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United Nations Development Programme

GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PUBLIC ADMINISTRATION

CAMBODIA CASE STUDY





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KEY FACTS

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HUMAN DEVELOPMENT INDEX RANKING	139 out of 187 countries in 2011 ¹
GENDER INEQUALITY INDEX	99 out of 146 countries in 2011 ²
TRANSPARENCY INTERNATIONAL RANKING	164 out of 183 countries in 2011 ³
% MEN AND WOMEN IN CENTRAL GOVERNMENT	25 percent women; 75 percent men ⁴
% MEN AND WOMEN IN SUBNATIONAL GOVERNMENT	36 percent women; 64 percent men ⁵
AFFIRMATIVE ACTION	<ul style="list-style-type: none"> ✓ Prime Minister established target of 38 percent women in the public administration by 2013.⁶ ✓ Affirmative recruitment policy of 30 percent women; positions otherwise left vacant. ✓ Gender Mainstreaming Action Plans (GMAPs) of line ministries address institutional gender balance
NEED TO KNOW	<ul style="list-style-type: none"> ✓ 34 percent women and 66 percent men in PA ✓ Reasonable policy framework, but <i>de facto</i> and <i>de jure</i> gaps ✓ Prime Minister is a major advocate for gender equality ✓ Affirmative action is led by national government, which sees gender equality in the public administration as crucial to sustainable growth

1 Human Development Report (2011), UNDP. http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf
2 Human Development Report (2011), UNDP. http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf
3 Corruption Perceptions Index (2011), Transparency International. <http://www.transparency.org/cpi2011/results>
4 State Secretariat of Civil Service (January 2011).
5 Ibid.
6 NSDP (2009-2013) Mid-term Review, Additional Indicators.



EXECUTIVE SUMMARY

In Cambodia, Prime Minister Hun Sen launched a major drive in 2008 to address the gender balance in the public administration, which is promoted as a key element of the national development strategy to move forward from the harsh impacts of the civil war and rebuild the country. This has resulted in a national target of 38 percent women in the civil service by 2015 with at least 30 percent of decision-making positions to be held by women, in line with the Beijing Declaration and Platform for Action (BPFA, 1995) and the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW, 1979). There is also a supporting quota system for the recruitment of civil servants, where at least 20 percent and ideally 50 percent of all new recruits are women. Thanks to extensive promotion and this affirmative action, the number of female civil servants increased from 32 percent to 34 percent within a year, and at subnational levels more women were also appointed as deputy governors or heads of government departments. In response to the economic crisis, the government has limited new recruitment, which impacts on a quota system. In response, the recommendations made by the Prime Minister for the national congress of the Cambodian National Council for Women (CNCW) made it clear that, if public administration staff members resign, the posts must be filled by a qualified women or be left vacant.

The rebuilding of the public administration in Cambodia was resumed after the fall of the Khmer Rouge regime in 1979 and has been fully functioning for around 12 years since peace and security were established in 1999. The Council for Administrative Reform (CAR) was established in 1999 and now leads a major national public administration reform to improve public services for the Cambodian people. A major decentralization plan is also now underway, which presents challenges and opportunities for increasing gender equality in the public administration.

Cambodia is a signatory to the main international convention on gender equality (CEDAW), and the national Rectangular Strategy Phase II and the National Strategic Development Plan (2009-2013) are the main policy instruments to achieve the country-specific MDGs.⁷ Both documents are more gender-sensitive than previous plans and address equality of outcomes for men and women in priority areas.⁸

A number of national mechanisms have been established in order to promote gender equality in Cambodia, including Gender Mainstreaming Action Groups (GMAGs) within line ministries. These are an evolution of the previous Gender Focal Point (GFP) system and have been key to developing the Gender Mainstreaming Action Plans (GMAPs) for line ministries. These plans all include a focus on the gender balance in ministries – indeed, interestingly, this is the focus of many of them, rather than on target beneficiaries of public services. This mainstreaming mechanism was recognized as a good practice by UNDG in 2010 and should be shared with other countries, and Cambodia's top-level leadership of this initiative is also noteworthy.

Nevertheless, achieving the targets presents a major challenge for ministries and local governments, which have to tackle entrenched traditional gender roles, a lack of qualified women due to the gender inequalities in higher education, budget constraints and corruption.

