

Cambodia

# Country Gender Analysis

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ADB

Cambodia

# Country Gender Analysis

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# Abbreviations

ADB	- Asian Development Bank
ADF	- Asian Development Fund
CMDG	- Cambodia Millennium Development Goals
CCDP2	- Commune Council Development Project Phase II
EGM	- effective gender mainstreaming
GAP	- gender action plan
GDI	- Gender-related Development Index
GEM	- Gender Empowerment Measure
HDI	- Human Development Index
JICA	- Japan International Cooperation Agency
JFPR	- Japan Fund for Poverty Reduction
MAFF	- Ministry of Agriculture, Forestry and Fisheries
MDG	- Millennium Development Goal
MOP	- Ministry of Planning
MOWA	- Ministry of Women's Affairs
NGO	- nongovernment organization
NSDP	- National Strategic Development Plan
PPP	- purchasing power parity
TSRWSSP	- Tonle Sap Rural Water Supply and Sanitation Project
TSSLP	- Tonle Sap Sustainable Livelihoods Project
UNDP	- United Nations Development Programme
USAID	- United States Agency for International Development
WCCC	- Women and Children's Consultative Committee

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# Introduction: ADB's Commitment to Gender Equity

1. Strategy 2020, the long-term strategic framework of the Asian Development Bank (ADB) for 2008–2020, reaffirms ADB's commitment to gender equity and the empowerment of women. Strategy 2020 is the institutional blueprint for refining ADB operations and making them more relevant. To maximize results, the strategy focuses on five core sectors where ADB has a comparative advantage: infrastructure, environment, regional cooperation and integration, finance sector development, and education. These sectors are planned to account for about 80% of aggregate operations. ADB also operates on a more limited scale in three areas: health, agriculture, and disaster and emergency assistance. Strategy 2020 highlights gender equity as a key driver of change,<sup>1</sup> recognizing that the empowerment of women promises enormous economic and social gains in ADB developing member countries. Data and experience over the past decade confirm the importance of gender equity in reducing poverty, improving living standards, and achieving inclusive and sustainable economic growth.

2. ADB promotes and supports gender equity by designing gender-inclusive projects and paying close attention to gender issues across the range of ADB operations. Operations are guided by ADB's gender and development policy (ADB 1998) and ADB's gender and development plan of action (ADB 2007). ADB promotes gender equity through operations that deliver gender-specific outcomes, such as improved access for women and girls to education, health services, clean water, better sanitation, and basic infrastructure (ADB 2008). By 2012, 40% of all sovereign investment projects are expected to have notable gender mainstreaming elements (ADB 2011a). Gender mainstreaming in loan and grant operations involves building in special design features and strategies to facilitate women's involvement and ensure tangible benefits. Examples of gender-inclusive design are featured in Appendix 1.

3. A 2009 survey of gender equality and inclusive growth across developing Asia found that gender inequity is caused and reinforced by interlinked cultural, social, and economic factors (Niimi 2009). Data suggest that gender inequality is greater when a country's economic opportunities are more limited or households experience greater economic hardship. Key policies to promote gender equity and inclusive growth are (i) removing cultural, social, and institutional obstacles by educating the public about gender issues and introducing and enforcing anti-discrimination legislation; (ii) promoting economic development to generate economic opportunities; and (iii) improving women's capabilities and access to economic opportunities.

4. Based on this country gender analysis and gender analysis in ADB's sector assessments, the Cambodia Country Partnership Strategy, 2011–2013 (ADB 2011b) demonstrates how ADB's country program will translate the concept of gender equity into a driver of change in Cambodia.

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<sup>1</sup> Other Strategy 2020 key drivers of change include private sector development, good governance and capacity development, knowledge solutions, and partnerships.



# Cambodia in 2011: A Profile of Gender Equity

5. **Demographic trends.** In the 2008 census, women comprised 51.4% of Cambodia's total population of 13.4 million (Government of Cambodia 2008). The 2008 census also showed that women head more than one-quarter of Cambodian households. One legacy of decades of conflict is the large population of young people born in the 1980s; two out of every three people are under the age of 25. The vast majority of the population (80.5%) still lives in rural areas, earning a living from agriculture.

6. **Traditional gender relations.** Gender relations in Cambodia are complex. In 2011, Khmer women exercise considerable autonomy and independence. They can own assets, manage financial transactions, and contribute to household decision making. Both men and women can inherit property, and the gender division of labor can be complementary and flexible, with men and women performing a range of productive and household tasks. In practice, however, traditional norms and low levels of education and literacy still limit girls' and women's choices and options. Cambodia remains a hierarchical society with strong ideas about power and status. Women are considered to be of lower status than men, although status is also determined by age and other socioeconomic characteristics, especially wealth. For women, marriage and children additionally determine status. In general, attitudes toward gender roles still emphasize the woman as household manager and the man as provider. Women are also severely underrepresented in decision-making processes outside the household.

7. The 2006 gender analysis by the United States Agency for International Development (USAID) found that while efforts to promote gender equality and women's rights were gaining momentum, sociocultural norms and a culture of impunity continued to undermine implementation and enforcement:

Cambodian society remains largely patriarchal and hierarchical, with strong traditional norms that assign higher status to men and marginalize women who are not married. Disparities between men and women in resources, decision-making power, and basic social well-being, coupled with widespread poverty, stand as significant constraints to sustainable economic and social development (USAID 2006).

