

# **CAMBODIA**

**ROYAL GOVERNMENT OF CAMBODIA  
NATION RELIGION KING**

**THE PROGRESS REPORT  
ON IMPLEMENTATION OF  
BEIJING PLATFORM FOR ACTION  
ON WOMEN ISSUES 1995 - 2005**

**MINISTRY OF WOMEN'S AFFAIRS**

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## **LIST OF ACRONYMS**

ADB	Asian Development Bank
ASDP	Agriculture Sector Development Programme
AusAID	Australian AID
BPfA	Beijing Platform for Action
CAMBOW	Cambodian Committee for Women
CAR	Council for Administrative Reform
CDC	Council for Development in Cambodia
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CGA	Cambodia Gender Assessment
CG	Consultative Group
CMDGs	Cambodia Millennium Development Goals
CNCW	Cambodian National Council for Women
DFID/UK	Department For International Development/United Kingdom
DHS	Demographic and Health Survey
EFA	Education For All
FAO	Food and Agriculture Organization
GAD/C	Gender and Development, Cambodia
GAD Net	Gender and Development Network
GAP	Governance Action Plan
GDP	Gross Domestic Product
GM	Gender Mainstreaming
GTZ	German Technical Cooperation
HRD	Human Resource Development
FAO	Food and Agriculture Organization
JICA	Japan International Cooperation Agency
IFAD	International Fund for Agricultural Development
IMR	Infant Mortality Rate
LDCs	Least Development Countries
LICADHO	Cambodian League for the Promotion and Defense of Human Rights
MAFF	Ministry of Agriculture, Forestry and Fisheries
MDGs	Millennium Development Goals
MIME	Ministry of Industry, Mines and Energy
MLMUPC	Ministry of Land Management, Urban Planning and Construction
MMR	Maternal Mortality Rate
MoC	Ministry of Commerce
MoE	Ministry of Environment
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLVT	Ministry of Labour, and Vocational Training
MoP	Ministry of Planning
MRD	Ministry of Rural Development
MoSALYR	Ministry of Social Affairs, Labour, Youth and Rehabilitation

MoWRM	Ministry of Water Resources and Meteorology
MoWA	Ministry of Women's Affairs
MoWVA	Ministry of Women's and Veterans' Affairs
MFA	Multi Fiber Agreement
MTEF	Medium-Term Expenditure Framework
NGOs	Non-governmental Organizations
NPP	National Population Policy
NPRS	National Poverty Reduction Strategy
NSDP	National Strategic Development Plan
PAPs	Priority Action Programmes
PDWA	Provincial Department of Women's Affairs
PMATU	Poverty Monitoring and Analysis Technical Unit
RGC	Royal Government of Cambodia
SEDP II	Second Socio-Economic Development Plan
TWGs	Technical Working Groups
TWGG	Technical Working Group on Gender
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
VDCs	Village Development Committees
WDC	Women Development Centers
WEC	Women's Empowerment Centers
WID	Women in development
WTO	World Trade Organization

## **INTRODUCTION**

The Fourth World Conference on Women in 1995 in Beijing agreed to empower women to ensure that they participate in decision-making and are given fundamental power and to achieve equality, development and peace. To achieve this, the conference adopted 12 critical areas of concern for action aimed to bring positive changes for women included Women and Poverty, Education and Training of Women, Women and Health, Violence Against Women, Women and Armed Conflict, Women and the Economy, Women in Power and Decision Making, Institutional Mechanisms for the Advancement of Women, Human Rights of Women, Women and the Media, Women and the Environment and The Girl-child.

Due to the current situation and limited human resources and budgets in Cambodia, the Royal Government of Cambodia chose certain priority areas for action and made efforts for selected areas including Women and Education, Women and Health, Women and the Economy, Women and Legal Protection and Women in Decision-Making.

Cambodia, one among 189 UN country members, is obligated to implement Beijing Platform for Action of the World Conference on Women and report to the Conference every five years. In 2000, Cambodia submitted a report to 23<sup>rd</sup> Special Session of General Assembly in New York. MoWA, on behalf of the Government, has prepared this report to respond to questions, which resulted from the Beijing Platform for Action (BPfA) 1995 and the results of 23<sup>rd</sup> Special Session of General Assembly in 2000. The report is divided into four parts.

## **PART 1: OVERVIEW OF ACHIEVEMENTS AND CHALLENGES IN PROMOTING GENDER EQUALITY AND WOMEN'S EMPOWERMENT**

Gender equality and empowerment of women is the policy of the Royal Government of Cambodia (RGC). These principles are recognised in the Constitution and in all the Government's major policy documents that have been adopted since 1998, including the the Socio Economic Development Plan 2001-2005, the Government Action Plan (GAP) 2001, the National Poverty Reduction Strategy (NPRS) 2002, the Cambodian Millennium Development Goals (CMDGs) 2003, the National Population Policy 2004, and the Medium Term Expenditure Framework (MTEF) 2004.

The Five Year Strategy (*Neary Rattanak*) of the Ministry of Women's and Veterans' Affairs was developed in 1999 and incorporated into the national Socio Economic Development Plan 2001 – 2005. It was directly inspired by the BPfA and its priority areas were to: develop the institutional framework and the policies and planning to promote the status of women; promotion of women's reproductive health; reduction of violence against women and children; enhance women's economic development; gender and development training; and public awareness campaigns of these issues.

The new Government continues the national commitment to gender equality in its *Rectangular Strategy for Growth, Employment, Efficiency and Equity*. It recognises that “women are the backbone of our economy and society” and it puts “high priority on the enhancement of the role and social status of Cambodian women by focusing attention on the implementation of the Gender Strategy, capacity building for women in all sectors, changing of social attitudes that discriminate against women, and ensuring the rights of women to actively and equally participate in nation building”.

The renamed Ministry of Women's Affairs (MoWA) recently completed its next Five Year Strategy (*Neary Rattanak II*) 2004-2008 which will be included in the new government's National Strategy. The Strategy for 2004 – 2008 builds on *Neary Rattanak I* and covers the same sectors though with new priorities for action. It has determined a restructuring of the Ministry to better carry out its work. Thus there will be new departments for Legal Protection, Gender Equality, and Education and there will be other areas of rationalisation to take account of changes over the past six years.

*Neary Rattanak II* incorporates the engendered targets and indicators of the CMDGs. Only Goal 1 and Goal 7 are gender blind and the Ministry is working through the UNDP/UNIFEM project, *Gender and the MDGs* in which Cambodia is one of the five global case studies, to engender Goal 1 on poverty and to do further work under Goal 6 on HIV/AIDS. Direct links have not explicitly been made to the BPfA but all the sectors in the BPfA have been covered in *Neary Rattanak II* and in additional targets and indicators such as new ones introduced by Cambodia in Goal 3 on female share of wage employment, increase women's share in politics and decision-making, and violence against women (See Annex 1).

The RGC is preparing its new National Strategic Development Policy (NSDP 2006-2010) which will “incorporate the SEDP and the NPRS and be aligned to the CMDGs”. MoWA will be

working assiduously to ensure that the advances made in gender mainstreaming will be carried forward, as well as seeking to fill the remaining gaps in engendering this major national policy.

MoWA is the principle national mechanism for coordinating gender policy development and for monitoring and reporting. The Cambodian National Council for Women (CNCW) also has a monitoring role (See Part 3). In addition, the Poverty Monitoring and Analysis Unit (PMATU) in the Ministry of Planning is charged with overall monitoring of the CMDGs and the National Poverty Reduction Strategy (NPRS).

### ***1.1 Data Analysis***

The work of MoWA with the UNDP/UNIFEM project to engender the CMDGs during their development in 2003, was carried over into the Cambodia Gender Assessment, *A Fair Share for Women*. This represents the most comprehensive evaluation of the situation of women in Cambodia to-date and was based upon all the data available at that time. During 2004-2005, new data will become public with the Socio Economic Village and Household Surveys, the Inter Censal Survey and in 2005, the Demographic and Health Survey. Although the capacity of the National Institute of Statistics to collect comprehensive and reliable data is improving all the time, neither it, the PMATU nor the MoWA have the capacity for high level analysis. Fortunately, JICA and the World Bank have projects in the Ministry to strengthen its capacity in data analysis, research and policy development.

