

# **Monitoring Aid Effectiveness from a Gender Perspective**

## **Country Report Cambodia**

**Prepared by ActionAid Cambodia  
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## List of Acronyms

AAA	Accra Agenda for Action
AAC	ActionAid Cambodia
ADB	Asian Development Bank
AECID	Spanish Agency for International Development Cooperation
AER	Aid Effectiveness Report
AMARA	Cambodian Women's Network for Development
API	Advocacy and Policy Institute
AusAID	Australian Agency for International Development
BPfA	Beijing Platform for Action
BSPs	Budget Strategy Plans
CAMBOW	Cambodian Committee for Women
CAR	Council for Administrative Reform
CBO	Community Based Organization
CCC	Cooperation Committee for Cambodia
CCWC	Commune Committee for Women and Children
CDC	Council for the Development of Cambodia
CDCF	Cambodia Development Cooperation Forum
CDF	Cambodia Development Forum
CDRI	Cambodia Development Resource Institute
CDP	Commune Development Plan
CDPD	Commune Development Planning Database
CEA	Cambodian Economic Association
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CG	Consultative Group
CGA	Cambodia Gender Assessment
CIB	Cambodia Investment Board
CIDA	Canadian International Development Agency
CIP	Commune Investment Program
CMDG	Cambodian Millennium Development Goals
CMN	Cambodian Men's Network
CNCW	Cambodia National Council for Women
COMFREL	Committee for Free and Fair Elections
CPP	Cambodian People's Party
CPWP	Committee to Promote Women in Politics
CRDB/CDC	Cambodian Rehabilitation and Development Board of Council for the Development of Cambodia
CSES	Cambodia Socio-economic Survey
CSO	Civil Society Organization
CWCC	Cambodian Women's Crisis Centre
CWCFPs	Commune Women and Children's Focal Points
CWDA	Cambodian Women's Development Association
CWPD	Cambodian Women for Peace and Development
D&D	Decentralization and Deconcentration
DAC	Development Assistance Committee
DCA	DanChurch Aid

DFID	UK Department for International Development
DIW	District Integration Workshop
DOWA	District Office of Women's Affairs
DPs	Development Partners
DRF	Development Research Forum
EC	European Commission
EIC	Economic Institute of Cambodia
EU	European Union
ExCom	Executive Committee
FAO	Food and Agriculture Organization
FHI	Family Health International
GADC	Gender and Development for Cambodia
GADNet	Gender and Development Network
GBV	Gender Based Violence
GDCC	Government Donor Coordination Committee
GEM	Gender Empowerment Measure
GEP	Gender Equity Project (UNDP)
GFP	Gender Focal Points
GIZ	German Department for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit)
GMAG	Gender Mainstreaming Action Groups
GMAP	Gender Mainstreaming Action Plans
GPs	Government Partners
GPP	Governance and Professional Practices (formerly Good Practice Project)
GRB	Gender Responsive Budgeting
H-A-R	Harmonization, Alignment, Results Action Plan
HDI	Human Development Index
HSSP	Health Sector Support Plan
ICORC	International Committee on the Reconstruction of Cambodia
INGO	International Non Governmental Organization
IOM	International Organization for Migration
IP3	First Three Year Implementation Plan of NP-SNDD
IWDA	International Women's Development Agency
JICA	Japan International Cooperation Assistance
JMI	Joint Monitoring Indicators
JTWG	Joint Technical Working Group
LM	Line Ministry
LNGO	Local Non Governmental Organization
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
MoEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sports
MoFAIC	Ministry of Foreign Affairs and International Cooperation
MoH	Ministry of Health
MoI	Ministry of Interior

MoLVT	Ministry of Labour and Vocational Training
MoP	Ministry of Planning
MoSAVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MoWA	Ministry of Women's Affairs
MoRD	Ministry of Rural Development
MoU	Memorandum of Understanding
NC	National Committee
NCDD	National Committee for Democratic Development at Sub-National Level
NCDD/S	National Committee for Democratic Development Secretariat
NGO	Non-Governmental Organization
NICFEC	Neutral and Impartial Committee for Free and Fair Elections in Cambodia
NIS	National Institute of Statistics
NPA	Norwegian People's Aid
NP-SNDD	National Program for Sub-National Democratic Development
NR III	Nary Rattanak III
NSDP	National Strategic Development Plan
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PAR	Public Administration Reform
PBA	Program Based Approaches
PD	Paris Declaration
PDWA	Provincial Department of Women's Affairs
PfDR	Partnership for Development Results
PFM	Public Financial Management
PFMRP	Public Finance Management Reform Program
PGE	Partnership for Gender Equity (UNDP program supporting MOWA)
PIC	Parliamentary Institute of Cambodia
PIP	Public Investment Program
POC	Priority Operating Costs
PRSP	Poverty Reduction Strategy Paper
PSDD	Project to Support Democratic Development through Decentralization and Deconcentration (UNDP)
PUC	Pannasatra University Cambodia
RGC	Royal Government of Cambodia
RULE	Royal University of Law and Economics
RUPP	Royal University of Phnom Penh
SDD	Sex Disaggregated Data
SIDA	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Realistic, Timely
SNA	Sub-National Administrations
SSCS	State Secretariat of Civil Service
SWAp	Sector Wide Approach
SWiM	Sector Wide Management Approach
SWOT	Strengths, Weaknesses, Opportunities, Threats
TAF	The Asia Foundation
TC	Technical Cooperation

TOR	Terms of Reference
TWG	Technical Working Group
TWGG	Technical Working Group on Gender
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Entity for Gender Equality and the Empowerment of Women
US	United States
USAID	United States Agency for International Development
USD	United States Dollar
VBNK	Institute to Serve Facilitators of Development
WB	World Bank
WCCC	Women and Children's Consultative Committee
WCGFPs	Women and Children's Gender Focal Points
WFP	World Food Program
WfP	Women for Prosperity
WMC	Women's Media Centre
WVC	World Vision Cambodia

## Definition of Terms and Concepts

Accra Agenda for Action (AAA):	The AAA is the document endorsed at the Third High Level Forum on Aid Effectiveness in 2008 by Ministers and agency heads, to deepen implementation of the 2005 Paris Declaration and respond to emerging aid effectiveness issues. Two key issues agreed at Accra were that aid effectiveness should be consistent with human rights and gender equality standards, and that CSOs should also be involved in the aid effectiveness discussions and processes.
Aid:	The flow of Official Development Assistance (ODA) including grants and loans, provided to developing countries to assist with the promotion of economic development and welfare.
Aid Effectiveness:	In the Paris Declaration, aid effectiveness is mainly expressed in terms of efficiency, especially through savings in transaction costs. A broader meaning refers to improving the planning, management and deployment of aid so that it is more efficient, reduces transaction costs and is targeted towards development outcomes including poverty reduction.
Alignment:	Donors base their overall support on partner countries' national development strategies, institutions and procedures. Regarding gender equality, alignment requires that donors who have gender equality policies and made international commitments to alignment, align with the gender equality policies, systems and commitments of partner governments and strengthen capacity for coordinated action.
Alliance 15:	A partnership of 7 like-minded NGOs working in the field of development cooperation. The NGOs are Concern Worldwide (Ireland), CESVI (Italy), Welthungerhilfe (Germany), HIVOS (Netherlands), IBIS (Denmark), People in Need (Czech Republic), and ACTED (France). Since 2007 the Alliance 15 has been working on the issue of aid effectiveness with the aim to create a strong civil society voice.
Bilateral Aid:	Aid provided from the government of one country to the government of another.
Budget Support:	Aid which is paid to the recipient government for them to spend alongside their own revenues, on their own national development priorities.
Civil Society:	The public sphere, outside of government, the market and the family, where citizens and a wide array of non-government and not-for-profit organizations associate, express their interests and values and seek to advance the common good.
Development Assistance Committee:	The overarching objective of the OECD/DAC for 2011-2015 is to promote development cooperation and other policies in order to contribute to sustainable development, including pro-poor economic



growth, poverty reduction, improvement of living standards in developing countries, and a future in which no country will depend on aid.

**Development Effectiveness:** The achievement of sustainable development results related to the MDGs that have country level impacts and discernable effects on the lives of the poor. It may also refer to the capability of States and other development actors to transform societies in order to achieve positive and sustainable development outcomes for its citizens.

**Effectiveness:** Extent to which a development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

**Efficiency:** A measure of how economic resources/inputs (funds, expertise, time etc) are converted into results.

**Empowerment:** The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms.

**Enabling Environment:** An enabling environment requires that the fundamental human rights that enable people to organise and participate in development are respected and upheld. This requires, for example, freedom of association and assembly; legal recognition facilitating the work of CSOs; the right to freedom of expression; freedom of movement; the right to operate free of unwarranted state interference; and the legal space to seek and secure necessary resources in support of legitimate roles in development.

**Equal Opportunities:** The absence of barriers to economic and political and social participation on the grounds of sex.

**Gender:** Refers to the social attributes and opportunities associated with being male and female. These attributes and opportunities are socially constructed, context and time specific and changeable. Gender determines what is expected, allowed and valued in a woman, man, boy or girl in a given context.

**Gender Analysis:** The study of differences between women and men and their assigned gender roles regarding the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers and the economic and social relations between them.

**Gender Blind:** Ignoring/failing to address the gender dimension (as opposed to gender sensitive or gender neutral)

**Gender Equality:** Refers to the equal rights, responsibilities and opportunities for women and men, girls and boys. Equality does not mean that women and men will be the same, but that women's and men's rights, responsibilities

and opportunities will not depend on whether they are born male or female. Equality between women and men is a human right and a precondition for, and an indicator of, sustainable people-centred development.

**Gender Equality Indicators:** Quantitative and qualitative measures of performance which require the collection and analysis of sex-disaggregated data on who participates in, and benefits from, development activities.

**Gender Equity:** Refers to fairness in access to socio-economic resources and in the distribution of benefits from development, according to the different needs of women, men, girls and boys.

**Gender Gap:** The gap in any area between women and men in terms of their levels of participation, access, rights, remuneration or benefits.

**Gender Mainstreaming:** A process of assessing the implications for women and men, boys and girls, of any planned action, to achieve the ultimate goal of gender equality. This requires addressing gender issues in development planning, policies and programming, and ensuring equal participation of women and men in decision making.

**Gender Responsive:** Creating an environment that contributes to the advancement of gender equality and the fulfilment of women's rights

**Gender Responsive Budgeting:** The application of gender analysis to the budget process at national, ministerial, sectoral, program or local levels. Most initiatives to date have focused on the ways in which budgetary allocations may impact differently on men and women, but a gender-responsive budget also needs to analyse the ways in which revenue is generated.

**Gender Sensitive:** Addressing and taking into account the gender dimension

**Gender Sensitive Indicators:** Indicators are necessary to measure the outcomes of gender mainstreaming and gender-specific actions. Most indicators currently used tend to reflect gender equality concerns in the social sectors. There are few reliable indicators available in most developing countries to measure changes in female employment, the unpaid care economy, civil rights, incidence/prevalence of violence against women, right to inheritance/property and land use, women's representation and participation in decision-making.

**Harmonisation:** Donors' actions are harmonized and coordinated with each other, transparent and collectively effective. Harmonization is likely to lead to new program mechanisms and rationalization of donor support.

**Managing for Results:** Aid is managed and implemented in a way that focuses on the desired results and uses information and lessons learned to improve decision-making and development effectiveness.

Multilateral Aid:	Aid pooled from several country governments and provided through an international organization, such as the UN or World Bank, to the recipient country government.
Mutual Accountability:	Donors and recipients of aid are both accountable for development results and ensure transparency and visibility in the use of development resources. This helps to strengthen public support for national policies and development assistance. National accountability mechanisms must include women, and accountability must be monitored with gender-responsive indicators.
National Women's Machinery:	The national machinery for the advancement of women is the central policy-coordinating unit inside government, which is often a ministry responsible for women's affairs. Its main task is to support mainstreaming, government-wide, of a gender equality perspective in all policy areas.
Official Development Assistance (ODA):	Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective. ODA flows comprise contributions of donor government agencies at all levels to developing countries (bilateral ODA) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions.
Ownership:	Partner countries exercise effective leadership over their development policies and strategies, coordinate development actions and ensure democratic participation and equal rights. It implies that women's as well as men's voices and concerns must be central to national development plans and processes.
Paris Declaration on Aid Effectiveness:	The 2005 Paris Declaration is an expression of the general consensus amongst the international community on the direction for reform on aid delivery and management and for improved effectiveness and results. Grounded in the five mutually reinforcing principles of ownership, alignment, harmonisation, managing for results and mutual accountability, it enshrines 56 partnership commitments to improve the quality of aid. It lays down 12 indicators to provide a measurable and evidence-based way to track progress against aid effectiveness objectives and sets targets for 11 of the indicators for the year 2010.
Program Based Approach:	A program based approach is a way of engaging in development cooperation based on the principle of co-ordinated support for a locally owned program of development, such as a national poverty reduction strategy, a sector program, a thematic program or a program of a specific organization.
Sangkat:	The administrative division within an urban district.
Sector Support:	Aid which is allocated for spending on a particular area of developing country development, for example, education or health, on national

priorities of the recipient government rather than particular projects.

Sex-Disaggregated Data: Counting men, women, boys and girls separately when gathering information on a particular situation, sector or development activity.

Technical Assistance or Cooperation: Donor spending on outside expertise, such as consultants, research or training, used to supplement the existing skills of developing country governments.

Women's Empowerment: A process of transforming gender relations, so that women gain the skills, confidence and ability to make choices and decisions about their lives.

## **Executive Summary**

This Cambodia country case study on Monitoring Aid Effectiveness from a Gender Perspective was part of a broader international study led by UN Women and supported by the Office of Development Planning and Policy Evaluation (DGPOLDE) of the Spanish Ministry of Foreign Affairs and Cooperation (MAEC). Studies were conducted in six countries: Guatemala, Peru, Vietnam, Morocco, Mozambique and Cambodia. The Cambodia study was conducted by ActionAid Cambodia from August 2011 to April 2012.

Overall the project intended to identify and promote key measures and entry points to strengthen gender equality and the empowerment of women in aid and development effectiveness processes. It also aimed to assess the role that civil society (such as NGOs, parliamentarians, universities and research institutes) play with regard to the monitoring of gender equality results and in demanding accountability in the respective countries. Major challenges and gaps were to be identified, and an assessment of the capacity building needs of civil society organizations (CSOs), particularly those working in gender equality and women's empowerment, was to be conducted.

The methodology was developed by UN Women to provide a working structure for the country research and to ensure compatibility of findings. The process was designed to be both participatory and inclusive of multi-stakeholders (UN Women, 2011) and comprised an extensive literature review, a mapping of key stakeholders, a series of participatory workshops held with NGOs, development partners and government representatives, and interviews with key informants.

A summary of the findings of the study, organized under the corresponding Paris Declaration principle, is presented here, together with the study recommendations:

### **Ownership**

Good progress has been made by the Royal Government of Cambodia (RGC) in developing overarching development strategies and policies and, with the assistance of the Ministry of Women's Affairs (MoWA), ensuring that gender is mainstreamed throughout. Significant progress has also been made in terms of putting in place mechanisms for gender mainstreaming, such as the Gender Mainstreaming Action Groups (GMAGs) in line ministries, and dialogue and consultation, including the Technical Working Group on Gender (TWGG). Development partners have been largely supportive of these mechanisms and the country development strategies. CSOs are engaged in the TWGG. At sub-national level, and with the implementation of the National Plan for Sub-National Democratic Development (NP-SNDD), progress is being made towards establishing aid mechanisms in sub-national administrations. These include bodies which are mandated to ensure that the concerns of women and children are integrated into sub-national planning, for example, the Women and Children's Consultative Committee (WCCC) and the Commune Committee for Women and Children (CCWC). The strengthening of the Commune Councils and local governance mechanisms as outlined in the NP-SNDD offer the potential to bring the government closer to the people and to provide more opportunity for interface between the citizens and government institutions.

MoWA has demonstrated increasing leadership in policy and development and promoting the mainstreaming of gender throughout the new aid modalities. However, capacities within MoWA, the provincial and district offices, the GMAGs and in the CCWC and WCCC are lacking. A capacity assessment of MoWA was conducted in 2010 and recommendations are being progressively implemented. There are also plans as part of the program based approach (PBA) for gender equality to conduct capacity assessments of the GMAGs within the line ministries. Capacity assessments should also be conducted at sub-national level to enable structured capacity development plans to be

designed and implemented, and to ensure that the national women's machinery is able to fully implement its mandate.

The RGC publicly advocates partnership in development that constitutes civil society, the private sector and external development partners. There has been a lot of progress in terms of ensuring the inclusion of CSOs in the aid mechanisms such as the TWGG and in the proposed development of the PBA for gender equality. Development partners have also been active in ensuring and promoting CSO participation. However, CSOs recognize and face challenges in terms of their meaningful participation in the dialogues. They do not always feel that their views are taken seriously at meetings and their own ability to strategize and coordinate is limited. Women's CSOs need to better define their roles within the aid effectiveness processes and to conduct organizational planning and budgeting which will enable systematic and proactive involvement. CSOs at sub-national level require more information and education on their role to advocate for the inclusion of priority issues into sub-national planning processes.

Some stakeholders, such as parliament, universities and research institutions are not yet substantially involved in aid effectiveness, but there are opportunities to increase their involvement in support of CSO advocacy and research, and within TWG mechanisms.

**Recommendations - Ownership:**

- As the first step of the PBA for gender equality, a mapping of gender stakeholders at national and sub-national level should be conducted, if possible, including government bodies and institutions, development partners and CSOs.
- An assessment of the national and sub-national mechanisms to support and promote gender equality and the empowerment of women should be conducted and recommendations provided for harmonizing and strengthening these mechanisms. This should include an assessment of the composition and capacity of the GMAGs.
- Gender CSOs should meet and decide lead roles for TWGG, PBA sub- group and other TWGG sub-groups. TORs for lead roles to be developed.
- As part of the allocation of lead roles, a CSO secretariat should be set up to support the representation of CSOs within the TWGG for effective advocacy. The CSO secretariat could also support the representation of a gender perspective by CSOs in other TWGs.
- Women's networks should identify an active network to lead on aid effectiveness and gender to help disseminate information to sub-national levels, to bring information and priorities to national level, to coordinate data collection and to ensure a shared voice and better cooperation. The mandate of the network should be clearly defined and plans made for resourcing and support to the network.
- Women's CSOs at sub-national level should familiarise themselves with the NP-SNDD and the IP3 and work with the sub-national authorities to ensure the commitments to gender are followed in sub-national planning, implementation and monitoring processes.
- A strategy and action plan should be developed to build upon the capacity of parliamentarians in understanding aid effectiveness issues in general and aid effectiveness from a gender perspective in particular. This could include parliamentary representation at the TWGG.
- Academic institutions and research institutes should engage more on aid effectiveness and gender, for example, holding seminars or conducting independent policy oriented research on the issues. The topics should also be included in courses on development studies, international relations and gender.

## **Alignment**

Aid flows are generally aligned to the national priorities including the priorities and targets for gender equality and women's empowerment as outlined in the Neary Rattanak III. However, development partner support is still very project based, resulting in multiple projects which are difficult to track and may overlap or leave gaps. There is communication, but still limited coordination between donors directly supporting MoWA in sector-specific areas.

While the Official Development Assistance (ODA) database is an effective tool for monitoring and tracking ODA, it is not yet able to provide a realistic, complete picture of aid flows to gender equality and mainstreaming. The ODA database is only able to capture projects providing direct assistance to MoWA or implemented by NGOs with MoUs with MoWA. There is a need to improve reporting and analysis on the proportion of ODA financing for gender equality and women's empowerment. The Cambodian Rehabilitation and Development Board of the Council for the Development of Cambodia (CRDB/CDC) needs to establish criteria and a process whereby PBAs and major sectoral projects are assessed for the extent to which gender concerns are taken in to consideration in sectoral analysis and PBA design, so that gender responsive projects and aid flows can be more easily identified.

The initiation of the PBA for gender equality has the potential to enhance the strategic management of the gender "sector" and to ensure that resources are better managed leading to better results. CRDB/CDC and UNDP/SIDA PGE will support MoWA to develop the PBA for gender. It should be ensured that the process is inclusive, involving all stakeholders, including CSOs working in gender equality and women's empowerment. The implementation of the PBA should provide opportunities to discuss more efficient forms of channelling development partner assistance, but there are still differences of opinion among stakeholders as to how the PBA is conceived.

## **Recommendations - Alignment**

- PBA for gender equality should ensure inclusive dialogue and ensure that more efficient and coordinated forms/systems of development partner support to MoWA are a priority for discussion and agreement.
- CRDB/CDC should continue to develop a system for integrating gender sensitive indicators for the ODA and NGO on-line data bases. The reporting format should also be improved to allow DPs and I/NGOs to better record assistance to gender within sectoral projects.
- DPs and I/NGOs to assess their major sectoral projects and the extent to which gender concerns are taken into account, and to report separately for specific gender projects to the ODA database.

## **Harmonization**

Since 2005 MoWA has supported the establishment of GMAGs within line ministries to support gender mainstreaming. They provide a mechanism for institutionalising and monitoring ministry-specific gender mainstreaming strategies and plans for advocating for the integration of gender-responsive measures into sector policies and programs. They also have a responsibility to collect gender sensitive and sex disaggregated data for MoWA monitoring purposes. There are currently 27 GMAGs and 22 Gender Mainstreaming Action Plans (GMAGPs) have been prepared by these GMAGs. However, the composition and capacities of the GMAGs vary considerably and they are often side-lined within their ministries. Coordination needs to be improved between the GMAGs and their line ministries, between the GMAGs in related sectors, and between the GMAGs and MoWA. GMAGs should also participate in their relevant sector TWGs to ensure that gender considerations are included, particularly in developing and monitoring the sector JMIs. Line

ministries and development partners should support the GMAGs within their sectors and facilitate their participation in the sector TWGs.

The TWGG is now a well-established mechanism for coordination and policy dialogue for government, civil society and development partners. However, there is room to improve the TWGG and to ensure that the mechanism effectively meets the needs of all stakeholders and allows structured discussions on key policy issues and challenges. The establishment of sub-groups, such as the sub-group on gender-based violence, will allow for more effective and focused discussions with stakeholders technically involved in the issues, so that their consensual views can feed into the TWGG.

The umbrella NGOs, particularly CCC and NGO Forum, have led CSO involvement in aid and development effectiveness, which includes providing representation at the high level forums, preparing NGO joint statements and position papers, providing inputs in to policy development, conducting research and analysis and organizing workshops and events aimed at increasing the understanding and engagement of CSOs. CSOs have shown strong engagement around certain issues, but these tend to be “hot issues”, such as land issues, or the Law on Associations and NGOs. The umbrella organizations need to mainstream gender throughout the work they do on aid effectiveness, and better coordination should be established between the women’s CSOs and NGO Forum and CCC to ensure that aid effectiveness activities are gender sensitive and responsive.

Women’s organizations and networks have had little capacity to engage in the aid effectiveness dialogues. Challenges reported include constraints of time and resources, a lack of core funding, sector fragmentation and a lack of cohesion around core issues. Many are also struggling to keep up with the rapidly changing aid environment. Women’s CSOs at national level need to coordinate and agree their involvement in aid effectiveness mechanisms, clarifying roles and ensuring a coordinated approach. The sub TWGs and the PBA for gender equality may also help to facilitate these processes. CSOs at sub-national level need to be mobilised and coordinated in line with the implementation of the IP3. Regular network meetings could be established at provincial level to allow networks to coordinate and agree priority issues and action and to share information.

#### **Recommendations – Harmonization:**

- Strengthen linkages between the MOWA technical departments, the TWGG and the relevant GMAGs through stronger engagement of the MoWA technical departments in the TWGG, participation of technical departments in the preparation and monitoring of GMAPs, and participation of technical departments in the six-monthly GMAG meetings.
- Conduct a review of the strengths, weaknesses, opportunities and threats of the TWGG to identify ways to strengthen the TWGG. CRDB/CDC could assist this process by identifying the good practices of strong TWGs (for example, education, health) to enable other TWGs, such as TWGG, to review and inform their own processes.
- Continue to work towards establishing and supporting the work of sub-working groups of the TWGG towards strengthening harmonisation of stakeholder efforts in strategic areas.
- The umbrella CSOs leading on CSO involvement in aid effectiveness must develop and/or ensure implementation of gender mainstreaming policy to ensure gender is effectively included in their advocacy, coordination and networking activities.
- Regular meetings should be held at provincial level for CSOs and networks working on gender equality and women’s empowerment to enable better coordination for inputs in to sub-national planning processes, to discuss priority issues regarding gender equality and women’s empowerment, and to better coordinate their own activities. CSOs should also



investigate the possibility of attending the PDWA meetings with Gender Focal Points from line ministries in the provinces where this occurs.

### **Mutual Accountability**

The RGC through the CRDB/CDC has made a lot of effort to make information on ODA expenditure and aid management available to the public through the CRDB/CDC website, ODA database and Ministry websites. However, less effort has been made in terms of making this information accessible at sub-national level and in a format that is easier to understand by people who have limited education. More effort should be put in to providing easily accessible information to sub-national levels. CSOs can also play a role in this.

The ODA database is an effective tool for monitoring and tracking ODA and development partners and an increasing number of NGOs are putting their data onto the database. However, it is not yet able to provide a realistic and complete picture of aid flows to gender equality and mainstreaming. Women's organizations need to start uploading their project data on to the ODA NGO database to provide a better picture of aid that is provided to gender equality and women's empowerment, and, at the same time, increasing their own accountability.

CCC has led collective efforts by NGOs to develop a self-regulation process across Cambodia and minimum standards of good governance through the Governance and Professional Practice initiative. CCC is also beginning to look at how CSOs can monitor their alignment with the Istanbul principles. Women's organizations should participate in these mechanisms for increased credibility and accountability.

### **Recommendations – Mutual Accountability**

- CRDB/CDC should consider means for providing access to ODA data and aid effectiveness information to stakeholders at sub-national level.
- CRDB/CDC should provide further training to NGOs on the ODA database. Training should include information on how the data can be accessed publicly and how it can be analysed to track aid to specific sectors, in addition to how to upload project information. Training could be provided to NGOs working in specific sectors, for example in gender equality and women's empowerment.
- CCC should continue to be active as a portal for sharing information on aid effectiveness to CSOs at national and sub-national level, considering the type and level of information that would be of most practical use. Women's media organizations should develop media programs to further raise awareness on aid and gender and the responsibility of citizens and NGOs.
- Women's organisations should participate in the CCC GPP Voluntary certification and also in proposed activities to assess alignment of CSO to Istanbul principles.
- All donors and NGOs should be encouraged to enter information into the ODA database to enable more effective tracking of efforts to support increased gender equality and women's empowerment.

### **Managing for Results**

The RGC has mainstreamed gender throughout the main development policies and strategies and gender related targets and indicators are incorporated. However, the monitoring mechanisms and gender indicators for the different plans and strategies are linked but not integrated to the extent they should be. There are inconsistencies and gaps between the indicators and in terms of the processes to monitor progress. There is a need to develop a simple, but robust system, for monitoring against the gender indicators throughout the RGC development plans.

Gender Joint Monitoring Indicators (JMIs) have been established and are set and reviewed through the TWGG mechanism. However, the indicators are too diverse and not always SMART, which leads to problems in collecting the data and monitoring the progress. Also the indicators are largely quantitative and so do not provide more explanatory information to measure outcomes and impacts. The quality and content of the indicators need to be improved.

There is increasing use of sex-disaggregated data in national surveys and MoWA has been involved in training surveyors in gender sensitive data collection and sex disaggregated statistics. The 2009 Cambodia Socio-Economic survey reflected gender considerations better. MoWA should continue to support gender mainstreaming in national survey methodology, implementation and analysis and to ensure that this data is used to inform policy decisions and to contribute to the analysis of progress against the national gender-specific indicators.

There is a lack of clear direction as to the role CSOs should play in collecting data and analyzing progress towards results at national level. NGO CEDAW produces a shadow report on the country progress towards implementing the CEDAW commitments. The process for data collection and analysis used for the NGO CEDAW report could be used as a basis for discussion among CSOs and development partners about how to monitor the country progress towards the gender commitments outlined in the NSDP, CMDGs, Neary Rattanak III and the gender JMIs.

CSOs should also take responsibility for conducting a regular analysis of the data in the ODA database concerning aid allocated to gender equality and women's empowerment.