8. In its updated gender assessment of 2010, USAID suggested that:

There are still too few qualified women at all levels, in all sectors and institutions. Although more women were elected to political offices, the rates are nowhere near parity. There are far fewer women at all points in the justice system. This creates an environment that may seem unreceptive to women [...]. There are more men than women in educational institutions, providing few academic role models for young women. Women make up less than one-quarter of all public sector employees. There are far fewer women than men in technical line ministries. Traditional belief systems that suggest "proper" roles for men and women have a strong influence on this capacity gap and other dimensions of women's and men's daily lives and opportunities (USAID 2010).

9. **Progress in gender equity.** Despite these enormous challenges, the Government of Cambodia has managed to make progress in a number of areas. With increasing enrollment rates for girls, gaps in education have been reduced. There is near gender parity in literacy rates and mean level of education among people under 20 years of age. Strengthened health systems are improving access to primary health care, reproductive health, and the prevention of malaria, and HIV and AIDS (Government of Cambodia 2009). Progress has also been achieved in integrating gender in economic development strategies and plans (Ministry of Women's Affairs 2008), and the government has secured the rights of female employees through advocacy and policy intervention. The legal framework to protect women is stronger. The proportion of women elected as members of parliament increased slightly from 19.5% in 2003 to 22% in 2008 (Government of Cambodia 2010). Starting from a low base of 8% in 2002, the proportion of women elected to commune and *sangkat*<sup>2</sup> councils increased to 15% in 2007.

10. **Recent analytical work on gender equity in Cambodia.** Led by Cambodia's Ministry of Women's Affairs (MOWA), a great deal of analytical work on gender issues has been done since 2005, including the 2008 flagship country gender assessment, *A Fair Share for Women: Cambodia Gender Assessment and Policy Briefs*.<sup>3</sup> Drawing on the findings, issues, and recommendations identified in the assessment, MOWA launched its third 5-year strategic plan, *Neary Rattanak III, 2009–2013*, in December 2009. This also includes an assessment of progress made against the second strategic plan, with an update on the gender situation analysis and key challenges as discussed below. In May 2009, the United Nations Country Team released a comprehensive report on youth in Cambodia, which has sex-disaggregated data on youth and education, employment, health, vulnerability and participation and rights (UN Country Team 2009). USAID's 2006 *Gender Analysis and Assessment* and the 2010 gender assessment, undertaken since the last ADB country strategy and program was formulated in 2004, also contain useful insights. Finally, a January 2011 report produced for the United Nations Development Programme (UNDP) sets out pathways to gender equality and women's empowerment in subnational democratic development (Agustiana 2011).

11. **International indexes.** The Human Development Index (HDI) is a composite measure of three dimensions of human development: living a long and healthy life (measured by life expectancy), being educated (measured by adult literacy and gross enrollment in education), and having a decent standard of living (measured by per capita income).<sup>4</sup> The Gender-related Development Index (GDI) measures achievements using the same indicators as the HDI but captures inequalities between women and men. It is simply the HDI adjusted down for gender inequality. The greater the gender disparity in basic human development, the lower a country's GDI relative to its HDI. Cambodia's GDI value, 0.588, should be compared to its HDI value of 0.593; GDI is 99.2% of HDI. Out of 155 countries with both HDI and GDI values, 74 have a better ratio than Cambodia's. The Gender Empowerment Measure (GEM) reveals whether women actively participate in economic and political life by tracking (i) women's share of seats in parliament; (ii) the percentage of female legislators, senior officials, and managers; (iii) the share of female professional and technical workers; and (iv) the gender disparity in earned income, a reflection of economic independence. With a value of 0.427, Cambodia ranks 91st out of 109 countries using the GEM.

<sup>2</sup> A *sangkat* is a provincial administrative unit in Cambodia.

<sup>3</sup> Supported by UNDP, United Nations Population Fund (UNFPA), United Nations Development Fund for Women (UNIFEM), World Bank, Department for International Development of the United Kingdom (DFID), German Development Cooperation, Cambodia Development Resource Institute (CDRI), and ADB.

<sup>4</sup> All data in this paragraph are drawn from UNDP. 2009. *Human Development Report 2009. Overcoming barriers: Human mobility and development*. Oxford University Press.

# Challenges to Achieving Gender Equity in Cambodia

12. Despite progress toward gender equality over the years, MOWA identifies ongoing challenges in five key areas: economic empowerment, education, health, legal protection, and public decision making and politics. A brief situation analysis for each area is presented in this chapter.<sup>5</sup>

13. **Economic empowerment.** The wages of men and women with upper secondary and university education differ significantly. Gender disparities in employment remain extensive, primarily because of traditional attitudes about “appropriate” occupations for women and men. The low literacy and education levels of women in the workforce greatly limit their livelihood alternatives and bar them from higher-level occupations and decision-making positions. Changes in the economy’s structure, from the primary to the secondary and tertiary sectors (e.g., from agriculture to manufacturing and services, respectively), and increased economic migration contribute to women workers’ greater vulnerability, especially since the economic crisis of 2008–2009. Women share about half the wage employment (53%) in agriculture and industry, but only 27% of workers in services are women. Microenterprises remain a critical source of income for women, especially in rural areas where over 60% of enterprises are owned by women (IFC 2009), but here too women are at a disadvantage, with lower average incomes (IFC 2008).

