

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**REGIONAL**

**Women Leaders:  
Toward Good Governance in Latin America**

**(TC-02-07-01-8-RG)**

**PLAN OF OPERATIONS**

This document was prepared by the project team consisting of: Gabriela Vega (SDS/WID), Project team leader; Vivian Roza (SDS/WID); Ana Maria Brasileiro (SDS/WID); Beatriz Uribe (INT/RTC); Janine Perfit (SDS/SGC); Valnora Leister (LEG/OPR); and Leyda Fajardo (LEG/OPR).

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**ABBREVIATIONS**

UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNDP	United Nations Development Program
OAS/CIM	Inter-American Commission of Women of the Organization of American States
MDG	UN Millennium Development Goals
OAS/CIM	Organization of American States, Inter-American Commission on Women
PROLEAD	Program for the Support of Women's Leadership and Representation
RFP	Request for Proposals
SDS/IND	Sustainable Development Department, Indigenous Peoples and Community Unit
SDS/SGC	Sustainable Development Department, State, Governance and Civil Society Division
SDS/WID	Sustainable Development Department, Women in Development Unit

## REGIONAL TECHNICAL COOPERATION

### Women Leaders: Toward Good Governance in Latin America

(TC-02-07-01-8-RG)

#### EXECUTIVE SUMMARY

<b>Requester:</b>	Bank Initiative		
<b>Executing agency:</b>	The Bank		
<b>Amount and source:</b>	Norwegian Trust Fund for Women in Development <sup>1</sup>	US\$	949,937
	Netherlands Agreement <sup>2</sup>	US\$	98,000
	Total	US\$	<b>1,047,937</b>
<b>Terms:</b>	Execution Period:	24 Months	
	Disbursement Period:	30 Months	
<b>Objectives:</b>	To contribute to current processes that seek to increase the number and effectiveness of women in positions of leadership in civic and public life in Latin America.		
<b>Description:</b>	The project will: (i) finance programs that promote women's political and civic participation and leadership. Special attention will be given to supporting afro-descendant, indigenous and rural women leaders, (ii) build the capacity of women and organizations committed to supporting women's leadership, as well as promote effective networks and facilitate multiple linkages amongst them, and (iii) contribute to the Bank's efforts in mainstreaming gender issues in good governance, modernization of the state and civil society participation sectors and women's leadership issues within		

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<sup>1</sup> From the total resources required for financing of this operation, US\$649,968.50 are currently available in the account of the Norwegian Fund for Women in Development through a deposit dated December 24, 2001. An additional US\$299,968.50 (US\$300,000 less bank transaction fees) have been contractually committed for the financing of this operation through an agreement signed between the Bank and the Royal Ministry of Foreign Affairs of Norway on December 13, 2001, of which the disbursement to the Bank is expected no later than November 15, 2002.

<sup>2</sup> The IDB and the Netherlands Minister of Development Cooperation have signed a cooperation framework arrangement on 7-17-97. Based on this arrangement, on October 9, 2002 the Dutch Minister has agreed to cofinance this project with an amount up to US\$98,000 (US\$100,000 less 2% IDB administration fee). US\$80,000 are due upon the signature of the agreement and US\$20,000 later, upon request of the Bank (including a liquidity forecast for the next period).

operations.

**Environmental/  
Social Review:**

No comments were issued as a result of the social and environmental review.

**Benefits and  
Risks:**

The most important benefit of the project will be the development and strengthening of the critical leadership skills of women who are in leadership positions in the Andean region, as well as of those who have the potential to have more influence in shaping the political, economic and social policies in their societies. The proposed activities should help speed up the process of mainstreaming gender in Bank operations, further contributing to institutionalizing gender concerns, and having a significant impact on the well-being of women in the region.

The program may face difficulties managing the volume and nature of the demand that its activities will generate. In order to reduce this risk, particular attention will be placed in the design of an information campaign and in the crafting of the promotional messages. Another potential risk may be that of working with civil society organizations who may not be able to comply with the established rules and procedures or may have problems handling the money they receive in accordance with the approved budget. To reduce this risk, PROLEAD will set basic requirements and closely monitor the implementation of the projects.

**Bank's strategy:**

The IDB's Operating Policy on Women in Development emphasizes that development is a process that must fully involve both men and women. The Policy recommends that Bank projects seek to identify key areas and means to increase women's active participation in shaping the policies and the programs that affect everyone's lives. Also, the Bank's Mandate, as called for in the 8<sup>th</sup> Replenishment, emphasizes the importance of women's equal participation in all areas of development. Finally, the IDB is also committed to the achievement of the UN Millennium Development Goals (MDG), which holds as one of its goals promoting gender equality and empowering women.

**Exceptions to  
Bank policy:**

An exception to the Bank's procurement policy for the sole sourcing of the Foundation Rigoberta Menchu Tum to organize the *Summit of Indigenous Women Leaders* is being requested. The contract will amount US\$198,000. The exception is being justified on the technical and operational comparative advantage of the Foundation (see paragraph 2.14).

## I. FRAME OF REFERENCE

### A. Socioeconomic framework

- 1.1 Increasing level of awareness regarding the importance of the gender approach and of women's specific contribution to development has produced important international recommendations setting goals for the attainment of gender equality and progress for women. There is a growing recognition of the importance of the role women play and could play in eradication of poverty, construction of peace, improvements in health, increases in productivity and the fight against exclusion. Of special importance for Latin America were the recommendations of the Summit of the Americas (Quebec, 2001) and the United Nations Millennium Development Goals (MDG) for 2015.<sup>3</sup> They follow the track left by the cycle of world conferences in the decade of the 90's.
- 1.2 The third goal of the Millennium Declaration, promoting gender equality and empowering women, includes as one of its indicators the proportion of seats women hold in national parliaments. Throughout the last decade in Latin America, the number of women in power has increased. The number of Senators surged from 5% in 1990 to 17% in 2002. Similarly, the number of women in the lower house increased from 9% in 1990 to 13% in 2000. Although more women have achieved political power than in the past, women are still under-represented in all the countries in the sub-region<sup>4</sup> and no country has attained a fully representative democracy even though women represent over 50 percent of the electorate in most of them. Furthermore, segments of the population continue to be excluded from decision-making positions, specifically indigenous and afro-descendants, even in countries where they represent a majority or a significant part of the population.
- 1.3 In the recent past in the region, women have headed some of the most important Ministries, including Foreign Trade, Defense, Communications, Health, Labor and Education. Despite their limited participation in the power structures, women in the region have been active in promoting democracy and economic alternatives and in seizing opportunities to enhance their participation and representation. Working through civil society organizations and from within the governments and political parties, women have secured gains in the policy realm, proposing

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<sup>3</sup> By the year 2015, all 189 UN Member States have pledged to meet the following goals: eradication of extreme poverty and hunger; achievement of universal primary education; promotion of gender equality and empowerment of women; reduction of child mortality; improvements in maternal health; combating HIV/AIDS and other diseases; ensuring environmental sustainability; and development of a global partnership for development.