### ***1.2 Legislation***

The MoWVA submitted a draft Law on Domestic Violence to the Council of Ministers on 14 June 2002, which was accepted. It was then passed to the National Assembly and was still being debated and amended when the second mandate of the Government came to an end and elections were called (in July 2003) (See Part 2 for more detail). An Anti Trafficking Law is being drafted by the Ministry of Justice with involvement of MoWA. The Legal Unit of the MoWA is examining the Criminal and the Civil Codes and the Marriage and Family Law in order to recommend amendments to remove gender bias.

In 2002, the Ministry of Interior appointed a high ranking woman from the National Police to head the Anti Trafficking Department. The new Royal School for Magistrates has been established and is headed by a senior woman lawyer.

A Memorandum of Understanding has been signed with Thailand to address trafficking and two others are planned with Vietnam and Malaysia. Work will continue through regional organisations to combat trafficking.

### ***1.3 Budgets to address Gender Issues***

To date, the Ministry of Education, Youth and Sport has made a significant effort to address gender issues in its budget. For example, it has tried to address retention rates in primary schools by budget allocations for extra classes for children who have or who are in danger of dropping out of school. Most of these drop-outs are girls. The results have been significant. (See Part 2) In



addition, a scholarship fund for poor children has been established with 60% of scholarships designated for girls. Much more needs to be done at lower and upper secondary levels. At tertiary level, the MoEYS has an affirmative action policy of approving 60% of eligible candidates for entrance into universities.

The Ministry of Health is training more local midwives and intends to appoint them to work in health centers and hospitals in remote areas where there are not enough services.

The World Bank is supporting MoWA with a training programme for engendering budgets. The following Ministries have been involved in the training: Economy and Finance; Education, Youth and Sports; Health; Agriculture, Forestry and Fisheries; and Rural Development as well as MoWA. It is hoped to influence budgets from a gender perspective from 2005 onwards.

The MEF has also announced that MoWA will be a pilot ministry for the introduction of budget and finance reforms including the change-over to programme budgeting.

#### ***1.4 Globalisation***

Cambodia is increasingly being integrated into the ASEAN region's trade agreements and has enjoyed preferential treatment under the Multi Fibre Agreement (MFA) and to the European and US market for garments. Cambodia was the first LDCs to gain accession to the World Trade Organisation (WTO) in 2003. However, the MFA and the preferential treatment come to an end in December 2004. It is anticipated that this will have detrimental effects on the Cambodian garment producers as they face competition from Vietnam, Bangladesh and especially China in the markets of US and EU. Up to 85% of the workers in the garment industry are young women. They are mostly from rural areas and are receiving higher than average wages (minimum wage is \$45 per month), which are often supplemented with over-time payments. These young women make significant contributions to the well-being of their rural families. In its new Five Year Strategy 2004-2008, MoWA intends to try to contribute to cushion the effects of the unemployment of these young women through training in the Women's Empowerment Centres. It will also lobby the Ministry of Labour and Vocational Training to target these young women for training programmes.

As well as the garment industry, it is expected that accession to WTO will have an impact on agriculture which is already suffering from competition from Thailand and Vietnam. Once again women and girls will be affected because they are the major producers and market traders of all agricultural, including fruit, vegetables and fish products. Given that 85 percent of women who are poor live in rural areas, increasing productivity and rural incomes for poor women farmers is clearly a priority in order to achieve the objectives of the CMDG1: Reduce poverty and hunger. The Pro-Poor Trade Sector Strategy, which represents the government's trade-related policy framework, needs to include more gender analysis, clearer strategies and indicators for women's employment and budget allocations.

### ***1.5 Partnerships with NGOs***

MoWA sponsors the Women's Forum at which ministries and NGOs with a focus on gender issues can meet. In the new mandate 2004-2008, MoWA intends to hold these meetings every quarter and more often when it comes to planning and organising International Women's Day. MoWA is represented on the GAD Network, which meets monthly. GADNet sponsors an organization called the Cambodian Men's Network, which as Men Against Violence Against Women, joins the annual Anti Violence Against Women Campaign held in November and December each year. MoWA's support for this campaign will continue in the new mandate, as will MoWA's close interactions with LICADAO on issues of violence against women and trafficking.

NGOs have played a valuable role as independent advocates and activists, providing training and undertaking important research and advocacy. Currently, 24 Cambodian and 31 international NGOs focus specifically on women's and gender issues. Many other NGOs have also organized gender training, send their staff to gender training or targeted women as beneficiaries. Human rights organizations have included women's rights in their advocacy programs and cooperated with women's organizations on issues such as domestic violence and human trafficking for sexual exploitation. NGO gender networks, (GADNet) and the NGO Forum Gender Working Group, coordinate NGOs' (and to a limited degree donors') efforts to mainstream a gender perspective.

The Cambodian Committee for Women (CAMBOW), formed on 8 May 2000, has a membership of 33 Cambodian NGOs that focus primarily on advancing the situation of women and combating trafficking of women and children. The NGO committee on CEDAW, chaired by the NGO Women for Prosperity, monitors and reports on the application of CEDAW.

Women for Prosperity has contributed significantly to the advancement of women in leadership through its training programmes for women candidates in commune and national elections and for women commune councilors after the elections.

### ***1.6 Partnership with international donors***

In varying degrees, most international donors have a policy to mainstream gender into their work, but implementation is patchy. Some donors support MoWA to address specific issues, such as the trafficking of women and children, while others promote gender mainstreaming in their projects within sector ministries – such as designing an agriculture project that equally addresses the roles and needs of, and constraints facing, women and men farmers. A few key donors recognize the need to focus on more strategic structural change and mainstreaming gender into national policy making with appropriate machinery and capacity building to support this focus. These donors include ADB, UNDP, JICA and the World Bank. However, more donor support is needed in the sectoral ministries, as with UNICEF and MoEYS, and recently with ADB and MAFF and MRD, to provide expertise and capacity building to carry gender mainstreaming into their specific policies and programs and to address the attendant budgeting, monitoring and evaluation implications. There is also a need for coordination between donors working in this area since gender is a pre-eminent cross-cutting issue.

In 2004, regular meetings have been held to establish a formalized coordination mechanism between international donors and MoWA and line ministries in the form of a Technical Working Group on Gender. Terms of Reference and a tentative membership list have been drawn up and the Group is expected to be formalized in the near future. This initiative has developed in the context of preparation for the Consultative Group meeting but it is the RGC's intention that all Technical Working Groups concern themselves more broadly with coordination and more efficient targeting and use of donor assistance.

**PART 2:        PROGRESS IN IMPLEMENTATION OF THE CRITICAL AREAS OF CONCERN OF BEIJING PLATFORM FOR ACTION AND FURTHER INITIATIVES AND ACTIONS IDENTIFIED IN 23<sup>RD</sup> SPECIAL SESSION OF GENERAL ASSEMBLY**

***2.1 Education of girls and training of women***

While primary enrolment rates for girls and boys are similar, drop out rates at secondary school remain high because of a number of reasons including inability of parents to send their girls to school, early marriage or distance to schools. Traditionally, parents do not send their girls to school when girls have to leave home and families cannot easily find secure accommodation while boys can stay in pagoda. The number of girls in tertiary level has remarkably declined.

Among adults (6.5 million of all population aged over 15), women who are illiterate still significantly out number men and the gap is highest for older women. 63.3 percent of this group is literate and semi literate (79.5 percent of males, 57 percent of females). Illiteracy rate is 32.7 percent (30.5 percent of males, 43 percent of females) (Source: MoP). Women who are illiterate are not able to contribute to the improvement of their family's economy as well as in Cambodia's development.

Considerable progress has been made in women's and girls' education by efforts of the Government. In the past five years (from 1998/1999 to 2002/2003) the numbers of children enrolled in primary, lower secondary and high secondary schools rose in both rural and remote areas.

The net enrolment rate in primary school rose to 10.6 percent and the net enrolment rate of girls increased 12.7 percent. Enrolment rates were increased approximately to 15 percent in remote areas and 2 percent in rural areas. The gap in enrolment of girls and boys in urban, rural and remote areas is between 6.52 percent and 6.56 percent.

The net enrolment rate in lower secondary school rose from 14.2 percent to 19.1 percent. The net enrolment rate in higher secondary school rose slightly from 6.4 percent to 6.7 percent. Passing rate from primary school to lower secondary school rose from 74.3 percent to 83.2 percent (8.9 percent increase), in which the passing rate of girls was 11.2 percent. Passing rate from lower secondary school to higher secondary school rose from 39.4 percent to 59.2 percent (19.8 percent increase), in which the passing rate of girls is 22.8 percent.