### **Recommendations – Managing for Results**

- The TWGG Secretariat, donor co-facilitators and members of the TWGG to develop a simple but effective mechanism for ensuring the collection and analysis of data against the JMI indicators and other national gender-related indicators. MoWA should consider organising working groups for monitoring, such as the monitoring working group for GBV, and situating them under the TWGG sub-groups.
- Develop a standard reporting format for the GMAGs, which will meet the need of MoWA for monitoring implementation of NR III, the gender JMIs and other national gender indicators. The reporting format being developed for the CNCW for CEDAW reporting could also be used as an example of a standard reporting format for line ministries and GMAGs.
- The JMI gender indicators should be reviewed by TWGG stakeholders (perhaps in a sub-meeting of key representatives for this specific task) to improve their quality in terms of being SMART, and responsibility should be assigned for monitoring against each indicator.
- The lead CSOs and CSO secretariat should develop a system for collection and analysis of data relevant to the JMI and other national level gender-related indicators. This could be informed by the system and networks used by NGO CEDAW to collect data to report progress on CEDAW implementation. The data collected by NGO CEDAW could also be used more broadly in analysing progress against the national indicators for gender equality and women's empowerment from a CSO perspective.
- Women's organizations identified as the lead in the TWGG should conduct regular analysis and reporting on aid flows to gender from the ODA database.
- CCC and NGO Forum should continue to develop NGO Position Papers and Statements and research reports on aid flows against results, but should ensure the data collection, methodology and reporting reflect gender concerns. If possible NGO Forum should conduct a study on financing to gender equality and women's empowerment.

## **1. Background to the Study**

As efforts intensified to meet the Millennium Development Goals (MDGs) by 2015, more than 100 donors and governments of developing countries met in Paris in 2005 and committed to improve the effectiveness of aid through improved partnerships and aid modalities. The 2005 Paris Declaration on Aid Effectiveness (PD) agreed to principles of ownership, alignment, harmonization, managing for results and mutual accountability.

To monitor country progress towards these principles, 12 progress indicators with clear targets to be reached by 2010 were developed. These indicators include having operational, over-arching country development strategies in place; ensuring aid flows align with national priorities; improving the coordination of technical cooperation; developing and using reliable public financial management systems and procurement systems; untying aid and improving aid predictability; coordinating missions and analytical work; developing results oriented frameworks and; ensuring mutual accountability. The first surveys to monitor the progress of the Paris Declaration implementation took place in 2006 and 2008 and the final round of surveys began in November 2010.

Gender equality is central to achieving the MDGs and other development goals. However, many gender advocates and women's rights organizations felt that the Paris Declaration was too narrowly focused on the process of aid delivery, rather than on the effectiveness of aid and development interventions and their contribution towards the advancement of human rights, gender equality and women's empowerment. The Paris Declaration had also excluded a key development actor, civil society organizations (CSOs), from the aid effectiveness dialogue.

The 2008 the Third High Level Forum held in Accra, Ghana was a step forward with regard to the recognition of gender, and the Accra Agenda for Action contains an explicit commitment for development policies and aid to be consistent with international human rights and gender equality standards. It also recognized the important role that CSOs play in development and committed to increasing their engagement through the creation of an enabling environment.

By the time of the Fourth High Level Forum, which was held in November 2011 in Busan, South Korea, civil society had become an active member of the Working Party on Aid Effectiveness and was fully involved in the preparations for the meeting. In terms of gender, there has been increasing focus on the issue in the aid effectiveness dialogue and processes, mainly as a result of focused advocacy efforts by women's rights groups and civil society. The monitoring survey of the Paris Declaration 2010/11 offered the possibility to report on the 12 official progress indicators, but also on an optional module on gender equality. The Busan Outcome Document, December 2011, commits to the acceleration of efforts to achieve gender equality and the empowerment of women, through the better use of sex-disaggregated data to inform policy decisions and guide investments, by integrating targets for gender equality and women's empowerment in accountability mechanisms, and by addressing gender equality and women's empowerment in all aspects of development efforts, including peace-building and state-building. The document also re-emphasizes the vital role CSOs play in enabling people to claim their rights, in promoting rights-based approaches, in shaping development policies and partnerships, and in overseeing their implementation.

This report aims to provide a comprehensive review of the Cambodian aid architecture, the accountability mechanisms, and the extent to which gender and women's empowerment are addressed within the new aid modalities. It also focuses on the role of civil society, particularly organizations working in the field of gender equality and women's empowerment, in the aid management processes and in monitoring aid flows and development results from a gender

perspective. Capacity development needs of CSOs, particularly women's organizations, are documented, and key entry points are identified which can be built on to increase CSO participation in aid effectiveness processes and to ensure a comprehensive approach to the inclusion of gender within these processes.

The first part of the report, section two, sets the context by outlining the national gender and socio-political situation in Cambodia. Section three provides an overview of the methodology that was employed for the study, which included a literature review, participatory workshops at national and sub-national level and interviews with key stakeholders. Section four provides a mapping of the principal actors involved in aid effectiveness and gender, including government actors, development partners and civil society. The criterion for the selection of these actors for inclusion in the report is outlined. Section five provides an overview of the evolution of aid flows to Cambodia and to gender equality and women's empowerment since 2005. Section six discusses the main accountability mechanisms and efforts by national stakeholders and donors with respect to aid effectiveness and gender, including highlighting the existing challenges. Section seven considers the role of the women's machinery in holding government and donors accountable, and section eight examines the role and involvement of civil society actors in the aid effectiveness processes, particularly in terms of ensuring accountability for gender equality results. Section nine outlines key strategic entry points and tools identified during the course of the research that can provide timely opportunities for increasing civil society involvement and for improving how gender and women's empowerment is addressed in the existing and new aid modalities. The conclusions outlined in section ten summarize the progress, challenges, and some key areas which can help to advance dialogue on strengthening the monitoring of aid effectiveness from a gender perspective. Finally, recommendations are provided on how to improve gender equality and women's empowerment results through the aid effectiveness agenda.

## **2. Introduction**

### **2.1. National Gender and Socio-Political Context**

Cambodia is situated in Southeast Asia between Vietnam and Thailand and with a border to Laos in the north. Described as a democratic sovereign kingdom, it has a population of approximately 14 million people, 51.36% being female (RGC, 2010a). Since the late 1980s Cambodia has been transitioning from a period of intense civil war and isolation to one of peace. Over the last decade and with support from development partners, government reforms in all sectors have resulted in significant progress towards rebuilding institutions and establishing the necessary conditions for economic growth. Cambodia currently enjoys good levels of economic growth with prospects for future growth expected due to oil and mining revenues and official development assistance (ODA) commitments (World Bank, 2009). Poverty has slowly but steadily decreased from 35% of the population living below the national poverty line in 2006, to 30% in 2010 (World Bank, 2011). However, Cambodia still ranks 139<sup>th</sup> out of 187 countries with comparable data on the UN Human Development Index (UNDP, 2011a), and is considered below the regional average. Despite the decrease in poverty, there is growing inequality between wealthy and poor along the rural urban divide. The majority of the population (80.5%) still lives in rural areas earning a living from agricultural activities. Cambodia also has a growing youth population, with over half the population under 20 years of age.

In terms of governance, Cambodia has been transitioning from one-party rule to multi-party democracy, although the progress has been slow and hampered by corruption, weak accountability and the continued precedence of patrimonial and patron-client relationships. The Cambodian People's Party (CPP) dominates the political scene and the country suffers from the imbalance of having a relatively powerful state sector compared to a relatively weak private sector and civil society (World Bank, 2009:5). There is a lack of downward accountability and participatory decision-making processes, and basic citizens' rights and freedoms, such as access to information and freedom of expression and participation are acknowledged, but not yet fully implemented or guaranteed (ibid). Prolonged conflict and social upheaval has resulted in a population that lack trust and social cohesion, that maintain a fear of authority, and that prefer to preserve political and social stability rather than challenge authority and exercise rights. However, Cambodia is changing as it develops and becomes more integrated into regional and global economies. The young post-war population are also evidence of changing attitudes, values and awareness.

While the situation for Cambodian women has improved over recent years, gender inequalities still persist in modern Cambodian society reflected in Cambodia's low rank on the Gender Empowerment Measure (GEM) compared to other countries in the region for which a GEM has been calculated. Cambodia has a gender development index of 0.500 and is ranked 99 out of 187 countries (UNDP, 2011a). According to the traditional, hierarchical and social order in Cambodia, women are considered to be of lower status relative to men and are disproportionately poor and under-educated (World Bank, 2009). Due to the cultural and socio-political context in which Cambodian women live, rural women are more likely to experience greater gender disparities than urban women (MoWA, 2008). Unequal access to education, health services and employment opportunities persist, and women often have less access to and control of assets.

The vast majority of both women and men in the labour force are either self-employed or unpaid family workers in subsistence agriculture and/or petty craft and trade activities. According to the 2009 Socio-Economic Survey, only 42% of the labour force engaged in waged employment was female, compared to 58% males. Taking in to account age and education, the average wage of men in 2009 was 33% higher than that of women. In recent years the growth of the economy in Cambodia

has led to an increase in factory work and economic migration to cities or neighbouring countries, contributing to the vulnerability of women workers. A lack of economic opportunities in rural areas drives rural women to migrate to work in the garment industry, as domestic workers, in the sex industry or tourism industry. Low literacy rates limit alternatives for women. Overall literacy rates for women are low by regional standards, with only 65.9% of women (15 plus) literate compared to 82.7% men. While gender disparities in primary and lower secondary education have been successfully addressed, more girls drop out of lower secondary education than boys. The 2009 socio-economic survey reveals that 75% of women over 25 years of age had either no education or had not completed primary education compared to 52% of men. Girls in urban areas and higher income groups are more likely to see an improvement in their education attendance than girls in rural or lower income groups.

Traditional Cambodian society is hierarchical, emphasizes deference to authority and tends to exclude women and other less powerful social groups from processes of public decision-making. Women's participation in decision-making is limited by traditional patriarchal beliefs that women are not well suited to high positions and decision-making. There is a low representation of women in government at both national and sub-national levels, although recent elections have seen a significant rise in the number of female candidates and elected political representatives, especially at local levels (World Bank, 2009). The Cambodian civil service employs a total of 167,220 salaried civil servants, of which 34% are female. However, women hold only 9% of the senior positions (RGC, 2011). In 2008, women held 22% of the seats in the National Assembly. There were no female provincial governors in 2009, and only 17% of deputy governors were women. In 2007, at the time of the last Commune Council Elections, women comprised only 15% of the Commune Council members, and only 4% held positions as commune or district chiefs.

Health outcomes and life expectancy in Cambodia are generally improving, but Cambodia continues to have some of the lowest health indicators in the region. The maternal mortality rate in 2008 was extremely high at 427 deaths per 100,000 live births, a figure that had not improved since 2000 (MoWA, 2008). However, the Cambodia Demographic and Health Survey 2010 shows that there has been a reduction in maternal mortality to 206 deaths per 100,000 live births. While HIV prevalence in Cambodia has steadily declined, women make up a growing proportion of people living with HIV. HIV transmission from husbands to wives accounts for 42% of all new infections, and mother to child transmission accounts for 36% of new infections (MoWA, 2008).

The incidence of domestic violence remains high, affecting 20-25% of women. There are also indications of the increasing incidence of rape and sexual assault, particularly involving young girls and children. Amnesty International (2010) reported that from November 2008 to November 2009 there were 468 cases of rape, attempted rape and sexual harassment reported to the police, an increase of 2.4% compared to the figure in 2007. The reported cases of rape of children rose from 67% in 2008 to 78% in 2009. Despite legal frameworks, a widespread culture of impunity protects perpetrators rather than the victims of violence, corruption and abuse.

### 3. Methodology

#### 3.1. Project Framework

This Cambodia country case study on Monitoring Aid Effectiveness from a Gender Perspective was part of a broader international study being led by UN Women and supported by the Office of Development Planning and Policy Evaluation (DGPOLDE) of the Spanish Ministry of Foreign Affairs and Cooperation (MAEC). Studies were conducted in six countries: Guatemala, Peru, Vietnam, Morocco, Mozambique and Cambodia. The Cambodia study was conducted by ActionAid Cambodia from August 2011 to April 2012.

Overall the project intended to identify and promote key measures and entry points to strengthen gender equality and the empowerment of women in aid and development effectiveness processes. It also aimed to assess the role that CSOs (such as NGOs, parliamentarians, universities and research institutes) play with regard to the monitoring of gender equality results and in demanding accountability in the respective countries. Major challenges and gaps were to be identified, and an assessment of the capacity building needs of CSOs, particularly those working in gender equality and women's empowerment, was to be conducted.

The project addressed three main principles of the Paris Declaration that appear to be critical in the process of integrating a gender perspective into the aid effectiveness agenda:

- **Inclusive and democratic ownership:** That political decisions take into account the needs and demands of their citizens.
- **Mutual accountability:** That both national governments and international donors shall enhance civil participation in decision-making, make their processes transparent and provide mechanisms that allow civil society to oversee the impact of their works so as to ensure that the legal national and international gender commitments are respected in policy making and aid allocations.
- **Management for results:** That monitoring mechanisms are in place that allow the measurement of gender impacts of aid flows.

#### 3.2. Methodology for Cambodia Country Study

An overall study methodology was developed by UN Women to provide a working structure for the country research and to ensure comparability of the study findings. The process was designed to be both participatory and inclusive of multi-stakeholders (UN Women, 2011). There were six main steps to the methodology, as follows:

- Literature review
- Launch workshop including a round-table discussion
- Mapping of key stakeholders
- Interviews with key stakeholders
- Knowledge-sharing workshops at national and provincial level
- Workshop to initiate political dialogue

The initial step in the mapping of key stakeholders was a review of existing studies on aid effectiveness with respect to civil society participation and gender equality. This literature review included documents identified through internet searches, through recommendations from stakeholders working on aid effectiveness and gender, and from following up on references contained within sourced studies and documents. General documents covering aid effectiveness and gender were reviewed, as were documents specific to these issues in Cambodia. See the

bibliography for the documents consulted during the literature review and throughout the study period.

Following the literature review, an initial mapping of the key stakeholders was conducted, identifying the key institutions and mechanisms at national level, the principal donors involved in funding gender equality and women's empowerment, and the main civil society organizations involved in aid effectiveness and/or working in gender equality and women's empowerment. A mapping matrix was developed, outlining the relevant processes each actor is involved in, the opportunities and challenges, and initial recommendations and capacity needs. A matrix of strengths, opportunities, weaknesses and threats (SWOT) was developed to further delineate the areas of strengths and the areas of weaknesses in the aid effectiveness processes and in relation to the key stakeholders. Finally a flow chart of the key actors and processes through which gender should be mainstreamed to support increased aid effectiveness and effective engagement of civil society was compiled, with the weak links in the process highlighted. These opportunities, challenges, recommendations and capacity needs were further expanded on during the project launch meeting and the first knowledge-sharing workshop, both of which were held in Phnom Penh in November (see below).

The project launch meeting was held on Wednesday November 2<sup>nd</sup> 2011. The objectives of the meeting were to introduce the UN Women study to government, development partners and civil society; to provide a brief overview on the current status of monitoring aid effectiveness from a gender perspective and the opportunities and challenges identified; and to initiate discussion on the opportunities, challenges and recommendations for strengthening aid effectiveness from a gender perspective and broadening the engagement of civil society in the new aid modalities. The meeting was attended by over 50 participants, including representatives from the Royal Government of Cambodia (RGC), donor partners, NGO networks, NGO support organizations, research institutions with experience in gender and/or aid effectiveness issues, and members of the press. Round table discussions were held to discuss the opportunities and challenges for strengthening aid effectiveness from a gender perspective and engaging civil society. Initial recommendations were formulated in response to these opportunities and challenges.

The project launch meeting was followed up by a knowledge-sharing workshop held in Phnom Penh on 30<sup>th</sup> November 2011. The workshop was intended exclusively for civil society organizations and institutions at the national level with experience in gender and/or aid effectiveness issues. The participants included the leaders and directors of the leading gender equality and women's empowerment organizations and networks, gender focal points in key international organizations working on gender equality and women's empowerment, and representatives from academic institutions. A total of 28 participants joined the workshop. The intention of the workshop was to establish the current levels of engagement of women's organizations and networks at both national and sub-national level in the aid effectiveness processes and in monitoring aid flows from a gender perspective and to begin to identify capacity development needs of the organizations. The workshop comprised group work around key questions and an open plenary session, and again served to provide some insight in to the current knowledge and levels of involvement of the organizations in the aid effectiveness processes, the challenges they face, and the capacity building needs they require.

Following the knowledge-sharing workshop in Phnom Penh, two provincial workshops were held, one in Battambang on 9<sup>th</sup> December 2011 and one in Svay Rieng province on 13<sup>th</sup> December 2011. These provinces were selected because of their contrasting nature. Battambang is situated in the north-west of Cambodia, and the province borders the Thai-Cambodia border and has long been the



hub of NGO activities, with many organizations returning from the Thai-Cambodia border camps in the early 1990s to establish themselves in country. It has a vibrant NGO scene and is the second largest city in Cambodia. Some of the key women's organizations such as AMARA and Banteay Srei operate out of Battambang city. According to the CDC/CRDB Development Effectiveness Report (2011a), Battambang receives the highest amount of development assistance (USD 68 million) after Phnom Penh. By contrast, Svay Rieng province is in the south-east of the country, bordering Vietnam. A road improvement project has shortened travel time to the Vietnamese border, and the road by-passes Svay Rieng town. According to the CDC/CRDB Development Effectiveness Report (2011a), while Svay Rieng does not receive the lowest amount of development assistance in the country, it does receive the lowest amount of support per capita (along with Kampong Cham), with between USD 10-15 per person.

The provincial workshops were attended by leaders/directors of CSOs working on gender equality and women's empowerment at grassroots level. In Battambang, 14 organizations from 9 different provinces attended and in Svay Rieng, 23 organizations from 4 provinces. Members of the Gender and Development Network (GADNet) also attended, some of whom work as commune councillors and gender focal points at the commune level. In addition the workshops were attended by members of the local authorities, including the Provincial Departments of Women's Affairs (PDWA). The objectives of the workshops were similar to those in Phnom Penh, but the workshops were held over one day and the agenda was changed slightly as the ActionAid research team anticipated lower levels of knowledge about aid effectiveness at the sub-national level. Presentations were included to explain aid effectiveness concepts and the aid architecture in Cambodia, and group discussions were held following the presentations to gain input from the participants and to gauge levels of knowledge and understanding.

A seminar was held in partnership with the Cooperation Committee for Cambodia (CCC) on February 10<sup>th</sup> 2012, with forty participants from the CCC membership network. Presentations during the seminar included an introduction to the global movement on aid and development effectiveness and the current status of NGO involvement in Cambodia. ActionAid Cambodia provided a presentation on the UN Women project and preliminary findings, particularly regarding the role of civil society. The seminar was a good opportunity to further engage the CCC and its members in considering how they can better incorporate gender issues in to their work on aid effectiveness.

On 21<sup>st</sup> February a session was held with 29 donors, government representatives, parliamentarians and CSOs to initiate political dialogue around the draft findings, identified key entry points and capacity building needs and to get their feedback and consensus on the priority measures for the greater introduction of gender equality in the aid and development effectiveness processes. The initial findings of the study were presented and group work facilitated around key entry points, namely the Technical Working Group on Gender (TWGG), the Program Based Approach (PBA) and the National Plan for Sub-National Democratic Development (NP-SNDD). Draft recommendations were agreed by the group at the meeting.

In addition to the workshops, qualitative interviews were held with key representatives from the RGC, the donor community and CSOs working in Cambodia including representative from academic and research institutions. Semi-structured interview questions were prepared in advance of the interviews for each group of interviewees. General question areas included:

- Background information regarding the work conducted by the institution, agency or organization and efforts to address gender equality and women's empowerment
- Perceptions as to the development of the aid effectiveness mechanisms and structures in the Cambodian context and perceptions as to progress, results and remaining challenges

- Extent to which gender equality and women's empowerment is factored in to the aid architecture and accountability mechanisms and best strategies and practices to enhance and increase this
- Perceptions as to the levels of involvement and participation of different actors in the aid effectiveness processes, the challenges faced and identified capacity building needs

The complete list of interviewees is contained in Annex 1.

## 4. Key Actors in the Cambodia Aid Architecture from a Gender Perspective

This section provides an overview of the key actors and network and the aid architecture and mechanisms in Cambodia from a gender perspective. The chapter is divided into three sections, the first one focusing on the key government institutions and agencies, the second section on the development partners, and the final section on civil society. The criterion for selection of the key stakeholders in each of these sections was as follows:

- a) The selection of key government institutions and agencies was informed by the RGC directives as to who are the key actors critical in moving forward the aid effectiveness agenda and in managing the monitoring of aid flows and results, and those bodies and institutions created by the government to facilitate dialogue as part of the new aid architecture. Also included are the key institutions and bodies that have a responsibility to develop the national gender policies and to ensure that gender is mainstreamed throughout the government development process.
- b) The donors were selected based on the amount of aid provided annually for gender equality and women's empowerment and/or that have an explicit gender perspective in their mandate and cooperation policies. Their involvement in the dialogue mechanisms was also considered, particularly their involvement as donor co-chairs of the Joint Technical Working Groups.
- c) Civil society actors comprise four main groups. Firstly those who play a key role in engaging with the government and development partners on the aid effectiveness agenda and who serve to represent the broader civil society in these dialogues. Secondly, the local organisations working specifically on gender equality and women's empowerment, some of whom are engaged in monitoring the government's CEDAW commitments and/or who are members of the Technical Working Group on Gender. Thirdly, key international NGOs, who either directly implement projects around gender equality and women's empowerment or those who support local organisations to implement such projects. Also included were international NGOs involved in Alliance 2015 and the CSO Open Forum. The final section in civil society, looks at the role of research institutions and universities which, while they are not currently actively involved in the dialogue on aid effectiveness and the monitoring of aid flows from a gender perspective, have the potential to be more involved in the future.

### 4.1. Government Institutions and Agencies

The following government institutions and actors all play a key role in either the implementation of the government's aid effectiveness agenda or in the mainstreaming of gender into the new aid modalities.

- **The Council for the Development of Cambodia (CDC)**

The Council for the Development of Cambodia (CDC), established in 1994, is recognized as the lead institution on aid effectiveness on behalf of the Royal Government of Cambodia (RGC). The CDC consists of two operational bodies, the Cambodian Rehabilitation Development Board (CRDB) and the Cambodia Investment Board (CIB).<sup>1</sup> The CRDB/CDC leads the RGC efforts on monitoring progress towards the Paris Declaration (PD) obligations, including monitoring and reporting on the Harmonization, Alignment and Results (HAR) Action Plan of the government.<sup>2</sup> CRDB/CDC is also

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<sup>1</sup> The Cambodia Investment Board is responsible for processing investment applications and for tracking investment within the Kingdom.

<sup>2</sup> The Harmonization, Alignment and Results (HAR) Action Plan, 2006-2010, provides the basis for monitoring the implementation of priority aid effectiveness activities in line with the Paris Declaration.

the focal point for the coordination and mobilization of official development assistance (ODA) with development partners, and with government ministries and agencies on allocation and utilization of ODA. CRDB/CDC provides policy direction and coordinates initiatives at the sector level to build institutional capacity of key line ministries for aid coordination.

The CRDB/CDC maintains the ODA database, an on-line database of development assistance provided to Cambodia. CRDB/CDC also prepares annual development cooperation reports, the Aid Effectiveness and Development Effectiveness reports, and organizes the Government Donor Coordination Committee (GDCC) and the Cambodia Development Cooperation Forum (CDCF) meetings. The CRDB/CDC also oversees the Joint Technical Working Group (TWG) meetings and the review of the joint monitoring indicators (JMIs) developed by these working groups. The CRDB/CDC is leading the process to introduce program based approaches (PBAs) with ministries, including MoWA.

- **Cambodian National Council for Women**

The Cambodian National Council for Women (CNCW) was established by Royal Decree on 14 February 2001. It is the national mechanism responsible for coordinating and providing advice to the RGC on matters related to Cambodian women. The Minister of Women's Affairs is chair of the CNCW. The Honorary Chair is the Queen Mother, and the Honorary Vice-chair is the Prime Minister. CNCW is comprised of secretary or under-secretaries of states from 23 line ministries/institutions and observers from civil society.

- **Ministry of Women's Affairs (MoWA)**

A State Secretariat for Women's Affairs was established in 1995 and elevated to ministry status in 1996. The first Minister of Women's Affairs was appointed in 1998. The Ministry of Women's Affairs (MoWA) is the lead national government ministry responsible for the promotion of gender equality and the empowerment of women. MoWA is mandated to influence and guide the line ministries and lower-level administrative units to mainstream gender.

- **Gender Mainstreaming Action Groups (GMAGs)**

Since 2005 MoWA has supported the establishment of Gender Mainstreaming Action Groups (GMAGs) within line ministries to support the RGC priority of gender mainstreaming. Chaired by a secretary or under secretary of state, the GMAGs aim to provide a mechanism for institutionalizing the implementation and monitoring of ministry-specific gender mainstreaming strategies and plans for advocating for the integration of gender responsive measures into sector policies and programs.<sup>3</sup> The GMAGs are responsible for developing Gender Mainstreaming Action Plans (GMAPs) for their sectors.

- **Joint Technical Working Groups (TWGs)**

Established in 2004, the government-development partner joint technical working groups (TWGs) are the technical coordination mechanism for bringing together different sectors of the government, civil society and the donor community on a regular basis. The TWGs are chaired by high level ministerial representatives and have development partners as lead facilitators. The TWGs are accountable to the host ministries and agencies and facilitate dialogue at the technical level, reporting to the GDCC. Importantly, the TWGs also develop and monitor joint monitoring indicators (JMIs) linked to NSDP targets. Within this mechanism there is a TWG on Gender (TWGG) which sets and monitors JMIs on gender.

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<sup>3</sup> Prior to the establishment of GMAGs, advocacy for gender responsive measures into sectoral policies had been limited to 2 gender focal points in each of 10 line Ministries.

- **Sub-National Level**

At sub-national level institutional mechanisms have also been set up to promote gender equality and women's empowerment.<sup>4</sup> The provincial departments and district offices of women's affairs are the main government institutions that play an important role in the promotion of gender equality and women's empowerment at the sub-national level.

Commune women and children focal points (CWCFPs) were established in 2003. The focal point must be either an elected female councillor, or a woman from the community appointed by the commune council in case the council does not have a female elected member. They have the role to provide advice to the commune councils on issues related to women and children in their respective commune. They are permanent members of the Commune Committee for Women and Children (CCWC). First established in 2004, the CCWC is an advisory sub-committee to the commune council to provide advice and assist the commune to implement the policies, roles and responsibilities of the RGC related to women and children in its respective commune.

Women and children's consultative committees (WCCCs) were established in 2009 and work with councils at capital, provincial, municipality and district level. They have a responsibility to provide advice and recommendations to provincial/municipal and district/khan councils, boards of governors, governors and other committees of the councils on issues related to gender equality, women, youth and children within the authority, functions and duties of the council.

## **4.2. Development Partners**

Bilateral donors providing support to gender equality and women's empowerment projects through MoWA or CSOs include Japan, Germany, Spain, and Sweden. Other bilateral donors, such as Australia, Canada and the United States effectively mainstream gender into their programs. Important multi-lateral donors for gender include the Asian Development Bank (ADB), the European Commission (EC) and the United Nations.

- **Japan/JICA**

Japan is the top bilateral donor to Cambodia providing assistance in the form of technical cooperation, ODA loans and grant aid. In 2010 Japan's disbursements to the government sector was 146 million USD, with a projected disbursement of 120 million USD in 2011 (CRDB/CDC, 2011a). Generally there has been an increase in ODA from Japan to Cambodia from 2005-2010. However, in the future it is likely that Japan will increase loans for the economic sector and decrease grants. Japan provides support in a wide range of sectors including education, health (including maternal and child health services and care), water and sanitation, transportation, peace-building (through support to the Cambodian Mine Action Centre), rural development and agriculture.

Japan has been a long-term donor to MoWA focusing on gender mainstreaming and policy development. JICA is currently implementing the second phase of the Project for Gender Mainstreaming (PGM), a technical cooperation project with MoWA that will run from September 2010-2015. The project focuses on promoting women's economic empowerment and strengthening gender mainstreaming mechanisms in five line ministries: MAFF, MIME, MoC, MLVT and MRD, with coordination support from MoWA and MoP. JICA is the donor co-facilitator of the TWGG together with UNDP, and is also the donor co-facilitator for the TWG on Infrastructure and Regional Integration.

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<sup>4</sup> A comprehensive overview of institutional mechanisms for the promotion of gender equality and women's empowerment at sub-national level can be found in Agustiana, (2011).

- **Germany/GIZ**

Cambodia is a priority partner country for the German Development Cooperation. GIZ (formerly GTZ) has been working in Cambodia since 1994. German aid disbursements to the Cambodian government in 2010 totalled 35.3 million USD, with a projected 44.4 million USD for 2011 (CRDB/CDC, 2011a). There is no phase out strategy for German funding, but it is unlikely that the current levels of ODA will increase.

The priority areas of German cooperation are rural development and public health. Good governance features as a cross-cutting theme and is reflected in a number of specific projects, including the technical cooperation projects focused on women's legal rights and access to justice. GIZ is currently implementing one project with MoWA as an implementing partner, the Access to Justice for Women in Cambodia (1<sup>st</sup> December 2010 – 31 December 2013) with a budget of EUR 2,750,000 (USD 3.8 million).<sup>5</sup> This project is jointly supported by the Spanish who fund CSO involvement.

Germany is the donor co-facilitator of the TWG Land together with CIDA, and for the TWG on Public Administration Reform together with the World Bank. Gender is not mainstreamed in their support to these sectors.