14. **Education.** In the school year 2009–2010, gender disparities in primary and lower secondary enrollment were virtually eliminated, primarily as a result of policies that provide scholarships for poor girls in grades 7–9 (Ministry of Planning 2010). However, more girls drop out of lower secondary education than boys. The ratio of girls to boys in upper secondary education was 73% in 2008. Economic considerations are a major factor in school enrollment, retention, and performance. Improvements in enrollment and gender equity at higher levels of education are largely limited to higher income groups. Significant numbers of girls drop out before completing primary school. This is particularly true in rural areas where 66% of rural women over age 25 have not completed primary school (compared to 40% of urban women and 24% of urban men) (National Institute of Statistics of Cambodia 2008). In the school year 2008–2009, the cohort survival rate in basic education was just 33% (Ministry of Planning 2010)—for every 100 children that start grade 1, only 33 will complete grade 9. Two out of five women aged 25–44 are illiterate (against 1 in 10 for men). Although literacy is improving in younger age groups, 23% of young women aged 15–24 are illiterate (against 16% of young men). The very low literacy and education levels of women of working and child-bearing age is a major concern, particularly as the educational level of mothers is strongly linked to child survival rates. Increasing both enrollment and gender parity at the lower secondary school level are essential for improving the overall quality of the future workforce, and for achieving inclusive economic growth. Reducing the gender bias in technical and vocational education is also important as women enroll primarily in courses leading to lower-paying jobs, especially in lower-paying jobs, such as courses in hairdressing and sewing.

<sup>5</sup> Unless otherwise noted, data in this section are drawn from the Government of Cambodia, Ministry of Women’s Affairs of Cambodia (2009).

16. **Health.** Infant and child mortality rates have declined significantly in recent years. The under-5 mortality rate declined from 127 deaths per 1,000 live births in 2000 to 83 deaths per 1,000 live births in 2005. Meeting the Millennium Development Goal (MDG) child mortality target in 2015 is on track. However, 60,000 children under the age of 5 still die every year (USAID 2007), and there are major disparities between urban and rural areas, and between the children of educated and uneducated mothers. The 2010 Cambodia Demographic and Health Survey (CDHS) shows significant progress in reducing maternal mortality from 472 deaths per 100,000 live births in 2005 to 206 deaths in 2010. Maternal deaths accounted for 8.5% of all deaths of women aged 15–49 in 2010; in other words, about 1 in 11 Cambodian women who died in the 7 years preceding the survey died as a result of pregnancy or pregnancy-related causes. Maternal deaths accounted for a lower proportion of overall deaths than they had in the past; in the 2000 CDHS and 2005 CDHS, respectively, maternal deaths accounted for 18% and 17% of all female deaths in the 7 years prior to each survey (National Institute of Statistics 2011). In 2008, just over half of all births (58%) were attended by skilled health personnel, with greater disparity between rural and urban areas. Cambodian women also now represent a growing proportion of the people living with HIV, up from 38% in 1997 to 52% in 2006. The major modes of HIV transmission are now from husband to wife (42%) and perinatal (35%). Cambodia's sizable population of young people remains highly vulnerable as their knowledge about HIV and AIDS is minimal.

15. **Legal protection.** Violence against women is widely prevalent in Cambodia, with some forms of gender-based violence, particularly rape, appearing to be on the rise.<sup>6</sup> The subject of domestic violence is not discussed publicly, and incidents of spousal abuse are rarely reported. However, the 2005 CDHS revealed that nearly one-quarter of ever-married women (22% of women aged 15–49) have experienced physical violence, most often from a current or previous husband. Knowledge of legal rights is low among both women and men, but women tend to be comparatively disadvantaged because they are more isolated than men. Poor women are even more vulnerable. Lack of awareness of rights, combined with lack of power, increases a woman's vulnerability to exploitation and abuse. A culture of impunity protects the perpetrators rather than the victims of violence, corruption, and abuse (USAID 2006). Key challenges are (i) the lack of administrative mechanisms and guidelines for effective implementation of new laws; (ii) discriminatory attitudes and behaviors, which underlie gender-based violence; and (iii) the stigmatization of survivors of violence.

17. **Public decision making and politics.** Women's participation in decision making is limited for a number of reasons, including the traditional belief that women are not suited to high positions and decision making. Women's role in caregiving and household work is a barrier to their full participation in decision making, as is women's very low level of education. The number of women at senior levels of the civil service and in the judiciary, both as judges and prosecutors, is low (Government of Cambodia 2010). In 2008, women held 22% of the seats in the National Assembly. There were no female provincial governors in 2009, though the Cambodia MDG (CMDG) target is 10%. Through affirmative action announced by the Prime Minister in 2009, each province is required to appoint one woman deputy governor, and all have complied. In 2009, 398 women were elected to district and provincial councils, but this represents only 12.3% of the total 3,325 seats (Agustiana 2011). Women comprised 15% of Cambodia's commune council members, but only 4% of the commune or *sangkat* chiefs. Women are perceived to lack the leadership and management experience required for public office, which makes women's continued leadership development important.

<sup>6</sup> Ministry of Women's Affairs technical working group discussions, 2011.

