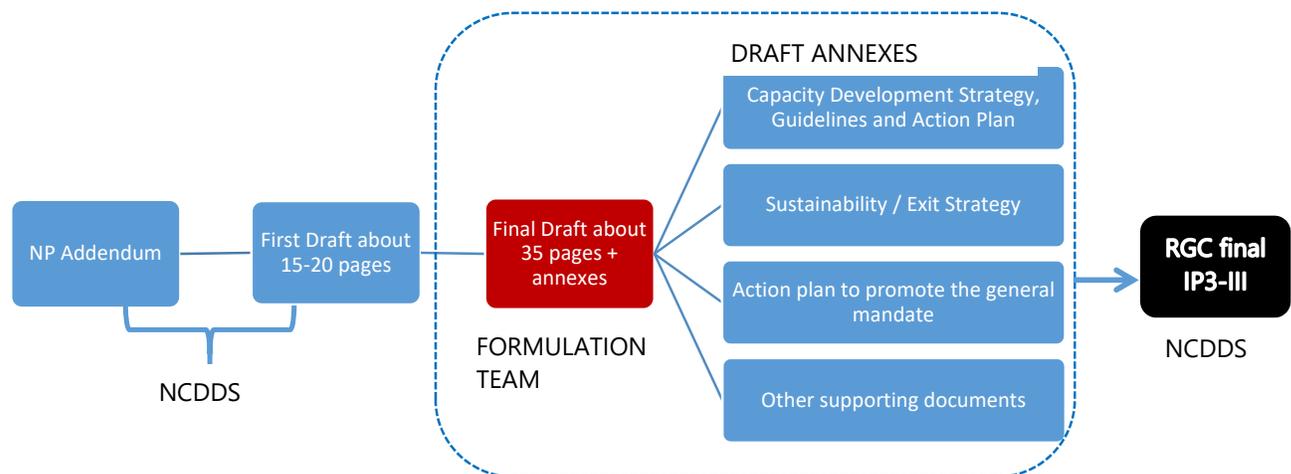


Figure 1: IP3-III Documents

Although the formulation team will **independently appraise**, expand and revise the draft, based on extensive stakeholder participation, the NCCDS remains responsible for the final product.

¹ These were: (i) Increase the level of discretionary resources available to DMs to use for public infrastructure and service delivery; (ii) promote CSs and DMs to take initiative, to be innovative, and to take the lead in service delivery improvements; (iii) transfer functions, staff and resources from Ministerial District line offices to DMs; (iv) promote SNA compliance with service delivery standards, laws and regulations; (v) decentralize HR Management functions and strengthen staff accountability to SNAs; (vi) empower councilors, focusing on their oversight and representational roles; (vii) refocus CD to facilitate specific work tasks, change attitudes, and spur competition

2.1 QUALITIES OF THE SUPPORTING DOCUMENTS

Supporting documents will be produced through a process of consultative, strategic thinking, with consultants identifying options and facilitating decision makers to make important choices concerning the direction they will take during the IP3-III. All supporting documents produced as part of the IP3-III formulation process will have the following qualities:

1. Be written in simple language that all implementers and leaders at national and sub-national levels can understand; clearly defines all relevant concepts in an intuitive way
2. Is based on a process where a wide range of options were developed and debated
3. Is based on extensive consultation which outlined concepts, options, etc.
4. Has incorporated analytical work and international best practice into the design of the strategy and action plan; has been evidence based
5. Clearly and simply defines all relevant concepts and the scope of the strategy
6. Has identified constraints, issues and problems which the strategy aims to overcome
7. Has a clear vision, goals, and/or objectives as well as expected changes and outcomes; has a clear hierarchical structure and reasoning related to cause (problem) and effect (objective)
8. Has a small (minimum) set of SMART, realistic and quantitative targets (and theories of change or the assumptions used to derive them) which are agreed by stakeholders;
9. Contains clear outputs and activities, with their time line for implementation and with costs broadly budgeted for and which does not exceed 1 page
10. Contains a clear budget and costing, as well as expected sources of funds; defines the TA and HR resources needed to achieve the envisioned results
11. Is clearly prioritized, with priorities well-documented, clearly reasoned and realistic
12. Has described risks and mitigation efforts, where appropriate
13. Incorporates relevant projects and programs; takes into account other national reform efforts

2.2 GENERAL METHODOLOGY FOR IP3-III FORMULATION

The methodology used for formulating the IP3-III is intended to foster increased ownership and participation and to create a more simplified, prioritized, and results-based plan. In the case of gender, social equity and inclusiveness it will be essential to clearly and simply explain the main concepts. To do so, **a facilitated, workshop based approach** will be used to encourage extensive consultation and a strategic planning method will be used which begins with identifying, quantifying, and agreeing upon challenges and then creating objectives and priority targets to be realized by the end of the phase.