- **Spain/AECID**

The Spanish Agency for International Development Cooperation (AECID) within Spain's Ministry of Foreign Affairs and Cooperation is responsible for Spanish overseas development cooperation. Spain is a relatively new donor to Cambodia, beginning ODA support in 2005. Spain is at the lower end of bilateral donor disbursements, with USD 28 million to the government sector in 2010 and a projected USD 11.4 million in 2011 (CRDB/CDC, 2011a).

However, while key thematic program areas for AECID are rural development and food security, water and sanitation, environmental sustainability and climate change, the main sectoral priority for AECID in Cambodia is gender in development. AECID fund several projects through NGOs, including Paz Y Desarrollo (PyD), Psicologus Sin Fronteras, Action Pour Les Enfants and Open Institute, and also supports the NGO component of the Access to Justice for Women project being implemented with German funding from 1<sup>st</sup> December 2010 to 31<sup>st</sup> December 2013, with a total budget from the Spanish of EUR 2,000,000 (USD 2.7 million).<sup>6</sup> AECID also provide support to the Cooperation Committee for Cambodia Governance and Professional Practices (GPP) project. During 2012 AECID had planned to support the PBA process for gender through funds to the CDC, but due to political changes within Spain, this is now on hold.

Spain is currently not a donor co-facilitator for any of the TWGs, but participates actively in the aid effectiveness agenda, including the TWGG and TWG on Partnership and Harmonisation.

- **Sweden/SIDA**

The Swedish International Development Cooperation Agency (SIDA) began working in Cambodia in 1979. Swedish aid disbursements to Cambodia totalled USD 24.7 million in 2010 and were expected to rise to USD 30.1 million in 2011 (CRDB/CDC, 2011a).

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<sup>5</sup> Figures from ODA database.

<sup>6</sup> Figures from ODA database.

The long-term development cooperation of SIDA is based on reforms for decentralization and democratization and human rights promotion through support for the development of civil society and education. Gender equality is one of the six main goals of Swedish development cooperation. SIDA in Cambodia is active in supporting aid and development effectiveness initiatives and provides funds through the UNDP Partnership for Gender Equity (PGE) project to MoWA, the UNDP Partnership for Development Results (PfDR) to CDC and is also funding a three year project with the Parliamentary Institute of Cambodia to strengthen Parliament.

SIDA is the donor co-facilitator of the TWG on Partnership and Harmonisation together with UNDP.

- **Australia/AusAID**

Australia is a long-term donor to Cambodia, and after Japan, is the biggest bilateral donor, with ODA disbursements to the government sector of 67.4 million USD in 2010 and a projected 74.3 million USD in 2011 (CRDB/CDC, 2011a). The trend of ODA from Australia is upwards and is expected to increase until 2015. Australia has been a partner in Cambodia's reconstruction since the signing of the Paris Peace Accords in 1991. During the 1990s Australia provided humanitarian assistance to Cambodia through NGOs and multi-lateral organizations. Over the last decade, the assistance has shifted from emergency response to longer-term development.

The aid program in Cambodia focuses on four main areas: reducing rural poverty through agricultural development; improving health services; upgrading infrastructure for growth, trade and travel; and promoting access to justice. Gender is mainstreamed into all four sectors. AusAID sees gender as a priority and each program has gender specific indicators for reporting. Australia is engaged in aid effectiveness processes in Cambodia and is the donor co-facilitator of the TWG on Agriculture and Water together with the UN Food and Agriculture Organization.

- **United States**

The US Agency for International Development (USAID) has been a long term development partner to Cambodia since 1992. The US disbursements to Cambodia totalled 60.4 million USD in 2010, with an expected 57.2 million USD in 2011 (CRDB/CDC, 2011a). A large proportion of the USAID program is implemented through partnerships with Cambodian and international NGOs and agencies. Working in good governance, economic growth, health and education, USAID has been supporting a counter-trafficking program, currently managed by Winrock International. Social inclusion, including women, is a key part of their Helping to Address Rural Vulnerabilities and Ecosystem Stability (HARVEST) program, being implemented by Fintrac. The SMART Girl project, being implemented by Family Health International (FHI), works with the PDWA in Kompong Chhnang province.

USAID is the donor co-facilitator of the TWG Legal and Judicial Reform, with DANIDA, and the donor facilitator of the TWG HIV-AIDS.

- **Canada**

The Canadian International Development Agency (CIDA) disbursements to Cambodia in 2010 were 7.9 million USD, with a projected 11.4 million USD in 2011 (CRDB/CDC, 2011a). In Cambodia CIDA contributes to the UNDP Partnership for Development Results (PfDR). Other program areas include demining (through UNDP Clearing for Results), food security and land administration support. Regionally, CIDA is supporting a program to improve women's rights, which promotes equitable justice systems and the implementation of CEDAW. CIDA provides strong support for gender-responsive measures in all their programs, including the agriculture programs and the land

sector. In the latter, CIDA provided technical assistance to the Ministry of Land Management, Urban Planning and Construction in developing their GMAP.

CIDA is the donor co-facilitator of the TWG Land together with Germany.

- **Asian Development Bank**

Since joining the Asian Development Bank (ADB) in 1996, Cambodia has received 1.17 billion USD in loans, 255.71 million USD in grants and 112.86 million USD in technical assistance projects. Disbursement from the ADB to the government sector in 2010 was 76.3 million USD, with a projection of 149.7 million USD for 2011 (CRDB/CDC, 2011a). In 2012 Cambodia is graduating to full loan status which may well change the priorities in terms of what ODA from the ADB is used for.

The ADB Country Partnership Strategy 2011-2013 is aligned with the development policies of the RGC, in particular the NSDP. The over-arching strategy focuses on poverty reduction and inclusive growth, both economic growth and social development and equity. Cross-cutting themes are environment and climate change, decentralization, urban-rural links and regional cooperation. Within this ADB provides support to a wide range of sectors including infrastructure, agriculture, health education, rural development, banking, public financial management reform, private sector development, water and sanitation and commune council support.

The ADB Strategy 2020 is a long-term strategy with a strong gender emphasis. There is an expectation that some 50% of all ADB activities will have a gender equality theme. ADB has provided support to MoWA on institutional capacity building and women's economic empowerment through Women's Development Centres. The ADB project "Gender Responsive Decentralized Governance in Asia" (2008-2011) supported the promotion of gender equality in the decentralization process in Cambodia, Nepal and Indonesia.

- **United Nations**

The United Nations (UN) is one of the biggest multilateral donors, providing core fund disbursements to the government sector of 88.2 million USD to Cambodia in 2010 and a projected 80.9 million USD in 2011 (CRDB/CDC, 2011a). The UN country team in Cambodia comprises 26 specialized agencies, funds and programs.

The UN is committed to supporting national development efforts and contributes to five areas of the RGC Rectangular Strategy: equitable economic growth; equitable access to health and education; a reduction in gender disparities and an increase in equal rights; greater accountability of national and sub-national institutions and greater participation in democratic decision-making; and finally the improvement of a sustainable national social protection system.

The UN is the biggest multilateral donor focusing on gender equality and gender is a cross-cutting theme in the UN Development Assistance Framework 2011-15 (UNDAF). UNDP is a long-term MoWA partner focusing on gender mainstreaming through the Partnership for Gender Equity (PGE) project with a total budget USD 5 million for Phase III (1<sup>st</sup> March 2011 - 31<sup>st</sup> December 2015), with USD 2.1 million allocated from UNDP funds and USD 2 million from SIDA.<sup>7</sup> Beginning in 2000, this project aims to strengthen the capacity of MoWA to fulfil its mandate of coordinating and monitoring gender mainstreaming into national policies, strategies and programs. Together with CDC, PGE will be supporting MoWA in the development of a PBA for gender equality. UNFPA

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<sup>7</sup> Data from ODA database.



and UN Women also have projects with MoWA focusing on advocacy and gender mainstreaming and support (UNFPA) and gender-responsive budgeting and CEDAW dissemination (UN Women).

The UNDP Partnership for Development Results (PfDR) has a total budget of USD 5,000,000 (1<sup>st</sup> January 2011 – 31<sup>st</sup> December 2015) contributed by Australia, Canada, New Zealand, Sweden and UNDP.<sup>8</sup> Running from 2011-2015 the PfDR works to promote the aid management capacities and partnership practices of the RGC. The project works closely with CRDB/CDC.

UNDP has also ensured gender equality and women's empowerment have been central to the sub-national democratic development in Cambodia through the CAREERE II program (1997-1999), the Partnership for Local Governance – Seila program (2001-2006), followed by the Project to Support Democratic Development through Decentralization and Deconcentration (2007-2010). UNFPA and UNCEF have also focused on capacity development of GFPs, CCWCs and WCCCs in partnership with MoWA and its provincial and district offices.

UNDP is the donor co-facilitator of the TWGG together with JICA, in addition to being the co-facilitator of the TWG on Partnership and Harmonization with SIDA.

- **European Union**

In 2010 the European Union (EU) Commission provided 34.2 million USD to Cambodia in 2010 with an estimated 55.8 million USD in 2011 (CRDB/CDC, 2011a). EU assistance to Cambodia is informed by the EU-Cambodia Cooperation Agreement that came in to force in November 1999. Joint committee meetings are held every two years in Brussels and Phnom Penh which allow the EU and RGC to formulate recommendations and set priorities.

Currently the EU supports programs in climate change and adaptation, good governance and human rights, education, environment, health, gender, infrastructure, public financial management and budget reform, tourism and trade and private sector development (European Union, 2010). Gender is a priority for the EU and is cross-cutting in all its development activities. The EU has provided assistance to MoWA in the past in the implementation of laws on trafficking and domestic violence. Currently the EU has four ongoing gender projects implemented with Gender and Development for Cambodia (GADC), DanChurchAid, Legal Aid Cambodia and CARE Cambodia.

### **4.3. Civil Society**

- **Umbrella NGOs**

Three umbrella NGOs, NGO Forum on Cambodia (NGO-F), the Cooperation Committee for Cambodia (CCC) and MEDiCAM have been working to engage the NGO community at national and sub-national level to build awareness of aid effectiveness and to create opportunities for engagement and contribution to the national debate on policy issues related to aid effectiveness. They coordinate representation at the TWGs, inputs into the CDCE/GDCC meetings, inputs into NSDP processes through the TWGs, and organize workshops and other events directed at increasing the understanding and engagement of CSOs with aid effectiveness.

- **Women's Organizations and Networks**

Gender and Development for Cambodia (GADC), Women for Prosperity (WfP), SILAKA, AMARA, and Cambodian Women for Peace and Development (CWPD) are the women's

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<sup>8</sup> Data from ODA database.

organizations primarily engaged in aid effectiveness through the TWG-Gender. Four of these organizations, with the exception of AMARA, are also members of the Committee to Promote Women in Politics (CPWP), along with the Women's Media Centre of Cambodia, the Committee for Free and Fair Elections (COMFREL), and the Neutral and Impartial Committee for Free and Fair Elections in Cambodia (NICFEC). GADC and the members of the CPWP were involved in writing the gender paper for the NGO Position Papers (NGO Forum, May 2010). The CPWP is one of the most active women's rights networks in Cambodia. Other active networks include GADNet, with 67 members, and the NGO CEDAW, which has 72 members and is responsible for monitoring and promoting the implementation of CEDAW in Cambodia and drafting the NGO shadow report which is submitted to the CEDAW committee. Other established Cambodian NGOs that work on gender equality and women's empowerment include Banteay Srei, KHEMARA, the Cambodian Women's Crisis Centre (CWCC) and the Cambodian Women's Development Association (CWDA).

- **International NGOs**

There are several international NGOs working in gender equality and women's empowerment in Cambodia, both those directly implementing activities and also those working through local NGOs and CBOs. Some mainstream gender equality into all programs, others have specific gender programs. The actual number of INGOs who work in gender equality and women's empowerment is somewhat hidden and under-reported in the ODA database. CARE, the Asia Foundation, HAGAR, PACT, Oxfam Great Britain, World Education and World Vision all implement projects directly. The Spanish NGO, Paz y Desarrollo also works on women's empowerment and has a cooperation agreement with MoWA for a project to promote the role of Cambodian women in the social and political spheres. Norwegian People's Aid (NPA), Christian Aid, Daikonia, Trócaire, Oxfam Novib, DanChurch Aid (DCA) and the Heinrich Böll Foundation also support gender equality and women's empowerment activities in Cambodia.

ActionAid Cambodia and Concern Worldwide both work through local NGOs or Community Based Organisations (CBOs). One of the key areas of ActionAid Cambodia's work is women's rights. Concern works with partners on rural livelihoods and health projects with a strong gender component. ActionAid Cambodia and Concern have both been actively involved in the Open Forum for CSO Development Effectiveness, and Concern Worldwide is a partner of Alliance 2015. Both organizations are active in aid monitoring and supporting the aid effectiveness agenda from a CSO perspective through support to the NGO umbrella networks.

- **Research Institutes and Universities**

Cambodia has a plethora of institutes of higher education, mainly private and of questionable quality. Policy changes that allowed private players to be involved facilitated the phenomenal expansion of the higher education institute sector from eight formally established by 1997 to 76 in 2001 (Kwok et al, 2010). A recent study on the feasibility of gender study at tertiary education level (GADC, 2011) identified three higher education institutes that currently offer gender courses: the Royal University of Phnom Penh (RUPP), the Pannasastra University and the University of Cambodia. However, while these universities offer gender courses or topics, there is little engagement in aid effectiveness and research capacity remains extremely limited within higher education institutes. There is a clear need to strengthen the capacity of institutes of higher education to conduct policy oriented research with a gender perspective and to develop course modules focusing on aid effectiveness from a gender perspective.

The Cambodia Development Research Institute (CDRI), an independent development research institute, has conducted some high-quality policy relevant development research related to aid effectiveness and gender. These include studies related to decentralization and local government

responsiveness, public expenditure tracking and technical assistance and capacity development. The Economic Institute of Cambodia (EIC) and the Cambodia Economic Association (CEA) have also produced some research on aid effectiveness together with NGO Forum (NGO Forum and EIC, 2011, Ngo and Chan, 2010). The Development Research Forum was established in 2008 as an initiative to support dialogue and learning opportunities among researchers working in Cambodia. It is co-managed by CRDI, the Learning Institute, CCC, the Supreme National Economic Council, the Royal University of Phnom Penh and the Cambodia Economic Association, and supported by the International Development Research Centre (IDRC) of Canada. The symposiums organized to date include: the Contribution of Research to National Development Strategies and Policies (2009); Research and Policy Response to Cambodia's Recovery and Development (2010); and Achieving Inclusive Growth, Social Equity and Sustainable Development for Cambodia (2011).

- **Parliament**

The Cambodian Parliament comprises the Senate and National Assembly. It has legislative power and a role in oversight and representation, however is considered by many to have little effective power and tends to have more of a subordinate role. Both the Senate and the National Assembly have commissions that include women's affairs, but there is currently no substantive involvement in policy development or aid effectiveness. CIDA and UNDP have been the main development partners providing support for parliamentary strengthening. In late 2011 SIDA provided a three-year grant of USD 1.7 million to the Parliamentary Institute of Cambodia to provide expertise, research and training to build the capacity of parliamentarians and staff.<sup>9</sup> The support will focus on research and legislation, representation and oversight, and strengthening the secretariats of the National Assembly and Senate.

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<sup>9</sup> For more information about the work of the Parliamentary Institute of Cambodia see [www.pic.org.kh](http://www.pic.org.kh)

## 5. Evolution of Aid Flows Targeted to Women’s Empowerment and Gender Equality in Cambodia since 2005

Cambodia is an aid dependent country with almost half of its annual budget being sourced from multilateral and bilateral donors. This chapter examines the overall trends in ODA to Cambodia, referring to Paris Declaration principles in terms of ownership, alignment and harmonization, and provides an overview of aid flows to gender, both to the Ministry of Women’s Affairs (MoWA) and the available information on fund to gender from I/LNGOs.

### 5.1. Overall Trends in ODA to Cambodia

Since 2005 ODA disbursements to Cambodia have risen from USD 555 million to USD 1,075 million in 2010, which represents an annual average increase of 11.6% compared with the average rate of growth of aid to all developing countries of 10.9% per annum over the same period (CRDB/CDC, 2011a). Projections for 2011 and 2012 show that aid disbursements remain relatively stable.

**Table 1: Total ODA Disbursements by Year in USD million**

2005	2006	2007	2008	2009	2010	2011	2012
555	713	790	955.6	989.5	1,075	1,235	1,140

Source: Data from CRDB/CDC ODA database and The Cambodia Development Effectiveness Report 2011, (CRDB/CDC, 2011a).

According to the Cambodia ODA database, over the period 1992 to 2011, a total of USD 12.13 billion has been disbursed to Cambodia by development partners (CRDB/CDC, 2011a). This includes:

- USD 2.65 billion from European Union countries and the EU Commission (22% of total ODA received)
- USD 2.1 billion from Japan (17%, nearly one-fifth of total ODA received since 1992)
- USD 1.2 billion from the ADB, USD 1 billion from the UN and USD 0.8 billion from the World Bank (approximately 25% of total ODA since 1992)
- USD 1.1 billion (approximately 10% of total aid) from NGOs own resources
- USD 0.86 billion from China, (7 % of total aid) 90% of which has been disbursed since 2004

Grant support accounts for approximately two-thirds of total disbursements and the top five donors (Japan, China, Asian Development Bank, United Nations and United States) contribute 50% of Cambodia’s core ODA. Japan remains the largest single source of ODA, disbursing USD 146 million in 2010, a 9% increase from the previous year. A number of other development partners have increased their disbursements, including New Zealand, Korea, Spain, the Netherlands and Germany. China is continuously increasing its support, disbursing an estimated USD 138.2 million in 2010, primarily in the form of loans, for transportation and energy infrastructure.

NGOs delivered USD 127.5 million of their own funds (12% of total aid) in 2010 and managed and additional USD 92.8 million (8.6% of total) of development partner resources. NGOs therefore provide or manage more than 20% of total aid to Cambodia (CRDB/CDC, 2011a). The largest 50 international NGOs and the largest 80 local NGOs are thought to account for a significant share of

the disbursements. The ten largest NGOs in Cambodia in 2010<sup>10</sup> account for almost half of all NGO financing (44%) from their own funds (CRDB/CDC, 2011a).

Overall the grant share of support has remained relatively stable, increasingly slightly from 66% of all disbursements in 2004 to 75% in 2010. However, loan-financed cooperation is expected to grow from 2012 (CRDB/CDC, 2011a).

The broad trend in the aid to GDP ratio since 2000 has been downwards, even though aid levels have more than doubled. It appears that this is largely due to rapid economic growth. The Development Effectiveness Report (CRDB/CDC, 2011a) records that the value of the Cambodian economy increased from USD 4.2 billion in 2002 to USD 11.5 billion in 2010, and is expected to rise to a level of 12.5 billion in 2011. The aid/GDP ratio has therefore been below 10% every year since 2005. Aid per capita has increased, almost doubling from around USD 40 per capita in 2000 to a projected USD 78 in 2010. The ratio is principally determined by the relatively low population growth rate which results in the doubling of aid having a comparable effect on the aid per capita figure.

The top five sectors in terms of ODA allocations in 2010 were transportation (USD 189.8 million), health (USD 196.4 million), governance and administration (USD 127.3 million), education (USD 111.2 million) and agriculture (USD 88.7 million). As reported by the ODA database, gender received USD 7.1 million (CRDB/CDC, 2011a). The trend in the sectors of transportation, health, governance and education receiving the highest amounts of development assistance was also apparent in 2006, 2007 and 2008. NGOs primarily work in social sectors with health, governance and education being the main focus. In their implementing partner role, NGO funds are directed largely to support health services, and also governance, trade, agriculture and rural development (RGC, 2011).

Most external support is relatively well aligned to the resource requirements of the RGC National Strategic Development Plan (NSDP) Update 2009-2013 at aggregate level. The ODA database allows the RGC to monitor the alignment of ODA with the priorities of the NSDP. The NSDP Mid Term Review (RGC, 2011) notes that progress on aid alignment with national priorities has been generally positive since 2006: The 2005 baseline recorded 79% of aid was aligned with national priorities. This increased to 85% in 2007 and a target of 90% in 2010 (CRDB/CDC, 2011b). Governance and administration, health and HIV/AIDS, transportation and community and social welfare are identified as sectors that receive relatively high levels of external support compared to relative NSDP financing needs. Education, rural development and agriculture by comparison are relatively under-funded when compared with the requirements set out in the NSDP Update (CRDB/CDC, 2011a).

Analysis of the ODA database shows that aid to provincial areas in Cambodia has increased, with 55% of total development assistance disbursed to the provinces in 2010. Phnom Penh still receives the highest amount of development assistance (USD 86 million), followed by the north-western provinces of Battambang province (USD 68 million) and Siem Reap (USD 64 million). The southern provinces of Koh Kong and Kep receive the lowest amount of aid, amounting to USD 4 million and USD 1 million respectively. Per capita, the north-eastern province of Mondulkiri received the highest amount of support (USD 410 per capita), while Kampong Cham and Svay Rieng received the lowest support with between USD 10-15 per person (CRDB/CDC, 2011a).

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<sup>10</sup> The largest 10 NGOs are Kantha Bopha Foundation, World Vision Cambodia, Pour un Sourire d'Enfant, Don Bosco Foundation of Cambodia, Action Aid International Cambodia, Medecins Sans Frontieres, The Asia Foundation, Cambodian Children's Fund, and Caritas Cambodia. Several of these NGOs do have quite extensive activities targeting gender equality and women's empowerment.

Fragmentation of aid in Cambodia has long been problematic, resulting in limited coordination and high transaction costs for the government. The number of donors, NGOs and projects create a highly competitive environment which has been a challenge in terms of the harmonization of aid. The 2011 Development Effectiveness Report covers 25 development partners contributed approximately 91% of Cambodia's core ODA. In 2006, the baseline year, 18 donors were recorded, and 24 in 2008. In addition to the ODA provided by these donors, there are 337 international NGOs who also contribute disbursements to development (CRDB/CDC, 2011b).

In line with the Paris Declaration, the RGC has presented program-based approaches (PBAs) as the preferred tool for implementing sector strategies. The two sectors that have made the most progress in the development of programmatic approaches are the education sector with the development of a sector wide approach (SWAp) and the health sector with a sector wide management approach (SWiM). The mine action sector also uses a pooled funding mechanism administered by UNDP. Aid channelled through PBAs in Cambodia has increased from 24% in 2005 to 28% in 2007 and 35% in 2010 (CRDB/CDC, 2011a).

The majority of ODA in Cambodia continues to use systems outside of the government systems. The NSDP Mid Term Review notes that there has been limited progress with regards to the use of government systems. Despite improvements since 2007, only one-fifth of aid flows are channelled through country systems. The government systems are not fully functional and so donor procedures and project implementation units (PIUs) are still used for the management of external resources (RGC, 2011).

## 5.2. Aid Flows to Gender

The ODA database has no records of disbursements for gender equality and women's empowerment prior to 2005, possibly because the database was not adapted to collect this information before 2005. The total recorded disbursements towards gender equality and women's empowerment from 1992 up to 2011 is USD 37,989 million, which equals 0.3% of the total ODA disbursed during that time. The RGC Aid Effectiveness Reports note that comparing the 2005 disbursements for gender (the year before the NSDP commenced) with the disbursements in 2007, shows a marked increase which is attributed to gender being a key priority within the NSDP. However, while overall ODA to Cambodia has increased, allocations for gender appear to be more variable. Disbursements for the gender sector dropped from 5.5 million in 2008 to 5.2 million in 2009, and then increased again in 2010 to 7.1 million, as shown in Table 2.

**Table 2: Development Cooperation Disbursements for Gender (USD Million) and percentage of overall ODA**

2005		2006		2007		2008		2009		2010 (Projected)		2011 (Projected)	
USD	%	USD	%	USD	%	USD	%	USD	%	USD	%	USD	%
2.6	0.4%	3.8	0.5%	5.7	0.8%	5.5	0.6%	5.2	0.5%	7.1	0.7%	8.1	0.7%

2012 (Projected)		2013 (Projected)		2014 (Projected)	
USD	%	USD	%	USD	%
6.1		3.0		1.0	

Source: Data from CRDB/CDC ODA database and The Cambodia Development Effectiveness Report 2011, (CRDB/CDC, 2011a).

Projections for disbursement to gender from 2012 to 2014 show a decline. This could be in line with the requirements of the NSDP priorities, but is perhaps also a result of the lack of predictable financing from development partners. Generally, while gender is a priority within the NSDP, there is a relatively low financial commitment to gender in the national budget (UNDP, 2011b). The gender budget is approximately 4.5% of the total national budget (ActionAid, 2011). The 2011 Development Effectiveness Report (CRDB/CDC, 2011a) indicates that ODA for gender is below target as set out in the NSDP, although not to a significant extent. ODA for gender in 2010 was recorded at USD7.1 million (0.7% of total ODA), although this could be under-reported as the visibility of ODA financing for gender is poor, as will be discussed later in this report.

The amount of ODA support to MoWA has increased significantly in recent years from USD 1.3 million in 2003 to USD 4.6 million in 2011 and a projected USD 5.9 million in 2012 and 2013, as shown in table 3 below. The data excludes the technical assistance provided by UNIFEM/UN Women, UNICEF, World Bank/DFID, Spanish Cooperation, Australian Volunteers International and some other development partners.

**Table 3: Total ODA to MOWA from 2003-2013**

2003	2004	2005	2006	2007	2008	2009	2010	1011	2012	2013
USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD
1.3	3.1	2.7	2.7	3.3	2.6	3.0	4.4	4.6	5.9	5.9

Source: Data from MoWA ODA reports (MoWA 2009, MoWA, 2010) and CRDB/CDC ODA database.

The 2007 RGC Aid Effectiveness Report noted that gender was the eighth most fragmented of all sectors and cross-cutting issues, with 14 projects and 9 different donors. There still remains a great deal of fragmentation and also some resentment and competition between government and CSO stakeholders around access to gender equality funds. In recent years there has been a steady decrease in the number of partners working in direct cooperation with MoWA. From 20 partners in 2003, the number reduced in 2006 to nine, and finally six partners in 2009 (MoWA, 2009c; MoWA, 2010). The total budget of these six projects in 2009 was USD 3,080,513, the figure being based on the budget and not the actual disbursement (MoWA, 2010). In 2010 the number of donors to MoWA had risen again to eleven, with expectations that there will be up to 13 donors in 2012 (MoWA, 2012). Within MoWA there still are a number of advisors in different departments funded by different donors, and communication between departments, donors and advisors is neither regular nor consistent. Current development partners working with MoWA as an implementing partner are GIZ, IOM, UNFPA, UNICEF, UN Women, UNDP, JICA and the National Centre for Malaria Control (see Annex 3 for a list of MoWA projects with development partners and annual budget).

MoWA is one of the line Ministries for which a Program Based Approach (PBA) will be developed. An initial concept note for the PBA was developed by UNDP (UNDP, 2011b) and in early 2012 a consultant developed a roadmap for PBA implementation. It is expected that the PBA will not replace traditional projects, but will support their strategic management and focus on results in a way that ensures resources are better organized within an overall framework.

### **5.3. NGO Sector Support to Gender**

In the ODA database, only eight NGO projects are currently listed as gender projects, although it is clear that there are many more women's organizations and networks working on gender issues, for example GADC, Women for Prosperity, SILAKA, AMARA, Cambodian Women for Peace and Development, the Women's Media Centre, the Cambodian NGO Committee on CEDAW, and the Committee to Promote Women in Politics. The NGOs listed with gender projects are Agriculture

Development Denmark Asia (ADDA), CARE, Health Poverty Action (HPA), Kampuchea Women’s Welfare Action (KWWA), Psicologos Sin Fronteras (PSD-ONGD), Paz y Desarrollo and Transform Asia. With the exception of KWWA, none of these organizations are working exclusively on gender equality and women’s empowerment. Some of the larger INGOs are also working on gender but classify their activities under the sector of the ministry with which their Memorandum of Understanding (MoU) is signed. The top 60 NGOs that expend more than USD 1 million a year often have gender included within their activities, or are explicitly funding some gender activities, for example, World Vision, ActionAid Cambodia, Norwegian People’s Aid, the Asia Foundation and World Education, but they are not classifying their activities under gender in the ODA database.

Bearing in mind the under-reporting of gender projects within the ODA database, the following tables show the NGO disbursements to gender funded by donors and from NGO core funds (which have been recorded since 2008).

**Table 4: NGO disbursements for gender funded by donors (not noted as NGO core funds), total amount in USD millions and percent of total ODA**

2005		2006		2007		2008		2009		2010		2011 (projected)	
USD	%	USD	%	USD	%	USD	%	USD	%	USD	%	USD	%
0.1	0.1%	1.8	1.6%	2.7	2.5%	1.9	1.9%	1.1	1.2%	0.5	0.5%	0.5	0.6%

Source: Data from CRDB/CDC ODA database.

**Table 5: NGO disbursements for gender of NGO Core Funds**

2005		2006		2007		2008		2009		2010		2011 (projected)	
USD	%	USD	%	USD	%	USD	%	USD	%	USD	%	USD	%
						0.2	0.2%	0.3	0.3%	0.1	0.1%		

Source: Data from CRDB/CDC ODA database.