<sup>4</sup> In Ecuador women hold 14.6% of the total seats in the lower House of Representatives, in Colombia, 12% and in Bolivia, 11.5%. These figures represent a significant progress in view of the 6% or 7% of just a decade ago).

dramatic changes in legislation geared, among other things, to fighting violence and improving relationships within families and society. Women in academia have provided sound theoretical foundations for women's rights and women in the media have advocated and campaigned for women's agendas.

- 1.4 Maintaining and improving on the current gains made by women, particularly in the political field, will demand the constant monitoring by women's movements, politicians and international organizations. In a climate where discourse on women's rights and equal opportunities is gaining momentum, the region has an opportunity to solidify and continue making progress in translating formal goals and commitments into policy with concrete results for women. The challenge today lies in addressing the structural barriers and social constraints that prevent women from reaching positions of leadership at the highest levels in the political, economic, and civic spheres, while continuing to expand the leadership, representation and participation of women at all levels of society.
- 1.5 This challenge, coupled with the increasing number of requests from the countries to support new programs and initiatives in this area, spurred the Inter-American Development Bank (IDB) to launch the ***Program for the Support of Women's Leadership and Representation, PROLEAD***.

**B. Background information on the PROLEAD program**

- 1.6 As of May 2002, PROLEAD has received grants for \$4.3 million. All resources have been disbursed.
- 1.7 In March 1998, the IDB approved PROLEAD, an initiative to enhance women's capacity and opportunity to participate in decision-making spaces in LAC (ATN/SF-5890-RG). In August 2000, PROLEAD was granted \$950,000 from the Government of the Netherlands to broaden its reach through the Women's Leadership for Good Governance Project in Central America (ATN/CI-7096-RS). Based on the IDB's Board of Directors request to expand PROLEAD to the Andean region, in September 2001, an additional \$150,000 was received from the IDB's Fund for Special Operations for the Women's Leadership for Good Governance in the Andean Region (ATN/SF-7573-RG).
- 1.8 PROLEAD is coordinated by a small team at headquarters (a coordinator, a program officer and a secretary) and supervised by the Chief of the WID unit. A Council integrated by seven distinguished women leaders and the representatives of the partner organizations gives guidelines to the program and make recommendations in terms of the grant-making component and policy issues.
- 1.9 The WID Gender experts from the Norwegian embassies are invited to contribute to the program's implementation through regular consultation with the PROLEAD office. More specific support could involve conducting site visits of the grantees for appraisal and monitoring purposes, participating in the program's dissemination efforts, and assisting in the mid-term and final evaluation. The

IDB's Country Offices and collaborating agencies of UNICEF, UNIFEM, UNDP and OAS/CIM have been playing similar roles since the program's inception.

- 1.10 The Council will continue its role of providing strategic guidance and funding recommendations to PROLEAD staff. Norway already has an active representative in PROLEAD's Council. The Council members will play a key role in the grantmaking and mainstreaming activities, and will be consulted in the decision-making process for the other components. The Council will meet at least once during the life of the project.
- 1.11 The Program also includes an Informal Advisory Network comprised of IDB's staff from Headquarters and the Country Offices, with particular interest and expertise in areas relevant to the issue of women's leadership and participation, and individuals based in the region drawn from the local and/or the regional offices of UNICEF, UNIFEM, OAS/CIM, women's bureaus and other prominent NGOs. The Network functions as a liaison between individuals and organizations in the field and the Execution Unit.
- 1.12 PROLEAD's objective is to contribute to processes that seek to increase the number and effectiveness of women in positions of leadership in civic and public life in Latin America. Specific objectives are to: (i) make financial resources available to organizations that work to promote women's participation and leadership in LAC; (ii) promote networks and the capacity of organizations and women leaders that support women's leadership and citizen participation; and (iii) encourage greater involvement of the donor community in supporting women's leadership in the region. These objectives are achieved through three components consisting of grantmaking, institutional strengthening and networking.

## **C. PROLEAD's Record to Date**

### **1. Grant Program**

- 1.13 After four years in operation, PROLEAD has funded NGO, governmental organizations, research centers, and universities, many of them devoted explicitly to working with women in general or indigenous and afro-descendant women. As of May 2002, PROLEAD has awarded close to \$3 million in grants to 55 organizations in LAC that range from training indigenous Bolivian women in leadership skills, to preparing young women for leadership in Jamaica, to integrating training and research on women's political participation in Paraguay, to raising awareness about the role of women in Mexico and Central America through the use of mass media.
- 1.14 PROLEAD is currently undertaking an assessment of the results and lessons learned from the projects funded. The information will be based on a sample of 14 projects which were evaluated. Preliminary project results include: new policies, programs and action plans that promote women's agendas; an improvement in women's leadership skills; greater awareness on the part of



women and their communities regarding their rights; new alliances and networks; increased visibility of women leaders and their issues; greater participation of women in politics and in their communities; strengthened institutions; and greater fundraising leverage on the part of the grantees, among others.

- 1.15 Based on the evaluations of the independent consultants and recommendations from the Council members of PROLEAD's and grantees, PROLEAD continues to improve its focus and methodology and to strengthen its partnerships. The program has incorporated local consultations and narrowed its focus to support women's political participation and their contribution to good governance issues. It has streamlined and systematized in a manual its reporting, monitoring and evaluation requirements and strengthened its technical assistance. It has cultivated new partnerships by collaborating with other institutions and Bank units. Finally, it has incorporated the funding modality for intermediary organizations (institutions that receive a larger donation and in turn, disburse the money and provide technical assistance to local NGO in other countries). Through this mechanism, PROLEAD has been building the capacity of organizations in the region capable of replicating a project of PROLEAD's nature in the field.