## IV











# Gender and Cambodia's Millennium Development Goals

18. Efforts toward achieving the CMDGs have been mixed with achievements and alarm. There has been significant progress in reducing child mortality (CMDG4) and in combating HIV/AIDS, malaria, and other diseases (CMDG6). These CMDGs are all on track and likely to be achieved. Maternal mortality has clearly been reduced (CMDG5), though statisticians warn that the level of decline as measured by the CDHS need to be interpreted with caution (National Institute of Statistics 2011). Unfortunately, gender equality (CMDG3) and universal 9-year basic education (CMDG2) still require concerted efforts. CMDGs that are off track and unlikely to be achieved by 2015 include poverty and hunger (CMDG1), and environmental sustainability (CMDG7) (Ministry of Planning 2010).

19. **CMDG3: Gender equality and women's empowerment.** Out of the 16 indicators for CMDG3, 50% are on track. The remaining eight are either slow or off-track (Table 1).

Table 1 Cambodia Millennium Development Goal 3 Indicators

Indicator	Baseline Value (%)	Baseline Year	Current Value (%)	Current Year	2015 Target (%)	Current Linear Target	Status	
<b>CMDG3: Promote gender equality and empower women</b>								♀ ↘
Ratio of girls to boys in upper secondary education	48	2001	72.9	2008	100	74.0	On track	↑
Ratio of females to males in tertiary education	38	2001	57.5	2008	85	61.5	Slow	↘
Ratio of literate females to males 15–24 years old	87	1998	95.7	2008	100	94.6	On track	↑
Ratio of literate females to males 25–44 years old	78	1998	85.9	2008	100	90.9	Slow	↘
Female share in wage employment in agriculture (primary sector)	35	1998	44.0	2008	50	43.8	On track	↑
Female share in wage employment in industry (secondary sector)	44	1998	56.0	2008	50	47.5	On track	↑
Female share in wage employment in services (tertiary sector)	21	1998	30.0	2008	50	38.1	Slow	↘
Proportion of seats held by women in National Assembly	12	2003	22.0	2008	30	19.5	On track	↑









Indicator	Baseline Value (%)	Baseline Year	Current Value (%)	Current Year	2015 Target (%)	Current Linear Target	Status
<b>CMDG3: Promote gender equality and empower women</b>							 
Proportion of seats held by women in Senate	13	2003	14.8	2007	30	18.7	Slow 
Proportion of female ministers	8	2003	7.7	2008	15	10.9	Off track 
Proportion of female secretaries of state	6	2003	8.0	2008	18	11.0	Off track 
Proportion of female undersecretaries of state	5	2003	14.6	2008	20	11.3	On track 
Proportion of female provincial governors	0	2003	0.0	2008	10	4.2	Off track 
Proportion of female deputy provincial governors	1	2003	16.5	2009	15	8.0	On track 
Proportion of seats held by women in commune councils	8	2003	14.6	2009	25	16.5	Slow 
Proportion of population aware that violence against women is wrong and criminal	41.5	2005	67.0	2009	100	64.9	On track 

CMDG = Cambodia Millennium Development Goals.

Source: Government of Cambodia, Ministry of Planning, 2010. *Achieving the Cambodia Millennium Development Goals, Update 2010*. Phnom Penh.

20. **CMDG5: Improve maternal health.** A number of the indicators for CMDG5 (Table 2) are on track. Where previous reports showed maternal mortality to have increased from 1997 to 2008, according to the population census, new data from the CDHS found the maternal mortality ratio to have fallen. That indicator is now achieved.

Table 2 Cambodia Millennium Development Goal 5 Indicators

Indicator	Baseline Value	Baseline Year	Current Value	Current Year	2015 Target	Current Linear Target	Status
<b>CMDG5: Improve maternal health</b>							 
Maternal mortality ratio (per 100,000 live births)	437.0	1997	206.0	2010	250	–	On track 
Total fertility rate	4.0	1998	3.1	2008	3	3.4	On track 
Proportion of births attended by skilled health personnel	32.0	2000	58.0	2008	87	61.3	On track 
Proportion of married women using modern birth spacing methods	18.5	2000	26.0	2008	60	40.6	Off track 
Proportion of pregnant women who have two or more ante-natal consultations with skilled health personnel.	30.5	2000	81.0	2008	90	62.2	On track 
Proportion of pregnant women delivered by caesarean section	0.8	2000	2.0	2008	4	25.0	Slow 

ANC = antenatal care, CMDG = Cambodia Millennium Development Goal.

Note: New data on maternal mortality was added to this table from the 2010 Cambodia Demographic and Health Survey released in September 2011.

Source: Government of Cambodia, Ministry of Planning, 2010. *Achieving the Cambodia Millennium Development Goals, Update 2010*. Phnom Penh.

## V

## Institutional Assessment: Laws, Policies, and the National Machinery

21. Cambodia has an established national machinery for the promotion of gender equity that includes MOWA, the Cambodia National Council for Women, the Technical Working Group on Gender (established in 2004 and chaired by MOWA, with UNDP and the Japan International Cooperation Agency as co-facilitators), gender mainstreaming action groups in the government line ministries, and new women and children's consultative committees (WCCCs) at all levels of subnational government. WCCCs were established by a decree of the Ministry of Interior in December 2009 (Government of Cambodia 2009). The Phnom Penh provincial, municipal, district, and *khan*<sup>7</sup> councils are each called upon to establish a WCCC, which should provide advice and recommendations to the councils, boards of governors, governors, and other committees on issues related to gender equality, women, youth, and children. Appendix 3 is an excerpt from the *Prakas*,<sup>8</sup> outlining the committees' responsibilities. While the establishment of these councils is an important first step, members need well-designed training to enable them to carry out their functions. Previous capacity development efforts focused on provincial and commune administrations, with little attention paid to districts where efforts to improve gender equity are challenged by limited financial and human resources.