#### 5.4. The Changing Aid Environment

The aid environment in Cambodia is changing. Some of the strongest development partner advocates and supporters of aid effectiveness and gender equality efforts have phased out their programs in Cambodia, for example DFID. Cambodia also has increasing access to financial resources from countries currently not actively engaged in aid effectiveness processes, such as China and Korea. During the course of the research several interviewees referred to the fact they felt the government used these differences between traditional donors and the emerging donors to their advantage. The anticipated revenue from oil and gas may further influence the situation in terms of moving the agenda away from principles of mutual accountability and an enabling environment for CSOs. Some of the major donors to Cambodia, including Japan, will be increasing loans to Cambodia in coming years and decreasing grants. ADB and World Bank have also moved to 100% loan status in Cambodia, which changes the priorities in terms of the development agenda, with the focus turning more to the economy. As donor resources tighten, the financial resources available to CSOs are also affected. In the longer term this will affect their ability to engage in aid effectiveness and to advocate for gender equality and women’s empowerment. CSOs also have no influence over the non-ODA cash flows which are becoming increasingly important sources of revenue that contribute to Cambodia’s development. However, some donors believe that with less money and influence, donors and CSOs will need to be more strategic and technical in their way of working, which could provide better results.



## 6. The Cambodia Aid Architecture and Accountability Mechanisms

The Royal Government of Cambodia (RGC) has made significant progress in institutionalizing and implementing the global framework on aid effectiveness as outlined in the Paris Declaration (2005) and the Accra Agenda for Action (2008). In fact, the RGC has been involved in aid effectiveness initiatives that pre-date the Paris Declaration. Since 1998-99, Cambodia was one of only 14 countries in the OECD Working Group on Aid Effectiveness. In 2002 the RGC presented its overall vision at the Rome High Level Forum on Harmonization, and in December 2004 signed the Joint Declaration and Action Plan on Harmonization and Alignment. In this respect, Cambodia has been very much to the forefront of policy dialogue with respect to aid effectiveness, and it has enabled Cambodia to influence the dialogue as well as to benefit from it (VBNK/RBMG, 2010). Post Paris Declaration, Cambodia has been able to strengthen its country policy framework and has improved its development planning tools. In 2006, the RGC and 14 development partners<sup>11</sup> issued a Declaration on Enhancing Aid Effectiveness (RGC, 2006), which declared the willingness of the RGC and its development partners to build partnership in an “environment of cooperation, mutual trust, and mutual accountability to improve ODA effectiveness in order to maximize its benefits for the people of Cambodia.”

This chapter documents the aid architecture that has been established in Cambodia and looks at the accountability and dialogue mechanisms within the aid structure. It also examines how well gender equality and women’s empowerment have been factored into the overarching development framework.

### 6.1. The National Policy Framework

Post Paris Declaration the RGC has been able to strengthen its country policy framework and improved development planning tools. The following are the main policies and strategies that outline the development goals of the government:

The **2008 Rectangular Strategy for Growth, Employment, Equity and Efficiency, Phase II**, outlines the policy priorities for the government elected in mid-2008. Grounded in good governance, peace, political stability, partnership and economic integration, the Rectangular Strategy focuses on critical development issues such as the enhancement of the agriculture sector, rehabilitation and construction of physical infrastructure, private sector development, employment and human resource development.

Along with the Rectangular Strategy, the **Cambodian Millennium Development Goals (CMDGs)** are also key development goals the government hopes to meet by 2015. Adopted in 2003 and localized from the eight universally agreed Millennium Development Goals (MDGs), the CMDGs include an additional goal on demining, explosive remnants of war and victim assistance.

The updated **National Strategic Development Plan (NSDP) 2009-13**, is the third five year NSDP, replacing the NSDP 2006-10. The NSDP is the framework developed by the RGC to facilitate the implementation of the Rectangular Strategy Phase II and the Cambodian Millennium Development Goals and serves as Cambodia's Poverty Reduction Strategy Paper (PRSP). The NSDP was formulated to be a single, overarching national policy document for pursuing prioritized goals,

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<sup>11</sup> The Development Partners signing the agreement were France, Japan, Australia, Germany, UK, Canada, DANIDA, SIDA, NZAID, USA, ADB, European Commission, World Bank and the UN.

targets and actions (RGC, 2009).<sup>12</sup> It is intended to align sector strategies and planning cycles to an overall long term vision, as well as to guide external development partners to harmonize their efforts. The NSDP is reviewed annually and a mid-term review was conducted in 2011 (RGC, 2011).

## **6.2. National Policies and Legal Framework from a Gender Perspective**

The Cambodian government has committed to work towards gender equality and the empowerment of women as demonstrated by the legal and policy framework.

The **1993 Constitution of Cambodia** clearly states that men and women have equal rights to participate in the social, economic, political and cultural life of the nation and makes strong commitments to increasing gender equality (Article 31). In accordance with the 1993 constitution, the RGC has enacted a number of policies and legal measures for the promotion of gender equality and the advancement of women in the development process.

The RGC has signed a number of conventions concerning gender equality and the empowerment of women. On October 15<sup>th</sup> 1992 the RGC acceded to the **Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)**. This convention includes recommendations to reduce exploitation and discrimination against women and to increase measures to promote women's rights and status. CEDAW provides a basis for equality between men and women by ensuring equal opportunities in public and political life, including participation in elections, access to education, health and employment. Moreover, the convention stipulates that each member state must create appropriate measures, including laws and affirmative action, to ensure the rights and freedom of women. Cambodia is also a signatory to the **Beijing Declaration and Platform for Action 1995** and the **2004 Declaration on Elimination of Violence against Women in the ASEAN Region**.

The Cambodia development strategies and policies also clearly outline a commitment to gender equality and the empowerment of women.

The **Rectangular Strategy for Growth, Employment, Equity, and Efficiency, Phase II (2009-13)** recognizes the interconnection between gender equality, women's roles, poverty reduction and the socio-economic development of the country. It prioritizes gender as one of the four growth areas to be targeted and reaffirms that all women are entitled to equal access to health care, education and training, to economic resources and activities, to decision-making positions at all levels and in all sectors, and to legal protection against domestic violence and trafficking.

The **Cambodian Millennium Development Goals (CMDGs)** have a clear commitment to address the gender gap and promote gender equality and women's empowerment. The CMDGs had their indicators expanded to sharpen the focus on targets for gender equality and women's empowerment of importance to Cambodia. The third CMDG focuses on promoting gender equality and women's empowerment, with specific targets to reduce gender disparities in upper secondary and tertiary education, to eliminate gender disparities in wage employment in all economic spheres, to eliminate gender disparities in public institutions, and to reduce significantly all forms of violence against women. However the CMDG 2, (achieving universal 9 year basic education), CMDG 5 (improve maternal health) and CMDG 6 (combat HIV/AIDs, malaria and other diseases) also have specific gender-related targets.

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<sup>12</sup> Prior to the development of the NSDP 2006-10 as the over-arching development plan, there were several development plans including the Poverty Reduction Strategy Paper, the Public Investment Plan and the Socio-Economic Development Plan.

As the over-arching development framework, the **NSDP Update (2009-13)** also incorporates the commitments to gender equality and women's empowerment and re-states the RGC view that "women are the backbone of the society and the economy." Core indicators in the NSDP include gender equity indicators (which along with other indicators were updated by the Ministry of Planning and MoWA); mainstreaming of gender in all spheres (measured through the number of ministries with a Gender Mainstreaming Action Plan and those that have implemented the plan); the per cent of female share of wage employment in agriculture, industry and services; the per cent of level of awareness that violence against women is a crime; the number of protection orders issued by courts, based on the Law on the Prevention of Domestic Violence; and the number of victims of domestic violence who receive counselling by qualified personnel. Indicators for improvement in health and education also include sex disaggregated data and indicators concerning enrolment at primary and secondary schools, completion rates, and maternal mortality and female anaemia.

The main strategy on gender equality and the empowerment of women in Cambodia is the **Neary Rattanak III**, the five year plan (2009-13) of the Ministry of Women's Affairs (MoWA). The plan builds on the Neary Rattanak II (2004-08) which focused on the development and implementation of legal and policy efforts to reduce domestic violence, and the Neary Rattanak I (1999-2003), which laid out the strategy as to how MoWA would complement the work of other ministries in their own projects which impacted on women. The Neary Rattanak III (NR III) was prepared by MoWA in partnership with relevant ministries and institutions, to contribute towards the government's efforts to promote gender equality and the empowerment of women within their overarching development strategies.

There are five strategic areas in the plan: economic empowerment of women; education of women and girls; legal protection of women and girls; health and nutrition of women and girls and HIV/AIDS; and women in public-decision making and politics. There is also a gender mainstreaming program focused on national policies, government reform programs, priority sectors and CEDAW implementation (see Annex 4 for an overview of Neary Rattanak III). For each strategic area the plan provides an update on progress and past achievements and lays out key indicators (mainly quantitative) and targets, some of which link to the NSDP and CMDG indicators and targets. Each section of the five-year plan includes an implementation matrix, assigning responsibility for implementation and monitoring across the cooperating ministries.

A number of laws have also been adopted in Cambodia to protect women's rights and interests. These include the Law on the Prevention of Domestic Violence and Protection of Victims (2005) and the Law on the Suppression of Trafficking in Humans and Commercial Sexual Exploitation (2008). The Law on Elections (2008), the Labour Code (1997), the Land Law (2001) and the Law on the Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans (2008, also known as the Organic Law), also contain principles on gender equality and women's rights and empowerment. A National Action Plan to implement the Law on the Prevention of Domestic Violence has also been adopted by the Council of Ministers.

### **6.3. Sub-National Democratic Development**

The Rectangular Strategy of the RGC focuses on a number of reforms, including increased decentralization and deconcentration. The Strategic Framework for Decentralization and Deconcentration, approved in 2005, defines the main policies and principles for guiding administrative reform at the sub-national levels. It ensures that "the reform will introduce systems and procedures and ensure that people, especially women, vulnerable groups and indigenous minorities can participate in decision-making". The National Program for Sub-National Democratic

Development (NP-SNDD) also states that women representatives must be ensured in the councils at sub-national level (RGC, 2010a).

The 2008 Organic Law outlines the administrative management down to sub-national level. Principles of gender equality and women's empowerment are clearly expressed in the law, which provides a strong basis for the promotion of women's roles, participation and representation in politics and decision-making at the sub-national level (Agustiana, 2011).

The NP-SNDD 2010-2019, and its accompanying three year implementation plan (IP3) aim to tackle local development, inequality and poverty throughout the country, recognizing that local development has been uneven and regional and individual inequalities persist (RGC, 2010a; 2010b).

During the launch of the NP-SNDD, Prime Minister, Samdech Hun Sen, stressed that gender equality and citizen participation are pre-requisites for good governance: *“The Royal Government views good governance as the most important prerequisite for sustainable and equitable local development. Good governance involves adherence to the rule of law, transparency, accountability and equity, including gender equality. It means that citizens must be placed at the centre of local governance, and that they must participate in that governance process.”* (quoted from Agustiana, 2011). According to Annex 2 of the NP-SNDD, which focuses on gender mainstreaming for sub-national administrations (RGC, 2010a), gender equality is to be addressed at three levels: individual, organizational and institutional.

The plan recognizes the need for the equal opportunity of all citizens to participate in local development and to demand more comprehensive services, with a focus on the most vulnerable groups, particularly indigenous people, women and children. The plan commits to increasingly integrate women into the governance process and to ensure women's priority needs receive resources and services. Core principles of the NP-SNDD are: citizen participation in local development; principles of democratic participation, transparency and accountability to promote local development and delivery of public services to meet the needs of citizens and contribute to poverty reduction; and creating a functioning sub-national administration through the establishment of a management system in line with citizen participation and the rights of people and gender equality standards.

Gender mainstreaming is defined as promoting gender equality and the empowerment of women in the broader governance area, particularly women's role in decision-making, and improving their access to services. The RGC further highlights that gender equality will be mainstreamed in all five core program areas of the NP-SNDD. This includes mainstreaming gender into 1) sub-national administration organizational development; 2) human resource management and development systems; 3) transfer of functions; 4) sub-national budget, financial and property management systems; and 5) support institutions for D& D reform. A plan for gender mainstreaming in the sub-national administration is outlined in an annex to the NP-SNDD, and the logical framework contains some indicators requiring sex-disaggregated data. However, there are also indicators which could have sex-disaggregated data but don't. For example, an indicator relating to an objective to strengthen national institutions requires “the percentage of students graduating with degrees in public administration and policy and entering into service with sub-national administrations,” but there is no provision to disaggregate this percentage by sex.

The UNDP Project to Support Democratic Development through Decentralization and Deconcentration (UNDP/PSDD), and other donors have supported the RGC in developing the 10 year NP-SNDD and gender mainstreaming strategy and assisted the National Council for Democratic

Development (NCDD) to develop the first three year implementation plan, the IP3, which will be implemented over the 2011-13 period.

The first three-year implementation plan (IP3) of the NP-SNDD will be implemented during 2011-13. The focus is on promoting local governance and development, especially at the district/municipal levels along with their respective communes/sangkats. The IP3 will be executed and managed by the National Council for Democratic Development Secretariat (NCDD-S). The plan has 6 sub-programs for implementation and gender equality is recognized as a cross-cutting issue which will be integrated into all the sub-programs. Three key areas identified in the IP3 as areas where better gender equality can be achieved include: 1) representation and voice in sub-national administration policy making; 2) beneficiaries (direct or indirect) of sub-national administration investments and activities; and 3) employment in Sub-National Administration. MoWA is working closely with the institutions responsible for each of the sub-programs to integrate gender-responsive measures into the annual work plans and budgets of the sub-programs.

#### **6.4. Consultation Mechanisms**

At national level, the RGC has put in place several initiatives and consultation mechanisms to promote aid effectiveness and development partnership. Originally, Consultative Group (CG) mechanisms were held outside of Cambodia, chaired by the World Bank, but from 2002 they were held in Phnom Penh, co-chaired by the RGC and the World Bank. In 2007 the RGC transformed the Consultative Group meeting into the **Cambodia Development Cooperation Forum (CDCF)**. This is the highest level meeting between the RGC and development partners, intended to be a forum to discuss overall progress in socio-economic development, to agree on joint monitoring indicators (JMIs) for measuring and monitoring progress for the year ahead, and where development partners pledge their aid for the following period. CDCF generally reviews development progress against the JMIs, endorsing new priorities. The forum provides the ability to mobilize aid to meet policy priorities and key reforms (NGO Forum and EIC, 2011). The CDCF is normally held every 18 months, although the CDCF meeting which was supposed to be held in 2011 was postponed by the government until after the 2013 elections.

During update of NSDP 2009-13, the RGC put forward a vision for establishing a Cambodia Development Forum which will include private sector participants as well as a wider range of other national stakeholders, essentially merging the existing CDCF and the Government-Private Sector Forum. This will replace the current CDCF which is shaped around the former consultative group format serving as a dialogue between RGC and its development partners. The broadening of this mechanism will allow more holistic dialogue on national development priorities, including the private sector, and will provide a platform for national representatives to provide increased input. Some observers believe this represents progress from donor driven dialogue on ODA towards a national forum on Cambodia's development that includes all stakeholders in the dialogue.

The **Government-Donor Coordination Committee (GDCC)** was established in 2004 and meets two or three times annually and provides a follow-up mechanism to the CDCF. It allows for the discussion of issues relating to the preparation of the NSDP, especially the integration of the budget and aid in to the plan and for discussing cross-sector issues and matters that cannot be resolved at the joint technical working group level. The meetings serve to coordinate the work of the TWGs and to monitor the agreed upon JMIs adopted by the RGCs and DPs at the CDCF (NGO Forum and EIC, 2011). In both the CDCF and GDCC meetings, three umbrella NGOs (the Cooperation Committee for Cambodia, MEDiCAM and NGO Forum) are normally invited and occasionally given the opportunity to present their point of view.

The **Government-Development Partner Joint Technical Working Groups (TWGs)** were established in 2004 and are the technical coordination mechanism for bringing together different sectors of government, civil society and the donor community on a regular basis. The TWGs are chaired by high level representatives of relevant ministries and agencies and have development partners as lead facilitators. There are currently 19 TWGs organised around 12 sectors and 7 cross-cutting themes, one of which is gender. The TWGs are accountable to the host ministries and agencies and facilitate dialogue at the technical level, reporting to the GDCC with respect to ensuring the continuing implementation of the sector and thematic plans, financing, capacity development, partnerships and aid effectiveness reporting and review. Importantly, as discussed below in section 6.5, these TWGs also develop and monitor the JMIs. The RGC produced guidelines on the TWGs in 2007, but these were revised in 2010 to include CSOs as participants as opposed to observers (CRDB/CDC, 2010b).

### **6.5. Monitoring and Performance Assessment Frameworks**

The joint monitoring indicators (JMIs) are the principal mechanism for managing and monitoring progress under the mutual accountability framework of the Paris Declaration. They are “joint” in that they are intended to reflect joint action and responsibility between the RGC and development partners. The JMIs provide a short term monitoring function. They are reviewed every 18 months so that progress can be seen in specific areas.

The JMIs evolved in Cambodia through the Consultative Group process, with their origins informed by the need to jointly establish and monitor indicators in the key reforms and sectors that underpin the national development framework. The CRDB/CDC has since developed a set of JMI Guidelines to help to clarify what the JMIs are.<sup>13</sup> The JMIs are intended to be developed out of the outcome targets identified in the NSDP and take the form of output or progress indicators that are necessary to attain the NSDP targets. As such, the JMIs serve as medium term monitoring indicators, linked to the NSDP and reviewed on a regular basis. They are intended to promote joint efforts achieve development goals in a results based manner informed by partnership and mutual accountability. As the Aid Effectiveness Report (CRDB/CDC, 2010d) notes, the JMI format is intended to address both the “managing for development results” and the “mutual accountability” principles of aid effectiveness.

The joint technical working groups (TWGs) and Government-Donor Coordination Committee (GDCC) are the regular mechanisms for in-country coordination, review and monitoring of the JMIs. The TWGs have the primary responsibility to establish and monitor JMIs in their concerned sector of responsibility. The TWGs meet reasonably regularly, approximately every 3 to 4 months, and are required to report on progress towards the JMIs in their routine reporting to the GDCC. The GDCC consolidates the progress on all the JMIs to present at CDCF meetings every 18 months. The progress is fed in to the NSDP reporting. New sets of JMIs will be agreed by the GDCC and submitted to the CDCF for endorsement.

A review of the GDCC and the TWGs in 2006 (CRDB/CDC, 2006), noted that the process by which JMIs are identified, agreed and monitored was uncertain, and that significant time and effort had to be devoted by the RGC and development partners during the GDCC in February 2006 to excessively screen, select and edit the JMIs. The Development Effectiveness Report (CRDB/CDC, 2011a) also notes that at a macro-level the JMIs work quite well, but at implementation level there is a lack of adequate monitoring frameworks in place to enable results-oriented decision-making and reporting

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<sup>13</sup> The JMI guidelines are available on the CRDB/CDC website, [www.cdc-crdp.gov.kh](http://www.cdc-crdp.gov.kh)

on outcomes. As will be discussed later in this report, this is a constraint that applies to the gender JMIs.

## **6.6. Monitoring Progress towards Aid Effectiveness**

Cambodia localised the Paris Declaration in 2006 with its own declaration, which was linked to its policy framework for aid mobilisation and management, the Strategic Framework for Development Cooperation Management, and to the Harmonisation, Alignment and Results (HAR) Action Plan (2006-2010), which has provided the basis for monitoring the implementation of priority aid effectiveness activities in line with the Paris Declaration.

The HAR Action Plan includes activities and results organized under the Paris Declaration principles, to help ensure that ministries and donors develop common guidelines and harmonized approaches to tackle sectoral and cross-cutting issues such as gender. The Cambodia ODA database is also able to capture data which allows progress to be tracked against the Paris Declaration indicators. Progress towards the Paris Declaration indicators as set out in the HAR Action Plan are reviewed in the periodic GDCC meetings. The results are available publicly through the website ([www.cdc-crdb.gov.kh](http://www.cdc-crdb.gov.kh)) and are also included in the RGC Aid Effectiveness Reports (2007, 2008, 2010)<sup>14</sup> and the RGC Development Effectiveness Report 2011. These reports provide an empirical assessment of the RGC development cooperation partnerships and progress towards implementing the RGC Rectangular Strategy for Growth, Employment, Equity and Efficiency, Phase II. They provide transparent descriptions on ODA coordination and aid effectiveness management and assess the performance of associated systems and processes. The 2011 Development Effectiveness Report was released prior to the 4<sup>th</sup> High Level Forum in Busan in November 2011. The Aid Effectiveness and Development Effectiveness Reports are publicly available through the CRDB/CDC website ([www.cdc-crdb.gov.kh](http://www.cdc-crdb.gov.kh)).

A number of evaluations and mid-term reviews have also been conducted regarding the aid effectiveness process in Cambodia. In the period June – November 2008 an Evaluation of Aid Effectiveness in Cambodia was conducted by CRDB/CDC which reviewed and evaluated accumulated experience in implementing the HAR Action Plan and provided recommendations for the period 2009-10. The findings are reported in the 2008 Aid Effectiveness Report, which was presented to the December 2008 CDCF meeting.

During 2010 a Phase 2 Joint Evaluation of the Paris Declaration was conducted by a team of international and national evaluators working under the direction of the National Evaluation Coordinator and the Secretary General of the CRDB/CDC (VBNK/RBMG, 2010). The evaluation focused on three main questions: 1) the important factors that have affected the relevance and implementation of the Paris Declaration and its potential effects on aid and development results; 2) the extent of improvements in the efficiency of aid delivery, management and use of aid for better partnerships, and; 3) the contribution of aid to sustainable development results. The evaluation found that the RGC was making serious efforts to improve accountability through inclusive and transparent development planning and coordination. However, establishing monitoring systems, routine data collection and reporting on development outcomes at the national, sectoral and sub-national levels would require additional support and capacity building. It was found there was still an overall lack of transparency in governance practices.

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<sup>14</sup> Prior to 2007 the CDC produced discussion papers, referred to as Partnership Papers, which were presented at the Consultative Group meetings in 2000, 2001, 2002, 2004 and 2006.

Cambodia, through the CRDB/CDC, also participated in the third phase of the Global Paris Declaration monitoring survey in the first quarter of 2011.<sup>15</sup> The 2011 survey serves to assess progress made against the global and national commitments associated with the 2005 Paris Declaration and to support improvements in the way aid is delivered. However, unfortunately Cambodia did not complete the Optional Gender Equality Module as part of this survey. The Cambodia Country Report submitted to OECD is available on the CRDB/CDC website (CRDB/CDC, 2011b).

CRDB/CDC collects data on ODA disbursements, which is stored in the ODA database, accessible to the public through the CRDB/CDC website. This data contributes to RGC monitoring, particularly in regard to the HAR Action Plan and Paris Declaration indicators.

### **6.7. ODA Database and PIP**

The RGC, with donor cooperation, has made significant progress in terms of capturing, storing, managing and making accessible statistical data on development investments (VBNK/RBMG, 2010). Official Development Assistance (ODA) is recorded and monitored in Cambodia's ODA database. Established in 2006, the database provides a single data-entry point access to information on aid project financing, with the aim to promote effective planning, budgeting and management of external resources. It provides a practical tool to promote and monitor the alignment of ODA with the priorities of the National Strategic Development Plan (NSDP) and the aid management principles included in the RGC Action Plan on HAR. It has become an increasingly important tool for maintaining information to enhance coordination and assist in the aid effectiveness evaluation and monitoring of PD indicators. The structure of the database is adjusted to emerging needs, such as the new module on "missions" and the addition of an NGO database in 2009. The database allows public access to information on ODA in Cambodia, with the data available through the ODA website (<http://cdc.khmer.biz>).

The ODA database is managed on behalf of the RGC by the CRDB/CDC. The establishment of the ODA database created a system for the centralization of information regarding ODA, and has helped to reduce disparities between the reports by government and donors on ODA. While the database is managed by CRDB/CDC, the responsibility for entering data lies with the development partners. They are required to complete a four page questionnaire two times a year, in March and October. Donors are also able to update or edit their profile on line through the ODA website (NGO Forum, 2011). However, not all development partners report their support and those supporting regional initiatives or INGOs directly from their capitals, are often unable to provide comprehensive data. The ODA database does include information on non-DAC providers of development cooperation, notably China, but information about their assistance, particularly loans, is limited.

The database includes both information on donor disbursements and projects and also NGOs. The NGO database was established in 2009 and has permitted aid flows that go directly to NGOs to be documented (including aid provided to NGOs by development partners and core funds of NGOs).

The data is used for monitoring the government progress towards the achievement of the Paris Declaration indicators, and also provides an overview of ODA trends. However, while the ODA database is an effective tool for monitoring and tracking ODA, it is not yet able to provide a realistic, complete picture of aid flows to gender equality and mainstreaming. While the ODA database does capture information on gender-responsive ODA, it is often "hidden" within the main sector. The database captures projects providing direct assistance to the Ministry of Women's Affairs (MoWA)

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<sup>15</sup> A global baseline survey was conducted in 2006 and a mid-term review in 2008 before the Accra High Level Forum.



or implemented by gender NGOs with Memorandums of Understanding (MOUs) with MoWA as “gender” projects. However, both development partner and INGO projects which are addressing a specific gender concern within a sector, and sectoral projects which have substantially mainstreamed gender, tend to be classified by their primary sector and so do not register under searches for gender projects. Many national NGOs which work in women’s rights and promote gender equality also do not yet upload their data to the ODA database. The CRDB/CDC needs to establish criteria and a process whereby sectoral projects can be assessed for the extent to which gender concerns have been taken in to consideration so that this can be documented and aid flows to gender more easily identified. More work also needs to be done to encourage NGOs to upload their data.

The Public Investment Program (PIP) is another development project database. It is prepared and issued by the Ministry of Planning (MoP) and is basically a three year rolling plan outlining all the ongoing and proposed projects that are supported by development partners and implemented by ministries in accordance with their own priorities.

While there has been considerable progress in the development of aid information management systems, particularly the ODA database, there is still a need to better harmonize the PIP and ODA databases in terms of recording and reporting the external aid to Cambodia.

The NGO Forum recently conducted an *Assessment of the Consistency of the Public Investment Program and the ODA Database* (NGO Forum, 2011), and noted the following inconsistencies:

- The PIP has fewer active projects than the ODA database
- The work processes for the preparation of the two databases involve different stakeholders and timeframes. Line ministries submit information on new projects to the Ministry of Planning for the preparation of the PIP once a year, while development partners submit information to the CRDB/CDC twice a year
- Different names, durations and target areas for the same project are common between the two databases

The report noted that the inconsistencies were probably a result of the different systems and processes in data collection, cleaning, processing, compiling, updating and recording between the PIP and ODA. Information on aid disbursements is also recorded and published by other institutions within several databases, including the Cooperation Committee for Cambodia, and there are likely to be inconsistencies among the different sources. MoWA also has its own database listing projects, funding sources and annual budgets and produces annual ODA reports, although these are not widely distributed.

As a first step to assist in coordinating the flow of information regarding aid disbursements, the ODA database provides a reference for each project that also appears in the PIP database.

## **6.8. Development Partner Engagement**

Since the signing of the Paris Peace Accords in 1991, funding by development partners in Cambodia has provided a significant amount of support to Cambodia. In the past few years, development partners have increased their engagement in Cambodia through the aid coordination and mutual accountability mechanisms. Overall Cambodia’s development partners have increasingly recognized and respected government leadership and ownership of the development process by aligning their assistance to national development priorities, providing better aid flow information to the Cambodia ODA database and supporting the government sector through capacity development investments.

Development partners are also engaging well with government and civil society organisations, especially in their role acting as facilitators of the TWGs and working with the other aid coordination mechanisms. In line with the mutual accountability principles of aid effectiveness, donor partners have adopted the joint monitoring indicators as a way to assess the overall impact of aid allocations and progress towards meeting the national development targets.

However, despite this cooperation, the 2010 Phase 2 Joint Evaluation of the Paris Declaration (VBNK/RBMG, 2010) found that development partners continue to exercise considerable control within the development arena in Cambodia, and compliance with donor accountability procedures, disbursement targets and reporting requirements tend to drive the partnerships and some aid delivery modalities. Donors were caught between working responsively with the government and responding to the priorities of their head offices.

Analytical work and joint missions do take place but are often not well coordinated. Many development partners still conduct their own assessment and evaluation missions. In 2008 the PD Monitoring Survey found that only 44 out of 358 donor missions were coordinated, and that there was an actual decrease in the number of coordinated missions from 26% in 2005 to 12% in 2007. Out of 118 donor country analysis, only 20 overall were coordinated in Cambodia. CRDB/CDC established an on-line mission/study coordination tool in 2009, which is accessible through the ODA website, <http://cdc.khmer.biz>. A number of donors are uploading data regarding missions and assessments on to the listing, but it appears to have not yet developed a function for actually coordinating the missions.