## **2. Institutional Strengthening**

- 1.16 PROLEAD provides technical assistance to a number of women's organizations, that demonstrate potential for their work in the area of women's citizen participation and leadership. The main activities under this component include: training that address institutional and programmatic issues and customized technical assistance or on-site training to selected organizations.
- 1.17 To date, over 500 women in the region have benefited from the training PROLEAD has offered. Some twenty grantees have received on-site technical assistance in issues related to project management and preparation of reports. PROLEAD also held a workshop for grantseeking organizations in Central America and the Caribbean. Since the training, participants have taken steps towards replicating it in their own organizations. Furthermore, PROLEAD organized, in collaboration with INDES and the OAS, a course for young women leaders from Central America on Democratic Governance. Finally, it has also sponsored the event "Women in the 21st century: The Role of Intergenerational Mentoring", which brought together established leaders from 22 countries in LAC to explore the use of mentoring as a tool to strengthen women's leadership.

## **3. Building Networks**

- 1.18 PROLEAD has sponsored several networking events. In October 1998, PROLEAD co-sponsored with the US Government a major networking conference in Uruguay "Vital Voices of the Americas: Women in Democracy". Over four hundred emerging women leaders from the Western Hemisphere attended the event and developed strategies for strengthening democracies and

creating partnerships in the public and private sectors in support of women's leadership in Latin America and the Caribbean. In November 2000, over 80 women political leaders from the Americas gathered for the conference "Politics Matter: A Dialogue among Women Political Leaders" held at the IDB headquarters, for the purpose of reviewing the most serious problems confronting the nations of the Western Hemisphere. Most recently, a preparatory workshop for the forthcoming "Summit of Indigenous Women Leaders" was organized in collaboration with the Fundación Rigoberta Menchu Tum (See paragraph 2.14). In organizing events, the program has sought partnerships with organizations in the US and in the region which has brought in new allies and additional funding<sup>5</sup>.

- 1.19 In addition to sponsoring events, the generation and dissemination of information on PROLEAD's activities, lessons learned and best practices has represented an important element in building networks, mainstreaming and providing increased visibility to the issue of women's leadership inside and outside the Bank. This information campaign has targeted the program's beneficiaries, women's organizations and other public and private institutions, the IDB Country Offices and Headquarters and the public at large.

#### **D. PROLEAD'S Institutional Profile**

- 1.20 PROLEAD has acquired an expertise in managing grants and working with civil society. Building on a network of institutional support and committed IDB Country Offices and partner agencies, PROLEAD has put in place an efficient and transparent grant processing and selection system and a network of logistical support in the field and at IDB headquarters. PROLEAD has earned its credibility among its main stakeholders. Key to this has been the autonomous role the Council has played in the selection and allocation of grants. The Council provides both strategic guidance and funding recommendations to PROLEAD's staff.

#### **E. Rationale for request**

- 1.21 The IDB is fully committed to the achievement of the Millennium Development Goals. In this respect, the PROLEAD program provides a vehicle for contributing to the goal of promoting gender equality and empowering women inasmuch as it contributes to increasing the pool of women eligible to hold political decision-making positions. The program also builds the capacity of organizations and women to champion women's issues in the political and decision-making arenas.
- 1.22 In addition, PROLEAD will be responding to a growing demand for funding and support in the region. Beginning with its first funding cycle PROLEAD's funding cycles have generated unanticipated enthusiasm. PROLEAD continues to receive

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<sup>5</sup> For more information on PROLEAD and a complete list of events, please visit the Programs website at [www.iadb.org/sds/prolead](http://www.iadb.org/sds/prolead).

requests for funding information on a daily basis, and thus far, has been able to meet only a fraction of the demand. Organizations request funding for activities ranging from workshops to strengthen leadership skills to advocating for and tracking legislation that affect women. As a result, expectations of additional funding cycles remain high. Faced with this growing demand for grants, PROLEAD has endeavored steadfastly to attract additional sources of financing. PROLEAD is committed to generating additional flexible resources to allow some of the lowest-income countries to benefit and to avoid a bias in favor of the larger, more developed countries.

- 1.23 The project proposal herein presented is an attempt to respond to this increased demand, focusing in a sub-region that, as Central America, has shown the desire, the need, and the capacity to bring about change in women's political participation and leadership. The Board of Directors highlighted the Andean region (during the session in which the Central America project was considered) as an area that could benefit from such a project as evinced by the low levels of women in power in the region.
- 1.24 Moreover, this initiative presents an opportunity to further promote the integration of gender into Bank operations, as requested by the Norwegian government. Drawing upon the Program's experience, lessons learned and knowledge gained over the past four years, information has and is being collected to produce guidelines, operational tools, best practices and new information that will help the Bank to improve its integration of gender issues in activities related to reform of the state and civil society.
- 1.25 Finally, it is important to point out that after four years in operation, the PROLEAD program has earned its legitimacy and trust in the eyes of the region's governments and civil society. This has translated into new opportunities and benefits for the IDB, including strengthened ties with civil society and prominent women leaders of the region, collaboration with partner agencies, new alliances with women leaders and the donor community, greater awareness within the Bank of women's leadership issues, increased legitimacy and visibility to the Bank and women's organizations, and leaders in the region who value an institution that recognizes their role and provides support.

## **II. THE PROGRAM**

### **A. Objectives and description**

- 2.1 The objective of the project is to contribute to current processes that seek to increase the number and effectiveness of women in positions of leadership in civic and public life in Latin America. This will be accomplished through three main components consisting of Grantmaking, Networking and Capacity Building and Mainstreaming.

### **B. Program structure**

- 2.2 Resources will be made available to support the following components:

#### **1. Coordination (\$194,928)**

- 2.3 All Program activities will be coordinated by a Secretariat in SDS/SOC. This team will consist of three consultants that will be hired for 18 months each. A Senior expert, an assistant and an administrative assistant. The total cost of the Secretariat is US\$194,928.