In remedial classes, the numbers of girls who successfully complete lower school have increased from 55.21 percent in 2001/2002 to 75 percent in 2002/2003. The numbers of girls who successfully complete higher secondary school have increased from 13.92 percent in 2001/2002 to 23.33 percent in 2002/2003 (Source: Education Conference Report, MoYES 2001/2002 and 2002/2003)

In literacy education, 4,769 classes were conducted with total of 105,033 students (70,684 were females). Among 69,519 graduates, 49,558 were females. Of the total 3,264 literacy teachers, 910 were females. In 2002/2003, 12,481 female students (35.2 percent) out of total 35,408 were in tertiary, college and technical schools (excluding pedagogy school) for short and long term

periods both in government and private schools. (Source: Education Conference Report, MoYES 2001/2002 and 2002/2003)

Women's participation in tertiary level in both government and private schools has increased from 28.81 percent (2001/2002) to 30.18 percent. In 2002, the total of female students who graduated were 1,263 (28.02 percent). Among those, 314 (24.76 percent) were granted scholarships and 949 students (29.29 percent) paid for the school fees.

The government recognizes education as one of four priority sectors (together with health, rural development and agriculture) and has increased the share of its recurrent budget allocated to education from 13.6 percent in 2000 to around one-fifth of the recurrent budget for 2005. The recurrent budget for basic education is projected to roughly double from around 180 billion *riels*<sup>1</sup> in 2001 to 377 billion *riels* by 2005. Spending on basic education is designed to remain between 70 and 78 percent of total sectoral public spending, consistent with priorities in the Education Strategic Plan. The education sector's share of non-wage costs will rise from 26 percent to 42 percent between 2001 and 2005. A key feature of the financing in the Education Strategic Plan is to increase both the volume and share of non-wage recurrent spending in order to secure a sustainable improvement in the quality of education.

MoEYS has developed new policies to encourage greater girls' participation in education. The RGC prepared the Education for All (EFA) National Plan 2003-2015 which was published in June 2003. The Education Sector Support Program involves major reforms designed around 12 priority action programs (PAPs) that aim to improve access to education for all disadvantaged groups. However, they are designed to address overall access, rather than the specific gender imbalance in access for girls.

The Ministry of Education, Youth and Sport (MoEYS) has a well-developed gender strategy, collects sex-disaggregated data and has some strategies including budget allocations to address gender disparities. These include

- More and improved school facilities including separate toilets for girls
- Dormitories for girls
- Abolition of yearly contributions from families
- Remedial classes to improve retention rates
- Scholarships for poor children especially for girls selected at the end of Grade 6

The RGC has taken the following measures to address illiteracy issues:

- Conducted supplementary classes
- Conducted non formal education at primary level
- Produced education material on "Anti trafficking in women and girls"
- Integrated life skills training in literacy classes
- Set up Community Vocational Training Centers.

To address high drop out rates of girls and illiteracy rates of women, MoWA focused on non-formal education including literacy, childcare and vocational training for women. MoWA also

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<sup>1</sup> Approximately 4000 riels to US\$1.00

promoted equal participation of girls and boys in primary and secondary schools and more female students in all levels. MoWA worked with MoEYS in the development of textbooks and with Ministry of Social Affairs, Veterans and Youth Habilitation (MSAVYR) in preparing training courses in Women in Development Centers and proposed dormitories for girls.

MoEYS established a gender mainstreaming committee consisting of 13 members: Secretaries of State, Under Secretaries of State, General Directors, Directors and Deputy Directors, gender working group, gender trainers, gender secretariat and gender focal points from the Departments and Offices of Education, Youth and Sports at provincial, district and commune levels.

The Gender Working Group developed and disseminated a gender mainstreaming strategy 2002-2006 for national and provincial levels and developed a gender education policy to ensure gender equality and equity in education.

## ***2.2 Violence against women***

A draft law on domestic violence was accepted by the Council of Ministers on 14 June 2002 and submitted to the second mandate National Assembly in July 2003. There have been several unsuccessful attempts to pass it through the parliament because it was considered that the adoption of the law was like a social revolution. A number of amendments were proposed. A number of concerns were raised including the scope of the draft law relating to psychological abuse, marital rape and requests were made for the inclusion of recommendations that the law should support mediation before consideration of punishment.

MoWA has received support from the Government of Germany through GTZ project for the preparation of a National Outreach Action Plan after the law's adoption by the National Assembly and Senate. The National Outreach Action Plan will include the dissemination of information about the law, training for officials in charge under the law and social workers, help and support for victims, and public awareness raising about domestic violence as a social issue which needs intervention from all.

## ***2.3 Health***

Maternal and infant mortality rates in Cambodia are among the highest in the region with MMR being 437 per 100 000 live births and IMR being 95 per 1000 live births. The total fertility rate in 2002 was four children per woman although it has been declining over the past ten years. There is an unmet demand for contraception with 33% of women saying they want to limit or space their children. Only 24% of women use any contraceptive methods and only 19% use modern methods (DHS 2000).

Life expectancy of women in 1998 was 58 years. The 2002 DHS analysed women's nutritional status, looking at micronutrient intake and overall malnutrition. According to a measure of body mass and the percentage of women stunted and/or suffering from iron-deficiency anaemia, a significant proportion of women are malnourished.

Furthermore, stunting and wasting of children are serious problems. Concentrated and sustained efforts are needed to address breast-feeding practices and women's knowledge of the nutritional value of commonly available foods and nutritional intake.

The Ministry of Health (MoH) developed a number of policies, which requires supports and commitment to ensure safe motherhood including plans to increase the number of trained midwives and outreach services from the district health centres in order better to meet the needs of the community. In addition, there are other policies focusing on reducing infant mortality rate and improving healthy living for children such as the implementation of birth-spacing, better nutrition, and hygiene programmes. Improved nutrition status of children and short or long term improved economic situation including a decrease in the expenses on health care contributed to greater access to education, intelligent development as well as reproductive health.

MoWA, in cooperation with the MoH and with support from UNFPA, established volunteers in a number of provinces. The volunteers helped in disseminating information and education related to reproductive health and in referring women to service centers.

#### ***2.4 Rural Women and the economy***

Of the total population, 85% are to be found in rural areas. Despite the importance of agriculture and rural development for poverty reduction and broad-based growth, until 2004, government allocations to these sectors remain relatively small. Agriculture and rural development are two of the four priority sectors in the NPRS and SEDPII. The national budget allocation in 2002 for agriculture and rural development was 4 percent, while education and health were allocated 18 and 11 percent, respectively (NPRS, p.134). In its third mandate, the RGC intends to give agriculture a much higher priority.

The Ministry of Agriculture, Fisheries and Forestry (MAFF) and the Ministry of Rural Development (MRD) are the ministries that are most directly involved in the development of agriculture and the rural economy. Several other ministries also play a major role: the Ministry of Commerce (MoC), the Ministry of the Environment (MoE), the Ministry of Water Resources and Meteorology (MoWRM), the Ministry of Women's Affairs (MoWA) and the Ministry of Land Management, Urban Planning and Construction (MLMUPC).

The MoC plays a critical role as the driver of the Pro-Poor Trade Sector Strategy, which is focusing on agri-business and agro-processing as potential growth areas. The institutions and mechanisms that support the agricultural sector, such as extension programs, face severe financial constraints, including very low staff salaries and weak accountability mechanisms (similar to all departments of the civil service). As a result, they lack skilled staff and experience high rates of absenteeism, especially in rural areas – precisely where they are most needed. Implementation activities are limited to those supported by specific development projects.

A number of projects within MAFF have integrated a gender component – with many successes. Examples include:

*National Rice Integrated Pest Management Project*: Forty-four percent of the 4,137 farmers trained were women. This high rate of success was due to the scheduling of training at times that were convenient for female farmers, recruiting female trainers, providing gender awareness training to all trainers and making special efforts to encourage women to participate.

*Agriculture Quality Improvement Project (AQIP-AusAID)*: This project developed a gender and development policy and strategies which require that gender be taken into consideration in all phases of the project cycle, and that attention be paid to ensuring that both men and women are involved at all levels in the planning, implementation and evaluation of project activities as well as in decision-making bodies, associations and working groups.