In terms of gender, JICA submits all information on aid flows to the ODA database and also provides support to MoWA with the Project for Gender Mainstreaming which includes technical cooperation support to GMAGs in some line ministries. However, assessments, mid-term reviews and end of project evaluations and impact assessments are all conducted by their own consultants. Similarly, donors such as ADB conduct assessments of their grants and loans to Cambodia to assess the gender equality impacts of their aid allocations (Hunt and Samvada, 2006). The ADB conducts rapid gender assessments of some of its loans in agriculture, rural development, governance and human development/social sectors. It monitors its gender commitments through specific gender country plans which are monitored by HQ and also in country. The ADB's loans also have a Gender Action Plan prepared during the loan design (Hunt and Samvada, 2006). USAID, IFAD and UNDP all produce their own separate gender assessments related to their project assistance.

Donors to MoWA are still working relatively independently and in a projectized way, as discussed in chapter 5 on aid flows. Stakeholders interviewed during the course of the study noted that despite the TWGG mechanism, there was still a lack of comprehensive sharing of information between donors. While projects may be aligned to national priorities, they are often not explicitly linked to the priorities of the NSDP or Neary Rattanak III, and the majority of donors continue to use their own monitoring frameworks and indicators which reflect the priorities of their own projects and programs.

A key challenge in the implementation of aid effectiveness principles identified by some of the interviewed donors is the RGC system of Priority Operating Costs (POC). The POC was introduced by the RGC in July 2010 as a replacement for a previous civil service salary supplement program, which were generally adhoc and paid at the discretion of the development partner. Several donors point out that in terms of the Paris Declaration principle of ownership, for development partners to pay civil servants is contrary to this principle. They also believe that the introduction of such a system has delayed the RGC in making the necessary reforms for civil service salaries and created

inequalities between national and sub-national levels. With the POC the RGC outlines how much should be paid to civil service staff. Some development partners, such as the EU, JICA and GIZ do not pay POCs, while others, such as UNDP and ADB do pay, and may also pay their own DSAs which are above the government set rate of USD 5.70 per day. Donors who do not pay POC have noticed that this affects the productivity and motivation of government staff in projects and activities. The POC system is due to be reviewed in July 2012, but as yet there are no indications as to how this system will be replaced and whether the Compensation Reform Strategy will be implemented to address civil service salaries.

However, there are indications in some areas of increasing coordination among donors and use of government systems. The EU provides direct budget support to the government, the only development partner currently to do so. Results are tracked in terms of the share of the national budget distributed to the sector and the actual outcomes of projects and programs. AusAID, the second biggest bilateral donor after Japan, relies on government systems in terms of indicators and priorities, and provides technical support to government monitoring processes. In a recent mid-term review of the Health Sector Strategic Plan, AusAID contributed to the government review by supporting a gender analysis of the plan (Frieson, et al, 2011).

The UNDP Multi-Donor Support Program for Aid Coordination (MDSP), which is now called the Partnership for Development Results (PfDR), is a pooled resources modality which aligns with the MDG Goal 8 on forging a global partnership for development. With contributions from UNDP, Canada, New Zealand, SIDA and Australia, the PfDR (1<sup>st</sup> January 2011 – 31<sup>st</sup> December 2015) is working to strengthen the CRDB/CDCs role as the country's mandated agency for aid coordination and effectiveness.

The European Union Road Map for Increased Aid Effectiveness in Cambodia was formulated by EU development partners in December 2006 and is updated annually. It has been in place in Cambodia since 2010. EU Development Councillors meet every month and the road map is elaborated on an annual basis to provide a plan for the year consistent with the aid effectiveness agenda. It is aligned with the RGC's HAR action plan and addresses aid effectiveness and the JMI priorities. Accompanied by an action plan, inclusive of indicators and time lines, it details specific prioritised actions identified jointly with the RGC and forms the basis for the EU program of work. The indicators and time lines are open to revision and modification according to the changing context, to enable EU development partners to respond effectively to the dynamic challenges of moving forward on the aid effectiveness agenda (VBNK/RBMG, 2010). The Roadmap includes the division of labour in that there cannot be more than three EU states involved in any one sector, and one EU member state cannot support more than three sectors. The idea is to avoid duplication, to streamline resources and to ensure better coordination.

Development partners working in the gender sector are now commencing work with the government on the development of a program-based approach for gender.

## **6.9. Program Based Approaches**

In line with the Paris Declaration, the RGC has presented program-based approaches (PBAs) as the preferred tool for implementing sector strategies and core reforms and promoting national ownership of development programs. To date the move to PBAs is still in its infancy. A concept note was produced by the RGC in October 2010 (CRDB/CDC, 2010c) and at the third Cambodia Development Cooperation meeting in June 2010 the RGC and its development partners endorsed the PBA approach and agreed to move forward with their development. The concept note defines PBAs

as a way to “work together in a coordinated partnership under the Government’s leadership to achieve results in an efficient and sustainable manner.”

The two sectors that have made the most progress in the development of programmatic approaches are the education sector with the development of a sector wide approach (SWAp) and the health sector with a sector wide management approach (SWiM). These are also the two largest recipient sectors. The mine action sector also uses a pooled funding mechanism administered by UNDP. Aid channelled through PBAs in Cambodia has increased from 24% in 2005 to 28% in 2007 and 35% in 2010. ADB, the World Bank and Japan have also increased their participation in sectoral PBAs (CRDB/CDC, 2011a).

The RGC intends to move forward with PBAs with a “clinic” approach whereby the CRDB/CDC will support ministries, agencies and their associated TWGs, to undertake a facilitated exercise to assist in establishing or developing their PBAs. UNDP/SIDA, through the Partnership for Gender Equity Project (PGE) aims to support MoWA to develop a PBA on gender equality in line with the CRDB/CDC initiative. This work will begin in 2012, a concept note has already been developed (UNDP, 2011) and in January 2012 an initial roadmap was drafted by a consultant. However, the priorities for PBAs in Cambodia have not yet been clearly defined, and there are differing perceptions among development partners on how the framework should be implemented.

## **7. Role and Accountability Mechanisms of the National Women's Machinery**

The Ministry of Women's Affairs (MoWA) is the main government institution responsible for gender equality and the empowerment of women. This chapter considers how well MoWA has been able to promote gender equality and women's empowerment through the new aid modalities and the mechanisms that have been established to support the monitoring of aid effectiveness and the gender targets of the government.

### **7.1. Policy Development**

MoWA has played an important role in ensuring that gender is incorporated within national development policies in Cambodia. MoWA has contributed to the development of the Rectangular Strategy, the NSDP, the CMDGs and the NP-SNDD in terms of ensuring the inclusion of gender. The Neary Rattanak III is the main document guiding the implementation of gender mainstreaming in Cambodia, and is generally accepted by all stakeholders as a useful document. The Mid Term Review of the Neary Rattanak III (MoWA, 2012) confirms that MoWA has made good progress on mainstreaming gender in the process of national policy formulation. However, the review also notes that often the first draft of policies and strategies are gender blind. "The recurrent pattern of weak consideration of gender in early drafts of policy documents highlights the importance of consistent engagement with, monitoring of, and capacity to provide constructive inputs into policy development at an early stage" (MoWA, 2012).

MoWA is also responsible to ensure that gender is mainstreamed into the Public Administration Reform (PAR) and the Public Finance Management Reform Program (PFMRP) that began in 2004.<sup>16</sup> MoWA and the Ministry of Economy and Finance (MoEF) initially received support in gender responsive budgeting in 2005-06 from the World Bank and UNIFEM (now UN Women). In 2008 MoWA assisted MoEF to prepare their GMAP, 2008-12 (MoEF, 2008), for the finance sector. The plan aims to promote gender considerations into budget formulations and executions, microfinance policy and the promotion of women in leadership levels in the MoEF. Currently UNDP is supporting MoWA to prepare a manual for gender responsive budgeting to train a core group working on public financial management in MoEF and MoWA. This core group will then train the GMAG in the line ministries.

MoWA is a member of the Council for Administrative Reform (CAR)<sup>17</sup> and is therefore in a position to influence new policies as they are developed, for example regarding the performance management system. MoWA is also working with the State Secretariat for Civil Service (SSCS) and the Ministry of Interior to mainstream gender into human resource management at the sub-national level.

### **7.2. Technical Working Group Gender**

The Technical Working Group on Gender (TWGG) was established by MoWA in September 2004, with the support of the CRDB/CDC. Like the other TWGs, the TWGG meets on a regular basis, every 3 to 4 months although extraordinary meetings may be held to discuss pressing issues. The

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<sup>16</sup> The aim of the PFM-RP is to promote high management standards and transparency in mobilizing and ensuring effective use of government resources. It includes the development of a more credible budget, effective financial accountability, better prioritizing against the policy agenda and accountability of RGC managers for program performance (MoEF, 2008).

<sup>17</sup> The Council for Administrative Reform (CAR) was established in 1999 and is responsible for setting policy direction and administrative reforms for civil service, while the State Secretariat for Civil Service (SSCS), established 1996, is responsible for implementing the policies.

Terms of Reference of the TWGG outlines its functions in terms of building ownership to address gender disparities and aligning mechanisms, strategies and capacity building efforts to support the mainstreaming of gender and gender responsive action. The Minister of Women's Affairs chairs the TWGG and the TWGG secretariat works out of MoWA. The chair is assisted by two donor co-facilitators, JICA and UNDP. The TWGG members include representatives of line ministries, development partners and civil society. The NGO representatives that are members of the TWGG include Gender and Development Cambodia (GADC), the Chair of the NGO CEDAW network, and the Gender Project Officer of the NGO Forum. Other CSOs and women's organizations also participate.

The capacity assessment of MoWA conducted in 2010, (Hailé and Kong, 2010), noted that the TWGG was considered to be one of the more successful TWGs and, despite having a large membership due to the cross-cutting nature of the topic, it allowed stakeholders to meet, coordinate and share information. However, during the course of this research, participants of the TWGG commented that often the TWGG does not go beyond serving as an information sharing forum, and even then most of the participants still do not have clear information about each others' activities. It was noted that there is limited opportunity for discussion, communication often tends to be one way, and NGOs also felt their concerns were not taken seriously. It was felt there is a need for a more strategic agenda which can actively facilitate stakeholder engagement in setting priorities, sharing information and monitoring progress on the implementation of national gender priorities.

The TWGG members are currently discussing the possibility of setting up sub-groups which would focus on the five priority areas of the Neary Rattanak III and would allow focused discussion on these issues by stakeholders working specifically in these areas, with the results being fed into the main TWGG. There has been agreement on the development of the first sub-group, which will focus on Gender Based Violence (GBV). The chairperson of the group will be a Secretary of State and the development partners, UN Women and GIZ are proposed to work as the co-facilitators. A ToR for the Working Group on GBV has been drafted, but not yet finalized, so the approach and function of the sub-group is not yet clearly defined. The draft ToR notes that membership will consist of a maximum of 20 representatives from the main institutions working on GBV: this will include 10 government ministries, 5 development partners and 5 civil society organizations. Ten further members from development partners and NGOs will be able to apply to MoWA for participation. The main responsibilities as outlined in the draft ToR include: coordination and information sharing among the key institutions working on GBV; to provide timely and efficient advice to the TWGG concerning GBV; and to oversee the collection of information for monitoring the GBV indicators of the NSDP, Neary Rattanak III and CMDGs. JICA has expressed interest in supporting a similar sub-group on women's economic empowerment. A sub-group on the PBA for gender was also proposed in the 2010 MoWA Capacity Assessment (Hailé and Kong, 2010), to support the development and implementation of the PBA, and it seems likely that this will also be set up.

Another positive development in terms of coordination was that the development partners supporting the TWGG held a meeting in September 2011 to coordinate and consolidate positions on policy issues, particularly the development of the PBA for gender. It is planned that similar development partner meetings will be held every 6 months. While some donors remain sceptical about what these meetings will achieve, they do demonstrate a commitment to increasing donor coordination within the gender sector. Around GBV there is also a donor coordination group which meets on a monthly or bi-monthly basis.

The TWGG monitors the implementation of the joint monitoring indicators (JMIs) for gender that are reviewed by the GDCC on a quarterly basis based on reports from the TWGG. This information

is then fed into the CDCF meetings. The indicators for gender relate to the enhanced socio-economic empowerment of women through improved access to services and legal protection. The JMIs are intended to be selective, measurable over time and associated with clearly identified sources of funding and operational responsibility. However, the indicators and outcomes for the gender JMIs, as will be discussed further later in this chapter, are quite broad and non-specific, which makes effective monitoring of progress against indicators difficult. There is also no system in place to cross-check the data that is being provided by the government ministries and agencies, and while CSOs are members of the TWGG, it appears that they do not yet have the capacity to solicit CSO data to contribute towards the monitoring of the JMIs.

The RGC produced guidelines on the TWGs in 2007, but these were revised in 2010 to include CSOs as participants and voting members, as opposed to observers. In the revised guidelines it also stipulated that all TWGs should comprise a focal point for generic cross-cutting issues, including gender. The systematic identification of gender focal points has not yet taken place, although some sector TWGs, such as the TWG Agriculture, are reportedly integrating gender issues well. This is often attributed to the support of the development partners within these TWGs. Representatives from the line ministry Gender Mainstreaming Action Groups (GMAGs) could also more systematically be included in to the sector TWGs. The analytical capacity of many to the TWG secretariats for sector-specific gender analysis also needs to be enhanced. Development partners who co-chair TWGs or participate in other TWGs should be encouraged to take on more responsibility to ensure that gender is considered within these groups.

### **7.3. Gender Mainstreaming Action Groups**

Since 2005 MoWA has supported the establishment of Gender Mainstreaming Action Groups (GMAGs) within line ministries to support gender mainstreaming. Chaired by a secretary or under secretary of state, the GMAGs aim to provide a mechanism for institutionalising the implementation and monitoring of specific gender mainstreaming strategies and plans for advocating for the integration of gender responsive measures into sector policies and programs.<sup>18</sup> So far GMAGs have been established in 27 line ministries and institutions. The GMAGs are responsible for establishing Gender Mainstreaming Action Plans (GMAPs) within their line ministry. 22 GMAPs have been developed and are progressively being integrated into their respective ministry plans. UNDP, UNFPA and JICA have all provided support to MoWA and the line ministries in drafting some of these GMAPs, and some line ministries have also received direct assistance from other development partners in developing their GMAPs: CIDA, for example, has supported the development of the GMAP at the Ministry of Land Management, Urban Planning and Construction (MoLMUPC), AusAID has supported the development of the GMAP for the Ministry of Justice, ADB has supported the GMAP in the agriculture sector, and ILO in the labour sector. Twenty-one ministries/institutions have received budget support from the government and/or development partners to implement their GMAPs, and good progress has been reported by some ministries.

Successful implementation of the GMAPs depends on how strong the support and commitment is from line ministry senior and middle management, the development partners working with the ministry, and the capacity of the GMAG members. While good progress has been reported by some ministries, others have faced more challenges in the development and implementation of their GMAPs. Firstly, the composition<sup>19</sup> and capacity of GMAG members is often limited in terms of

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<sup>18</sup> Prior to the establishment of GMAGs, advocacy for gender responsive measures into sectoral policies had been limited to two gender focal points in 10 line ministries.

<sup>19</sup> The GMAG members sometimes comprise generalist and junior staff members who do not have a good understanding of the technical aspects of the sector, making it difficult for them to advocate for and be able to mainstream gender effectively into sectoral plans.

their understanding of how to integrate gender within sectoral plans, how to apply indicators and targets, and how to monitor progress. The MoWA Capacity Assessment, (Hailé and Kong, 2010), noted the need for the GMAGs to receive more practical training in how to implement plans and how to take them beyond gender training sessions. Unsupportive managers and development partners who are not supportive of gender-responsive action also hinders the influence of the GMAGs and the implementation of GMAPs. There is not yet a process established to monitor the effectiveness and impact of the GMAGs in generating understanding and support for gender concepts and analysis and their application within the broader sectors dealt with by the line ministries.

As with the TWGG Secretariat, GMAG staff members also carry out general ministry work and so face constraints in the time available to work with the GMAG. A recent gender assessment of MoH policies and strategies (Frieson et al., 2011) noted that department representatives often did not show up for monthly GMAG meetings due to work overloads. GMAGs may also be side-lined within ministries. Frieson, et al. (2011) documented that the MoH GMAG had an awkward institutional home sitting in the administration department rather than as a stand-alone and more autonomous body. A respondent at the ADB also remarked how the GMAG in the Ministry of Rural Development was effectively side-lined. Interestingly, Frieson, et al. (2011) also noted that another challenge facing the MoH GMAG was the persistence of attitudes among mostly male decision-makers that gender equality is not an important health issue in strategic areas or program areas and so not a priority generally. These types of attitudes within ministries make it difficult for the GMAGs to successfully promote women's advancement and gender issues within their sectors. The Frieson et al. (2011) report found that only two of the 12 health policy/strategy documents assessed were gender sensitive. Six were gender aware but not gender responsive, and four were gender blind. It was also found that the GMAG administrative arrangements had been weak in the first two years as records of training were not kept. Also, while informants within the ministry had heard about GMAG activities, their ability to identify gender issues or specific gender responsive actions in their work was limited.

Stakeholders noted that the political commitment and resourcing for many GMAGs requires further strengthening. Some ministries receive national budget allocations for gender mainstreaming within their overall budget, but not all ministries receive this, which results in some GMAPs remaining unfunded. Budget shortfalls or budget delays in disbursement also make activities difficult to carry out as planned. The GMAP plans are also not always integrated into sector plans and are sometimes associated only with specific projects rather than the whole sector. Only in a few ministries, such as the Ministry of Education, Youth and Sports (MoEYS), the Ministry of Health (MoH), and the Ministry of Agriculture, Forestry and Fisheries (MAFF) have GMAPs been integrated into sectoral plans. Many GMAPs have tended to focus on generic gender awareness training and so need to be improved to reflect sector-specific analysis of gender concerns in policy, program design and implementation within the sector.

The MoWA Department of Gender Equality (DGE) is responsible for supporting the GMAGs in the line ministries. They organise a meeting with representatives of all GMAGs twice a year to exchange experience, review progress on the implementation of the GMAPs and discuss future plans. While the DGE generally takes the lead with the GMAGs, linkages need to be strengthened between the MoWA technical departments, the TWGG and the relevant GMAGs. The Mid Term Review of the Neary Rattanak III (MoWA, 2012) recommended that the MoWA departments focusing on the five strategic areas develop stronger links with the GMAGs in the relevant line ministries so as to support their technical capacities and approaches to actually mainstream gender within their respective sectors.



#### **7.4. Sub-National Level**

MoWA is a member of the National Council for Democratic Development (NCDD) the government entity responsible for leading and guiding decentralisation and de-concentration efforts led by the Ministry of Interior (MoI). At the same time, other ministries who are members of NCDD also have Gender Mainstreaming Action Groups and Gender Mainstreaming Action Plans. However, despite this, the first draft of National Plan for Sub-National Democratic Development (NP-SNDD) was completely gender blind. MoWA, as member of NCDD, participated in workshops and provided recommendations on early drafts of the NP-SNDD and gender equality and women's empowerment concerns were ultimately integrated throughout the final NP-SNDD, which was approved in May 2010 (RGC, 2010a). Key gender responsive measures included in the three year Implementation Plan (IP3) include: 1) gender mainstreaming in development policy, project, institution and position; 2) capacity development; 3) promoting the involvement of women; and 4) communication strategy. MoWA works with the GMAGs of the government entities responsible for the specific NP-SNDD sub-programs to help them mainstream gender into their annual work plans.

At sub-national level MoWA is represented by the provincial departments and district offices of women's affairs. The PDWA is represented in the Provincial Rural Development Committee and the Executive Committee (ExCom) with the mandate to support gender mainstreaming within their province. Gender focal points have been designated in provincial line departments. Sub-national GMAGs are also beginning to be established. So far sub-national GMAGs have been set up by MoEYS, MoLVT, MoH and the National Police. As the GMAGs are established at the sub-national level, the PDWAs are advocating for the inclusion of the existing gender focal points in line departments into the sub-national GMAGs. The mid-term review of the Neary Rattanak (MoWA, 2012) recommended that at sub-national level the focus should shift from developing GMAGs to providing opportunities and strengthening the capacity of gender equality and women's empowerment advocates to provide substantive input into local development planning processes through engendered implementation of the IP3.

To support the sub-national administration ensure gender equality and women's empowerment are included in planning and monitoring processes, a number of local level committees have been established.

Since 2004 commune committees for women and children (CCWC) have been established in every commune/sangkat throughout the country. Chaired by the commune chief, these committees are mandated to have at least 40% female representation. They are intended to act as an advisory sub-committee to the commune council, to provide advice and assist the commune to implement the policies, roles and responsibilities of the RGC related to women and children. Focal points for women and children sit on this committee. These focal points are women councillors or women from the communities who are appointed by the Commune Council.

In 2007 women and children's consultative committees (WCCC) were established under the provincial and district councils. These committees have a role to build trust between communities and sub-national administrative councils, as well as gathering and disseminating information on women and children's needs. They assist with bringing women and children's issues into council planning processes and encourage the women and children's focal points. It is planned that the sub-national GMAGs should link to the WCCC.

The CCWC are not yet fully functioning and recommendations have been made for capacity building of the WCCCs to be articulated within the IP3 and supported by the relevant ministries, development

partners and I/NGOs (Agustiana, 2011). Clearer guidelines on functions and responsibilities need to be developed and distributed.

The MoWA Department of Gender Equality organizes semi-annual workshops to review gender mainstreaming at sub-national level with the participation from the PDWAs and relevant stakeholders. The Mid-Term Review of the Neary Rattanak III recommends that at sub-national level MoWA should consider shifting the focus from establishing GMAPs, to strengthening the existing gender focal points and committees at local level to provide substantive input into local development planning processes (MoWA, 2012).

As the NP-SNDD and IP3 start to be implemented in earnest, it is going to be particularly important for MoWA and other stakeholders to ensure that mechanisms at both the national and sub-national level supporting increased gender equality and the empowerment of women be assessed, harmonized and strengthened.

### **7.5. Managing for Results**

The RGC, with the support of MoWA, has made a lot of progress in terms of ensuring the key gender priorities are spelled out in a number of policy documents and strategies and that indicators are in place to track progress. The mechanisms for planning and monitoring implementation of these plans are also in place through the TWGG and GMAGs. This section examines the ability of MoWA, the TWGG and the GMAGs to monitor the implementation of the plans and policies using a results-based approach.

MoWA develops annual plans in line with the Neary Rattanak III and these are reviewed annually at a national congress. In addition a mid-term review is conducted two and a half years in to the plan. This process was recently conducted in the latter half of 2011. It is also planned that a national congress will be held at the end of the five years to evaluate the overall achievements and impact of the plan and to update the Cambodia Gender Assessment, the last one being published in 2008. The relatively comprehensive gender assessments produced by MoWA in 2004 and 2008 provide a country overview on gender equality and women's empowerment. These reports will be available on the MoWA website, (<http://mwa.gov.kh>) in the future, although the website is currently under construction.

It is noted within the Neary Rattanak III (MoWA, 2009a), that while policies and programs for gender mainstreaming have been developed, the capacity for actual gender analysis and evidence-based advocacy remains weak within the Ministries. Cambodia is relatively "data rich" (MoWA, 2008), but there is a lack of consistent data collection between ministries and agencies. This is a key challenge for MoWA in terms of monitoring the progress of Neary Rattanak III implementation, the gender JMIs and the gender related indicators in the CMDGs and the NSDP. Because of the cross-cutting nature of gender, MoWA requires systematic and consistent reporting from a range of line ministries, government agencies and NGOs implementing activities in the plans. This can lead to significant challenges and delays in data collection and reporting. MoWA relies on the GMAGs to provide data and information from each ministry, but their ability to collect accurate data and to report on trends is varied. In addition, there is a lack of interface and standardization between the agencies and ministries generating data. The Cambodian Government Mid Term Review of the NSDP (RGC, 2011) notes that one of the common problems across ministries and at decentralized levels is a lack of standardization of definitions and variables, no linkage between different data generating agencies, few datasets, and limited knowledge about data management and analysis among government personnel. Statistics vary across agencies and ministries, there are often substantial gaps in data, and data sources are often incompatible. For example, if one compares the

statistics in the NSDP Mid Term Review (RGC, 2011) with statistics from the Neary Rattanak III (MoWA, 2009a), discrepancies can easily be found. The Gap Analysis of the CMDGs (Rushdy, 2009) remarks, “If anything there is too much data and there is too much sophisticated analysis. What is missing is a simple, clear, consistent and logical monitoring framework and the national capacity to perform simple analysis and to translate this into effective policy and program actions at all levels.” To date, responsibilities for monitoring and reporting on key indicators for the gender JMIs and the Neary Rattanak III have not been adequately met by line ministries and reporting by NGOs has been limited and is not systematic or coordinated.

Data collection for MoWA monitoring purposes within sector ministries needs to be improved to establish a system that is robust, simple and standardized. The data collection mechanism for the TWGG also needs to be improved. In 2010 a data collection working group was established at MoWA with the responsibility to collect data towards the indicators on violence against women (VAW) in the different development plans. Five or six key ministries who work on VAW are involved in this, including the Ministry of Health, the Ministry of Justice, and the Ministry of Social Affairs, Veterans and Youth Rehabilitation. This data collection mechanism does not currently sit under the TWGG, but with the establishment of the sub-technical working group on GBV, it could be considered to bring this data collection working group under the sub-group. If other sub-groups are set up on the thematic areas of the Neary Rattanak III, then similar data collection working groups could be established under them, allowing data to be fed up to the TWGG and MoWA for monitoring purposes.

The Cambodian National Council for Women (CNCW) has the responsibility to support the RGC in monitoring the implementation of international conventions related to women’s rights in order to provide recommendations to the RGC. This includes preparing national reports on the implementation of CEDAW. The Combined Initial, 2<sup>nd</sup> and 3<sup>rd</sup> report on the Implementation of the International Convention on CEDAW was submitted to the UN by the RGC in October 2003. The Combined 4<sup>th</sup> and 5<sup>th</sup> report were submitted to the UN CEDAW committee in 2010. The CNCW also faced some problems in collecting data to report on CEDAW, and so technical assistance was provided to support the development of a simple reporting format which can be filled in by the relevant line ministries and also TWGG members. This is in the process of being finalised. It is important that this data collection mechanism is also harmonized with the other MoWA data collection activities to ensure consistency in reporting and to avoid duplication of activities.

The indicators for the different plans and strategies concerning gender are linked, but not integrated to the extent they should be. Gender indicators exist in the CMDGs, the CEDAW, the NSDP, the Neary Rattanak III, the JMIs, the GMAPs and in the NP-SNDD, but there are inconsistencies and gaps between the indicators and in terms of the process to monitor progress against these indicators. Indicators also tend to be too diverse and are not SMART<sup>20</sup>. For example, the TWGG currently reports progress against a JMI outcome concerning the enhanced socio-economic empowerment of women through improved access to services and legal protection. This outcome is very broad, apparently the result of too many participants wanting to ensure their area of interest was included and a restriction that there should only be one main outcome. There are a total of 13 indicators linked to this outcome, but many of these indicators are vague and difficult to measure. All the indicators also rely on quantitative data and so are not able to provide a fuller picture of outcomes and impacts. Using as an example the first indicator, “number of women benefiting from vocational training opportunities”, some challenges can be identified. Progress against this indicator is reported on by the Ministry of Labour and Vocational Training and from the Women’s Development Centres

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<sup>20</sup> Specific, Measurable, Achievable, Realistic, Timely

under MoWA, as well as from a number of private and NGO technical and vocational training programs (MoWA, 2012). However, the indicator does not really provide information on who is benefiting and how, just the number of women participating, and there is no clear definition on what should be counted. Clearer responsibility on what data should be collected and who is responsible for collecting and compiling the data would be beneficial, which would also allow for data to be cross-checked. Indicators need to be reviewed and strengthened so that they are measurable and achievable within realistic timeframes, and with responsible parties clearly identified for an expected output and for the data collection.

The CRDB/CDC is aware of the problems in terms of the JMIs, and is making plans to discuss how to make the JMIs SMARTer and to improve the reporting system. The Mid-Term Review of the Neary Rattanak III (MoWA, 2012) has also provided some recommendations on how the overall monitoring and evaluation framework for gender equality and women's empowerment can be strengthened. The RGC commitment to expanding PBAs, including a PBA for MoWA, should also help stakeholders consider how to improve and develop a more robust and consistent monitoring mechanism.

There are several national surveys carried out by the government on a regular basis that contribute figures towards monitoring the NSDP and other development goals. The primary institution responsible for national statistics and information gathering is the National Institute of Statistics (NIS) of the Ministry of Planning (MoP), and two of the main surveys carried out are the Cambodian Socio-Economic Survey (CSES) and the Demographic and Health Survey. MoWA worked with the NIS and MoP to provide gender awareness and gender sensitive training for enumerators for the CSES 2009, and it is planned that further gender awareness training will take place for the CSES in 2012. The 2009 CSES was able to collect gender-sensitive and sex disaggregated data, and the methodology has been adopted by other major surveys such as the Agricultural Census (MoWA, 2011).