#### **2. Grantmaking Component (\$316,000)**

- 2.4 The objective of this component is to finance programs that promote women's political and civic participation and leadership. Special attention will be given to supporting afro-descendant, indigenous and rural women leaders.
- 2.5 Following the best practice examples and lessons learned from PROLEAD's grantmaking experience, two grants of \$150,000 each will be awarded to two regional projects of 13 months duration or less. The selected organization will implement its activities in at least three of the five Andean countries and will transfer resources (up to 60%) to partner organizations in these countries. Upon reviewing proposals, PROLEAD's Council members will decide the amount to be transferred. The funding of these organizations will strengthen the capacity of the organizations and lay the ground for an eventual transfer of the program to the region.
- 2.6 The topic of the Request for Proposals (RFP) will be defined through a process of consultation with experts on issues of good governance and gender in the region, representatives from the IDB's Regional Departments 3 and 1, SDS/SGC, and PROLEAD's Council members and partner organizations. Eligible themes will include transparency, ethical governance, accountability, political parties and electoral processes. Types of activities to be funded could include lobbying, advocacy, training, awareness raising or research, among others.
- 2.7 Once the topic has been defined, PROLEAD will disseminate the RFP to a select number of organizations in the Andean region. This procedure will follow the

model that was used to identify and select the organizations that PROLEAD has previously funded. Eligible organizations will have a period of two months to present their proposals. Criteria for the evaluation of the proposals will take into consideration the experts' recommendations and will be guided by PROLEAD's previous grantmaking experience. PROLEAD has developed a two-tiered evaluation process which includes external independent evaluators and internal IDB evaluators. Evaluators assess each proposal according to a set of criteria and rank each proposal accordingly. The Council members review the proposals that have received the highest ranking from both evaluators and make the final selection.

- 2.8 Preference will be given to entities that include women at all levels within their structure and have a history of work benefiting women. PROLEAD will continue to emphasize support to young, afro-descendant, rural and indigenous women. The organizations will also be encouraged to devise mechanisms for ensuring the sustainability of their projects. *Eligibility* will be determined on the basis of the following basic criteria: (i) track record in serving women from Bolivia, Colombia, Ecuador, Peru and/or Venezuela; (ii) demonstrated expertise in promoting good governance practices; (iii) minimum of two-year track record in managing development programs; (iv) non-partisan or multi-partisan character, and ability to work across party lines; (v) proven managerial capacity and stability and appropriate accounting procedures; (vi) capacity to transfer resources to organizations in other countries in the Andean region; (vii) proven ability to attract funds from other sources; and (viii) compliance with IDB requirements to receive Bank funds. Consultants will be hired to evaluate the proposals, prepare fact sheets and provide additional assistance with the processing of the proposals.

### **3. Networking and Capacity Building Component (\$278,000)**

- 2.9 The objective of this component is to build the capacity of women and organizations committed to supporting women's leadership as well as to promote effective networks and to facilitate multiple linkages amongst them. This component will finance the following activities:
- 2.10 Networking support and institutional strengthening of grantees. The grantees of the project, will be involved in a process of feedback with one another and with the other beneficiaries of PROLEAD's grantmaking and networking activities. The two selected organizations will be encouraged to hold an initial meeting prior to the projects' start in order to define areas of collaboration. Once their respective projects have ended, they will be invited to the IDB's Headquarters to share their experiences and lessons learned. This will provide opportunities for organizational and personal development and increase the potential for a greater political and social impact.
- 2.11 The two selected organizations will receive technical assistance from PROLEAD before the launch and throughout the life of the project. PROLEAD's initial meeting will review the Council's recommendations and the logical framework

- with the project staff and cover issues of monitoring and evaluation, financial reporting requirements, and media strategies.
- 2.12 Networking of indigenous women leaders. As a special event addressing the political and social needs of indigenous women leaders in the hemisphere, the *Summit of Indigenous Women of the Americas* will be organized in collaboration with the Fundación Rigoberta Menchu Tum and the Iniciativa Indígena por la Paz. The proposed Summit would be held in Oaxaca, Mexico in early December 2002. It is foreseen that between 150 and 200 indigenous women will be invited to participate.
- 2.13 The goals of the Summit will be to bring together indigenous women from the Americas, increase their visibility and help move forward their agenda by encouraging the formulation of common goals, the articulation of a Declaration and the expression of recommendations for national and international consideration. It is foreseen that the event will help expand the leadership capacity and potential of all participants, especially that of younger women, strengthen the networks and linkages between the various groups of women and encourage further collaboration. Ultimately, the Summit is expected to be a vehicle for indigenous women's access to leadership positions and their inclusion within local, national and continental decision making processes. The results of the Summit will also be very relevant as inputs to the Bank's current initiatives on Social Inclusion Program and Strategic Framework for issues concerning Indigenous Peoples.
- 2.14 Given its considerable expertise and comparative advantage, the Fundación Rigoberta Menchu Tum (FRMT) will be contracted by the Bank to provide specialized services for organizing the event. An exception to the Bank's procurement policy for the sole sourcing of this activity is based on several considerations. Rigoberta Menchu, Nobel Peace Prize laureate (1992) and Founder of the Foundation, has been working since 1982 on issues of human rights, justice, equity, democracy and the rights of indigenous people. As such, she has received international recognition and accolades for her efforts. Dr. Menchu has continued her indefatigable work through the FRMT, bringing to it international recognition and support. The Foundation has, therefore, been selected to organize the Summit based on its reputation, ability to garner international attention, commitment to and experience in issues of democracy and indigenous peoples' rights and organizational capacity. It should be noted that PROLEAD previously relied on the FRMT for the organization of the Preparatory workshop in Guatemala in which they provided seamless logistical support and an excellent accounting of the funds used.
- 2.15 Course on Democratic Governance for Young Women Leaders: In collaboration with the Unit for the Promotion of Democracy and the Inter-American Commission on Women of the Organization of American States and INDES of the IDB, PROLEAD has developed a course to promote a greater understanding of and commitment to democratic institutions, values and practices among young

women leaders of the hemisphere. The first five-day course, held in Nicaragua in May 2002, gathered 30 young women from Central America to discuss various topics, including theories of democracy, functions and workings of democratic institutions, and roles of political actors, among others. Once concluded, the participants formed a network and are replicating the course in their communities and organizations. (An evaluation of the course is being carried out by an independent consultant and the findings and lessons will be incorporated into this sub-component.)