22. The Government of Cambodia passed a number of important laws and policies. In 1992, the government ratified the Convention on the Elimination of All Forms of Discrimination against Women with no reservations. A strong commitment to gender equality was reflected in the 2002 National Poverty Reduction Strategy, the 2003 CMDGs, the 2004 Rectangular Strategy, and the 2008 Rectangular Strategy, Phase II. The government passed the Law on the Prevention of Domestic Violence and Protection of the Victims in 2005, and the Law on the Suppression of Human Trafficking and Sexual Exploitation in 2008. However, enforcement could be stronger for both. The National Strategic Development Plan (NSDP) 2006–2009 clearly defined gender mainstreaming as strategic to all sectors. Specifically, the NSDP focused on gender mainstreaming at all levels of government and in the budgeting process. NSDP targets included (i) tackling domestic violence and trafficking of women, (ii) increasing women's access to productive assets, (iii) reducing gender-based discrimination in the workforce and market, and (iv) increasing women's participation in decision making and in higher-level positions in public administration.

23. Although there were clear gender commitments in the first NSDP, the ADB country partnership strategy midterm review in 2007 noted that mainstreaming gender still faced significant constraints, including (i) limited awareness of gender issues; (ii) limited capacity to analyze and assess how policies and projects differentially impact men, women, girls, and boys; and (iii) persistent stereotypes about what women can and cannot, or should not do. The NSDP Update 2009–2013 (approved in May 2010) echoes

<sup>7</sup> A *khan* is an administrative unit equivalent to a commune.

<sup>8</sup> A *prakas* is a proclamation.

these findings and called for strengthened national capacity for gender analysis, research, and advocacy. Persistent challenges include the harmonization of gender mainstreaming plans, sector strategic plans, and monitoring mechanisms, as well as resource mobilization for sector gender mainstreaming action plans. The NSDP Update 2009–2013 further recognizes that changing attitudes and behavior regarding gender equality and women's rights requires long-term and strong commitment from all stakeholders (Government of Cambodia 2010). The gender equality targets and indicators included in the NSDP Update are in Appendix 1.



## Recent ADB Contributions to Gender Equality in Cambodia

24. **Gender action plans.**<sup>9</sup> ADB has pursued gender equality through gender action plans (GAPs) in its agriculture, rural development, irrigation and water resources, education, health, and rural water supply and sanitation operations. Gender-related loan and grant assurances have improved the monitoring and documentation of gender equality results, ensuring that poor women and men participate in, and benefit from, project activities. In the Northwest Rural Development Project (2002–2008), specific gender provisions across project components meant that women (i) benefited from labor-based rural road work and other construction activities, (ii) were targeted for leadership and literacy training, (iii) were encouraged to contribute to development of village action plans, and (iv) participated in village decision making and on management and maintenance committees.

25. Through the GAP for the Health Sector Support Program (2003–2009), women gained access to better health services and were able to reduce family health expenditure through upgraded health centers and public health services contracted to nongovernment organizations (NGOs), as well as health equity funds, which reimburse health providers for services to the poor. In program loans such as the Agriculture Sector Development Program, the inclusion of gender in tranche release conditions led to the development of the gender mainstreaming policy and strategy in the agriculture sector and the establishment of the gender unit in the Ministry of Agriculture, Forestry, and Fisheries (MAFF). Through implementation of this gender policy, MAFF staff gained greater gender awareness. This resulted in more women in decision-making positions, gender modules added to the curricula of some agricultural training faculties, and gender-responsive work plans for some central and provincial MAFF departments.

26. **Technical assistance.** ADB has also contributed to redressing gender imbalances through technical assistance funded by the Japan Fund for Poverty Reduction (JFPR), the Gender and Development Fund, and the Poverty Fund. JFPR grant assistance for women's development centers (ADB 2005), implemented by MOWA from 2006 to 2010, aimed at economic empowerment for rural women in Siem Reap and Kampong Chhnang. In the education sector, JFPR grant assistance for Targeted Assistance for Education of Poor Girls and Indigenous Children (2002–2006) (ADB 2002) and Technical Assistance for Dormitories and Learning Centers for Secondary School Girls (2006–2008) (ADB 2006) have reduced barriers to girls' access to secondary education under the Education Sector Development Project (2002–2008) and the Second Education Sector Development Project (2006–2010).

27. Technical assistance for Capacity Building of Female Commune Council Networks (2007–2009) (ADB 2007b) was implemented to strengthen gender equality under the Second Commune Council Development Project. This technical assistance trained more than 100 staff members from the MOWA provincial and district offices to facilitate forums for female commune councilors and the women and children's focal points in nearly 50 districts in 5 provinces. Direct capacity building activities for nearly

<sup>9</sup> This part and the rest of section VI draw on and update the analysis in Government of Cambodia. 2007. Country Strategy and Program Midterm Review. Supplementary Appendix D: Gender Assessment. August.

500 female councilors and focal points were also implemented and networks established. Participants reported greater self-confidence and ability to fulfill their mandated roles.