## **7.6. Program Based Approach for Gender Equality**

MoWA, CRDB/CDC and development partners are moving towards the development of a program-based approach for gender equality. The MoWA Capacity Assessment (Hailé and Kong, 2010) recommended donor support through the TWGG to move forward with the development of a PBA for gender equality and the empowerment of women. It noted that current donor support to vertical, isolated projects was also reflected in the structure and functioning of MoWA and so was not conducive to establishing gender mainstreaming as a cross-cutting issue. UNDP/SIDA, through its Partnership for Gender Equity Project (PGE) aims to support MoWA to develop the PBA on gender equality, in line with the CRDB/CDC support to at least three line ministries to pilot a "clinic approach" for the development of a PBA within their sector or thematic area.

The work on a PBA on gender equality began in the latter half of 2011 with an initial concept note for a PBA for gender equality being prepared by UNDP (UNDP, 2011c). CRDB/CDC held an initial PBA clinic with MoWA and the TWGG secretariat in mid 2011. UNDP updated the PBA concept note in November 2011 (UNDP, 2011b), and a consultant developed a road map for the PBA for gender equality in early 2012. The Mid-Term Review of the Neary Rattanak (MoWA, 2012), which included costing and resource mapping, will also contribute to the development of the PBA which will be reflected in the fourth strategic plan of MoWA, Neary Rattanak IV.

Few stakeholders have a clear understanding of how the PBA will develop and so there are a lot of issues that will need to be discussed to ensure a clear understanding of the form the PBA will take so that an implementation plan can be developed. A sub-group of the TWGG to focus on the PBA

development is planned. MoWA will need to gain the commitment of all the development partners to support the PBA, to advocate for allocation of resources from the national budget to support the implementation of the PBA, and to review the responsibilities and division of labour for gender mainstreaming within MoWAs own organizational structure. There is a plan, as the first part of the PBA, to conduct a mapping of gender organizations, institutions, CSOs and development partners to provide a clear picture of who will be doing what, where and when.

## **8. Role of Civil Society in holding their Governments and Donors Accountable**

According to the Busan Outcome Document (2011) civil society organizations play a vital role in enabling people to claim their rights, in promoting rights based approaches, in shaping development policies and partnerships and in overseeing their implementation. H.E. Chhieng Yannara, Secretary General of the CDC noted in his speech at the Second Global Assembly of the Open Forum for Civil Society Organizations Development Effectiveness, that the government's policy position and commitment to partnership makes Cambodia a place where global civil society could observe the realization of its collective vision for accountability and an enabling environment towards development effectiveness (CORD-Cambodia, 2011).

The RGC publicly advocates partnership in development that constitutes civil society, the private sector and external development partners. According to the NSDP, this partnership is developed to ensure "effective and coordinated use of resources in order to achieve equitable socio-economic development" and to enable NGOs to be involved in "all appropriate aspects of the RGCs planning and decision-making processes to make civil society an effective partner in the development effort" (RGC, 2006).

This chapter examines the extent to which civil society in Cambodia, particularly organisations working in gender equality and women's empowerment, have been able to participate in the aid and development effectiveness processes and the challenges they face in ensuring this engagement is constructive and effective.

### **8.1. Civil Society in Cambodia**

Civil engagement and social accountability in Cambodia mainly takes place through civil society, which is largely comprised of international and local NGOs, community-based organizations (CBOs) and informal community associations.

In 2011 there were 3,490 NGOs registered in Cambodia, 2,982 local NGOs registered with the Ministry of Interior (MOI) and 508 international NGOs registered with the Ministry of Foreign Affairs (MoFA). However, it is widely believed that a large number of these organizations are not active. The Cooperation Committee for Cambodia (CCC) is currently conducting a census of CSOs and preliminary findings indicate that only 59% of INGOs are active (approximately 300) and 15% of local NGOs (around 437) are actually active.<sup>21</sup>

A World Bank study (2009) found that civil society in Cambodia today is very much a product of the country's unique political and social history. Due to the years of civil war and the need for a rapid humanitarian response in the years that followed, most NGOs owe their existence more to the influence and financial support of international donors rather than to social activism, volunteerism, charity and the opening up of democratic space. NGOs form the main component of civil society, but the majority are highly donor dependent and lack grassroots links.

In addition to not being truly representative of the grassroots, civil society in Cambodia also does not have a great deal of influence over government policy decisions as they have traditionally relied on international NGOs or donors to advocate with government. Many of the NGOs in Cambodia also focus on service delivery, with fewer taking on advocacy and watchdog roles. This has become

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<sup>21</sup> Presentation by Mr. Keo Phalla, CCC, at the CCC Special Members Meeting, Friday 10<sup>th</sup> February 2012.

increasingly noticeable as the space for human rights and advocacy groups has become more limited as will be discussed in section 8.2. However, in the evaluation of Cambodia's progress towards the Paris Declaration (VBNK/RBMG, 2010), the evaluators noted that CSOs were seen by stakeholder groups as having increased their individual and collective capacity to engage in and contribute to the development policy dialogue, although it was recognized that they needed to strengthen their capacity.

## **8.2. An Enabling Environment**

While it seems that the RGC is open to the involvement of CSOs in the dialogue mechanisms of the aid architecture, with government documents, such as the TWG ToR, having been revised to include CSOs as participants, observers have also raised concerns that the space for CSOs is diminishing (Malder, 2011; Nowackzyk, 2011 a; 2011b). The Cambodian government views NGOs as important partners in terms of the delivery of basic services, but the space for human rights and advocacy groups is much more limited, particularly those working on anti-corruption, land and natural resources. The Maldar study claims that this change in environment for civil society has emerged in the last five years as NGOs have begun to engage in advocacy on governance and human rights issues, and there have been corresponding attempts by the RGC to restrict these areas of work through judicial methods.<sup>22</sup>

The Penal Code, that came in to force in Cambodia in November 2009, retained defamation as a criminal offence, and extended its scope to those expressing peaceful views against the government (Article 19, 2011). Other laws which are seen to be restricting the space for civil society include the Law on Farmer's Associations and the Law on Trade Unions. In addition, the RGC is in the process of developing and passing a Law on Associations and NGOs which many civil society organizations view as an attempt to limit space for independent civil society, rather than expanding and enhancing it and providing guidance for participation in policy making. Key issues of concern to civil society include ambiguity in terms of the law, complex mandatory registration with no time period for an appeals process if registration is denied, and no safeguards to ensure that denials of registration or involuntary dissolutions are imposed objectively (CCC et al, 2010). Advocacy efforts by civil society have temporarily postponed the finalizing and passing of the Law on Associations and NGOs (see also Annex 5 on the legal framework relevant to this report).

However, within the aid effectiveness mechanisms in Cambodia there are opportunities available for CSOs to participate and represent their constituents, particularly for CSOs operating in politically non-sensitive sectors, which include gender. While the space may be limited in some sectors, and CSOs are concerned about increasing constraints on their ability to operate and advocate, CSOs do need to take advantage of the space provided and engage actively and effectively.

## **8.3. Current Engagement of Civil Society in Aid Effectiveness**

According to the NGO Forum (May 2010) Cambodia's civil society has been involved for more than a decade in the high level forums between the RGC and its development partners. The engagement began with their participation in the International Committee on the Reconstruction of Cambodia (ICORC) in 1995, followed by participation in the Consultative Group Meetings from 2002-2006, and lastly their involvement in the Cambodia Development Cooperation Forum (CDCF) since 2007.

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<sup>22</sup> Interestingly, it appears that the space for research institutions and universities may also be subject to control and limitations. A notice at the Royal University of Law and Economics (RULE), dated 2<sup>nd</sup> February 2012, provided a list of subjects students are not allowed to research for their thesis. The list included land conflict and procedures to settle land conflict, workplace disputes and arbitration, Cambodian Red Cross management and operations, and topics related to the Cambodian stock exchange.

In the last five years CSOs in Cambodia have become increasingly involved in aid effectiveness processes with government and development partners, and NGOs at national level have been taking an active role to represent civil society in the aid effectiveness dialogues and to advocate to government on issues and priorities of importance to civil society.

Three umbrella networks, the NGO Forum, the Cooperation Committee for Cambodia (CCC) and MEDiCAM have been working to engage the NGO community at national and sub-national level to build awareness of aid effectiveness and to create opportunities for engagement and contribution to the national debate on policy issues related to aid effectiveness.

The NGO Forum, CCC and MEDiCAM have a joint Aid Effectiveness Project which began in 2008, with the intention to engage NGOs across the sectors in order to enhance their cooperation on monitoring and advocating on foreign aid issues, particularly the commitments towards the Paris Declaration and Accra Agenda for Action. The specific goals of the project are to: ensure aid allocation and disbursement is transparent and monitored against Cambodia's goals for poverty reduction; enable Cambodian citizens and NGOs to hold donors and government accountable for the use of aid and the results of development work; and to contribute to NGO regional and international advocacy efforts. Key activities implemented under the Aid Effectiveness Project are as follows:

- In 2009 until 2010, a series of workshops, four at sub-national level and one at national level were held to raise awareness on aid effectiveness and the Paris Declaration and Accra Agenda for Action, particularly Article 20 on the engagement of CSOs.
- In 2009 a multi-stakeholder high level dialogue was held in Phnom Penh, attended by 89 NGOs and 12 donors to improve awareness of the legitimacy of NGOs to be involved in the aid effectiveness processes.
- In 2010 CCC was elected to join the Global Facilitation Group (GFG)<sup>23</sup> of the Open Forum on CSO Development Effectiveness and represented Cambodia at the 1<sup>st</sup> CSO Global Assembly in Istanbul, Turkey. This established the link between Cambodia and the global CSO movement for aid effectiveness.
- Following the Istanbul Global Assembly, one sub-national and three national consultations were held to raise awareness of the Istanbul Principles<sup>24</sup> and their importance and these were followed up with further consultations and member meetings in 2011.
- In October 2011 Cambodia hosted the second Global Assembly of the Open Forum on CSO Development Effectiveness in Siem Reap. The Assembly was attended by approximately 100 NGOs from around the world, 11 government representatives and 10 donors and resulted in the RGC endorsing the Istanbul principles.
- In November 2011 representatives from CCC, NGO Forum and SILAKA<sup>25</sup> attended the 4<sup>th</sup> High Level Forum in Busan.

These activities have been actively supported by a range of partners including Alliance 2015, the Open Forum for CSO Development Effectiveness, the Asia Pacific Research Network and UNDPs Multi-Donor Support Program.

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<sup>23</sup> The Global Facilitation Group coordinated the advocacy agenda for Civil Society in the preparation for the High Level Forum in Busan, November 2011.

<sup>24</sup> The Istanbul Principles are 8 principles for CSO Development Effectiveness. They include a principle on gender equality and equity while promoting the rights of women and girls.

<sup>25</sup> Ms. Thida Khus, the Executive Director of SILAKA attended Busan. SILAKA is currently acting as the secretariat of the Committee to Promote Women in Politics (CPWP).



NGO Forum, as part of the Aid Effectiveness Project, has been engaged in efforts to broaden the engagement of parliamentarians and the general public in monitoring and influencing the National Budget to be more credible, transparent and fair so that it benefits poor and vulnerable groups. In collaboration with economic research institutes, NGO Forum has also conducted a number of analytical studies on different aspects of aid effectiveness. These include:

- Cambodian Aid Information Transparency: An Assessment of Consistency of the Public Investment Program and Official Development Assistance Database. (NGO Forum and Economic Institute of Cambodia, October 2011).
- Report Summary of Assessment of NGO Participation and Representation in Technical Working Groups. (NGO Forum and Economic Institute of Cambodia, January 2011).
- Agriculture Sector Financing and Services for Smallholder Farmers: Budget Expenditure for the Ministry of Agriculture, Forestry and Fishery and Ministry of Water Resources and Meteorology 2005-2009. (NGO Forum and Cambodia Economic Association, September 2010).

These reports represent a significant step in terms of pro-active civil society involvement in monitoring aid flows against the development results and should be commended. However, the only report that touches on gender issues is the Report Summary Assessment of NGO Participation and Representation in Technical Working Groups, which includes the views of CSO representatives from the TWGG.

The CCC, NGO Forum and MEDiCAM have also been the main civil society representatives in the aid effectiveness dialogues in Cambodia, namely the Cambodian Development Cooperation Forum (CDCF) and the Government Donor Coordination Committee (GDCC) meetings. Part of the participation of civil society in the CDCF has included the preparation of detailed position papers on issues and recommendations for the development of Cambodia as seen from the national and grassroots perspective. The NGO Position Papers on Cambodia Development (NGO Forum, 2010) reflect the CSO views on progress towards the JMIs and the NSDP, and highlight priority issues and recommendations to the RGC and development partners. The papers are not comprehensive on all sectors and issues but highlight priority issues. The Position Papers 2009-10 included a paper on gender focusing on the progress to mitigate domestic violence, in line with the focus of the JMI at that time on adopting laws and sub-decrees to mitigate all forms of violence and exploitation against women and children. The paper lists a set of recommendations regarding domestic violence and calls for specific attention to be given to women and children with disability and Cambodia's indigenous women and children (NGO Forum, 2010). However, overall the position papers include little mention of gender issues outside of the specific gender chapter, with the exception of the COMFREL paper on electoral reform and democracy, which includes information about women in politics, and the health paper, which discusses maternal health. The position papers are an important way for CSOs to coordinate a shared voice and a position on development priorities and challenges with regard to aid coordination in Cambodia, but they would benefit from being more gender sensitive throughout.

The ToR of the TWGs was updated by the RGC in 2010 to include CSOs as full members rather than just observers (Nowackzyk, 2011b). Of the 19 TWGs there is currently NGO representation at 15. Education has the largest representation (11) followed by HIV/AIDs (9), health (6), while other range between 1 and 4 representatives. The TWGG is one of the TWGs that is said to have active CSO participation. Some criticism has been levelled by CSOs that the three umbrella organisations were sometimes representing CSOs at the majority of the TWGs without having the appropriate sector expertise. This is now changing and NGOs with sector or subject expertise are being selected to attend the meetings. CSOs working in gender and women's rights have also noted the need for

CSOs attending the other sector TWGs to be gender sensitive and responsive, but as yet there have been no actions taken to address this.

Organizations working on gender equality and women's rights are involved in preparing a shadow report on CEDAW. A Cambodian NGO committee was created in 1995, following the Beijing World Conference on Women, to monitor and facilitate the RGC implementation of the CEDAW convention. From nine members in 1995, the NGO CEDAW Committee now includes 72 national organizations on women's rights and related issues throughout Cambodia (<http://www.ngocedaw.org>). The main role of NGO CEDAW Committee is to monitor and promote the implementation of CEDAW in Cambodia; to advocate with the government on gender and women's rights concerns; and to participate in the drafting of an NGO Shadow Report which is submitted to the CEDAW committee at UN headquarters. NGO Shadow Reports were written in 1997 and 2001, but these were not submitted to the CEDAW Committee primarily because no State Party Reports were being considered. In 2005 the NGO CEDAW Committee joined hands with the Cambodian Committee of Women (CAMBOW, which comprises 35 NGO members) to produce a shadow report that was then submitted for the first time to the UN CEDAW Committee for consideration alongside the State Party's initial, second and third combined periodic report, which was submitted in 2004. In March 2011, the NGO CEDAW Committee and CAMBOW produced the 2010 shadow report (NGO CEDAW and CAMBOW, 2011), supported by DanChurch Aid, Christian Aid, CIDA and Paz y Desarrollo. The NGO CEDAW Shadow Report 2011 is available in both Khmer and English on the NGO CEDAW website.

The NGO CEDAW Shadow Report is organized in line with the key areas outlined in the CEDAW convention, which also correspond to the five strategic priority areas of Neary Rattanak III. Data is obtained from the evaluations of NGO sub-committees collected over a period of four years. As such the process to collect and compile the data could be used more strategically in terms of providing an NGO mechanism to monitor and provide feedback on the broader government gender equality targets, in addition to progress towards the CEDAW convention.

Another active women's empowerment network is the Committee to Promote Women in Politics (CPWP). CPWP is comprised of five women's rights organizations (SILAKA, GAD/C, WfP, CWPD, WMC), two advocacy organisations supporting free and fair elections (COMFREL and NICFEC) and one research institute (CDRI). Activities have focused on strengthening the capacity of women in local governance, and CPWP is also a member of the NGO CEDAW Committee.

#### **8.4. CSO Accountability**

CSOs in Cambodia have been responsive to the need for good governance among the NGO Sector. The NGO Good Practice Project (GPP) of the CCC, initiated in 2004 was the first mechanism in Cambodia for establishing a set of minimum standards in practice and behaviour. The NGO GPP established a voluntary certification system for NGOs which is centred on compliance with a Code of Ethical Principles and Minimum Standards for NGOs in Cambodia. The Standards for a Voluntary Certification system were established in 2007, with the system being enacted and in use since 2008. One of the minimum standards requires NGOS to provide members of the public, the target population, donors and government with accurate information about their activities, finances and other relevant information, which endorses the need for CSOs to also be accountable. Gender considerations are also included within the human resources section of the minimum standards. The GPP project also provides capacity development for the NGO community and makes documentation available to the wider community through the CCC website (<http://www.ccc-cambodia.org>).

In 2011 the NGO GPP project transitioned into a long term program that was renamed Governance and Professional Practices. It is currently funded by AusAID, ActionAid Cambodia, Concern Worldwide and AECID. According to the CCC website, 32 organizations are now certified, including CCC and NGO Forum and some organizations working on gender equality and women's empowerment, for example GADC, Neary Khmer, Women for Prosperity and HAGAR.

The CCC is planning to further assist CSOs to improve their development effectiveness and accountability by developing a system to assess the extent to which CSOs align with the Istanbul principles. The Istanbul principles are eight principles developed at the Global Assembly of the Open Forum on CSO Development Effectiveness held in Istanbul, Turkey in 2010. The principles are as follows:

- Respect and promote human rights and justice
- Embody gender equality and equity while promoting women and girl's rights
- Focus on people's empowerment, democratic ownership and participation
- Promote environmental sustainability
- Practice transparency and accountability
- Pursue equitable partnerships and solidarity
- Create and share knowledge and commit to mutual learning
- Commit to realizing positive sustainable change

CCC will continue to engage and advocate for development effectiveness among Cambodian CSOs through its GPP Certification program, and by collating the efforts of CSOs to apply the Istanbul principles within their organizations. In 2012 the CCC plans to conduct a series of one day workshops to promote local and global concepts, principles and tools of development effectiveness and organizational effectiveness for NGOs in Cambodia.

Organizations working in women's rights should take the opportunity to increase their own accountability by undertaking the voluntary self-certification of the GPP, and also to participate in the planned work on the Istanbul principles. Ensuring participation in these accountability mechanisms can increase the profile and credibility of the organizations in the eyes of the government and development partners, in addition to ensuring better accountability to their constituents.

Despite the fact the RGC has made efforts in terms of transparency and accountability of ODA allocations from development partners and NGOs with the ODA database, few women's organizations upload information about their projects onto the database, which has contributed to gender being under-represented, inhibiting effective analysis. From knowledge sharing workshops held in Phnom Penh, Svay Rieng and Battambang during November and December 2011, it appears that one of the reasons for this is a lack of knowledge about the database and its purpose. Women's organizations should be encouraged and supported by the CRDB/CDC and development partners, to upload data on their projects onto the ODA database. This will not only help to provide a more comprehensive picture of aid flows to gender equality and women's empowerment, but will also increase the accountability and transparency of these NGOs.

## **8.5. Gender Awareness and Responsiveness**

The Cooperation Committee for Cambodia and the NGO Forum have good knowledge concerning the Paris Declaration, the Accra Agenda for Action and also the Busan Outcome Document. They are engaged both at national level in Cambodia in the new aid modalities, and also as part of the global CSO networks working on development effectiveness, which enables them to learn from other

CSOs working around the world and to attend the global forums and meetings. These organizations are increasingly defining their role and building their experience in the aid effectiveness processes in terms of coordinating CSO participation, advocating for representation of civil society views, and strengthening the knowledge and awareness of CSOs at sub-national and national level regarding aid and development effectiveness. They have succeeded in bringing NGOs together to advocate on important issues such as the Law on Associations and NGOs. The NGO Forum is also developing an active role in the monitoring of aid flows with the support of policy and economic research institutions. However, a key weakness in their work is the lack of attention paid to gender. CCC and NGO Forum do not systematically address gender in the work they do around aid and development effectiveness and so representation of gender issues is sporadic and sometimes completely absent. Gender organisations have also commented that much of their participation in the aid forums is “gender blind”. These lead organizations need to gain a greater understanding of sector-specific gender concerns in policy, program design and implementation within the work they are doing, and to ensure gender concerns are represented in advocacy. They also need to work more closely and directly with women’s organisations, for example when writing the NGO position papers and other briefs to the aid effectiveness forums.

### **8.6. Identifying CSO Capacity Challenges and Requirements**

CSOs have been provided with opportunities to engage with government representatives and development partners at all levels in the aid policy dialogue. The work of NGO Forum, CCC and MEDiCAM has allowed substantive representation of civil society in the TWGs and also in the higher-level government-development partner meetings. There is increasing indication of CSOs taking on activities to better monitor the use of aid in the country to provide for evidenced-based advocacy.

However, despite progress made, civil society does face challenges to engage more fully. At a dialogue organized by CCC that took place in March 2010 with the participation of CSOs, government and development partners, it was concluded that CSOs needed to:

- Build a common understanding of aid effectiveness and what it means
- Improve access to information through better utilization of the ODA database
- Assist the TWG to build relationships, have informal meetings and develop capacity
- Deepen the involvement of CSOs in policy and expenditure monitoring to further contribute to good democratic governance
- Adopt the CSO performance and code of conduct to improve the capacity of CSOs to engage

These five points remain relevant and apply to organizations working in gender equality and women’s empowerment. Women’s organisations are in a good position to advocate for the greater inclusion of gender equality and women’s empowerment in the aid effectiveness processes and to be involved in the monitoring of aid flows to gender-responsive measures. However, they are currently not working as a cohesive, effective body to this end. Knowledge sharing workshops held in Phnom Penh, Battambang and Svay Rieng in November and December 2011 identified some of the key areas that women’s organizations need to address to increase their active engagement in aid and development effectiveness (see also Annex 6 for the capacity building matrix).

- **Knowledge about Aid Effectiveness and their Role in the Process**

Among women’s organizations, while they have the knowledge and expertise in gender, they are less familiar with the aid effectiveness mechanisms. At the national level, several of the organizations such as GADC, Women for Prosperity, SILAKA, Cambodian Women for Peace and Development, and the Women’s Media Centre have a relatively comprehensive knowledge of the aid effectiveness mechanisms and dialogues at national level and of the international aid effectiveness movement, but

often this knowledge resides in only one or two people within the organizations, usually the director or executive director. Staff members at lower levels are often not directly involved in aid effectiveness mechanisms and so have limited understanding. Representatives from academia who attended the workshop had very limited understanding on the existing aid effectiveness mechanisms in Cambodia.

However, despite existing levels of knowledge at the national level, there is a lack of clarity about the role of CSOs within the aid effectiveness mechanisms, particularly the TWGG. A fair number of CSOs are involved in the TWGG and have actively participated around certain issues, but there is confusion over their role which may be preventing them from participating more effectively. The NGO Forum and EIC assessment on NGO participation and representation in the TWGs (NGO Forum, 2011), also found that NGOs in the TWGG found their roles unclear and this perhaps contributed to their feeling that they had a lack of voice and recognition within the forum.

The aid environment in Cambodia has been changing quickly over the last five years and it is important for women's organizations working at the national level to keep abreast of the changes so that they can better understand how it will influence the work that they do, and also so that they can continue to define their role within the aid mechanisms. For example, CSOs at national level should be preparing to be involved in the development of the PBA for gender equality. Government capacity in Cambodia is increasing and so this does mean that CSOs will be required to play less of a service delivery role in the future, and a more active role in representing a broader constituency and influencing government to ensure that the needs of their constituents are being met. The CSOs also need to ensure that knowledge about changes in the aid environment is institutionalised within their organizations, and not maintained within individuals.

Women's organizations working at the sub-national level have much less awareness of the aid modalities at national level. Although the CCC and NGO Forum have taken workshops down to sub-national level with the objective to increase knowledge and engagement, for many of the organizations working on gender and women's issues met during the course of this study, there was little or no awareness and knowledge about aid and development effectiveness. The majority of organizations had a relatively comprehensive knowledge of the key RGC development strategies, including the five priority areas of the Neary Rattanak III, and also of laws relating to women, such as the Law on the Prevention of Domestic Violence, but no mention was made of the aid dialogue mechanisms in Cambodia or of the international declarations on aid effectiveness. However, at sub-national level the organizations are familiar with, and participate in, local planning processes, such as the commune council planning meetings, and they are informed about the IP3 of the NP-SNDD. However, their participation tends to be passive and responding to planning needs, rather than playing a more active advocacy role in terms of raising priorities regarding budget allocations and monitoring progress. In fact some NGO representatives even protested the idea that they should have a role to "monitor" the government use of ODA.<sup>26</sup> The discussion illustrated how CSOs often feel reluctant to take on more of a watch-dog role, particularly when it concerns government actions.

Challenges identified by NGOs at the sub-national level included:

- Not having a clear understanding of how to monitor aid effectiveness
- A lack of information coming from national level to sub-national level and from the local authorities and development partners to CSOs
- A lack of meetings and collaboration between civil society and local authorities at sub-national level

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<sup>26</sup> Comments from participants at the knowledge sharing workshop held in Battambang town, Friday 9<sup>th</sup> December 2011

- Low capacity of both NGO leaders and local authorities

Organizations working at the sub-national level perhaps need to have less understanding of the overall aid architecture and the concepts of aid effectiveness, but they do need to understand how they have a responsibility to clearly understand the needs of the citizens in their area of work and to be able to participate actively in sub-national planning meetings, advocating for the inclusion of issues, and following the implementation of the plans and budgets to ensure that development resources are having the intended results.

Despite the fact Cambodia has made much effort in terms of transparency and accountability of ODA allocations from donor partners, and plans, policies and reports being available on the CRDB/CDC and ministry websites, there has been less attempt to summarise this information into a format that could be disseminated to CSOs, associations and committees at local level. CSO stakeholders commented that they felt a lot of documents relating to aid effectiveness are lengthy and written in inaccessible English vocabulary that doesn't translate in an understandable way into Khmer. More efforts must be made by national level stakeholders to provide information on aid effectiveness and progress towards national targets in a format that is easy to read, short and to the point, and that can be clearly understood at local level. Use of radio and other broadcast media could be used more extensively in providing information to the sub-national level.

- **Ability to Plan for Engagement**

A complaint that was regularly aired by CSOs was that they didn't have the time or the resources to be involved in aid effectiveness processes and to join all the meetings required, or to read all the documents. It was also often noted that there were short-timelines to comment on policy documents and to prepare for meetings. The involvement in aid effectiveness mechanisms and monitoring of aid flows and development results is perceived by many CSOs to be additional to their ongoing projects and activities, and so tends to be carried out as an adhoc activity. This results in a lack of preparation, sporadic attendance or un-productive attendance at meetings<sup>27</sup>, and an overall lack of effective engagement. As one NGO representative noted, "we not only lack the capacity to think actively related to this topic, but we are also busy fulfilling donor requirements as there is no one standard among different donors."<sup>28</sup>

This indicates a need for some of the women's organizations to position participation within aid effectiveness as a core activity, and to ensure that this is planned and budgeted for, and that there are specific members of staff who work on these issues. For effective contribution, the CSOs need to be more strategic in their engagement, defining roles and providing the time and resources towards actively fulfilling these roles.

A first step towards this would be for the women's CSOs to clarify their roles within the TWGG, the sub-TWGs and for other aid effectiveness activities, such as analysing ODA to gender within the ODA database, collating CSO data on the five strategic areas for presentation at the TWGG and sub-TWGs, and disseminating key decisions made at the TWGG to other organizations at both the national and sub-national level.

The identification of specific roles for organizations can then allow for the development of structured capacity building plans to support the CSOs to develop the required capacity to respond to their area of responsibility. These plans would also need to be costed and supported in a structured way.

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<sup>27</sup> Junior staff members are sometimes assigned to attend the TWGG to bring back information.

<sup>28</sup> Interview with NGO representative, Phnom Penh, January 19<sup>th</sup> 2012

Development partners also need to consider their support to NGOs in terms of being prepared to provide longer-term strategic support to enable the key women's organizations to engage with the aid effectiveness processes. Currently short-term project funding results in high staff turnover, heavy reporting requirements and a culture of uncertainty which makes it difficult for CSOs to sustain priority areas for advocacy. Better coordination is also required between donors providing support to the women's NGOs, for example, coordinating reporting requirements. Reporting should be used by both donors and CSOs to become a means of collecting relevant, evidenced-based data, reviewing strategies and activities, and building on lessons learned.