- 2.16 The course will be replicated in the Andean region. The course will target young women representing political parties, NGOs, academia and the media up to the age of 35. Experts from leading universities and institutions, as well as prominent public figures, will instruct and facilitate analysis, discussion and role-playing exercises among participants. PROLEAD will seek to include the OAS and INDES, as well as a local NGO that will have the capacity to help organize the workshop on a logistical and conceptual level and replicate the course.

#### **4. Mainstreaming Component (\$189,000)**

- 2.17 The objective of this component is to contribute to the Bank's efforts in mainstreaming gender issues in good governance, modernization of the state and civil society participation sectors and women's leadership issues within Bank operations.
- 2.18 Building on PROLEAD's efforts to raise awareness and disseminate best practices and lessons learned within the Bank, the following two-pronged approach will be used to mainstream gender and women's leadership issues in Bank operations in the areas of good governance, modernization of the state and civil society participation. It is expected that these activities will contribute to the sustainability of the Program as the Bank progressively incorporates these issues into their operations.
- 2.19 Technical support to IDB operations: Current efforts to mainstream gender issues in general and women's leadership in particular, through training, studies, seminars and technical review of project documents, needs to be strengthened by directly assisting in the design, execution and evaluation of projects. While recommendations that follow technical reviews of project documents often lack the needed resources for implementation, gender staff experts, both at the central SDS/WID unit and at the regional operations divisions, can only directly assist a limited number of projects.
- 2.20 There is a need to support project team leaders with gender expertise that is opportune and "customized" or project-specific. In response to this challenge, the Technical Support activities foreseen under this sub-component will provide seed funding for the design, monitoring and evaluation of innovative gender activities in Bank operations that support women's leadership and good governance issues. It will help hire technical resources to provide "just-in-time" support to

operations. We anticipate that this will not only constitute an operational incentive to mainstream gender issues in Bank lending but also will raise awareness regarding the importance of including a gender perspective in good governance issues.

- 2.21 The availability of funds will be announced to all Bank professionals and national team counterparts. Team leaders will be invited to present proposals related to women's leadership in Bank funded operations and gender equity issues in modernization of the state and good governance projects. Eligibility extends to projects in the existing pipeline, projects in execution or projects that provide good studying grounds for final evaluations. Funds will be allocated on a competitive basis taking in consideration the merits of the proposal and strict criteria spelled out in advance to ensure that gender mainstreaming (rather than add-ons) take place. While most of the efforts supported will not exceed \$20,000 per effort, support of up to \$40,000 will be considered for studies, evaluation and training.
- 2.22 PROLEAD, in cooperation with the State, Governance and Civil Society Division of SDS (SDS/SGC), will consult the operational departments of the Bank to identify the issues to be funded and to include their needs and suggestions. In these meetings, PROLEAD will also emphasize: (i) the importance of incorporating gender issues in the Bank's civil society consultations in order to identify the needs and preferences of these groups, (ii) the need to share information about this initiative and its products in workshops and events related to reform of the state and civil society issues.
- 2.23 Matching grants and activities will be encouraged. Eligible proposals will spell out how the proposed activities contribute to mainstreaming gender in projects and strengthening women's participation in good governance including women's leadership, political participation and representation.
- 2.24 PROLEAD will not only facilitate the integration of gender in Bank activities through grants, but will continue encouraging involvement of IDB personnel at Headquarters and the Country Offices on various levels. The Country Offices will continue to play the role of disseminating the call for proposals, preparing media events, assisting in monitoring project implementation, and establishing new links with organizations and leaders that promote women's greater participation. At Headquarters, staff from the operational departments will be invited to help with the evaluation of proposals, participate in the "lessons learned" meetings with the grantees, and collaborate with PROLEAD in many other aspects of the program, thus developing their own expertise on the subject and commitment to the issue.
- 2.25 Furthermore, the Program will continue and update its database, which has been consulted by Bank personnel seeking names of women leaders and organizations. In addition to contributing information, material and videos to other programs of the Bank, PROLEAD will broaden its efforts to share its experience of working with civil society organizations, its successful model of interagency collaboration



(involving UNICEF, UNIFEM, UNDP and the OAS/CIM) and the lessons learned from conducting participatory evaluations and monitoring its grantees. It will continue producing occasional articles and other informational pieces about the program and disseminate them throughout the Bank and the region. Its highly consulted website will also be updated periodically.

- 2.26 Best Practice Guidelines and Lessons Learned: Based on the pool of 55 projects funded by PROLEAD in the LAC region, a sample of 9 projects will be selected to document effective strategies used in promoting women's political participation and issues of good governance in local and national governments. The best practice guidelines will provide concrete examples and highlight strategies and methodologies applied, obstacles encountered and lessons learned in the implementation of projects in the area of modernization of the state and strengthening of civil society. This series of best practices is expected to serve as a conceptual and operational tool on specific topics for the Regional Departments and Country Offices and enhance their role as partners in the mainstreaming activities. The State Governance and Civil Society Division (SDS/SGC) will actively collaborate in these efforts, including selecting the projects and topics to be documented.
- 2.27 In addition to PROLEAD funded projects, one or two IDB funded loans or technical cooperation in the area of Reform of the State and Civil Society will be selected in order to assess the implementation and results of projects that have included a gender perspective in their design. The projects must incorporate women's leadership and political participation issues in the Andean region. They will be selected in collaboration with SDS/SGC and other relevant Bank units.
- 2.28 An assessment of PROLEAD will also be conducted focusing on the lessons learned by the executing unit in the implementation of an innovative grantmaking program within the IDB. Based on 4 years of project implementation, the project team will reflect on the opportunities created, obstacles encountered, results achieved, impact and lessons learned in the execution of the program. This will contain relevant information for project teams working with civil society organizations seeking to promote women's greater participation.

## **5. Documentation, Publication and Maintenance of Website (\$18,000)**

- 2.29 Administrative activities will include the documentation and dissemination of the proposed activities. The program will update a database, which has been consulted by Bank personnel seeking names of women leaders and organizations. In addition to contributing information, material and videos to other programs of the Bank, PROLEAD will broaden its efforts to share its experience of working with civil society organizations, its successful model of interagency collaboration (involving UNICEF, UNIFEM, UNDP and the OAS/CIM) and the lessons learned from conducting participatory evaluations and monitoring its grantees. It will continue producing occasional articles and other informational pieces about the

program and disseminate them throughout the Bank and the region. Its highly consulted website will also be updated periodically.