*Cambodia-Australia Agricultural Extension Project (CAAEP-AusAID)*: The percentage of female extension workers increased to 18 percent in target districts and special initiatives were introduced to accommodate the low literacy levels of female farmers. Fifteen percent of farmers contacted by extension workers were women.

*Agriculture Productivity Improvement Project (APIP-World Bank)*: Approximately 41 percent of participants in on- and off-farm farmer trials, farmer training and demonstrations have been women. Ninety percent of the female staff have received some training.

*Women in Irrigation, Nutrition and Health Project (WIN-FAO)*: Training was provided to 239 farmers in homestead production (home gardening, cash crop production, livestock raising and water management); 187 of these farmers were women (78 percent); 188 farmers (80 percent women) were trained in integrated pest management (IPM) in vegetable growing and 150 farmers (59 percent women) in IPM in rice cultivation. WIN also facilitated the formation of 10 farmer groups headed by women; 15 farmer water-user communities (5 headed by women); and 16 farmer water-user groups (15 headed by women). Project participants at all levels participated in gender training.

MAFF project counterparts have been trained in gender within the context of individual projects (including two gender focal points trained by MoWVA). MAFF's growing awareness of and commitment to gender mainstreaming is reflected in the targets set in the NPRS. In addition, MAFF has recently established a gender working group which has the potential to play a lead role in coordinating gender related activities within MAFF, organizing opportunities for sharing experiences between projects and supporting institutional learning on gender in agricultural development. However, the members presently have limited understanding of gender concepts or skills in gender analysis. ADB's forthcoming loan for the Agriculture Sector Development Programme (ASDP) will include support for strengthening the capacity of the MAFF gender working group and the development and implementation of a gender mainstreaming strategy.

The ASDP will also include several measures to promote gender mainstreaming in the agricultural sector:

- Under the five-year loan, the Government will establish a formal career track for agricultural graduates who are accepted into the MAFF civil service. The career track will start with a minimum of three years' employment at the district level. As an



incentive to graduates, the loan will provide a supplement to the government salary for 60 positions, half of which must be filled with women.

- ❑ The project will provide extension and credit to farmers' groups in four provinces, requiring that these groups include equal numbers of men and women farmers. Gender training will be provided for staff and farmers.
- ❑ MoWA will be a member of the secretariat; the Provincial Departments of Women's Affairs (PDWA), where this program will be implemented, will be part of the task force for agro-enterprise development, and agro-enterprise support services will be established within WID Centers.

In parallel, MRD has also adopted several initiatives to integrate gender into their programs. MRD is responsible for supporting Village Development Committees (VDCs) which are required to have at least 40 percent of their members be women. Also, the Ministry's draft Water and Sanitation Policy and Strategy emphasizes the importance of addressing women's as well as men's needs, and ensures that women are the majority members on the village water committee.

Gender-responsive targets and indicators for agriculture and rural development included in the National Poverty Reduction Strategy 2003-2005 include in the sections on:

- ❑ *Promoting Agricultural Development*, specific quantitative targets regarding women's participation in agricultural services. These provide for the inclusion of 30-50 percent women in training of agricultural extension and animal health workers, and in training courses on agricultural mechanization, soil fertility management and conservation, safe pesticide use, IPM, agricultural production and agri-businesses, vegetable production and home gardening, and agrofood processing.
- ❑ *Private Sector Development* recommends that agricultural extension targeting farm production workers and market vendors should include gender-specific extension programs focusing on women as the dominant players in traditional rice farming, fishing (i.e. post-catch production and marketing) and market vendors.
- ❑ *Decentralization and Improving Local Governance* recommends establishing pilot agricultural cooperatives to promote stable food stocks and pricing in VDCs, and that 45 percent of the members should be women.
- ❑ *Ensuring Food Security* has the strategic objective of enhancing food security for all, especially poor women and children, and that the Special Program on Food Security ensure that women should constitute 50 percent of the beneficiaries from these programs, constitute 40 percent of the farmers trained in the farmer field schools, and 50 percent of the farmers benefiting from the small livestock raising program.
- ❑ Road and Transport Development targets 45 percent women as beneficiaries in employment generated from road construction.
- ❑ Improving Access to Land, Water Resource Management and Irrigation Development and Safe Water and Sanitation do not include any reference to women or gender.

The section on Promoting Gender Equity includes the following:

- ❑ Ensure equal access rights of women to economic resources
- ❑ Equal opportunities and equitable participation in national decision-making, development planning and poverty reduction processes

- ❑ Create alternative livelihood opportunities and enhance capacity of women entrepreneurs and workers
- ❑ Increase women's access to land
- ❑ Provide training programs for micro and small-scale enterprises
- ❑ Organize farmers' associations with women as 50 percent of the membership
- ❑ Support mechanisms for women in trade unions and business.

In addition, MoWA has several programmes and projects to enhance women's capacity to establish micro, small and medium enterprises to add value to agricultural production and to develop other income generating work to enhance family incomes. Its initiative to convert its WID Centers into Women's Empowerment Centers (WEC) will help women, especially poor rural women, enhance their skills, learn how to develop businesses, access credit, and do market research, as well as learn additional life skills and literacy. Existing programmes in food preservation and marketing, improved post harvest technology, and for women vendors are on-going. Recent research in Cambodia has shown that women contribute more than half of household income and women spend a higher share of their earnings than men on the family particularly on children (IFAD, 2003).

### ***2.5 Women in decision making***

When the new Government appointments are completed, including local officials from governors down to village chiefs, MoWA will be able to up-date the current figures that are based on 1999 data. However, it seems that at the level of the elected representatives in the National Assembly, there has been an increase in women's representation from 12% to just over 16%. The number of women ministers (two) in the Cabinet remains the same.

MoWA is addressing the needs of women civil servants in a systematic way. In October 2001 discussion groups were held with women and men in the civil service and in May 2003, it conducted the first comprehensive consultation with more than 100 women civil servants. The findings were

- Men occupy key decision-making positions. Men at senior levels do not want to address gender issues and do not understand the meaning of the concept.
- Opportunities for promotion are not equitable between women and men due to the perception that women's capacity is always weaker, even when they have the same education levels as their male colleagues
- Women feel discriminated against, lacking in support and responsibilities, particularly in access to training, provincial and overseas missions and other key opportunities
- Men in the civil service receive additional benefits for an unemployed spouse but women do not
- Women have a double burden of housework and professional work, which puts them at a disadvantage in terms of available time

...and the following recommendations:

- Increase the number of women on the promotion assessment committees
- Establish a quota for recruiting and promoting women and equity in selection and promotion.

- Council for Administrative Reform (CAR) should strengthen the position of women in all ministries, ensure transparency and equity in the administration reform process and revise all public function documents (including recruitment, salary and promotion policies) to correct gender bias.
- Increase gender awareness among senior policy makers and include them in key gender related meetings.
- Establish a budget for gender promotion and monitoring activities.
- Establish a paternity leave policy for men and encourage men to share household responsibilities.
- Increase women's access to training and educational opportunities to close the "qualifications gap".

To meet the women's needs for specific capacity building MoWA has arranged an on-going series of training programmes on Leadership and Management for senior and middle ranking women civil servants. These programmes are conducted by a national training NGO in close cooperation with a UNDP project in MoWA. The training has proved very successful in increasing women's management skills and confidence to speak in ministerial meetings and conferences. There is now an Alumni Association of 100 members, which meets once a quarter to gain more skills, share experiences and maintain the network, which has been established. A total of 15 of these participants (and seven NGO representatives) who have sufficient command of English, have been sent to the Philippines to participate in the CAPWIP courses on *Making Governance Gender Responsive* and to meet with their Philippine counterparts and NGOs for Round Table discussions and exchange of views. All these women are now well prepared to take an active part in the new Management and Professional development Programmes which will be offered by the Council for Administrative Reform (CAR) starting later in 2004.

## **PART 3. INSTITUTIONAL DEVELOPMENT**

### ***3.1 National mechanisms for promotion of gender equality and empowerment of women***

#### ***a. Ministry of Women's Affairs***

The Ministry of Women's Affairs (MoWA) is the national machinery for promoting the role and status of women in Cambodia. After the general election of 1993, a new Secretariat of State for Women's Affairs assumed many of the functions of the pre existing women's associations at the national, provincial and district levels. The Secretariat was elevated to ministry status in 1996 and a minister was appointed. The ministerial mandate was expanded to include veterans' affairs in 1998 and in July 2004 it again became the Ministry of Women's Affairs. There are provincial departments of Women's Affairs in each of the 24 provinces. The Ministry has a staff of around 250 based in Phnom Penh and around 1000 in the 24 provinces though these figures will decrease when the staff working on veterans' affairs are transferred to another ministry.