28. **Policy dialogue.** Through participation in the Interim Working Group on Social Safety Nets under the auspices of the Council for Agricultural and Rural Development, ADB has significantly contributed to the development of Cambodia's National Social Protection Strategy for the Poor and Vulnerable. Developed over 18 months of multistakeholder discussions, workshops, seminars, and a national forum, the National Social Protection Strategy for the Poor and Vulnerable was officially endorsed in March 2011.<sup>10</sup> A detailed poverty and vulnerability analysis forms the basis of the strategy, which includes a strong gender analysis and recognizes women of reproductive age as one of the most vulnerable population groups that deserve targeted attention. The strategy is expected to expand programs targeting the poor and vulnerable and to launch new initiatives, including conditional cash transfers focused on women and children, and gender-sensitive labor-intensive public works programs.

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<sup>10</sup> ADB financed the participation of a senior Council for Agricultural and Rural Development official at social protection workshops in Manila in July 2009 and April 2010; made a plenary presentation on international best practices in social safety nets at the July 2009 national forum; and co-organized field visits and a workshop on public works programs in January 2010, in addition to contributing extensive written inputs to drafts of the strategy and background notes.

## Strengthening Gender Mainstreaming in Ongoing and Future ADB Operations

29. Recently approved loan and grant operations in Cambodia with a GAP and categorized with a gender equity theme or effective gender mainstreaming (EGM) are in the traditional sectors of education, agriculture and rural development, and rural water supply and sanitation. This is consistent with ADB-wide findings (ADB 2010). Given Strategy 2020's emphasis on overcoming the infrastructure deficit in developing member countries, a major challenge is ensuring that gender targets are met as operations increasingly shift to infrastructure and other sectors that have not traditionally addressed gender equity issues because of lack of understanding of, or experience with, gender issues, or because of the nature of the project. In Cambodia, projects approved in 2010 that were categorized with a gender equity theme or EGM include health (communicable disease control) and, for the first time, transport (rural roads). The 2011–2012 pipeline in the country operations business plan, 2009–2012 includes a number of projects with potential for strong gender equality results.

30. **Issues in GAP implementation.** While there were missed opportunities in approved projects that could have had a stronger gender focus (e.g., the Emergency Food Assistance Project), the existence of a GAP does not necessarily ensure strong implementation. In 2009, ADB fielded a consultant to review how GAPs were implemented under three Asian Development Fund (ADF) grants in Cambodia: the Tonle Sap Rural Water Supply and Sanitation Project (TSRWSSP, 2006–2010); Commune Council Development Project Phase II (CCDP2, 2007–2009); and the Tonle Sap Sustainable Livelihoods Project (TSSLP, 2006–2010).<sup>11</sup> Results were mixed and largely dependent on the extent of supervision by ADB staff, executing agencies, and consultant teams. The greatest challenges arose where project stakeholders did not prioritize gender issues. In Cambodia, gender is still seen as a women's issue, and getting men to participate in gender sensitization training is difficult. In the case of TSSLP, although the GAP was part of the ADB report and recommendation of the President, it received little attention during project implementation or review missions. On the other hand, TSRWSSP and CCDP2 both had a full-time social development or gender specialist on the consultant team, which made GAP implementation more effective. Early on in the project, management teams should translate greater GAP targets into a series of clear and concrete smaller actions and methods that local stakeholders can understand. The Cambodia Resident Mission gender specialist will closely monitor GAPs over the country program strategy period of 2011–2013. Given the centrality of gender equity in Strategy 2020, it is recommended that this position be made permanent rather than continue relying on consultant support.

<sup>11</sup> ADB. 2005. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Kingdom of Cambodia for the Tonle Sap Water Supply and Sanitation Sector Project*. Manila. (G 0018-CAM, \$18.0 million, approved on 20 October); ADB. 2006. *Report and Recommendation of the President to the Board of Directors: Proposed Loan and Technical Assistance Grant to the Kingdom of Cambodia for the Commune Council Development Project 2*. Manila (G 0066-CAM, \$7.8 million, approved on 12 December); ADB. 2005. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Kingdom of Cambodia for the Tonle Sap Sustainable Livelihoods Project*. Manila. (G 0034-CAM, \$15.0 million ADF and \$4.74 million Government of Finland, approved on 21 December).

31. **Gender mainstreaming in the country partnership strategy, 2011–2013.** In core and other areas of operation, ADB's contributions to gender equity as a driver of change in Cambodia are presented in Table 3.