In holding consultations, the formulation team will function as facilitators, assisting key stakeholders to make strategic choices based on a careful consideration of evidence and options. The consultant is expected to bring international experience into the decision making process and to attempt to move the general mandate and functional reassignment forward, to provide high quality, evidence based advice for the Royal Government of Cambodia.

The development of the next IP3 will take into account: (i) the political nature of the reform process; (ii) the challenges of developing policy and managing results across several institutions which may have different visions of the reform, (iii) the long time it may take to reach a consensus, to forge ownership, and to develop regulatory instruments in a consultative way, (iv) the need to foster learning, (v) the need to manage risk through piloting or a phased approach to

implementation, (vi) the importance of sustainability, integration into government systems, and longer-term solutions, and (vii) the need to clearly prioritize, given the breadth of the decentralization reforms.

3 OBJECTIVES

In working as part of the IP3-III formulation team, this assignment aims to:

1. Ensure that gender, women's empowerment, gender mainstreaming and social equity and inclusiveness are fully taken into account and clearly, adequately and realistically reflected throughout the IP3-III document
2. To develop a viable and realistic strategy that, including new activities, new ideas, new approaches and new ways of working, raises the profile of gender, social equity and inclusiveness and significantly speeds up and prioritizes its implementation and effectiveness

4 METHODOLOGY

Gender, social equity and inclusiveness will be integrated into the IP3 from the beginning. It will be seen as an essential element of the decentralization reforms.

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In holding consultations, the formulation team will function as facilitators, assisting key stakeholders to make strategic choices based on a careful consideration of evidence and options.

It is expected extensive consultation with NGOs will take place and that this will lead to an agreement to work more closely together.

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5 DELIVERABLES

Deliverables for the assignment are as follows:

1. An **inception report**, 7 work days into the design process with any proposed adjustments to the TOR and with a schedule for the remainder of the process. The inception report will spell out, in detail, the methodology, workshop structures, and facilitation materials used to implement this TOR. Based on a careful review of the IP3-II, it will develop an outline or structure (with proposed page limits for each section) of the gender strategy.

2. **Two intermediate but short written updates** of the main findings and agreements made during workshops and consultation
3. Gender and social equity and inclusiveness-related sections for a **draft IP3-III** (main document), FULLY integrating gender, social equity and inclusiveness, together with a **stand-alone gender strategy**, summarizing the contents of the IP3-III. The gender, social equity and inclusiveness strategy will:
 - a. Be comprehensive and found throughout the document
 - b. Be contained in a stand-alone strategy not exceeding 7 pages
 - c. Meets the qualities of a supporting document, as outlined in section 2.2
 - d. Ensures the IP3-III is gender mainstreamed and mainstreams social equity and inclusiveness throughout the document
 - e. Describes how social equity and inclusiveness will be promoted; describes how mainstreaming of social equity and inclusiveness can be assured in implementing the IP3-III; describes how women's equality will be promoted; describes how women will be empowered
 - f. Identifies and documents a few high level and strategic recommendations that will have a genuine impact in terms of social equity and inclusiveness by the end of the next implementation phase
 - g. Harmonizes or is consistent with other cross-cutting and sector reforms and national initiatives including the Neary Rattanak Plan
 - h. Contains a few new and realistic ideas that are expected to quicken the pace, depth and effectiveness of gender and social equity related interventions
 - i. Describes all relevant institutional arrangements
 - j. Build upon, improve and extends the NCDDS zero draft
4. A **revised version of #3** above, addressing comments received and meeting the characteristics above

6 KEY TASKS

Although a detailed work plan will be completed as part of the inception phase, key tasks are expected to include:

- Review all relevant literature to understand the decentralization reform and gender / social equity and inclusiveness strategies to promote decentralization in Cambodia
- Review and appraise the zero draft IP3-III document from a gender / social equity and inclusiveness perspective
- Develop a workshop process and materials to appraise the draft IP3-III from a gender / social equity and inclusiveness perspective and to identify key additional elements of the IP3-III document; the process should ensure ownership, participation, agreement, and debate amongst all key stakeholders, including both men and women, government and non-government officials, key implementers, and development partners, in the appraisal and formulation of the IP3-III
- Formulate relevant sections for the draft IP3-III document, according to the requirements described above and which can be realistically implemented in order to promote gender equality, social equity and inclusiveness in Cambodia
- Hold regular meeting with key stakeholder to ensure the process is on target
- Report regularly to NCDDS, including early draft materials on key topics

7 MANAGEMENT & INSTITUTIONAL ARRANGEMENTS

The overall formulation will be managed by NCDDS who will appoint a reference group to backstop the work. The reference group may include DPs, civil society, and key implementers. The reference group's main functions are:

- To facilitate contacts between the formulation team, the NCDD-S, other implementers, and key stakeholders
- To ensure the team has access to and has consulted all relevant information sources and documents related to the program
- To define and validate the approach
- To discuss and comment on presentations, notes and reports delivered by the formulation team
- To assist in feedback of the findings, conclusions and recommendations from the team
- To ensure that the recommendations are feasible, useful, and evidence based
- To assure the quality of the work

7.1 FINAL REPORTING

The IP3-III design Team, through the Team Leader, will report to HE Sak Setha, Head of the NCDDS and Secretary of State, Ministry of Interior. On a day to day basis, the work of the design time will be coordinated by HE Ngan Chamrouen, NCDDS Deputy Executive Head. The team leader of the IP3-III formulation mission will review the work of the gender mainstreaming consultant to assure its quality and harmonize it with other work.

7.2 COMPOSITION OF THE TEAM

The review team is expected to consist of 6 members:

MEMBER	RESPONSIBILITIES
1. TEAM LEADER (INTERNATIONAL)	Main document, quality control, harmonization with other reforms, fiscal decentralization
2. GENDER/SOCIAL EQUITY EXPERT (NATIONAL)	Mainstreaming gender, annex of gender, social equity and inclusiveness
3. CD EXPERT (INTERNATIONAL)	CD plan
4. FUNCTIONS EXPERT (INTERNATIONAL)	General Mandate, transferred functions
5. INSTITUTIONAL EXPERT (INTERNATIONAL)	Sustainability/exit strategy, Provinces as regional authorities, implementation arrangements
6. NATIONAL FACILITATOR / GOVERNANCE EXPERT	Facilitation, governance

On a day-to-day basis, the work of the consultant will be coordinated and reviewed by the team leader.

7.3 AVAILABLE DOCUMENTS

The NCDDS will provide all documents requirement, including but not limited to: (i) the National Program and its Addendum; (ii) Previous IP3s; (iii) annual reports; (iv) related programs and projects, such as the EU Budget support document; (v) analytical work and evaluations (governance surveys, capacity assessments, gender audits and other work related to social equity and inclusiveness; (vi) related strategies and plans (social accountability, communications, (etc.); (vii) all available policies and regulatory instruments; (viii) all relevant materials related to gender, social, equity and inclusiveness (including manuals, technical documents, implementation reviews, etc.) and (ix) access to all relevant databases.

8 SKILLS AND QUALIFICATIONS OF THE CONSULTANT

The gender mainstreaming consultant is expected to have the following skills and qualifications:

Table 1: Qualifications of the consultant

Area	Requirements
Qualifications and skills	<ul style="list-style-type: none"> ■ Education: A Master’s Degree or equivalent in Social Sciences, Development Studies, Gender Studies, Public Policy or related studies;
Professional experience	<ul style="list-style-type: none"> ■ Minimum of 5 years of extensive relevant experience in developing strategies and program/projects related to gender or social equity and inclusiveness; ■ Extensive experience in facilitation and participatory planning processes, strategic planning, or rapid results ■ Practical experience in applying gender/social equity and inclusiveness in reviews and evaluations and in assessing or designing public reform programs ■ Designing and/or evaluating national gender mainstreaming strategies and programs ■ Demonstrated drafting skills in English, proven through submission of 2 samples of work ■ Excellent communication skills ■ Resident in Cambodia
Preferred experience	<ul style="list-style-type: none"> ■ Experience in local government reforms

Women are strongly encouraged for this position.

9 INDICATIVE WORK PLAN AND TIME TABLE

The provisional start of the assignment is 22 May 2017. The maximum duration of the assignment is **30 working days**, including revision. The final report will be finished by 30 July 2017.