## **6. Program Evaluation (\$27,000)**

- 2.30 A mid-term and final evaluation of the project will be conducted. The indicators developed in the logical framework will be used (see Annex I). In addition, other indicators will be developed to assess the impact of the project. The mid-term and final evaluation will be carried out by independent consultants. The mid-term evaluation will draw on the results of an evaluation form to be filled out by the grantees and on other information available through the monitoring of the Program's activities. The evaluation will draw out "lessons learned" and identify potential "best practices", from PROLEAD grantees and the different IDB units involved in the process. It will provide the project staff with an assessment of the project's progress and recommendations as to necessary adjustments to improve the process. In addition, this midterm review will provide a progress report to donors, supporters and other interested people.
- 2.31 The final evaluation will take place within six months after the completion of the project. It will review the execution of the project in an effort to highlight lessons learned and best practices. It will also seek to measure the extent to which the objectives set forth by the project were reached. It will evaluate the impact of the projects funded, workshops and mainstreaming component.
- 2.32 PROLEAD'S Execution Unit will submit to the government of Norway bi-annual progress reports, beginning six months after the approval of the project. The Program Coordinator will discuss progress and challenges of the Program's implementation with Council members. A final report on the project's execution will also be prepared in the six-month period that will follow the end of the project.
- 2.33 The project does not seek to demonstrate a direct correlation between its actions and the changes in the number of women leaders in political parties, businesses or grassroots organizations. However, the evaluation will allow PROLEAD to compare the results of its investments in people and projects to the trends of women's participation in the region. PROLEAD will use a diagnostic study that it commissioned at its inception as a baseline from which to analyze the status of women's leadership and representation in the Andean region. In addition, the project's logical framework will be used as a basis for evaluating the effectiveness of the main project components, and the contributions of individual activities to the overall program goal.

## **C. Expected Results**

- 2.34 The expected results of the operation are: (i) two PROLEAD funded

organizations will have strengthened and improved the capacity of women and their organizations to participate and contribute to good governance issues; (ii) between 150-200 indigenous women have participated in the *Summit of Indigenous Women of the Americas* and developed an agenda and declaration to promote their interests; (iii) 30 young women have participated in the *Course on Democratic Governance for Young Women Leaders*, contributing to the development of their analytical skills needed to support and defend a democratic and equitable political culture; (iv) Bank staff have integrated gender issues in modernization of the state and leadership related operations; (v) publication and dissemination of Best Practice guidelines and lessons learned.

#### D. Cost and financing

2.35 The estimated cost of this program is US\$1,047,937. The proposed costs and financing of the project is shown in the table below:

<b>Cost and Financing (US\$)</b>			
<b>Component</b>	<b>Norway</b>	<b>Netherlands</b>	<b>Total</b>
1. Coordination: Program Secretariat (SDS/SOC)	194,928		194,928
2. Grantmaking	316,000		316,000
3. Networking and Capacity Building	180,000	98,000	278,000
<i>Networking and institutional strengthening grantees</i>	25,000		25,000
<i>Gathering of grantees</i>	20,000		20,000
<i>Indigenous Summit</i>	100,000	98,000	198,000
<i>Course on democratic values</i>	35,000		35,000
4. Mainstreaming	189,000		189,000
<i>Technical support</i>	120,500		120,500
<i>Best practice guidelines/lessons learned</i>	68,500		68,500
5. Documentation, Publication and Maintenance of Web Page (US\$1,000 per 18 months)	18,000		18,000
6. Program Evaluation (Mid-term and final. Honoraria and travel cost (Consultant US\$3,000 per 5 months and 4 trips per US\$3000 each)	27,000		27,000
Contingencies	25,009		25,009
<b>Total</b>	<b>949,937</b>	<b>98,000</b>	<b>1,047,937</b>

2.36 The Norwegian Government's contribution will cover all components. The activities in this operation are contemplated in the Trust Fund Agreement between the IDB and the Norwegian Government under the Norwegian Fund for Women in Development. From the total resources required for financing of this operation, US\$649,968.50 are currently available in the account of the Norwegian Fund for Women in Development through a deposit dated December 24, 2001. An additional US\$300,000 less bank transaction fees (US\$299,968.50) have been contractually committed for the financing of this operation through an agreement

signed between the Bank and the Royal Ministry of Foreign Affairs of Norway on December 13, 2001, of which the disbursement to the Bank is expected no later than November 15, 2002.

- 2.37 The Dutch government is contributing US\$100,000 (less a 2% IDB administration fee) in accordance with the Cofinancing arrangement signed on October 9, 2002 within the Cooperation Framework Arrangement of July 17, 1997. In accordance with this arrangement US\$80,000 will be deposited by the time of the signing of the arrangement and US\$20,000 at a later date, upon request of the Bank.
- 2.38 The proposed budget will cover the following expenses: honoraria and travel of coordination team, grants to organizations, honoraria and travel for individual consultants, logistical support for the organization of workshops and events, publications, editing, and translation of materials and reports, communication and dissemination activities, mid-term and final evaluations. Short-term consultancies are foreseen for the implementation of specific activities such as the processing of proposals, networking events, capacity building and mainstreaming efforts, the monitoring and evaluation activities; as well as the maintenance of the PROLEAD homepage in the Internet, the preparation of occasional articles, best practices, and other informational pieces about the program.

### **III. PROGRAM EXECUTION**

#### **A. Program execution and administration**

- 3.1 INT/RTC will assume basic responsibility for the Program while technical responsibility will rest with SDS/WID. PROLEAD will work in close collaboration with SDS/SGC.
- 3.2 The Council, composed of prominent women leaders from the region and representatives of UNIFEM, UNDP, OAS/CIM AND UNICEF, will continue their role of providing strategic guidance and funding recommendations to PROLEAD staff. Norway already has an active representative in PROLEAD's Council and the Dutch also have a representative. The Council members will play a key role in the grantmaking and mainstreaming activities, and will be consulted in the decision-making process for the other components. The Council will meet at least once during the life of the project.
- 3.3 The Program also includes an Informal Advisory Network comprised of IDB's staff from Headquarters and the Country Offices, with particular interest and expertise in areas relevant to the issue of women's leadership and participation, and individuals based in the region drawn from the local and/or the regional offices of UNICEF, UNIFEM, OAS/CIM, women's bureaus and other prominent

NGOs. The Network functions as a liaison between individuals and organizations in the field and the Execution Unit.