In 1999, the MoWVA began developing a five-year strategic plan, called *Neary Rattanak* ("Women are Precious Gems") 2001-2005. This Strategy was based on the Beijing Platform for Action (BPfA) and identified five priority areas: gender mainstreaming, health, education, economic empowerment, legal protection, management and capacity building, and women in decision making. The main focus was strengthening the capacity of and support for policy development in priority line ministries, which included MAFF, MRD, MoEYS and MoH, to process gender mainstreaming in their respective sectors. Staff from the MoWVA regularly conducted gender-related training programmes in line ministries and in provincial departments.

With the formation of the new Government in July 2004, MoWA is no longer responsible for Veterans' Affairs and has formulated a new structure to better accommodate its priorities for 2004-2008. It has also formulated a new Strategy *Neary Rattanak II*. Building on *Neary Rattanak I*, it will give increased attention to gender equity issues and gender mainstreaming, legal protection and legal reform from a gender perspective, certain education issues including dormitories for girls, literacy and non formal skills, including small enterprise business related skills. It will be involved in developing a national policy for youth and in a campaign to strengthen national integrity, ethics and social values. MoWA will also chair the new Technical Working Group on Gender. An Action Plan for the Ministry's work under the new Strategy will be developed and also a National Gender Mainstreaming Action Plan. Drafting is well advanced and further work will be based on the Cambodia Gender Assessment: *A Fair Share for Women* and will incorporate the recommendations from the assessment. The associated Policy Briefs will be tools for advocacy.

#### ***a1. Gender Focal Points***

The MoWA is represented in inter ministerial committees and is particularly active on poverty reduction, education and health. While there is a reasonably high level of awareness within the Government of the need to address gender issues, there is little capacity to put this into practice. In order to address this, the MoWVA established a system of gender focal points in ten line ministries in 2000: the ministries of Agriculture, Forestry and Fisheries; Planning; Tourism; Justice (MoJ); Health; Information; Social Affairs, Labor and Youth Rehabilitation; Education, Youth and Sport; and Interior. These are at various levels, some as high as deputy general

director, others at a lower level without decision-making authority or technical expertise. Many of the gender focal points do not have strong endorsement and support at the management level within their own ministries. They have been expected to function as individuals without ministry-wide support or a budget. As a result, they lack the necessary leverage to effectively mainstream gender into their ministries policies and programs. The exceptions to this assessment are the MoEYS and, more recently, the MAFF and MRD. The MoEYS is the only ministry to have a formal gender-mainstreaming strategy and a gender mainstreaming committee chaired at the level of secretary of state. MAFF and MRD have committees and are seeking TA to develop strategies. Reproductive health/gender focal points have been established and trained in 8 ministries, as well as in certain NGOs.

MoWA has a training team that works with civil servants and commune councillors, particularly in provinces, under the Seila program. Other projects have included national training on Engendering the Statistical System in Cambodia for 16 ministries and agencies, in the context of identifying and filling data gaps for monitoring and reporting on the MDGs and the NPRS.

MoWA provides some direct services in legal literacy, advocacy on reproductive health, micro credit, income generation, value adding to agricultural production, non formal skills training and literacy, and anti-trafficking issues. The MoWA continues to implement a variety of these service activities for several reasons: to test new approaches to service delivery, with the intention that successful approaches will be scaled up later by the line ministries; to obtain funding for field visits, which are crucial for maintaining an understanding of the issues faced by poor women and men; and as practical training for their largely inexperienced staff.

#### **a2. Budget and donor support.**

MoWVA budget represented 0.39% of GDP in 2003 and the government is committed to increase it to 0.50% by 2007. In 2003, MoWVA received from the national budget approximately USD 16.5 million, 12% of which was spent at national level and the rest went to the Provincial Departments of Women's and Veterans' Affairs. Although this sum has steadily increased over the past five years, it is only enough to cover veterans' pensions (95% of total budget), salaries and running costs. Thus MoWA has to rely on donor funding for its programmes. Donor funds amounted to USD 3.4 million in 2003 which is a little above the annual average for the years 2002-2005. Although the budget of the MoWA is modest compared to other ministries, it has increased tenfold between 1999 and 2003.

The MoWA, at the senior management level, is frequently consulted by donors at the formulation stage of new project proposals. This provides an excellent opportunity to highlight the importance of addressing gender issues. The MoWA advocated for gender to be included in the World Bank's Integrated Fiduciary Assessment and Public Expenditure Review resulting in a chapter devoted to gender. It was also consulted about, and staff have been involved in, agricultural livelihood projects, such as AusAID's Agricultural Quality Improvement Project and the recently started IFAD project in two provinces.

By chairing the Technical Working Group on Gender and by that Group's members also being members of other Technical Working Groups (TWGs), the work of influencing donor strategies and of mainstreaming gender in government policies and programmes should be strengthened.

### ***b. Cambodian National Council for Women***

The Cambodian National Council for Women (CNCW) was established by Royal Decree 0201/036 dated 14 February 2001. As an inter ministerial body of 14 ministries represented at the level of secretary of state, and two related institutions. It is tasked with advocacy, monitoring and evaluation of the laws, regulations and policies of the Government from a gender perspective and monitoring compliance with international Conventions. It is thus responsible for promotion of the status of women in Cambodia and for reporting to the United Nations on the CEDAW. Three national NGOs have observer status on CNCW. It has the responsibility to advise and monitor the status of women with particular reference to CEDAW. It is responsible for writing the national report on CEDAW. The Initial, Second and Third Report was delivered in the end of January 2004. Since then, CNCW has conducted seminars and developed promotional materials and travelled to 13 provinces and will do it in all 24 provinces in Cambodia in 2005 disseminating information about CEDAW and monitoring the implementation of the law on Anti Trafficking in 24 provinces despite the funds for the implementation is not enough.

Given its senior level representation from 14 ministries, the CNCW has the potential to influence the development and implementation of gender-responsive policies and programs within these ministries. The functions of the MoWA and CNCW overlap and need to be clarified by an amendment to the Royal Decree 0201/036 dated 14 February 2001 on the establishment of CNCW.

### ***3.2 National Policies influenced by MoWA***

***a. Second Socio Economic Development Plan II 2001-2005*** acknowledges, as a result of MoWVA's advocacy, gender disparities in access to social services such as health and education despite women's significant contribution to the economy: Cambodia has one of the highest female labour force participation rates in the region at 73.5% of women over 15 years of age. SEDPII therefore states that its "overall thrust is to build the capacity of the Government to mainstream gender in all its national policies and programs and to increase public awareness of gender concerns" (p.48).

In an attempt to mainstream gender issues in SEDP II, MoWVA officials met with line ministries, provided written inputs and participated in public consultations. Despite these efforts, there was little coverage of gender in the action plan of the final SEDP II document. While gender was well integrated throughout the diagnostic section, the links between the gender analysis and the sectoral interventions were sometimes weak, and the gender analysis was not always used to define strategies and outline actions. However the lessons learned were applied with more success in the next policy development.

***b. Governance Action Plan (GAP)*** adopted in 2001, included gender equity as one of its five cross-cutting areas after lobbying by MoWVA, NGOS and donors. The GAP identifies four very broad gender-equity objectives: 1) to implement and coordinate programs to promote the rights of women and children; 2) to influence various reform programs so that they can fully take into account the particular needs of women and children; 3) to recognize women's contribution as full-fledged members of society; and 4) to invest in promoting the leadership role of women. The

GAP identified two “expected” results: “reduced discrimination and improved participation by women in the affairs of the State and in economic activities would further the country’s socio-economic development” and “reducing birth-related mortality rates and illiteracy would directly contribute to alleviating poverty”. When all the appointments in the new government are finalised, MoWA will be able to assess if there has been progress in the participation of women in decision-making. Unfortunately maternal mortality rates are still high at 437 deaths per 100 000 live births and women’s nutritional status is poor. In 1998, women’s life expectancy was 58 years. Girls are increasingly participating in primary school education (84%), but this rate declines steeply at secondary level (16%). The female adult literacy rate in 1998 was 41%.