7 Ministry of Planning, Cambodia, www.mop.gov.kh/Default.aspx?tabid=156

8 Final Project Report, Partnership for Gender Equity (PGE/UNDP), February 2011.



EXECUTIVE SUMMARY

Entry points to improve the gender balance in the public administration include the following:

- Support Ministry of Women's Affairs (MOWA) initiative to develop a national monitoring system to properly track progress, complemented by appropriate institutional incentives, starting with a review of GMAP implementation, as many ended in 2010
- Support the Royal School of Administration to make training courses more accessible to women including at the subnational level and ensure recruitment processes are as welcoming and transparent as possible
- Support the State Secretariat for Civil Service (SSCS) and CAR, as well as line ministries and selected provinces in the initial stages of implementation of the GMAPs to ensure the momentum, including capacity development for in-service women, sensitization of government officials and implementation of supporting legislation
- Continue to support MOWA to build its own capacity to provide ongoing policy advice in gender equality in public administration and guide local governments/ ministries in implementation
- In the long run, the government's holistic approaches to address gender stereotypes, women's health and violence against women, corruption and education inequalities are also critical to building a wider enabling environment.



METHODOLOGY

Gender issues and even gender equality in the public administration specifically are well documented in Cambodia since the end of the Khmer Rouge regime. This is one reason Cambodia was chosen as a case study country. The case study is based on desk research and qualitative in-depth interviews with key informants who are policy makers as well as public administration managers. A set of basic questions was prepared, with flexibility for more probing questions during the interviews (see details in Annex 4). The main objective of the interviews was to learn more from the experiences of each institution in promoting gender equality in their administration, including both policy design and policy implementation.

Field visits to the provinces would be useful in the medium term in order to assess what progress in achieving gender balance in the local public administration has been made since a review of gender equality under the Decentralization and Deconcentration processes (PLG, 2006).



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CONTEXT

SOCIO-POLITICAL CONTEXT

Cambodia is a multi-party democracy under a constitutional monarchy. After decades of civil war, Cambodia is in the course of its fourth legislative mandate (2008-2013), which marks an important step for national rebuilding and development.

As of 2008, the country's total population was 13,395,682, of whom 51.5 percent are women.⁹ The 2015 target on maternal mortality rate (250 per 100,000 live births) has successfully been achieved and decreased from 472 in 2005 to 206 per 100,000 live births in 2010.¹⁰ The average life expectancy for women is four years higher than that of men, with 67.48 for women and 63.11 for men.¹¹ Cambodia is still characterized by a young population: around 60.8 percent of its population is below 24 years of age. The majority of Cambodians live in rural areas (80.5 percent). Most of the rural population relies on agriculture sector as their main source of income and food production for the well-being of their family. Women play important roles in agriculture production, sharing 52.5 percent of the total labour force in this sector (Ministry of Planning, 2008).

The Human Development Report 2010 shows that Cambodia Human Development Index (HDI) has improved its ranking from 129th in 2006 to 124th out of 169 countries in 2010.¹² In terms of the new Gender Inequality Index (GII) Cambodia ranks 139th out of 146 countries in 2011.¹³ Amongst the Medium Human Development Rank-group, the Cambodia Gender Inequality Index (GII) ranking is higher than the GI ranking of some countries in Asia, Arab States, Latin America and the Caribbean and Africa. While the Cambodia HDI ranking has increased in recent years it remains low and the HDI ranking is among the lowest of South-east Asia countries. At the national level, the proportion of people living below the poverty line went down from 47 percent in 1993 to approximately 30 percent in 2007. However, rural poverty remains high. Urban-rural inequality remains an issue, with 92 percent of poor people living in rural areas.¹⁴

Rural women are more likely to be the poorest of the poor. They have less access to education and health services, economic opportunities, and property rights. In 2008, 25.6 percent of the households were headed by women.¹⁵ Rural women-headed households are more likely to be landless or have significantly less land. Women-headed households without adult males in the family and those women with many dependents (5+) are likely to be the poorest of the poor.

The Ministry of Women's Affairs (MOWA) Gender Assessment Executive Summary (2008) gives a useful and concise situation analysis that is still largely valid today. This important document highlights achievements and challenges in a number of areas.^{16,17}

9 General Population Census of Cambodia (2008), National Institute of Statistics, Ministry of Planning.

10 Cambodia Demographic and Health Survey (2010), Ministry of Health.

11 Demographic Estimates and Revised Population Projections: Cambodia Inter-censal Population Survey (2004), National Institute of Statistics, Ministry of Planning (2005).

12 Human Development Report (2011), UNDP.

13 http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf.

14 General Population Census of Cambodia (2008), National Institute of Statistics, Ministry of Planning.

15 Ibid.

16 <http://www.un.org.kh/undp/knowledge/publications/cambodia-gender-assessment-2008>.