Table 3 ADB Planned Investments in Gender Equity, 2011–2013

Strategy 2020	Investments in Gender Equity by Sector, Cambodia 2011–2013
Core areas of operation	<p><b>Education:</b> Gender equity in education and vocational training is necessary for a better quality workforce and more inclusive growth in Cambodia. ADB will contribute to gender equality results through the Enhancing Education Quality Project, the Strengthening Technical and Vocational Education and Training Project, and pilot programs in postharvest technology and skills bridging through the Japan Fund for Poverty Reduction. Regional technical assistance on gender-responsive decentralized governance will improve policy, planning, budgeting, and project design in Cambodia's education sector. A second regional initiative will look at issues around women and employment.</p>
	<p><b>Infrastructure:</b> ADB's strategy for gender mainstreaming in infrastructure emphasizes the linkages between infrastructure and better public health for women and men (through rural water supply and sanitation) and better access to services and markets (through improved rural roads). ADB will promote gender-inclusive infrastructure development through the Second Rural Water Supply and Sanitation Project and the Rural Roads Improvement Project. Any planned projects with resettlement impacts will ensure that resettlement plans are developed using the ADB Gender and Resettlement Checklist.</p>
	<p><b>Environment:</b> Environmentally sustainable growth will be imperative for Cambodia, where a significant proportion of the population depends on access to natural resources for their livelihoods. Gender equity will be a focus of the proposed Water Resources Management Sector Development Program and the Tonle Sap Resource Management and Conservation Project.</p>
Other areas	<p><b>Agriculture:</b> The vast majority of Cambodia's poor still live in rural areas. Support for gender mainstreaming in agriculture and rural development is an underlying component of inclusive growth. ADB will deliver gender-equitable benefits through two Tonle Sap operations, one focusing on smallholder development, and the other on lowland rural development.</p>
	<p><b>Health:</b> Cambodia's increasing integration in an ever more connected Greater Mekong Subregion puts the population at risk for communicable diseases, particularly in border areas. ADB will closely focus on gender issues under the proposed Second Regional Communicable Disease Control Project and under continued work on HIV/AIDS and transport.</p>

Source: ADB staff.

# Appendix 1

## Examples of Gender-Inclusive Design Features in ADB Projects<sup>1</sup>

1. Targets for (i) women's participation and/or access to project or program benefits (e.g., education and training programs, formation of beneficiary groups such as water user groups, receipt of loans, scholarships or stipends, or other benefits); (ii) women representatives in project committees or local associations; and/or (iii) the number or percentage of female staff in an executing agency or project implementation unit, or among extension workers, social mobilizers, nongovernment organization (NGO) facilitators, etc.
2. Special and separate facilities, training programs, beneficiary groups, etc. for women or girls to facilitate their participation in project activities.
3. Design of gender-sensitive physical infrastructure (e.g., separate sanitation facilities in schools, public buildings, and facilities such as train stations and bus terminals; separate selling spaces for women in public markets; private spaces in flood refuge centers; separate compartments on public transport; access to municipal buildings, if required, etc.).
4. Provision for joint ownership by men and women of land or other assets.
5. Projects that—in addition to the physical infrastructure components—adopt pro-poor, socially inclusive, and gender-responsive approaches through the development of specific components that promote people-centered infrastructure development. These may involve any or all of the following:
  - a. effective incorporation of needs identified for both men and women in the design of the project;
  - b. extension of equal opportunities to male and female community members to participate in project activities and benefit from skill development, employment, and/or other opportunities;
  - c. mechanisms to ensure women's equal representation and participation in decision-making processes and structures related to the design, operation, and maintenance of infrastructure;
  - d. support for women-targeted awareness, livelihood enhancement, and income generation programs; and/or
  - e. support for the development of urban or rural transportation services that account for the needs of both male and female community members.

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<sup>1</sup> ADB (2009a).

6. Access to electricity for lighting and productive end use through grid extension, off-grid energy and key public facilities for rural households, and electricity connections for the poor in urban slum communities; access to cleaner fuels and efficient technologies for cooking and heating by increasing improved cooking stove programs; increased supply of household-level biogas digesters; promotion of liquid petroleum gas for cooking and energy technologies; promotion of renewable energy entrepreneurs; and practice of gender mainstreaming in energy policies and programs.
7. Project components directly benefiting women or girls (e.g., reproductive health services, and/or support for food production and subsistence activities).
8. Mobilization measures to facilitate women's participation in project activities; provision or preference for hiring women for project-related work (e.g., construction or maintenance of project facilities or labor for road construction); and equal or fair pay for male and female workers.
9. Collaboration with NGOs that service or work primarily with women (e.g., NGOs that provide microfinance primarily to poor women).
10. Reform measures likely to benefit women or girls (e.g., increases in government budget for reproductive health and/or education); public expenditure management likely to improve basic service delivery to women; reform of discriminatory laws on land ownership or land titling, and/or other assets; implementation of anti-discriminatory law(s) and laws to promote women's security (e.g., domestic violence and anti-rape laws); and introduction of changes in public sector hiring and employment practices to facilitate women's recruitment, retention, and promotion, usually in a program or sector development loan.
11. Inclusion of grants (technical assistance or Japan Fund for Poverty Reduction) in the program or project design to enhance direct benefits for women, such as promoting women's access to justice, gender sensitization of the judiciary, and/or training of police in handling domestic violence.
12. In sector projects, the requirement that subprojects include gender analysis and/or consultation with women's groups during preparation, and the inclusion of subproject GAPS as part of the project selection criteria.
13. Hiring of gender specialists to advise an executing agency or project implementation unit, or to work as project implementation staff.
14. Gender capacity-building components for executing agencies and project implementation units.
15. Use of sex-disaggregated data for project monitoring, and/or use of specific indicators to monitor and assess the gender impacts of a project or program.
16. Consideration of gender issues and impacts during the midterm review.
17. Inclusion of the national women's ministry in the project or program steering committee.
18. Inclusion of a grant from the Japan Fund for Poverty Reduction, other technical assistance, or other grant project within the project design to facilitate or enhance women's access to, or direct benefits from, the project, especially in large-scale infrastructure projects with designs that may not easily lend themselves to gender mainstreaming.