*c. The National Poverty Reduction Strategy (NPRS)* was formulated in 2001-2002.

In early 2002, MoWVA and representatives from line ministries and NGOs participated in an East Asia-wide regional workshop on Gender and PRSPs. During this workshop, the delegation prepared the PRSP Gender Action Plan, which included components to:

- ❑ Review progress made in integrating gender into the SEDPII and the IPRSP.
- ❑ Take steps to build the capacity of MoWVA staff and NPRS core teams in line ministries to understand gender issues in the context of poverty reduction.
- ❑ Ensure civil society inputs into the NPRS were coordinated and address gender issues.
- ❑ Ensure that the participation process conducted by the Ministry of Planning, line ministries and NGOs were gender inclusive and that the voices of poor women and men were heard
- ❑ Promote awareness of gender issues in poverty reduction to key decision makers at the grassroots level
- ❑ Develop approaches to strengthen MoWVA’s capacity to engender monitoring and evaluation systems and develop gender-responsive budgets (in the medium to long term).

A series of opportunities for gender mainstreaming was built into the PRSP process, and attention to gender issues improved considerably. MoWVA and gender advocates within civil society contributed to the PRSP process by participating in the various working groups and expressed satisfaction with the efforts of some ministries and their treatment of gender. Time ran out on the comprehensive development of the policy action matrix, which should have included a more complete set of targets and indicators. However, as an iterative document, it was expected that further gender indicators and targets could be included in the next version and this will be greatly assisted by the work done on the CMDGs.

Despite these gaps, many of MoWVA’s recommendations were addressed in the narrative of the PRSP. A section on gender was included (though in some places reworded from the text provided by MoWVA). The education, agriculture and rural development sector strategies addressed gender issues and included some gender responsive action and/or indicators. However, gender was not mentioned in other priority areas such as land, legal reform and governance, macro-economic policy or public resource management (budget and revenue). Despite this limited success, MoWA was aware that future policy work could be used to address the deficiencies.

Women were under-represented in the provincial PRSP consultations organized by the Ministry of Planning. However, the NGO Women for Prosperity, in collaboration with MoWVA,

conducted village-based consultations with poor women in six provinces/municipalities. Recommendations from these consultations were presented to and discussed with the PRSP priority-sector ministries.

The PRSP policy action matrix included measures to:

- ❑ Mainstream gender issues in all government departments, especially health
- ❑ Promote gender research and analysis for policy development
- ❑ Conduct education and training programs in gender analysis, budgeting, planning, implementation, monitoring and evaluation for MoWVA, MAFF, MoH, MoEYS, MRD, MoJ, MND, and MoI
- ❑ Develop a core group of at least 20 key people in MoWVA and ten in each of the five line ministries to ensure that gender mainstreaming was practiced
- ❑ Line ministries should address gender disparities in their budgets
- ❑ Ensure women's and girls' legal protection and community awareness of gender issues
- ❑ Develop new laws such as the Domestic Violence Law, ensure the anti-trafficking law is passed, amend gender biased laws and provide training to judiciary and law enforcement agencies
- ❑ Ensure equal access rights of women (and veterans) to economic resources and opportunities, and their equitable participation in national decision-making, development planning and poverty reduction process
- ❑ Create alternative livelihood opportunities and enhance the capacity of women entrepreneurs and workers
- ❑ Increase women's access to land
- ❑ Help women establish micro and small enterprise credit schemes and provide training
- ❑ Organize farmers' associations with 50 percent women membership
- ❑ Initiate and support leadership programs for women in the political sphere, trade unions and the civil service.

The first Annual Progress Report has not been completed. Because the current NPRS is too broad and lacks prioritization, strategies and costing, the Annual Progress Report is intended to remedy these weaknesses.

***d. The Millennium Development Goals*** adaptation to the Cambodian context was the major work in 2003. MoWVA received funds from UNDP and UNIFEM through a SPPD grant to engender the CMDGs. This provided two technical officers dedicated exclusively to this task. They conducted extensive analysis of existing data, as well as gathering new qualitative data. MoWVA participated actively and organized the public consultations and working groups. Targets and indicators were developed which greatly advanced those in the NPRS. Additional indicators were included in Goal 2 on basis education and in Goal 3 on post basic education, participation in decision-making and on violence against women. (See Annex for details) At the same time, Goal 1 and Goal 7 failed to reflect the gender dimensions in poverty and the environment.

The extensive and widespread consultation and advisory process undertaken during this work contributed to raising the profile of gender issues among donors, government agencies and NGOs involved in the MDG localization initiative, as well as within PMATU.



*e. A Fair Share for Women: Cambodia Gender Assessment (CGA)* was greatly enhanced by the work done to engender the CMDGs. This report represents a body of research on a range of gender issues. On the quantitative side, it was largely secondary research (which demonstrated the existing lack of gender analysis), though some qualitative work was also carried out. The work was sponsored by the World Bank, ADB, UNDP, UNIFEM and the British Department for International Development (DFID), in collaboration with the MoWA. In turn, the research formed the basis of nine *Policy Briefs* which will be launched by the new Government and will be part of the Action Plan for the MoWA Gender Mainstreaming Strategy 2004-2008.

*f.* Late in 2004, work will begin on a single *National Strategic Development Plan 2006-2010* which will incorporate SEDP and the NPRS and be aligned with the CMDGs. This will provide a further opportunity to mainstream gender in this important policy document.

*g.* In August 2003, MoWVA was invited to be the fifth of six priority ministries under the *Medium Term Expenditure Framework (MTEF)*, joining Agriculture, Rural Development, Education, Health and Justice. This was recognition at a national level of the high profile and effective working of MoWVA on behalf of women in Cambodia and of ADB policies with regard to gender. This position will allow MoWA access to ADB loan funds. MoWVA prepared a series of initiatives, which were accepted by MEF for funding under ADB loans for 2005-07. The initiatives included dormitories for lower secondary school girls; conversion of WID Centres to Women's Development Centres (or one-stop-shops for training and assistance for micro and small business development); health and nutrition programmes; development of the current Ministry-run micro credit schemes to a stage where they can be converted into Micro Finance Institutions; and computerisation of provincial departments and linkages with the Ministry.

*h. The National Population Policy* which was adopted by the Government in August 2003 recognises gender as a cross-cutting issue, as well as having as one of its objectives "to promote gender equality and equity and enhance human resource development". MoWA will soon receive new funds from UNFPA to continue to be a participant in reproductive health promotion and related activities. This Policy has been incorporated into the *Rectangular Strategy* of the RGC.

### ***3.3 Monitoring and evaluation***

Monitoring and evaluation are the responsibility of all ministries and projects. Since gender is a cross-cutting issues, MoWA has a particular responsibility in this area and across all sectors. The Poverty Monitoring and Analysis Technical Unit (PMATU) in the Ministry of Planning has the responsibility for monitoring the NPRS. It is staffed by seven national consultants, two of whom were women. Capacity to do this work is a serious weakness across government. There are three projects in MoWA which have major or some responsibility for developing this capacity. They are supported by JICA, UNDP and the World Bank. It is too early in their work to assess how successful they are. It should also be noted that new data is only now becoming available on which evaluation of progress in government policies and programmes can be made. These include the Socio Economic Household and Village Surveys (including the first time use survey), the Inter Censal Survey and in 2005, the Demographic and Health Survey (DHS).

### ***3.4 Budget planning and allocation***

Two of the most strategic entry points for mainstreaming gender relate to engendering the national statistical system and promoting gender-responsive budgeting processes. Many institutions are responsible for various aspects of strategy development, program planning, budgeting, and monitoring budget execution and outcomes. There is not yet any mechanism to ensure that relevant gender issues are incorporated into the national budget process, or if identified in planning, are appropriately funded. This would require agreement at the most senior levels to establish and support an inter-ministerial working group to monitor ministerial budgets from a gender perspective. MoWA supported by a new World Bank project is laying the groundwork for this development, and training with MoWA and key line ministries as begun.

It is difficult to form a clear picture of the gender dimensions in public-service provision. Information problems arise at two levels:

- First, line-item budgeting makes it difficult to identify how much is spent on any particular program (though the move towards programme budgeting under the MTEF will help to address this issue); and
- Second, because target groups are not sex-disaggregated, data on the beneficiaries served by particular programs are either not collected or are not readily available in a useable format. As a result, it is difficult to identify the number, poverty status or sex of beneficiaries and to assess the efficiency and impact of service delivery. An exception is the education sector, which maintains a parallel, programme-oriented budget

### ***3.5 National statistical surveys***

MoWVA contributed extensive comments to the Inter Censal Survey 2004 and the CSES 2004 on the gender dimension of the survey instruments, with a particular focus on sex-disaggregated data collection, as well as a new component on time use that was added as a result of the Ministry's advocacy.