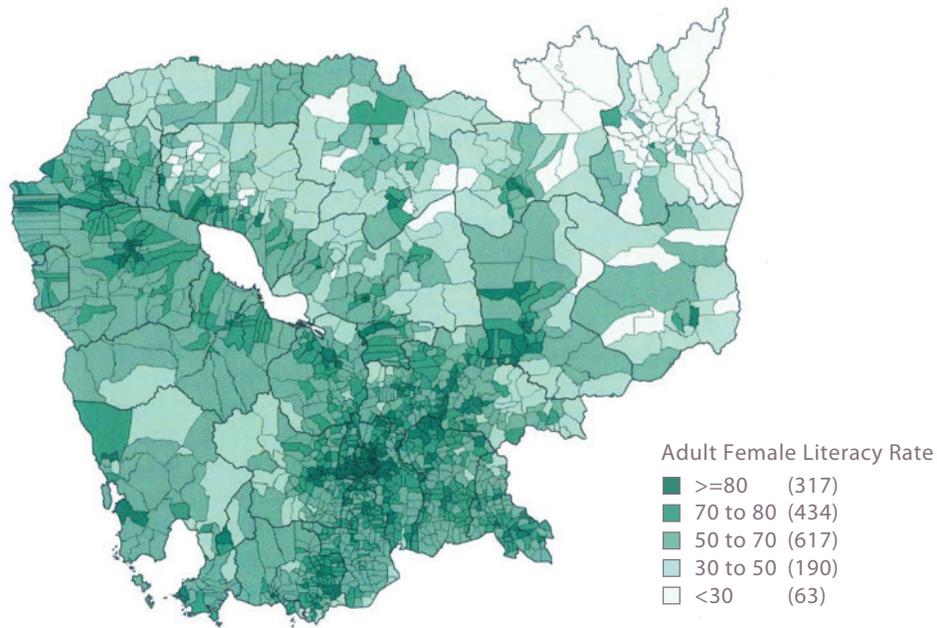
17 Ibid.



As a result of government, media and civil society initiatives, there is encouraging evidence of changing attitudes amongst younger men and women in a number of areas, including domestic decision making and the right to education, but gender stereotypes based the on Chbap Srey, a traditional code of conduct for women, remain an obstacle to gender equity in all walks of life. This is also reflected in traditional attitudes towards ‘appropriate’ occupations for women, which contributes to the low representation of women in decision-making positions.

Another contributing factor to a marked gender disparity in decision-making positions is the disparity in education. Despite excellent progress in primary education, there remains a significant imbalance in secondary and higher education, with gender equity generally more prevalent in higher income groups. Basic literacy is also an issue and 40 percent of women aged 25 to 44 are illiterate, compared to 22 percent of men. Literacy is unevenly distributed in the provinces, as the map below shows.

Female Adult Literacy Rate (>15yrs), 2008



Source: General Population Census of Cambodia (2008), National Institute of Statistics, Ministry of Planning.

This patchy basic literacy level has serious longer-term implications for addressing gender balance in the provincial public administration, as the pool of literate and educated women is potentially limited to very few provinces. This is a more serious issue for the public administration than for politics, where entry and eligibility criteria can be more flexible. However, experience does show that even countries with more educated women than men still have a noticeable gender imbalance in the public administration, especially in senior positions. In other words, whilst adequate education levels are a prerequisite for improving the gender balance in the public administration, it is not the only critical success factor.



The issue of women's decision making and representation in elected positions is the focus of much government and international attention. Of course, there are clear differences in the kind of 'culture' associated with each as well as in basic entry qualifications. However, a systematic review of lessons learned could be adapted to the non-elected public administration context. An example could be to examine the gatekeeper role played by political parties, which remain dominated by male decision makers, in order to determine possible parallels and differences, as well as solutions, with line ministries and local government. Engagement with political parties and potential women candidates is also an important entry point for ensuring that the issue of gender equality in the public administration remains on the political agenda.

PUBLIC ADMINISTRATION CONTEXT

The normal functioning of the public administration in Cambodia was resumed after the fall of the Khmer Rouge regime in 1979, but peace, security and national integration were not fully established until 1999. This means the country's public administration has been fully functioning for only 12 years following a harrowing internal conflict. The World Public Sector Report (2010) captures the holistic nature of the Cambodian approach to public administration reform.