- **Ability to Coordinate for Effective Engagement and Advocacy**

While the CCC and NGO Forum have succeeded in mobilizing and coordinating NGOs around issues of importance such as the Law on Associations and NGOs, the ability of women's organizations to mobilize around aid effectiveness has not been so successful. The number of CSOs working on women's issues at national and sub-national level makes coordination difficult and there is not yet a clear mapping of the organizations, their target areas and activities. This is fuelled by competition for funding between organizations which creates a certain degree of rivalry and poses a challenge to them to work together in a unified way. There are, however, examples of the women's organizations working successfully together in recent years, particularly through the networks of the NGO CEDAW, CAMBOW and the CPWP.

Identifying the roles and responsibilities of the lead organizations within aid and development effectiveness will assist with coordination. Learning from coordination examples of other NGOs would also be beneficial. NGOs in some sectors hold meetings prior to the TWG meetings to solicit input from the broader NGO community active in the sector on the issues to be discussed at the TWG meeting. This approach could be applied usefully in terms of CSO participation in the TWGG enabling common perspectives to be reached and presented in a coherent manner at the TWGG. The creation of a CSO Secretariat for the TWGG could also assist in terms of coordination and information dissemination.

The example of NGO Forum coordinating with research institutes to conduct analysis on ODA (NGO Forum, 2010; 2011) is also a good example that could be followed by women's organizations in terms of analysis on aid flows to gender. GADC has recently conducted an assessment on the possibility of gender courses at tertiary level (GADC, 2011), and this could be expanded on to see how policy study on gender and aid effectiveness could be included within courses, or how independent research institutes could be engaged to conduct gender-oriented research on aid and development effectiveness.

Once the lead women's organizations have been identified, they should play an active role in ensuring that gender is incorporated into the aid effectiveness work of the CCC, NGO Forum and MEDiCAM and also work with lead CSOs in the sector TWGs to support them to include a gender perspective.

The international and national CSOs working at the national level can also play a greater role in helping to facilitate the engagement of NGOs and CBO partners at the sub-national level in provincial coordination networks and in strengthening their understanding of and responsiveness to gender concerns within sub-national planning processes. The current RGC efforts to devolve responsibilities and financial resources to sub-national administrations make it even more important that NGOs and CBOs at sub-national level are able to engage constructively in local development planning from a gender perspective. Sub-national NGO networks focusing on gender and women's

issues also need to have regular meetings among themselves to allow for more effective and coordinated advocacy on gender responsive action. The possibility for CSOs to attend meetings held by PDWAs with Gender Focal Points from line departments should also be explored.



## **9. Strategic Entry points and tools for assessing and improving gender equality results of new aid modalities**

This section provides an overview of progress and challenges with reference to the Paris Declaration principles, and indicates key areas where further action could be taken to improve gender equality results in Cambodia's aid modalities.

### **Ownership**

Ownership refers to partner countries exercising effective leadership over their development policies and strategies and coordinating development actions. In Cambodia there has been a tendency to equate “government ownership” with “national ownership”, hence this section considers ownership in terms of democratic participation and equal rights.

- Good progress has been made by the RGC in developing over-arching development strategies and policies and, with the assistance of MoWA, ensuring that gender is mainstreamed throughout. Significant progress has also been made in terms of putting in place mechanisms for gender mainstreaming, such as the GMAGs in line ministries, and for dialogue and consultation, in particular the TWGG. Development partners have been largely supportive of these mechanisms and the country development strategies. CSOs are engaged in the TWGG.
- At sub-national level, and with the implementation of the NP-SNDD, progress is being made towards establishing aid mechanisms in sub-national administrations. These include bodies which are mandated to ensure that the concerns of women and children are integrated into sub-national planning, for example, the CCWC and WCCC. The strengthening of the commune councils and local governance mechanisms as outlined in the NP-SNDD offer the potential to bring the government closer to the people and to provide more opportunity for interface between citizens and government institutions.
- MoWA has demonstrated increasing leadership in policy and development and promoting the mainstreaming of gender throughout the new aid modalities. However, capacities within MoWA, its provincial and district offices, the GMAGs and in the CCWC and WCCC are lacking. A capacity assessment of MoWA was conducted in 2010 and recommendations are being progressively implemented. There are also plans as part of the PBA to conduct capacity assessments of the GMAGs within the line ministries. Capacity assessments should also be conducted at sub-national level to enable structured capacity development plans to be designed and implemented, and to ensure that the national women’s machinery is able to fully implement its mandate.
- The RGC publicly advocates partnership in development that constitutes civil society, the private sector and external development partners. There has been a lot of progress in terms of ensuring the inclusion of CSOs in the aid mechanisms such as the TWGs and in the proposed development of the PBA for gender equality. Development partners have also been active in ensuring and promoting CSO participation. However, CSOs recognize and face challenges in terms of their meaningful participation in the dialogues. They do not always feel that their views are taken seriously at meetings and their own ability to strategize and coordinate is limited. Women’s CSOs need to better define their roles within the aid effectiveness processes and to conduct organizational planning and budgeting which will enable systematic and proactive involvement. CSOs at sub-national level require more information and education on their role.
- Some stakeholders, such as parliament, universities and research institutions are not yet actively involved in aid effectiveness, but there are opportunities to increase their involvement in support of CSO advocacy and research, and within TWG mechanisms.

## **Alignment**

Alignment refers to donors ensuring that their support is based on the partner countries' national development strategies, institutions and procedures. Here we refer to the need for all stakeholders to work towards the priority gender principles and goals.

- Aid flows are generally aligned to the national priorities including the priorities and targets for gender equality and women's empowerment as outlined in Neary Rattanak III. However, development partner support to MoWA is still very much project based, resulting in multiple projects which are difficult to track and may overlap or leave gaps. There is communication, but still limited coordination between donors directly supporting MoWA in sector-specific areas.
- While the ODA database is an effective tool for monitoring and tracking ODA, it is not yet able to provide a realistic, complete picture of aid flows to gender equality and mainstreaming. The ODA database is only able to capture projects providing direct assistance to MoWA or implemented by NGOs with MoUs with MoWA. There is a need to improve reporting and analysis on the proportion of ODA financing for gender equality and women's empowerment. The CRDB/CDC needs to establish criteria and a process whereby PBAs and major sectoral projects are assessed for the extent to which gender concerns are taken into consideration in sectoral analysis and PBA design, so that gender responsive projects and aid flows can be more easily identified.
- The initiation of the PBA for gender equality has the potential to enhance the strategic management of the gender "sector" and to ensure that resources are better managed leading to better results. CRDB/CDC and UNDP/SIDA PGE will support MoWA to develop the PBA for gender. It should be ensured that the process is inclusive, involving all stakeholders, including CSOs working on gender equality and women's empowerment. The implementation of the PBA should provide opportunities to discuss more efficient forms of channelling DP assistance, but there are still differences of opinion among stakeholders as to how the PBA is conceived.

## **Harmonization**

The actions of donors, and all stakeholders, are harmonised with each other, transparent and collectively effective.

- Since 2005 MoWA has supported the establishment of GMAGs within line ministries to support gender mainstreaming. They provide a mechanism for institutionalising and monitoring ministry-specific gender mainstreaming strategies and plans for advocating for the integration of gender-responsive measures into sector policies and programs. They also have a responsibility to collect gender sensitive and sex-disaggregated data for MoWA monitoring purposes. There are currently 27 GMAGs and 22 GMAPs. However, the capacities of the GMAGs vary considerably and they are often side-lined within their ministries. Coordination needs to be improved between the GMAGs and their line ministries, between the GMAGs in related sectors, and between the GMAGs and MoWA. GMAGs should also participate in their relevant sector TWGs to ensure that gender considerations are included, particularly in developing and monitoring the sector JMIs. Line ministries and development partners should support the GMAGs within their sectors and facilitate their participation in the sector TWGs.
- The TWGG is now a well-established mechanism for coordination and policy dialogue for government, civil society and development partners. However, there is room to improve the TWGG and to ensure that the mechanism effectively meets the needs of all stakeholders and allows structured discussions on key policy issues and challenges. The establishment of sub-groups, such as the sub-group on gender-based violence, will allow for more effective and

focused discussions with stakeholders technically involved in the issues, so that their consensual views can feed into the TWGG.

- The umbrella NGOs, particularly CCC and NGO Forum, have led CSO involvement in aid and development effectiveness, which includes providing representation at the high level forums, preparing NGO joint statements and position papers, providing inputs in to policy development, conducting research and analysis and organizing workshops and events aimed at increasing the understanding and engagement of CSOs. CSOs have shown strong engagement around certain issues, but these tend to be “hot issues”, such as land issues, or the Law on Associations and NGOs. The umbrella organizations need to mainstream gender throughout the work they do on aid effectiveness, and better coordination should be established between the women’s CSOs and NGO Forum and CCC to ensure that aid effectiveness activities are gender sensitive and responsive.
- Women’s organizations and networks have had little capacity to engage in the aid effectiveness dialogues. Challenges reported include a lack of time, resources, a lack of core funding, fragmentation and a lack of cohesion around core issues. They also struggle to keep up with the rapidly changing environment. Women’s CSOs at national level need to coordinate and agree their involvement in aid effectiveness mechanisms, clarifying roles and ensuring a coordinated approach. The sub-TWGs and the PBA for gender equality may also help to facilitate these processes. CSOs at sub-national level need to be mobilised and coordinated in line with the implementation of the IP3. Regular network meetings could be established at provincial level to allow networks to coordinate and agree priority issues and action and to share information.

### **Mutual Accountability**

Mutual accountability refers to donors and recipients of aid being accountable for development results and ensuring transparency in the use of development resources. Visibility and accountability is required between all stakeholders, including CSOs and beneficiaries.

- The RGC through the CRDB/CDC has made a lot of effort to make information on ODA expenditure and aid management available to the public through the CRDB/CDC website, ODA database and ministry websites. However, less effort has been made in terms of making this information accessible at sub-national level and in a format that is easier to understand by people who have limited education. More effort should be put in to providing easily accessible information to sub-national levels. CSOs can play a role in this.
- The ODA database is an effective tool for monitoring and tracking ODA and development partners and an increasing number of NGOs are putting their data onto the database. However, it is not yet able to provide a realistic and complete picture of aid flows to gender equality and women's empowerment. Women’s organizations need to start uploading their project data into the ODA NGO database to provide a better picture of aid that is provided to gender equality and women’s empowerment, and, at the same time, increasing their own accountability.
- CCC has led collective efforts by NGOs to develop a self-regulation process across Cambodia and minimum standards of good governance through the Governance and Professional Practice initiative. CCC is also beginning to look at how CSOs can monitor their alignment with the Istanbul principles. Women’s organizations should participate in these mechanisms for increased credibility and accountability.

### **Managing for Results**

Aid is managed and implemented in a way that focuses on the desired results and uses information to improve decision-making. Referring to being able to measure results and use lessons learned to improve development effectiveness.

- The RGC has mainstreamed gender through the main development policies and strategies and gender related targets and indicators are incorporated. However, the monitoring mechanisms and gender indicators for the different plans and strategies are linked but not integrated to the extent they should be. There are inconsistencies and gaps between the indicators and in terms of the processes to monitor progress. There is a need to develop a simple, but robust system, for monitoring against the gender indicators throughout the RGC development plans.
- Gender JMIs have been established and are set and reviewed through the TWGG mechanism. However, the indicators are too diverse and not always SMART, which leads to problems in collecting the data and monitoring the progress. Also the indicators are largely quantitative and so do not provide more explanatory information to measure outcomes and impacts. The quality and consistency of the indicators need to be improved.
- There is increasing inclusion of the use of sex-disaggregated data in national surveys, and MoWA has been involved in training surveyors in gender sensitive data collection and sex-disaggregated statistics. The 2009 Cambodia Socio-Economic Survey reflected gender considerations better. MoWA should continue to support gender mainstreaming in national survey methodology, implementation and analysis and to ensure that this data is used to inform policy decisions and to contribute to the analysis of progress against the national gender-specific indicators.
- There is a lack of clear direction as to the role CSOs should play in collecting data and analyzing progress towards results at national level. NGO CEDAW produces a shadow report on the country progress towards implementing the CEDAW commitments. The process for data collection and analysis used for the NGO CEDAW report could be used as a basis for discussion among CSOs and development partners about how to monitor the country's progress towards the gender commitments outlined in the NSDP, CMDGs, Neary Rattanak III and the gender JMIs.
- CSOs should also take responsibility for conducting a regular analysis of the data in the ODA database concerning aid allocated to gender equality and women's empowerment.

## 10. Conclusions

The Cambodia government has made significant progress in putting in place national policies, mechanisms and processes to support aid effectiveness and to ensure that gender is integrated throughout. Gender is recognized as a cross-cutting issue in the NSDP, the over-arching framework to guide national development and donor assistance, and also in the NP-SNDD, the key document guiding decentralization and de-concentration efforts. The establishment of the MoWA and the CNCW as the national machinery for gender equality and the empowerment of women has enabled better mainstreaming of gender throughout government ministries and agencies. The MoWA has in place a five year strategy, Neary Rattanak III and plans are in place to develop a PBA for gender equality. The establishment of the TWGG as part of the national mechanism to support the strengthening of government-donor-civil society partnership and harmonization has also enabled participation of all stakeholders in the monitoring of the JMIs. There is recognition of the need to establish gender focal points in the other TWGs and to strengthen and expand and clarify civil society representation in the TWGs under the new guidelines (CRDB/CDC, 2010). In line ministries and agencies GMAGs have been established and GMAPs have been developed. At sub-national level gender focal points have been identified in line departments and committees have been established to ensure that the concerns of women and children are integrated into sub-national planning.

Development partners have generally aligned their support to the national priorities and targets for gender equality and women's empowerment and are also updating information about their ODA commitments to the ODA database. They have also endorsed their support for a PBA for gender.

The RGC has also publicly advocated a development partnership that includes civil society, the private sector and development partners. There has been good progress in terms of ensuring the inclusion of CSOs in the aid mechanisms such as the TWGG and in the proposed development of the PBA. Development partners have also supported and encouraged CSO involvement in the TWGs and also in aid effectiveness processes globally through support to the lead umbrella organizations. CSOs have show strong engagement around some issues, and have provided representation at the high level forums, preparing NGO joint statements and position papers, providing inputs into policy development, conducting research and analysis and organizing workshops and events aimed at increasing the understanding and engagement of CSOs.

However, many challenges still exist in terms of fully implementing these strategies and policies and in operationalizing the related mechanisms and processes. Firstly, traditional gender attitudes and relations continue to discriminate against women and are reflected in contemporary attitudes and practices. Therefore, while efforts towards gender mainstreaming and the empowerment of women look good on paper, discrimination remains entrenched in practice and is often reinforced through the media. Even during a workshop with NGOs held during the course of the study, a representative from an NGO questioned the applicability of gender to the Cambodian context. Gender equality and women's empowerment is frequently seen to be a western-imposed ideal which runs contrary to traditional Cambodian culture and beliefs. It is likely that these attitudes will persist within sectors of society, requiring the legal framework and policy agenda to support changes in attitudes and behaviour needs to be strengthened to fully meet international and national policy commitments.

While the capacity of the government to lead and coordinate development actions is continually improving, there are still significant gaps. Despite the comprehensive work carried out by MoWA to ensure gender mainstreaming throughout government policy and institutions, the MoWA departments still work relatively autonomously of each other and fail to effectively coordinate projects within MoWA. The Department of Gender Equality has also faced a significant increase in

work load over the last few years, which has limited the ability of its staff members to work as effectively as they would like. The MoWA secretariat for the TWGG also has other ministerial duties which detract from having the time to assess the effectiveness of this dialogue mechanism and to identify possible improvements. Within the line ministries, the GMAGs also struggle with their capacity to actually integrate gender into sectoral concerns, and to liaise and coordinate with the relevant stakeholders. They are sometimes not adequately supported within their own ministries by managers or development partners. At the sub-national level attention also needs to be focused on the ability of the sub-national administrations and the CCWCs and WCCCs to fulfil their roles in line with the NP-SNDD and the IP3.

Currently there is a lack of a comprehensive and robust system to collect data on gender issues across sectors and also from sub-national to national level. Because of the cross-cutting nature of gender, MoWA requires systematic and consistent reporting from a range of line ministries, government agencies and NGOs. The GMAGs, who are supposed to support this system, vary in terms of capacity. The indicators themselves are frequently vague and difficult to measure. To date, responsibilities for monitoring and reporting on key indicators for the JMIs on gender and Neary Rattanak III have not been adequately met. The data collection efforts for CEDAW, undertaken by the CNCW, also need to be better coordinated with other MoWA data collection activities to ensure there is no duplication in activities or data collected.

While the RGC has endorsed the greater involvement of CSOs in the aid effectiveness processes and dialogue, the capacity of CSOs to effectively engage in these mechanisms, and to ensure that gender is represented, needs strengthening. Women's organizations are not engaging effectively and are unclear as to their role. They are also failing to coordinate in a way that can ensure a consensus of opinion and a division of labour, and their participation tends to be largely adhoc and not built into organizational strategies, plans and budgets. CSO engagement in social accountability mechanisms is relatively recent in Cambodia, and many of the NGOs also lack grassroots links or membership base, undermining their credibility with the government. At the provincial level, the CSO networks have even less understanding of aid effectiveness processes and the role they can play, and competition for funds has resulted in a fractured, rather than cohesive, civil society. Research institutes are beginning to tackle policy level research focused on aid effectiveness, sometimes in collaboration with NGO partners, but there is currently limited engagement of parliament or universities. There is a lack of gender analysis in much of the policy level research being conducted on the topic of aid and development effectiveness.

Development assistance to the gender sector continues to be provided in a project-based way, which has limited coordination between development partners and perpetuated a lack of cohesion between the departments in MoWA. In other sectors, development partners have often failed to ensure that gender considerations are taken into account in sector TWG meetings, and support has not always been provided to the GMAGs in the line ministries. Some donors who support gender equality and women's empowerment through specific gender projects, sometimes fail to consistently mainstream gender in to their other sectoral projects. At the same time, the economic crisis in Europe has impacted on the funding abilities and priorities of the traditional OECD/DAC donors, and some of the strongest development partner advocates and supporters of aid effectiveness and gender equality efforts are phasing out of their programs in Cambodia, for example DFID, who withdrew in 2011. Increasing access to financial resources from countries not engaged in aid effectiveness and anticipated revenue from oil and gas may also influence the situation further in terms of moving the agenda away from the principles of mutual accountability and an enabling environment for NGOs. As donors resources tighten, the financial resources available to NGOs also become limited, affecting their future potential for active engagement in the aid effectiveness processes.

Bearing in mind these challenges, there are a few potential entry points which within the next two years could help to advance dialogue and strengthen the ability of stakeholders to monitor aid effectiveness from a gender perspective. These are as follows:

- The development of a PBA for gender equality represents a good opportunity for key stakeholders from the RGC, development partners and civil society to work together to share best practice, to review the identified challenges and gaps and to propose a cohesive plan of action to strengthen the gender aspects of the aid modalities in Cambodia and to enhance civil society engagement. It has already been suggested that the PBA process could include a mapping of all key stakeholders and also a capacity assessment of the national machinery for the advancement of women and related institutions (such as the TWGG and GMAGs), providing recommendations for their improvement.
- Within the context of the NP-SNDD and IP3 implementation, there are opportunities to strengthen the implementation of the gender responsive measures outlined in the NP-SNDD and IP3, and to ensure that aid effectiveness mechanisms at national level are well integrated with those at sub-national level. This could include strengthening the coordination and advocacy functions of provincial CSO networks, and strengthening the sub-national administrative bodies, such as the PDWA and DOWA and the CCWC and WCCC.
- With the development of a sub-TWG for GBV, it may be an opportune time for the TWGG Secretariat and members to review the overall function of the TWGG, its strengths and weaknesses, and to develop a plan to enhance its effectiveness. This could include the decision to develop sub-TWGs for the five thematic areas of the NR III and one for the PBA gender, and also looking at mechanisms to improve the process of collecting and compiling data for monitoring purposes and refining the indicators. It would also be an appropriate entry point for CSOs to begin to discuss and assess their role within the TWGs.

## 11. Recommendations

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
<b>Ownership</b>			
MoWA and CRDB/CDC	As the first step of the PBA for gender equality, a mapping of gender stakeholders at national and sub-national level should be conducted, if possible, including government bodies and institutions, development partners and CSOs.	There is not yet a comprehensive overview of all the national and sub-national mechanisms, the DP and CSOs working on gender issues	MoWA and CDC to conduct the mapping, supported by key development partners such as UNDP-PGE, UNDP PfDR, and SIDA. The TWGG members could also be involved in collecting data for the mapping exercise.
MoWA and CRDB/CDC	An assessment of the national and sub-national mechanisms to support and promote gender equality and the empowerment of women should be conducted and recommendations provided for harmonizing and strengthening these mechanisms. This should include an assessment of the composition and capacity of the GMAGs.	A capacity assessment has been completed for MoWA, but assessments are also required for the other mechanisms to ensure structured capacity building approaches and better coordination. Assessments conducted by development partners of GMAGs should be reviewed to include in the overall assessment.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	MoWA to implement the capacity assessments supported by relevant development partners such as UNDP-PGE, JICA, GIZ, AusAID etc.
CSOs working on gender equality and women's empowerment at national level	Gender CSOs should meet and decide lead roles for TWGG, PBA sub-group and other TWGG sub-groups. TORs for lead roles to be developed.	Women's organizations at national level have not defined clear roles for their engagement in the aid/development effectiveness mechanisms	CSOs involved in the TWG-G should organize the meeting and allocation of roles, supported by relevant DPs, such as AECID. Results of the lead roles should be



Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
			formally announced and documented at the TWGG. TWGG to support development of TOR
CSOs working on gender equality and women's empowerment at national level	As part of the allocation of lead roles, a CSO secretariat should be set up to support the representation of CSOs within the TWGG for effective advocacy	The CSO secretariat for the TWGG would ensure all participating CSOs get relevant documents and information prior to meetings and set up CSO meetings to enable CSOs to consolidate position on issues and be able to present cohesively at the TWGG	CSOs involved in the TWGG should set up the CSO Secretariat. DPs supporting the TWGG should also assist in the development of the CSO secretariat in terms of funding and training
Women's networks	Women's networks should identify an active network to lead on aid effectiveness and gender to help disseminate information to sub-national levels, to bring information and priorities to national level, to coordinate data collection and to ensure a shared voice and better cooperation. The mandate of the network should be clearly defined and plans made for resourcing and support to the network.	Currently there are no networks with a mandate for engagement on aid effectiveness and gender.	Women's networks to identify the networks, preferably in collaboration with active networks such as NGO CEDAW, CAMBOW and CPWP.
Women's CSOs at sub-national level	Women's CSOs at sub-national level should familiarise themselves with the NP-SNDD and the IP3 and work with the sub-national authorities to ensure the commitments to gender are followed in sub-national planning, implementation and monitoring processes.	The NP-SNDD and IP3 contain commitments to gender equality and the empowerment of women. CSOs need to be informed of the aid modalities and gender commitments at sub-national level and work to ensure the commitments are implemented.	Women's CSOs at sub-national level to implement with support from INGO partners and DPs.

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Parliamentarians	A strategy and action plan should be developed to build upon the capacity of parliamentarians in understanding aid effectiveness issues in general and aid effectiveness from a gender perspective in particular. This could include parliamentary representation at the TWGG.	Need for increased parliamentary engagement on aid effectiveness and gender issues	The appropriate organisation or institution to develop a strategy and plan which could be presented to the appropriate organisations for feedback.
Academic institutions and research institutes	Academic institutions and research institutes should engage more on aid effectiveness and gender, for example, holding seminars or conducting independent policy oriented research on the issues. The topics should also be included in courses on development studies, international relations and gender.	Currently there are limited or no academic courses or research focusing on aid effectiveness and gender. Research institutes have conducted some research on these issues but need to more systematically integrate gender concerns into their research design and analysis.	Cambodia's universities (for example, RUPP, PUC, RULE) and research institutions such as CDRI, EIC, CEA. Joint studies and seminars could be held with CSOs and also with government partners.
<b>Alignment</b>			
MoWA and CRDB/CDC	PBA for gender equality should ensure inclusive dialogue and ensure that more efficient and coordinated forms/systems of development partner support to MoWA are a priority for discussion and agreement.	Development partner assistance to MoWA is still very project-based. More efficient systems and coordination is required.	MoWA and CRDB/CDC to lead, but with the active support of all DPs working with MoWA.
CRDB/CDC	CRDB/CDC should continue to develop a system for integrating gender sensitive indicators for the ODA and NGO on-line databases. The reporting format should also be improved to allow DPs	A large amount of gender-related expenditures are currently invisible in the ODA and NGO database.	CRDB/CDC to develop the system for gender sensitive indicators supported by SIDA and UNDP Partnership for Development Results in cooperation with MoWA.

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
	and I/LNGOs to better record assistance to gender within sectoral projects.		
DPs and I/NGOs	DPs and I/NGOs to assess their major sectoral projects on the extent to which gender concerns are taken into account, and to report separately for specific gender projects to ODA database.	DPs and I/NGOs currently report aid flows to the main sector and don't record information on gender mainstreaming within projects, or specific gender projects within larger sectoral programs.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	DPs and I/NGOs to ensure data provided to the ODA database records the extent to which gender concerns are taken into account. CRDB/CDC to support process with improved reporting formats
<b>Harmonization</b>			
MOWA	Strengthen linkages between the MOWA technical departments, the TWGG and the relevant GMAGs through stronger engagement of the technical departments in the TWGG, participation of technical departments in the preparation and monitoring of GMAPs, and participation of technical departments in the six-monthly GMAG meetings.	Capacity of GMAGs could be strengthened by support from MoWA technical departments and stronger engagement of the GMAGs and MoWA technical departments in the sector TWGs.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	MoWA technical departments supported by relevant DPs such as GIZ, JICA, UNDP.
TWGG Secretariat	Conduct a review of the strengths, weaknesses, opportunities and threats of the TWGG to identify ways to strengthen the TWGG. CRDB/CDC could assist this process by identifying good practices of strong TWGs (for example, education, health) to enable other TWGs, such as TWGG, to review and improve their own processes.	Some TWGs are working more successfully than others and best practice could be shared to inform other TWGs.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	TWGG Secretariat to implement in collaboration with the DPs and CSOs involved in the TWGG.

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
TWGG Secretariat	Continue to work towards establishing and supporting the work of sub-working groups of the TWGG to strengthen harmonization of stakeholder efforts in strategic areas.	A sub-working group for GBV has been established and it is planned one will be established for the PBA for gender equality. Further sub-groups could be set up for the other priority areas of the NR III.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	TWGG Secretariat to implement in collaboration with the DPs and CSOs involved in the TWGG.
Umbrella CSOs working on aid effectiveness (CCC, NGO Forum, MEDiCAM)	The umbrella CSOs leading on CSO involvement in aid effectiveness must develop and/or ensure implementation of gender mainstreaming policy to ensure gender is effectively included in their advocacy, coordination and networking activities.	The umbrella CSOs are currently “gender blind” to a large extent and would benefit from more systematic gender mainstreaming in their aid effectiveness activities.	CC, NGO Forum and MEDiCAM should ensure gender mainstreaming is a priority for their organizations. Competent gender CSOs could be recruited to support them build gender responsive measures into their aid effectiveness work. DPs supporting the umbrella networks should ensure gender mainstreaming is a priority for the organizations.
NGOs working at sub-national	Regular meetings should be held at provincial level for CSOs and networks working on gender equality and women’s empowerment to enable better coordination for inputs in to sub-national planning processes, to discuss priority issues regarding gender equality and women’s empowerment, and to better coordinate their own activities. CSOs should also investigate the	Gender CSOs at sub-national level are scattered, with little coordination and no mechanism for advocacy to sub-national government institutions. More coordination and dialogue is required.	National women’s organizations with sub-offices in the field, or provincially based organizations such as AMARA should take the lead to set up meetings within their provinces.

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
	possibility of attending the PDWA meetings with GFP from line ministries in provinces where this occurs.		
<b>Mutual Accountability</b>			
CRDB/CDC	CRDB/CDC should consider means for providing access to ODA data and aid effectiveness information to stakeholders at sub-national level.	While ODA data is available through the CRDB/CDC website, it is not necessarily accessible to institutions, organizations and citizens at sub-national level.	CRDB/CDC to take the lead supported by UNDP PfDR, SIDA.
CRDB/CDC	CRDB/CDC should provide further training to NGOs on the ODA database. Training should include information on how the data can be accessed publicly and how it can be analysed to track aid to specific sectors, in addition to how to upload project information. Training could be provided to NGOs working in specific sectors, for example in gender equality and women's empowerment.	The majority of the NGO participants in workshops held during the course of the research had little knowledge about the ODA database.	CRDB/CDC to be responsible to provide the training. Training for women's organizations could be organized through the TWGG NGO members. Umbrella organizations such as CCC can support the process.
CCC and women's media organizations such as Women's Media Centre	CCC should continue to be active as a portal for sharing information on aid effectiveness to CSOs at national and sub-national level, considering the type and level of information that would be of most practical use. Women's media organizations should develop media programmes to further raise awareness on aid and the responsibility of citizens and NGOs.	CSOs at national and sub-national level need more clear, concise and consistent information on aid effectiveness and their role in ensuring accountability in terms of the government and donor development commitments. The importance of gender commitments should be highlighted through the work.	CCC and women's media organizations should develop plans for campaigns and regular dissemination of information. Development partners to support efforts financially.