### ***3.6 Types of resistance during the process and strategies to counter the resistance***

Resistance to gender mainstreaming is encountered at both the policy making stage and at the implementation stage. Efforts to engender the CMDGs met some resistance in the development stage particularly for CMDGs 1 and 7. (As noted above, MoWVA was not involved in the development of Goal 8 or 9.) In these cases, the reasons were assessed to be more a lack of awareness than deliberate efforts to exclude gender issues. This deficit applied equally to the donors supporting the process as to the staff of the ministries involved, despite the efforts of MoWVA and the UNIFEM gender team of researchers to influence their thinking.

The process itself was also a contributing factor. Consultation was carried out conscientiously in the early stages but it is by nature a time-consuming process. MoWVA and the UNIFEM team thought they had convinced the responsible task force national consultants and the FAO consultants. Ultimately, with deadlines looming, the consultative process ended and there was no more time or space to renegotiate - remembering that any changes suggested to the Task Force had to be reconsidered by the relevant ministries. In addition, technical officers in the ministries

are not necessarily the final decision-makers and it was not always easy to identify who these were. However these were lessons learned.

To achieve the CMDGs including the gender targets, involvement of parliamentarians is required. This is especially the case to achieve the targets related to violence against women. The draft law met resistance in the National Assembly suggesting that much more effective advocacy needs to be undertaken by MoWA.

It should be noted that late in 2004 and until September 2005, work will be undertaken on the National Strategic Development Plan 2006-2010. The RGC intends that this policy will incorporate the SEDP and the NPRS into one strategic document aligned with the CMDGs. It will be developed under the Government's *Rectangular Strategy for Growth, Employment, Equity and Efficiency* as well as the comprehensive policy of the new government which will be launched in September 2004 and include the strategy of MoWA, as well as all other ministries.

## **PART 4: MAIN CHALLENGES AND ACTIONS TO ADDRESS THEM**

It will be obvious that the areas identified by the BPfA in 1995 require further action. This should not come as a surprise. In 1995, Cambodia had not yet established peace and security throughout the land and did not completely do so until 1998. Moreover, sectors such as education, health and HIV/AIDS, violence against women and legal reform, as well as getting more women into decision-making positions cannot be achieved in such a short period of time. What is important is that steady and perceptible progress is made and that targets are realizable.

In addition to these on-going issues, the following challenges will be met in the next five years:

### ***4.1 National Strategic Development Plan 2005-2010***

Having made significant progress in engendering national policies in the past four years, the Ministry will play an active role in the development of the *National Strategic Development Plan 2005-2010*. It will be important to ensure that progress made to-date is not lost and that existing gaps are filled.

### ***4.2 National Strategy and Action Plan for Gender Mainstreaming (GM)***

Important work for the MoWA will be to develop a comprehensive *National Strategy and Action Plan for Gender Mainstreaming*. Since considerable work has already been done, and the Policy Briefs resulting from *A Fair Share for Women* have been produced, the target for this development is the end of 2004. MoWA's new Five Year Strategy re-emphasizes its role as a catalyst and places the responsibility for gender mainstreaming squarely with the line ministries. Despite the training done in various sectors in line ministries and agencies, eg. Education, Reproductive Health, HIV/AIDS, decentralisation, it is clear that each ministry must develop their own GM strategies under the leadership of their own senior management. Interventions from "outside" and single (lonely) gender focal points are not able to achieve this goal. Gender Sub Committees are stronger than individual gender focal points especially if chaired at a senior level.

### ***4.3 Technical Working Group on Gender (TWGG)***

In 2004, in the context of the Consultative Group, the Royal Government of Cambodia has determined that the Technical Working Groups will be broadened and that their work on coordination will be carried on throughout the year (not simply before CG meetings). As Chair of the new *TWGG*, the Ministry of Women's Affairs has an important new role and one which will be of great assistance not only in mainstreaming gender in government and in donor programmes, but also in mobilising and focusing resources to ensure they are used most efficiently.

### ***4.4 National budget and gender budget allocations***

The national budget is sufficient to cover civil servants salaries (at a generally very low level) and running costs of ministries. This results in civil servants seeking additional employment

outside of the bureaucracy, absenteeism and low morale. It is also an invitation to corruption. In addition, when the civil service cannot attract or hold well-qualified nationals, it remains highly dependent in international technical assistance. Public Sector Financial Reform is a commitment of the Government for implementation in this term of office (*Rectangular Strategy*).

For programme implementation, there is a high dependence on donor funds, both grants and especially loans. Thus, for the whole of government, there is a need for financial reform, both fiscal and budgetary reform (MTEF 2004).

#### ***4.5 Statistics***

Although very considerable advances have been made in techniques and skills of enumerators for collecting statistics, the National Institute of Statistics believes that it still lacks analytical skills. Several donor projects, including in MoWA, are addressing this challenge.

#### ***4.6 Greater political and administrative will***

While there is excellent endorsement by the Government at the most senior level, greater commitment is needed from decision makers in ministries to implement the nationally endorsed policy of gender equality. More skilful advocacy on the part of MoWA and NGOs is needed, as well as building a ground swell in civil society.

#### ***4.7 Lack of understanding of gender and gender mainstreaming by implementers***

Assumptions exist that gender issues are extra work and are not seen as an integral part of policy making. There is also an assumption that gender = women and is therefore MoWA's area of responsibility. The new HRD policy and training programmes initiated by the Council for Administrative Reform (CAR) must be engendered and MoWA will advocate for this development.

#### ***4.8 Traditional attitudes and belief systems***

Significant cultural changes are taking place resulting from globalisation, economic forces including poverty, and social disruption caused first by wars and, then and now, by internal and international migration. Yet there are still entrenched beliefs that women's role is in the domestic sphere. The reality is far different but is not necessarily part of the consciousness of either men or women. The belief that men are the heads of families and have the right to discipline women and children with violence is widely held. MoWA will be working with other ministries to articulate and promote social values that make it clear that this behaviour, and other behaviour offensive to women and human rights, cannot be tolerated.

#### ***4.9 Reliance on private sector for development and service provision***

To date, the assumption underlying low public investment in agriculture is that the private sector will invest for the purposes of boosting exports. However, this is problematic. It is doubtful that the private sector is able or willing to provide the economic public goods necessary for

sustainable and broad-based rural development. It is even more doubtful that the private sector would place primacy on the mutually reinforcing goals of poverty reduction and gender equality, which will not automatically follow any market-driven economic structure. On the other hand, support for the development of micro and of Small and Medium Enterprises (SMEs) is much more likely to benefit women who are already the major participants in this sector of the economy. SMEs are the focus in the *Rectangular Strategy* July 2004.

As well, increases in the supply of social services may not have the desired results if people are still too poor to be able to take advantage of them. A shortfall in investments in rural livelihoods will affect the returns to investments in social sectors, such as health and education. However, efforts to increase rural incomes will result in increasing demand for social services, which will result in more positive health and educational outcomes for the poor. This is particularly true for women and girls whose demand for social services is more price sensitive (inelastic) than for men and boys (Beresford et al., 2003).

Space for the private sector to provide secondary and tertiary education has greatly increased its provision and the participation of girls. However, because of the fees involved, this is benefiting a small fraction of the population who are the richest. The same is true in the health sector.

#### ***4.10 Challenge of the population structure***

The population is not only growing very quickly, it is also very young: 44.8% is under 20, 64.4% is under 25 and 71.9% is under 30 years of age (NIS-CPS 2003 First Revision – Population Projections for Cambodia 1998-2020). These figures have enormous implications for the provision of services especially in health and education, and in generating employment. Social dysfunction is already being seen in robberies, drug use and violence especially against women and children. These social problems are not confined to the urban areas. There is significant rural-urban migration and homelessness including for women and girls.

Cambodia needs to develop a Youth Policy and MoWA will work with MoEYS, and the Ministries of Social Affairs, Veterans and Youth Rehabilitation (MoSAVYR), and Labour and Vocational Training (MoLVT), as well as NGOs, to develop such a policy in this new mandate.