**B. Procurement of goods and services**

- 3.4 All procurement of goods and services will be done according to the Bank's procurement policies and procedures. An exception to the sole sourcing of the Foundation Rigoberta Menchu Tum to organize the *Summit of Indigenous Women Leaders* is being requested. The exception is being justified on the technical and operational comparative advantage of the Foundation (see paragraph 2.14).

**C. Execution and disbursement schedule**

- 3.5 Execution period will be 24 months from the date of the technical cooperation approval. Disbursement period will be 30 months from the same date.

**IV. BENEFITS AND RISKS**

- 4.1 The most important benefit of the project will be the development and strengthening of the critical leadership skills of women who are in leadership positions in the Andean region, as well as of those who have the potential to have more influence in shaping the political, economic and social policies in their societies. The organizations will jointly benefit from the opportunity to network and mentor one another. The grantees will have the occasion to share lessons learned, develop "best practices", replicate successful projects and thus increase the sustainability of projects and programs. Moreover, lasting partnerships will form between the grantees, and the bilateral and multilateral agencies. PROLEAD will also expand and diversify its donor base, and further contribute to expanding and strengthening women's leadership and representation in the region.
- 4.2 The Program will support the work of the Bank in the area of Social Inclusion by focusing on indigenous and afro-descendant women. It will also contribute to the current dialogue on the intersection between gender and ethnicity.
- 4.3 The proposed activities should help speed up the process of mainstreaming gender in Bank operations, further contributing to institutionalizing gender concerns, and having a significant impact on the well-being of women in the region. These activities will further strengthen the collaboration between the Bank and Norway and help to convey the importance that Nordic countries give to gender issues through a visible vehicle. Finally, it will contribute to achieving the UN Millennium Development Goals.
- 4.4 The program may face difficulties managing the level and the nature of the demand that its grantmaking activities will generate. In order to reduce this risk, particular attention will have to be placed in the design of its information campaign and in the crafting of the promotional messages about its grantmaking

activities. PROLEAD will make clear in its information that it will fund a limited number of grants. Although calling for proposals may generate a strong demand, it may motivate many organizations to work on the theme.

- 4.5 Another potential risk may be that of working with civil society organizations who may not be able to comply with the established rules and procedures or may have problems handling the money they receive in accordance with the approved budget. To reduce this risk, PROLEAD will set minimum requirements that will ensure organizations meet the basic conditions and closely monitor the implementation of the projects. PROLEAD will work to facilitate the flow of information and funding, and will provide adequate guidance to the grantees regarding PROLEAD's principles, practices and expectations, especially with regard to transparency and accountability.
- 4.6 Efforts to mainstream gender into Bank activities may be thwarted by a lack of interest or initiative on the part of Bank personnel to utilize the available financial resources and information. This risk will be mitigated by widely announcing the availability of resources and consulting with Bank staff regarding their needs and interests in order to fund activities and produce guidelines and lessons learned that are relevant, timely and useful to Bank staff.

## **V. CERTIFICATION OF NORWEGIAN FUNDS**

- 5.1 I certify that of the total resources required for financing of the operation TC-02-07-01-8-RG, "Women Leaders: Toward Good Governance in Latin America", US \$649,968.50 are currently available in the account of the Norwegian Fund for Women in Development through a deposit dated December 24, 2001. In addition, I certify that additional US\$ 299,968.50 will also be available for the financing of this operation, of a total of US \$300,000 that have been contractually committed for the same purpose through an agreement signed between the Bank and the Royal Ministry of Foreign Affairs of Norway on December 13, 2001, of which the disbursement to the Bank is expected until November 15, 2002. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except that local consultants working in their own borrowing member country shall have their remuneration defined and paid in the currency of that country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this Profile.

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**Arnoldo Da Fonseca**  
RE2/FSS/TEC

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**Date**

## **VI. CERTIFICATION OF NETHERLAND COFINANCING**

- 6.1 I certify that of the total resources required for financing of the operation TC-02-07-01-8-RG, "Women Leaders: Toward Good Governance in Latin America", US \$98,000 correspond to the amount contractually committed by the Netherlands Minister of Development Cooperation through an Arrangement signed with the Bank on October 9, 2002, under the authority and terms of the Framework Agreement between the Bank and the Government of the Netherlands dated July 17, 1997. Of the total certified above US \$78,000 are expected to be immediately disbursed by the donor, and the remaining US \$20,000 will be disbursed upon a future request by the Bank once the first instalment has been substantially exhausted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except that local consultants working in their own borrowing member country shall have their remuneration defined and paid in the currency of that country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this Profile.

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**Christophe Guillemin**  
RE2/FSS/CEP