## Appendix 2

# National Strategic Development Plan Update, 2009–2013: Gender Equity Targets

Gender Equity Targets and Indicators	Baseline 2008	Target 2010	Target 2013
<b>Gender mainstreaming<sup>a</sup></b>			
Number of ministries or institutions that have formulated a Gender Mainstreaming Action Plan	15	20	27
Number of ministries or institutions that have implemented their Gender Mainstreaming Action Plan	10	15	27
Female share of wage employment <sup>a</sup>			
Agriculture (%)	53	50	50
Industry (%)	54	50	50
Services (%)	27	37	50
<b>Violence against women</b>			
Level of awareness that violence against women is criminal and wrong (%) <sup>a</sup>	30	50	70
Number of protection orders issued by courts, based on the Law on the Prevention of Domestic Violence and the Protection of Victims	–	402	1202
Number of victims of domestic violence who received counseling by qualified personnel <sup>b</sup>	600	900	2000
<b>Combat human trafficking<sup>c</sup></b>			
Policy measures adopted to protect the rights of victims of trafficking	–	–	–
Proportion of shelter homes that adopt minimum standards (%)	0	30	70
Proportion of social workers of Ministry of Social Affairs, Veterans and Youth Rehabilitation trained in the effective use of minimum standards (%)	0	30	70
Number of partnerships established to combat human trafficking	–	–	–
Number of memorandums of understanding signed for regional and cross-border collaboration	2	4	5
Number of country-level institutions set up to combat trafficking	0	–	3
Number of provinces that have multistakeholder institutional structures to combat trafficking	3	8	12
<b>Increased share of women in public decision making (%)<sup>d</sup></b>			
Proportion of seats held by women in the National Assembly	22	24	30
Proportion of ministers that are women	8	12	15
Proportion of provincial governors that are women	0	6	10
Proportion of boards of provincial governors that are women	17	–	28
Proportion of judges that are women	7	10	15
Proportion of chiefs of commune and <i>sangkat</i> councils that are women	4	–	10
Proportion of civil servants that are women	34	35	38

– = no value.

NSDP = National Strategic Development Plan.

<sup>a</sup> Existing indicators in Table 3.2 of the NSDP Midterm Review 2008.

<sup>b</sup> Proposed new targets with agreement from the Ministry of Justice (MOJ), Ministry of Labor (MOL), and Ministry of Social Affairs, Veteran and Youth Rehabilitation (MoSAVY) at the Thematic Working Group (TWG)-Gender meeting on 25 September 2009.

<sup>c</sup> Proposed new indicators and targets for trafficking with agreement from MoL and MoSAVY at the TWG-Gender meeting on 25 September 2009.

<sup>d</sup> Proposed new indicators agreed by all stakeholders in TWG-Gender to align with Cambodia Millennium Development Goal indicators.

# Appendix 3

## Women and Children's Consultative Committees

Abstracted from Prakas No. 4275 BrK of 30 December 2009:

Article 7: The Women's and Children's Consultative Committees (WCCCs) have the following duties:

- Participate in the development of a strategic vision for the Commune Council's jurisdiction and development; the achievement of gender equality; and the provision of services with regard to women, youth, and children;
- Collect and analyze information and data related to the achievement of gender equality and the issues and needs of women and children, and integrate this information into the Commune Council's Five-Year Development Plan and the Three-Year Rolling Investment Program;
- Prepare a work plan and annual budget, and incorporate these into the work plan and budget of the Council;
- Participate in the formulation, monitoring and evaluation of the annual work plan and budget of the Council in order to promote gender equality and address issues concerning women, youth, and children;
- Provide recommendations and advocate action to the Council, and through the Council to the board of governors, and other committees of the Council, on issues related to gender equality and women, youth, and children within the jurisdiction of the Councils;
- Cooperate and provide support to the WCCCs of other Councils in resolving any problems or requests, which cannot be addressed by those committees in performing their functions;
- Provide suggestions and recommendations to the Council or board of governors on appropriate measures to be taken by competent authorities and citizens to resolve issues and prevent harm relating to women, youth, and children;
- Seek and receive information related to the work of the WCCC;
- Promote understanding of laws and policies related to gender equality and women, youth, and children's issues that fall under the jurisdiction of the Councils;
- Promote information collection by the communities on what happens regularly regarding gender equality, women, youth, and children in order to take necessary measures for response;



- Advocate women's participation in decision-making related to development within the Councils' jurisdiction;
- Provide suggestions and recommendations to promote communication, collaboration and coordination among different categories of councils, departments, units, service providers, NGOs, volunteer groups, and communities to ensure activities are implemented to help women, youth, and children;
- Monitor the implementation of policies on gender equality and the situation of women, youth, and children, especially to identify disparities in access to services, and to recommend means for addressing disparities;
- Report regularly to the Council on gender equality, women's empowerment, and issues involving youth and children;
- Support all efforts to mobilize funds for work within the Councils' jurisdiction; and
- Perform other duties as assigned by the Council.

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## **Cambodia: Country Gender Analysis**

This publication presents a profile of gender equity in Cambodia. Recognizing significant achievements in reducing gender gaps, it also notes significant challenges in a country where traditional norms and low levels of education and literacy still limit girls' and women's options. Cambodia ranks 91st out of 109 countries, according to the Gender Empowerment Measure. The publication offers an institutional assessment of the laws, policies, and the national machinery for gender equity and women's empowerment. It concludes by taking stock of recent Asian Development Bank (ADB) contributions to gender equity and recommending ways to strengthen gender mainstreaming in ongoing and future ADB operations.

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