### **Conclusion**

#### ***Gender mainstreaming***

Gender mainstreaming must be the responsibility of all line ministries and this has been the message MoWA consistently advocates. Step by step processes and persistence is needed but advances can be achieved with good strategies.

#### ***Advocacy***

MoWA has learned much from its work in engendering national policies over the past four years. Since its core function is to advocate for gender equality and influence national policies, it has learned that it has to be assiduous in identifying the right people to lobby in order to get gender issues included in narratives, activities, indicators and targets of those policies. The right people may be in different ministries and different departments within ministries, and vary at different

times and with different subject areas. In addition, it may be different individuals for different policies. When this identification is done, and the advocate has done the research and knows precisely what should be included in policies and programmes and where, it is not necessarily difficult to have the inclusions made.

The need for careful preparation and strategic advocacy is also necessary in the political arena as was demonstrated in the efforts to have the draft Domestic Violence Law passed through the National Assembly.

Policy making is however, only the first step, though having worked hard to this point, advocates may be tempted to think their work is finished. The next step is to ensure through training and budget allocation that the policy is implemented. MoWA has taken this step but it is still too early to judge how successful it will be especially in gender budgeting.

### ***Nature and limited success of capacity building***

There is already concern that for all the gender training that has been conducted, awareness is still limited and gender analysis is almost non-existent. Short-term training, unrelated to the immediate needs of civil servants, is a waste of time and resources. Short-term training is unlikely to make up the deficit in education suffered by the older generation who are now holding middle and higher ranking positions in the civil service.

A recent study in 2003 sponsored by UNDP in collaboration with CDC and CAR found that \$32.4m had been spent by donors and the Government on capacity building in Government programmes but there was little improvement to show for this investment. A small study in 2002 in MoWVA, came to the same conclusion. As a result, a much more systematic approach to training civil servants was launched on 19 August 2004. This provides a window of opportunity for MoWA to influence the curriculum to ensure that it contains not only gender issues but that gender is mainstreamed in all aspects of the courses offered. The learning would then reach all civil servants, men as well as women. If affirmative action for women is implemented, women civil servants will benefit from the training in both recruitment and promotion.

### ***Importance of donor support for gender mainstreaming***

Gender mainstreaming was made possible in the Ministry of Education, Youth and Sport, by technical assistance from UNICEF. Currently, the Ministry of Agriculture, Forestry and Fisheries and the Ministry of Rural Development are working on GM strategies with assistance from ADB. In 2004, the Ministry of Justice (MoJ) with assistance from AusAID, has established a similar Working Group. The combination of commitment from a line ministry together with TA dedicated to that line ministry, has proved to be essential. Two other criteria are essential: sex disaggregated statistics and budgets dedicated to addressing gender disparities. Again the MoEYS has led the way.

However, a further condition must also be met if the work is to be sustained. Senior management commitment must be sustained for a long period with support from the whole society and donor support.

Despite training undertaken by MoWVA in line ministries, a good understanding of gender and gender mainstreaming was not achieved, particularly at the senior decision-making levels (which tended not to attend the training programmes), and the gender focal points were usually lower ranking civil servants.

Gender mainstreaming has to be the responsibility of all line ministries and this has been the message MoWA will consistently advocate. Step by step processes and persistence are needed but advances can be achieved. These advances are more easily achieved in policy making than in policy implementation. This is partly because policy-making is time-bound (despite the limitations mentioned above) and also because a commitment on paper is not necessarily a commitment to action. Implementation requires a commitment to action by a much greater number of people, especially at the technical level, as well as budget resources including adequate salaries for staff, skills and knowledge, and an evaluation and monitoring system which acts as an incentive to results-based outcomes. The current de-link between policy and its implementation will also require greater political will at the ministerial and technical level than has so far been manifested.

MoWA's strategy is to train the technical staff of key line ministries in the knowledge and skills needed for gender mainstreaming and budgeting, and for monitoring and evaluation from a gender perspective. This work is supported by a number of projects in the Ministry including those funded by UNDP, the World Bank, ADB, GTZ, FAO and JICA. The recently inaugurated CEDAW project of UNIFEM will further assist in this process because it will be working with the Cambodian National Council for Women (CNCW) which is an inter ministerial council at the level of Secretary of State.

It can be seen that MoWA is recognised as a significant player in national policy development and in advocacy, monitoring and reporting. MoWA has also demonstrated effective partnerships with donors to advance the status of women on economic, social and political fields. At the same time, these responsibilities stretch the capacity of MoWA staff and there is still a heavy reliance on donors for technical assistance and resources. With the establishment of the new government in 2004, increasing attention will be given to strengthening the skills of existing staff and recruiting more highly qualified officials.



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## **ANNEX 1: Engendering the Cambodian Millennium Development Goals: Gender-specific outcomes**

The MoWVA, working with UNIFEM researchers, CSD and the PMATU succeeded in engendering the CMDGs in the following ways:

### **CMDG 2: Achieve universal nine-year basic education**

*Four of the indicators are sex disaggregated :*

- Net enrolment ratio in primary education
- Net enrolment rate in lower secondary education
- Ratio of girls to boys in primary education
- Ratio of girls to boys in lower secondary education

### **CMDG 3: Promote gender equality and empower women**

*Indicators for secondary education are sex disaggregated and literacy rates added*

- Ratio of girls to boys in upper secondary education
- Ratio of females to males in tertiary education
- Ratio of literate females to males 15-24 years old
- Ratio of literate females to males 25-44 years old

*Female contribution to wage employment added*

- Female share in wage employment in agriculture
- Female share in wage employment in industry
- Female share in wage employment in services

*Female participation in decision-making added*

- Proportion of seats held by women in the National Assembly
- Proportion of seats held by women in the Senate
- Proportion of female Ministers
- Proportion of female Secretaries of State
- Proportion of female Under Secretaries of State
- Proportion of female provincial governors
- Proportion of seats held by women in commune councils

*Indicators related to violence against women added*

- Population percentage aware that violence against women is wrongful behaviour and a criminal act
- Proportion of cases of domestic violence counseled by qualified personnel
- Laws against all forms of violence against women and children are developed and implemented according to international requirements and standards
- Statistics to monitor violence against women collected annually
- A Prevention Plan developed and implemented

#### **CMDG 4: Reduce child mortality**

*Apart from the indicator to reduce by two-thirds the mortality rate among children under five, six other indicators with gender implications are added*

- Infant mortality rates (per 1000 live births)
- Proportion of children under 1 year immunized against measles
- Proportion of children aged 6-59 months receiving Vitamin A capsules
- Proportion of children under 1 year immunized against DPT3
- Proportion of infants exclusively breastfed up to 6 months of age
- Proportion of mothers who start breast-feeding newborn child within 1 hour of birth

#### **CMDG 5: Improve maternal health**

*Apart from the indicator to reduce by two-thirds the maternal mortality ratio, eight other indicators with gender implications were added*

- Total fertility rate
- Proportion of births attended by skilled health personnel
- Proportion of married women using modern birth spacing methods
- Percentage of pregnant women with 2 or more ANC consultations from skilled health personnel
- Proportion of pregnant women with Iron Deficiency Anaemia
- Proportion of women aged 15-49 with BMI,18.5kg/sq.meter
- Proportion of women aged 15-49 with iron Deficiency Anaemia
- Proportion of pregnant women who delivered by Caesarean Section

#### **CMDG 6: Combat HIV/AIDS, malaria and other diseases**

*There are 17 indicators in the CMDGs and of these, 5 are identified by sex*

- HIV prevalence rate among pregnant women aged 15-24 visiting ANC
- Condom use rate among commercial sex workers during last commercial sexual intercourse
- Percentage of young people aged 15-24 reporting use of condom during sexual intercourse with a non-regular sexual partner
- Proportion of condom use reported by married women who identified themselves at risk
- Percentage of HIV infected pregnant women attending ANC receiving a complete course of antiretroviral prophylaxis to reduce the risk of MTCT

Despite these impressive outcomes for the efforts to engender the CMDGs, it was a particular disappointment not to have had an impact on CMDG 1: Eradicate extreme poverty and hunger, and CMDG 7: Ensure environmental sustainability. It is interesting to note that outside the consultation process, donors wrote the indicators (though without targets) for CMDG 8: Forge a global partnership for development and Cambodia added CMDG 9: De-mining, UXO and Victim Assistance. These were not engendered.