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**Date**



**ANNEX I. Women Leaders: Toward Good Governance in Latin America**  
**Logical Framework**

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<ul style="list-style-type: none"> <li>▪ <b>Overall Objective</b></li> <li>- Contribute to increase the number and effectiveness of women in positions of leadership in civic and public life at the community, national and regional levels in Latin America</li> </ul>	<p><i>In the long-term:</i></p> <ul style="list-style-type: none"> <li>- Increase in number of women accessing leadership positions at all levels of government and congress in the countries included in this program</li> <li>- Women's participation in elections at all level has increased</li> <li>- Number of programs by women's organizations and pro-women institutions that support women's increased leadership and civic participation have increased in quality;</li> <li>- Number of women's organizations and pro-women institutions operating effective and efficient programs to support women's leadership &amp; participation has increased;</li> <li>- An increasing number of networks of women's organizations and women leaders are operating in the Latin America region to support women's increased leadership &amp; participation</li> <li>- The number of Bank staff increasingly capable of integrating gender considerations in Bank operations related to modernization of the state and leadership issues.</li> </ul>	<p>Updates from:</p> <ul style="list-style-type: none"> <li>- Inter-Parliamentary Union (www.ipu.org)</li> <li>- International Foundation for Electoral Systems (IFES) publications</li> <li>- UNDP Human Development Report</li> <li>- Women's Leadership Conference of the Americas - Occasional papers</li> <li>- Institute for Democracy and Electoral Assistance (IDEA) publications</li> <li>- SDS/WID Classification System</li> </ul>	<ul style="list-style-type: none"> <li>- Sociopolitical climate in LAC region remains favorable</li> <li>- Current momentum in favor of women's increased leadership remains strong</li> <li>- International donor community, LAC governments and IDB Bank staff demonstrate commitment to support women's increased leadership &amp; participation</li> </ul>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>▪ <b>Specific Objectives</b></p> <ul style="list-style-type: none"> <li>- to finance programs, selected through a competitive process, that promote of women's civic participation and leadership</li> <li>- to build the capacity of organizations as well as promote effective networks and facilitate multiple linkages among women leaders and these organizations</li> <li>- contribute to the Bank's efforts in mainstreaming gender issues in good governance, modernization of the state and civil society participation sectors and women's leadership issues within Bank operations</li> </ul>	<p><i>In the mid-term:</i></p> <ul style="list-style-type: none"> <li>- Programs promoting women's leadership and civic participation in the target countries have been funded through the Program</li> <li>- Organizations and women leaders from the target countries have been supported in their networking and their experience sharing efforts</li> <li>- Networks of women leaders support the increased participation of women at the decision-making levels in all the sectors.</li> <li>- Specific activities within Bank operations related to modernization of the state with a gender perspective have been funded.</li> </ul>	<ul style="list-style-type: none"> <li>- the Program's Monitoring and Progress Reports</li> <li>- Mid-term and Final Evaluation Reports</li> <li>- Publications, reports and minutes that will come out of the gatherings and meetings.</li> <li>- Narrative and financial reports submitted by the grantees</li> </ul>	<ul style="list-style-type: none"> <li>- Interest &amp; needs for the Program's work remain strong in the region</li> <li>- International donor community is responding positively to the Program through additional resources and increased partnership</li> </ul>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<b>Components</b>			
<ul style="list-style-type: none"> <li>▪ <b>Grantmaking</b></li> <li>- Finance projects that promote women's increased leadership and citizen participation in civic and public life.</li> </ul>	<p><i>In the short-term</i></p> <ul style="list-style-type: none"> <li>- Two organizations from the target countries have received funding to support their efforts in favor of women's increased Leadership &amp; participation</li> <li>- US\$ 300,000 have been effectively channeled to local projects in keeping with the criteria &amp; the guidelines set for the program</li> <li>- X women leaders at different levels from the target countries have benefited from the projects and activities funded under the Program</li> </ul>	<ul style="list-style-type: none"> <li>- PROLEAD's Monitoring &amp; Progress Reports</li> <li>- PROLEAD's Mid-term &amp; Final evaluation</li> <li>- Monitoring &amp; evaluation reports of PROLEAD</li> <li>- Program's budget reports</li> <li>- Narrative and financial reports submitted by the grantees</li> </ul>	<ul style="list-style-type: none"> <li>- A sufficient number of organizations, groups and women leaders take an interest in submitting proposals.</li> <li>- The grantees execute the project as planned and expend all the money</li> <li>- The women and organizations benefiting from the funded project implement the new skills they have acquired and follow-up with their commitments</li> </ul>
<ul style="list-style-type: none"> <li>▪ <b><u>Networking:</u></b></li> <li>- build the capacity of women and organizations committed to supporting women's leadership as well as promote effective networks and facilitate multiple linkages amongst them</li> </ul>	<p><i>In the short-term</i></p> <ul style="list-style-type: none"> <li>- 30 young women have participated in the capacity building course on democratic values</li> <li>- Between 150-200 indigenous women leaders have participated in the <i>Summit of Indigenous Women of the Americas</i></li> <li>- Networking events have been implemented for the selected grantees in the target countries</li> </ul>	<ul style="list-style-type: none"> <li>- PROLEAD's Monitoring &amp; Progress Reports</li> <li>- PROLEAD's Mid-term &amp; Final evaluation</li> <li>- IDB/SOC Newsletter</li> <li>- PROLEAD's Annual Reports</li> <li>- Publications, reports and minutes that result from events and meetings.</li> </ul>	<ul style="list-style-type: none"> <li>- Throughout the region, more and more women and organizations have access to the Internet.</li> <li>- Young and indigenous women show an interest in participating in the events and are committed to following up with resulting commitments</li> </ul>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
	<ul style="list-style-type: none"> <li>- Networks of women leaders from the target countries of the region have been strengthened and created as a result of these events</li> <li>- Thousands of women leaders, men, activists, academics, women organizations and others involved in the promotion of women's leadership are able to access information and to share experiences through PROLEAD's website &amp; other publications</li> </ul>	<ul style="list-style-type: none"> <li>- PROLEAD's Website (material uploaded and number of hits)</li> <li>- Monitoring &amp; evaluation reports of PROLEAD</li> <li>- Program's budget reports</li> </ul>	
<ul style="list-style-type: none"> <li>▪ <b><u>Mainstreaming</u></b></li> <li>- contribute to the Bank's efforts in mainstreaming gender issues in good governance, modernization of the state and civil society participation sectors and women's leadership issues within Bank operations.</li> </ul>	<ul style="list-style-type: none"> <li>- Specific activities within Bank operations related to modernization of the state with a gender perspective have been funded.</li> <li>- \$120,000 has been disbursed to fund activities within Bank operations</li> <li>- Lessons learned publication</li> </ul>	<ul style="list-style-type: none"> <li>- Websites, newsletters, emails and announcements publicizing the availability of funds and the competition</li> <li>- Number of proposals received from IDB project teams for funding</li> <li>- Number of proposals funded</li> <li>- Narrative reports submitted by the selected project teams.</li> <li>- Program's budget reports</li> <li>- Lessons learned publication</li> </ul>	<ul style="list-style-type: none"> <li>- Bank personnel show interest or initiative in utilizing the available financial resources and publication.</li> <li>- The topics selected for funding are relevant and timely for Bank work</li> <li>- The best practice examples selected for documentation are relevant and of interest to Bank.</li> </ul>