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
Women's organizations	Women's organisations should participate in CCC GPP voluntary certification and also in proposed activities to assess alignment of CSO to the Istanbul Principles	Some women's organizations have already undertaken the voluntary certification for increased accountability. Other women's organizations should be encouraged to do so.	Women's organizations to take up voluntary registration for the GPP. CCC to lead the proposed activities to assess alignment to CSO Istanbul Principles with support from a relevant donor.
DPs and NGOs, particularly women's organizations	All donors and NGOs should be encouraged to enter information into the ODA database to enable more effective tracking of efforts to support increased gender equality and women's empowerment.	To date only 8 NGOs have uploaded data on gender projects onto the ODA database. None of the established women's NGOs have uploaded data.  (also a recommendation in NR III Mid-Term Review, MoWA 2012)	DPs and NGOs need to be responsible to upload data. Training support from CRDB/CDC. TWGG should encourage all members to upload data
<b>Managing for Results</b>			
MoWA and TWG Gender	TWGG Secretariat, donor co-facilitators and members of the TWG-G to develop a simple but effective mechanism for ensuring the collection and analysis of data to the JMI and other national gender-related indicators. MoWA should consider organising working groups for monitoring, such as the working group for GBV, and situating them under the TWG sub-groups.	The system to collect and compile data for monitoring is inconsistent and ineffective.	MoWA, the TWGG Secretariat and donor co-facilitators (UNDP and JICA) to move the process forward and to identify other DPs who can support with capacity building needs
MoWA	Develop a standard reporting format for the GMAGs, which will meet the need of MoWA for monitoring implementation of NR III, the gender JMIs and other national gender indicators. The	There is currently no standard reporting format for reporting from GMAGs to MoWA.  (also a recommendation in NR III Mid-	MoWA to lead in consultation with CNCW and GMAGs.

Addressed to Whom	Content of Recommendation	Optional explanation	Who would be involved in ensuring the recommendation is implemented
	reporting format being developed for the CNCW CEDAW reporting could also be used as an example of a standard reporting format for line ministries and GMAGs.	Term Review, MoWA 2012)	
MoWA	The JMI gender indicators should be reviewed by TWGG members (perhaps in a sub-meeting of key representatives for this specific task) to improve their quality in terms of being SMART, and responsibility should be assigned for monitoring against each indicator.	JMIs indicators are currently not SMART and are difficult to monitor against.	MoWA to lead process with participation of TWGG members or selected members. Revised indicators should be agreed by all TWGG members.
Lead CSOs and CSO Secretariat of TWGG	The lead CSOs and CSO Secretariat should develop a system for collection and analysis of data relevant to the JMIs and other national level gender-related indicators. This could be informed by the system and networks used by NGO CEDAW to collect data to report progress on CEDAW implementation. The data collected by NGO CEDAW could also be used more broadly in analysing progress against the national indicators for gender equality and women's empowerment from a CSO perspective.	Currently CSOs are unable to present data in a format so that it can be used to monitor progress against national level gender indicators and outcomes.	The lead CSOs and CSO Secretariat to develop a system, drawing on the system that is used by NGO CEDAW.
Lead CSOs and CSO Secretariat of TWGG	Women's organizations identified as the lead in the TWGG should conduct regular analysis and reporting on aid	Currently there is limited analysis of aid flows to gender in the RGC aid and development effectiveness reports, and	Women's organizations to take the lead on this, although it should be done in consultation with CCC and

<b>Addressed to Whom</b>	<b>Content of Recommendation</b>	<b>Optional explanation</b>	<b>Who would be involved in ensuring the recommendation is implemented</b>
	flows to gender from the ODA database.	NGOs do virtually no analysis.	NGO Forum and support from relevant donors.
CCC, NGO Forum, MEDiCAM	CCC, NGO Forum and MEDiCAM should continue to develop NGO position papers and statements and research reports on aid flows against results, but should ensure the data collection, methodology and reporting reflect gender concerns. If possible NGO Forum should conduct a study on financing to gender equality and women's empowerment.	The umbrella networks have made good progress in terms of preparing NGO reports on aid flows, but they have not systematically integrated a gender perspective.	CCC, NGO Forum and MEDiCAM to lead, but in consultation with lead women's organisations.



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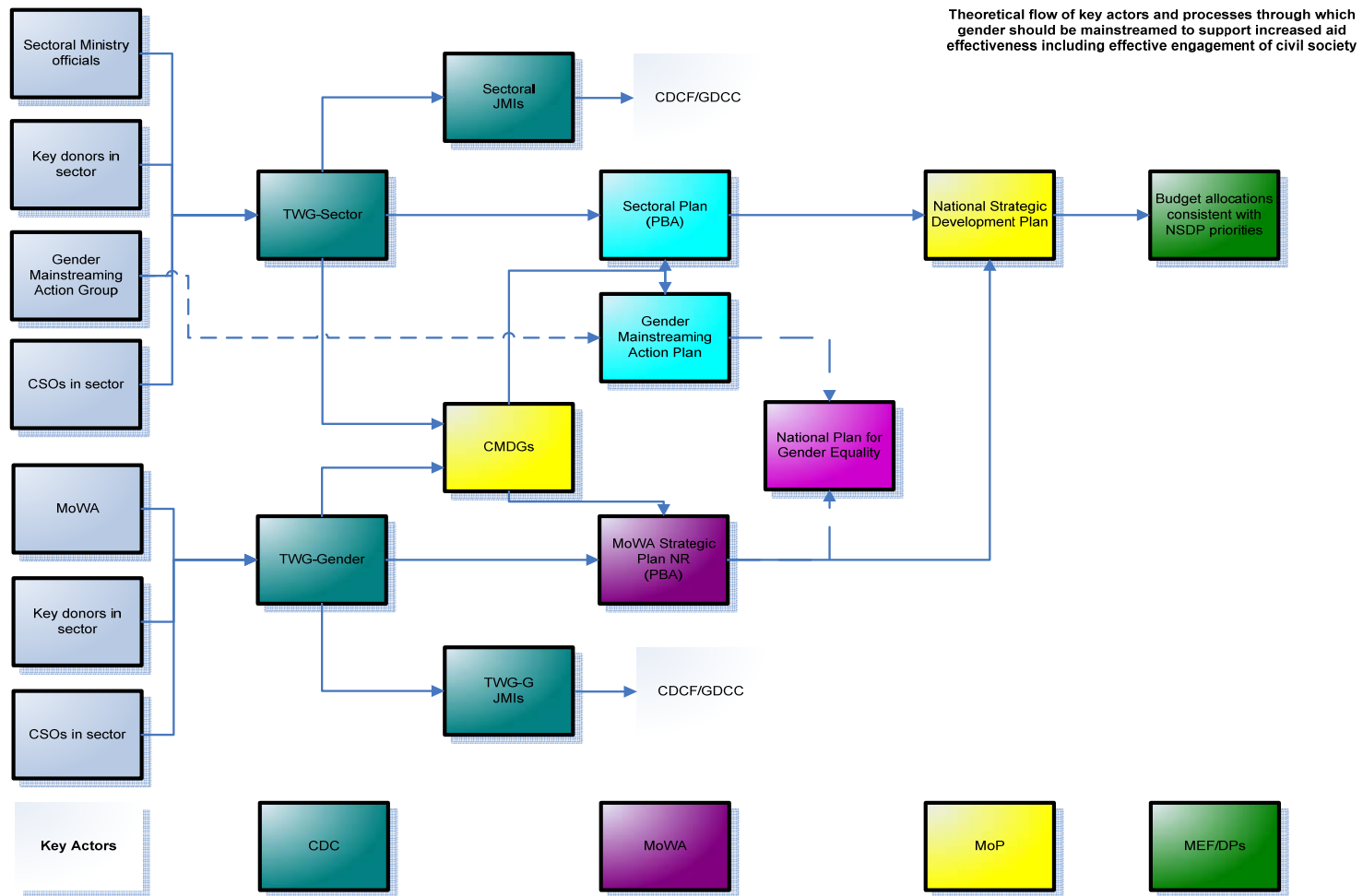
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## Annex 1: List of Interviewees and Study Informants

Name	Position	Organization/Institution
<b>CSOs</b>		
Ms. Thida Kus	Secretary General	Committee to Promote Women in Politics
Ms. Chhim Manavy	Executive Director, Open Institute	Open Institute
Mr. Chea Kimsong	Program Manager	NGO Forum
Mr. Mi Nac	Program Officer	Cooperation Committee of Cambodia
Ms. Lim Siv Hong	Program Officer	The Asia Foundation
Mr. Pel Piseth	Program Manager	Concern Worldwide
Ms. Sok Panha	Executive Director	Banteay Srei
Ms. Ros Sopheap	Executive Director	Gender and Development Cambodia
Ms. Monika Nowackzy	Advocacy Advisor	Cooperation Committee of Cambodia
<b>Academic Institutions</b>		
Ms. Ly Vichuta	Gender Lecturer	Pannasatra University
Ms. Kasumi Nakagawa	Gender Lecturer	Pannasatra University
<b>RGC</b>		
Ms. Phana Veunida	Deputy Director Asia Pacific and Oceania Department	Council for the Development of Cambodia
Mr. Tea Saorithy		Council for the Development of Cambodia
Ms. Nhean Sochetra	Director, Gender Equality Department	Ministry of Women's Affairs
<b>Development Partners</b>		
Ms. Belinda Mericourt	Consultant – Partnerships for Development Results	UNDP
Ms. Pich Thyda	Program Officer, Education and Gender	JICA
Ms. Chandy Chea	Gender and Development Specialist	Asian Development Bank
Ms. Karin Schelzig Bloom	Senior Social Sector Specialist	Asian Development Bank
Mr. Juan Pita	General Coordinator	AECID
Ms. Helena Morais Maceira	Project Manager	AECID
Dr. Andreas Selmecci	Team Leader, Access to Justice for Women Project	GIZ
Ms. Chi Socheat	Senior Program Manager	AusAID
Mr. Bou Noeun	Program Officer – Education, Health and Social Development and Gender Focal Point	European Union
Mr. Christian Provoost	Attaché, Aid Effectiveness, Budget Support and Public Finance Management	European Union
<b>Others</b>		
Ms. Jane Hailé	Consultant for PBA	Genderworks
Ms. Ann Bishop	Consultant	UN Women Bangkok

## Annex 2: Theoretical Flow of Key Actors and Processes



### Annex 3: MoWA Development Partners

The table below provides a list of the long term development partners with MoWA from 2006 to 2009, with a breakdown of their annual budgets.

Organization	Project Name	Donor Type	Total Amount	Annual budget	
				Year	Amount
ADB	Women's Development Centres	Grant	\$3,050,926	2006	\$450,000
				2007	\$789,000
				2008	\$522,000
				2009	\$828,200
				2010	\$461,726
GTZ	Promotion of Women's Rights project	Grant	\$3,766,210	2006	\$721,000
				2007	\$600,000
				2008	\$600,000
				2009	\$885,014
				2010	\$750,000
				2011	\$210,196
IOM	Prevention of all forms of trafficking	Grant	\$1,799,958	2006	\$300,000
				2007	\$499,986
				2008	\$499,986
				2009	\$499,986
National Centre for Parasitology Entomology and Malaria Control	Community empowerment to combat malaria	Grant	\$625,765	2006	\$263,652
				2008	\$279,333
				2009	\$82,780
UNFPA	Promote Gender Equality	Grant	\$1,188,630	2006	\$239,000
				2008	\$176,700
				2009	\$368,928
				2010	\$348,922
				2011	\$55,080
UNDP	Partnership for Gender Equity	Grant	\$18,719,084	2006	\$542,908
				2007	\$5,950,000
				2008	\$5,760,000
				2009	\$645,373
				2010	\$842,203
				2011	\$500,000
				2012	\$1,119,650
				2013	\$1,119,650
				2014	\$1,119,650
				2015	\$1,119,650
JICA	Project on Gender	Grant	\$2,324,151	2006	\$75,140
				2007	\$96,601



	mainstreaming and policy development through upgrading info and research capacity			2008	\$25,836
				2009	\$101,645
				2010	\$242,234
				2011	\$932,673
				2012	\$850,022

\*There are differences between figures in the MOWA ODA database and the CDC ODA database. This is probably due to the MoWA ODA figures being based on budgets and the CDC ODA database containing disbursement figures. The actual disbursement figures have been used where possible.

## **Annex 4: Overview of Neary Rattanak III**

### **Vision:**

The people of Cambodia enjoy peace, democracy, prosperity, justice and the rule of law, good governance and transparency, equality and well-being, which are shared equally by women and men. Respect for human rights, including women's rights, women's dignity and other key values are upheld by Cambodian society.

### **Mission:**

Women and girls enjoy equal access to services and control of resources, with equal opportunity to take part fully in national life and enjoy protection against all forms of discrimination and violation of their human rights.

### **The Five Strategic Areas:**

- Economic empowerment of women
- Education of women and girls, attitudes and behaviour change
- Legal protection of women and girls
- Health and nutrition of women and girls and HIV/AIDS
- Women in public decision-making and politics

### **The Gender Mainstreaming Program:**

- Gender mainstreaming in national policies
- Gender mainstreaming in priority sectors
- Gender mainstreaming in government reform programs
- CEDAW implementation

### **Cross-cutting areas:**

- Strategic management (including finance/audit, planning, administration, and information and communications)
- Capacity development
- Aid effectiveness

## Annex 5: Overview of Legal Framework

Law	Draft	Adoption	Main message	Comments
<b>Constitution</b>		1993; amended in 1998	<b>Article 35:</b> Khmer citizens of either sex shall have the rights to participate actively in the political, economic, social and cultural life of the nation. All requests from citizens shall be thoroughly considered and resolved by institutions of the state.	The reality of citizens' participation and function of the institutions of checks and balances fall far short from the constitutional stipulation.
<b>Law on Audit</b>	1996	2000	Aimed at ensuring accountability and providing a legal basis for the creation of the National Audit Authority and internal audit departments within government agencies, ministries, institutions and public enterprises	Reporting is directly to the Prime Minister
<b>Law on Anti-Corruption</b>	1994	2010	Promoting effectiveness of all forms of service and strengthening good governance.  Provide the legal basis for the creation and functioning of national council against corruption and anti-corruption unit.	The anti-corruption law and the anti-corruption institutions are at their infancy and therefore their effectiveness in addressing corruption remain to be seen. The length of time that passed between drafting the law and its actual adoption was a subject of critique from development partners and advocacy NGOs.

<b>Law on Right to Access to Information</b>	2007	still in draft	The latest draft law contains substantial features conforming to international standards on rights to access information. Most notable is article 6 in the draft law which states “Every public body shall, in the public interest, publish and disseminate in an accessible form, at least annually, key information”. Furthermore, article 40 states that “Notwithstanding any provision in this Part, a body may not refuse to indicate whether or not it holds a record, or refuse to communicate information, unless the harm to the protected interest outweighs the public interest in disclosure.”	
<b>Law on the Regime of the Press</b>		1995	This law was created to response to the Cambodian Constitution, Article 41, which states that Khmer citizens shall have the freedom of expression of their ideas, freedom of information, freedom of publication and freedom of assembly.	The passage in the Penal Code (2009) criminalizing defamation and disinformation has restricted freedom of expression.
<b>Law on Non-Violent Demonstration</b>	2006	2009	This law was created to response to the Cambodian Constitution Article 37, which states that citizens have the right to strike and to organize peaceful demonstrations within the framework of the law.	The Law requires permission to be obtained from the authorities before any demonstration can be organized.

<b>Law on Associations and Non-Governmental Organizations</b>		Still in draft	The draft law aims at safeguarding the rights and freedoms and promoting the creation of associations and NGOs, in order to protect their legitimate interests and to protect the public interest, as well as to enhance partnership and cooperation between NGOs and RGC.	Key concerns for civil society actors include ambiguity in the terms of the law, complex mandatory registration with not time period for an appeals process if registration is denied, and no safeguards to ensure that denials of registration or involuntary dissolutions are imposed objectively.
<b>Penal Code</b>	Ministry of Justice worked on the code between 1994-1997.	2009	The code contains provisions to punish acts of bribery. However, it also retains defamation as a criminal offence and extends its scope to those expressing peaceful views against the government (article 19).	The Penal Code can be used to counter-act both the Law on Non-Violent Demonstration and the Law on the Regime of the Press.  The Penal Code contains provisions for imprisonment or fines for discrimination in employment based on a person's sex.
<b>Law on procurement</b>	A draft law prepared 1995. New draft law prepared in 2011.	2012	To ensure the process of public procurement of construction, service, and consulting services in a transparent, accountable, fair, effective, economical and timely manner.	The law is not comprehensive. It does not provide for any procedures to investigate or lodge complaints. Much of the decision-making regarding procurement remains with the central government, guaranteed by decrees and sub-decrees.
<b>Law on Administrative Management</b>		2008	Also known as the Organic Law, this law outlines the administrative management, down to sub-national level.	Principles of gender equality and women's rights and empowerment are clearly expressed in the law, particularly regarding their participation and

<b>of the Capital, Provinces, Municipalities, Districts and Khans</b>				representation in politics and decision making.
<b>Law on Marriage and Family</b>		1989	Provides the conditions and procedures for marriage and divorce in Cambodia. Provides equal rights in terms of parental authority and states that marriage should be based on mutual consent. Also provides a distinction between joint property and separate property.	Article 9 states that “After the dissolution of marriage a woman may remarry. However she shall remain in a legal state of marriage until at least 120 days after the death of her husband or 120 days after the judgement which grants a final divorce”. This contradicts the guarantees of the Constitution for equal rights between men and women
<b>Law On Prevention of Domestic Violence and Protection of Victims</b>	1997	2005	The law outlines the mechanisms, procedures and obligations of the state on the protection from and prevention of domestic violence. The National Action Plan to implement the Law has also been adopted by the Council of Ministers.	Provides a clear definition of domestic violence, which was previously considered to be a “family matter” rather than a criminal offence. The law has been widely disseminated at sub-national levels.

## Annex 6: Capacity Building Matrix

Topics	Actors			
	Women's Rights Organizations	CSO engaged in the aid effectiveness discussions	Parliamentarians	Women's Machinery (MoWA, Line Ministries, GMAGs, JTWGs)
<b>Knowledge about PD/AAA process and new aid modalities</b>	<ul style="list-style-type: none"> <li>At National level there is broad knowledge about PD/AAA and new aid modalities, with some of the CSOs and/or individuals having more specific knowledge. But not all have understanding about mechanisms and how they work and how they can or should be involved</li> <li>A fair number of CSOs are involved in TWG, there are plans to have sub-groups which would allow for stakeholders around technical aspects to reach consensus before feeding into TWGG.</li> <li>Ability to engage effectively in the TWGG is limited due to lack of clarity about role, lack of coordination between</li> </ul>	<ul style="list-style-type: none"> <li>Key CSOs involved in aid effectiveness discussions at national level have good knowledge of PD/AAA process and new aid modalities but fail to integrate gender concerns</li> </ul>	<ul style="list-style-type: none"> <li>No substantive involvement in aid processes</li> </ul>	<ul style="list-style-type: none"> <li>At national level there is a generally good knowledge about PD/AAA and new aid modalities among women's machinery. Main challenge is the lack of capacity and resources to implement effectively</li> <li>MoWA leads the TWGG which is main mechanism for bringing together development stakeholders and monitoring JMIs</li> <li>MoWA will also be one of Ministries involved in development of PBA but there is still a lack of understanding or clarity about how this will be developed and implemented</li> <li>Less knowledge about PD/AAA and new aid modalities among sub-national authorities</li> </ul>

	<p>organizations and not having planned and budgeted for engagement in activities.</p> <ul style="list-style-type: none"> <li>• Generally women's organizations do not participate more widely in aid effectiveness approaches as it is felt this is the responsibility of umbrella NGOs.</li> <li>• Organizations working at sub-national and grass-roots level have much less information and a lack of knowledge about aid effectiveness, the terminology and the new aid modalities.</li> <li>• Sub-national level has little access to information from national level and they do not join many meetings with government</li> <li>• At sub-national and also national level, high turnover of staff leads to lack of capacity and poor institutional memory.</li> <li>• Better knowledge needed of accountability</li> </ul>			
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	<p>mechanisms at sub-national level</p> <ul style="list-style-type: none"> <li>• No clear idea on how to monitor aid effectiveness at national or sub-national level and do not include for these activities in plans and budgets</li> </ul>			
<b>Incorporation of gender equality in national development and sectoral policies/strategies</b>	<ul style="list-style-type: none"> <li>• Have good knowledge about the key priorities for gender equality in the national development and sectoral policies/strategies including NR III</li> <li>• Aware of plan for PBA for gender at national level, but unsure how it is going to work and what their involvement will be</li> <li>• Some agencies such as GADC have supported some Ministries with their GMAPs</li> <li>• Some involved in NGO Report on CEDAW, NGO Position Papers and CPWP.</li> <li>• At national and sub-national level there is awareness of NP-SNDD and IP3.</li> <li>• At sub-national level</li> </ul>	<ul style="list-style-type: none"> <li>• CSOs tend to follow up on hot-issues, such as land and enabling environment, and don't always ensure that gender is addressed through the different sectoral issues</li> <li>• Have mobilized CSOs around feedback on NSDP Update through TWG mechanisms and also in providing feedback on legislation, such as Law on Associations and NGOs.</li> <li>• CSOs who contribute to NGO position papers and represent CSOs in aid effectiveness mechanisms lack knowledge on gender.</li> </ul>	<ul style="list-style-type: none"> <li>• Not clear how active Parliament is in promoting and ensuring gender equality in sectoral policies and strategies. They indirectly participate through endorsements of plans.</li> <li>• Limited content contribution by the parliament to government draft legislation.</li> <li>• Rarely uses its right to initiate legislation.</li> </ul>	<ul style="list-style-type: none"> <li>• MoWA has been involved in ensuring integration of gender into main government strategies for national and sub-national level. Has been relatively good progress in strengthening the national mechanisms to support gender mainstreaming.</li> <li>• Neary Rattanak is the strategic plan of MoWA also with aim to ensure gender responsive national policies, legislation and reform programs etc. MoWA has to monitor with other line Ministries responsible for implementing activities in the plan. This can be challenging to get data on time.</li> <li>• GMAGs often lack the</li> </ul>

	CSOs are involved in preparation of Commune Investment plan annually and the 3 year rolling plan of province and district, but tends to be in terms of supporting the plan rather than providing input to the priorities and budget allocations and monitoring progress			capacity and expertise to ensure gender plans are mainstreamed through sectoral plans and strategies and that they address issues other than gender training. Need to be more practical rather than conceptual. Limited resources and capacity to carry out GMAPs.
<b>Costing tools</b>	<ul style="list-style-type: none"> <li>• Have little knowledge or information on ODA database at both national and sub-national level. Don't upload data, don't review or analyse the data.</li> <li>• Need basic knowledge on where to access documents and data – CDC/CRBD website, ODA database, CCC website useful portal for sharing info on aid effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>• Have conducted workshops with CRDB/CDC to provide information on ODA database to NGOs and how to fill out the forms. Need to continue with this work, perhaps also focusing on NGOs working on specific sectors or cross-cutting issues, such as gender and women's empowerment.</li> </ul>		<ul style="list-style-type: none"> <li>• This has been weak in the past, but recent MTR of NR III has provided a costing of the plan which will be carried forward to the NR IV and PBA for gender equality.</li> </ul>
<b>Gender responsive public finance management systems</b>	<ul style="list-style-type: none"> <li>• Little capacity or resources to analyze gender data with regard to budgets etc. Feel they need more capacity in budget analysis,</li> </ul>	<ul style="list-style-type: none"> <li>• NGO Forum follows up on national budget, but not in terms of how gender responsive the budget is</li> <li>• Have conducted studies</li> </ul>		<ul style="list-style-type: none"> <li>• MoWA has been working to mainstream gender into Public Administration Reform and Public Finance Management Reform Program that</li> </ul>

	particularly looking at how budgets can be gender responsive	looking at PIP and ODA database and agriculture sector financing.		<p>began in late 2004. Analysis from a gender perspective and recommendations were made for integrating gender responsive budgeting principles into all platforms.</p> <ul style="list-style-type: none"> <li>• DPs are providing support to MoWA in gender responsive financing</li> </ul>
<b>Sex-disaggregated data and gender specific statistics and indicators</b>	<ul style="list-style-type: none"> <li>• CSOs need better mechanisms to collect data from their members so that they can provide information and recommendations up through the TWG mechanism.</li> <li>• No consistent data collection through NGO networks to contribute to government figures with the exception of the NGO CEDAW. The NGO CEDAW system to collect data through member networks could be used as an example for NGOs and the data used more broadly than for just</li> </ul>	<ul style="list-style-type: none"> <li>• Needs to be more systematic inclusion of SDD within briefing documents, position papers and studies.</li> <li>• Need more specific gender indicators within aid effectiveness work</li> </ul>		<ul style="list-style-type: none"> <li>• Limited capacity to conduct gender analysis and need to strengthen capacity in sector-specific gender analysis, which can better inform policy commitments.</li> <li>• MoWA and MOP updated the gender equity indicators in the NSDP. MoWA is responsible for monitoring these gender indicators and all ministries collaborated in mid-term review in 2011.</li> <li>• MoWA has produced two relatively comprehensive gender assessments in 2004 and 2008 which provide a country</li> </ul>

	reporting on CEDAW.			<p>overview on gender equality and women's empowerment. But report are not fully utilized by central government as indicators relating to gender equality and women's empowerment in NSDP do not necessarily reflect the recommendations in the MoWA assessment.</p> <ul style="list-style-type: none"> <li>• JMI for gender are too broad and difficult to monitor. Indicators between the different plans concerning gender are not consistent. More work needs to be done to improve the indicators.</li> <li>• MoWA trained National Institute of Statistics data collectors to collect gender sensitive and sex-disaggregated data. National surveys are improving in terms of use of SDD.</li> </ul>
<b>Lobbying and advocacy strategies</b>	<ul style="list-style-type: none"> <li>• No clear strategy for advocacy and networking. Often fail to speak with common voice. Need</li> </ul>	<ul style="list-style-type: none"> <li>• NGO Forum, CCC and Medicam have a joint Aid Effectiveness project, which began in 2008 –</li> </ul>		<ul style="list-style-type: none"> <li>• MoWA and the Provincial Department's of Women's Affairs actively promote women in decision</li> </ul>

	<p>better mechanisms for working together and sharing information. Competition for funds hampers coordination and cooperation</p> <ul style="list-style-type: none"> <li>• Balance between harmonizing with government plans and fulfilling a watchdog role need to be better defined</li> <li>• Often difficult for CSOs to get information, for example on budgets, and to analyze available documents as they are often written in English</li> </ul>	<p>intention to engage NGOs across the sectors in order to enhance cooperation on monitoring and advocating for foreign aid issues. Advocates with government and donors to achieve commitments to PD and AAA.</p> <ul style="list-style-type: none"> <li>• Some challenges with coordination among NGOS in different sectoral areas, especially at provincial level.</li> <li>• Strengthening their lobbying and advocacy skills, particularly around issues such as the right for CSOs to participate in aid effectiveness processes. However, often limited in ability to lobby and advocate due to limited time to feedback on documents</li> <li>• Submit NGO position papers and also periodic NGO sector statements on monitoring and implementation of JMIs.</li> </ul>		<p>making and ensuring gender is mainstreamed throughout government policy and mechanisms.</p> <ul style="list-style-type: none"> <li>• Need to support GMAGs in line ministries for more effective planning and advocacy.</li> <li>• Need to advocate more for CSOs working in gender equality and women's empowerment to feed in data so that their activities are also covered in reporting.</li> <li>• Introduction of PBA will require MOWA to gain commitment of the development partners to support the PBA, to advocate for allocation of resources from the national budget to support the implementation of the PBA, and to review the responsibilities and division of labour for gender mainstreaming in MoWA's own organizational structure.</li> </ul>
<b>Negotiation Techniques</b>	<ul style="list-style-type: none"> <li>• While some key individuals do have the</li> </ul>	<ul style="list-style-type: none"> <li>• CCC and NGO Forum have been working at</li> </ul>		<ul style="list-style-type: none"> <li>• Perhaps biggest challenge for MoWA is negotiating</li> </ul>

	<p>skills to negotiate with the government, donors and other stakeholders, this is not common throughout the organizations</p> <ul style="list-style-type: none"> <li>• Sub-national level, CSOs noted a lack of meetings and participation between CSOs and local authorities.</li> <li>• CSOs at sub-national level noted they needed to be more actively involved with the government.</li> </ul>	<p>international level on aid effectiveness and are gaining wide ranging experience in negotiation. However, this experience is largely invested in key individuals.</p> <ul style="list-style-type: none"> <li>• Challenges to effective negotiation include not receiving information on time, difficulty in assessing relevant information, lack of capacity to respond to key issues.</li> <li>• Space for CSOs working on “hot” issues may diminish further due to NGO law.</li> </ul>		<p>with donors to move away from support to projects to providing support through PBA.</p>
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