Box 1: Holistic public administration reform

'The Cambodian civil service suffered from ineffective deployment of inadequate numbers of personnel in needed areas such as health care and education. Many civil servants had little education, and salaries were so low that most held secondary jobs as an additional source of revenue. Frequent absenteeism resulted, and corruption soared as well, partly because of the low pay and partly because of inflexible and constraining staff categorization, automatic promotion based on time spent in the service rather than performance, and weak incentives for career development. Because civil service reform in Cambodia addressed all of these issues holistically rather than piecemeal, it has constituted the stepping-stone to comprehensive public administration reform.'

Source: World Public Sector Report, UNDESA (2010).

After the first general election in 1993, the Ministry of Civil Service was established, but this was then downgraded to a State Secretariat for the Civil Service in 1996.¹⁸ The public administration is regulated by the Common Statute of Civil Servants (1994) and recruitment is in principle by open competitive examination 'except for contrary arrangements enacted by the Royal Government'.¹⁹ Remuneration remains modest, although the government did increase wages as part of its Strategy to Rationalize the Civil Service (SRCS) and is committed to keeping this on the agenda. The government is committed to combating corruption issues, and has recently approved an anti-corruption law (March 2010) and the establishment of anti-corruption body. The Corruption Perception Index ranking for Cambodia improved from 154 in 2010 to 164 in 2011 out of 183 countries.²⁰

¹⁸ Gender Mainstreaming Action Plan in the Civil Service, 2007-2010.

¹⁹ Kingdom of Cambodia Public Administration Country Profile, UNPAN (2004).

²⁰ <http://www.transparency.org/research/cpi/overview>



In the 12 years since the public administration resumed normal operations, the government has initiated some major reform initiatives and today the two major policy drives are in the areas of:

1. National Public Administration reform
2. Deconcentration and decentralization (D&D).²¹

National public administrative reform (PAR) is led by the Council of Administrative Reform (CAR), established in June 1999, within the framework of the National Programme for Administrative Reform (NPAR) 2010-2013, which aims to make the public administration a more effective service provider. The current NPAR (2010-2013) focuses on three strategic areas:

- Making the administration transparent, responsive, and efficient
- Improving motivation, loyalty, professionalism and a culture of service.²²

This builds on achievements of the CAR to date as outlined in the updated National Strategic Development Plan (NSDP) (2009-2013), which includes the integration of all civil servants into a coherent system more conducive to motivation and career progression, quadrupling of average compensation in the Civil Service since the start of the second legislature of the National Assembly, and a clear direction and a broad consensus on future strategy. A computerized payroll system, approval of a policy for public service delivery and a compendium of public services, is also envisaged together with the introduction of a performance management and accountability system to better mobilize human resources and identify priority capacity development needs, a Human Resources Management Information System (HRMIS) and strengthened personnel management mechanisms. This HRMIS is a potentially important entry point for addressing gender balance in the public administration, as it can enable effective tracking and monitoring of progress against government initiatives.

Cambodia is now entering the second phase of D&D reform under the 10 year National Programme for Sub-National Democratic Development (NP-SNDD), which was adopted by the government in May 2010, with a three-year implementation plan (IP3). The NP-SNDD and IP3 emphasize the importance of the roles of both appointed and elected public administration and the council at provincial and district levels to support democratic development at the local level. This represents a potentially major shift of decision-making power to the local level, with opportunities and challenges for gender equality, which are discussed later.

The current NP-SNDD is headed by H.E. SAK SETHA in the Ministry of the Interior and builds on previous initiatives, specifically the Seila Programme under the Partnership for Local Governance (PLG 2001-2006). The Seila Programme was established in 1995 as a pilot experiment in decentralized planning, financing and management of rural development to support the Royal Government of Cambodia's strategy for rural development. The main objective of the programme was to support poverty alleviation through good governance and to establish decentralized systems and strategies to manage sustainable development.²³

²¹ Decentralization refers to *appointed* subnational levels of administration, and deconcentration refers to *elected* subnational levels of administration (PLG, 2006).

²² Draft National Programme for Administrative Reform (December 2010), Council of Administrative Reform, Royal Government of Cambodia.

²³ UNDP Cambodia Project Summary, found at <https://content.kh.undp.org/programme/poverty-reduction/ inits/gender mainstreaming initiative-000/other/undp projects info/all project summaries/project summary sheet plg edited.doc>



In terms of key actors in the public administration, the General Secretariat of the Council for Administrative Reform and State Secretariat for Civil Service should coordinate closely as their roles are clearly linked, although limited information on this link was obtained through this study.

The Royal School of Administration (RSA) is the key body responsible for providing education and training to civil servants. The RSA has a mandate 'to recruit, to train and to improve the civil servants destined to serve the administration of the Kingdom of Cambodia'.²⁴ The RSA provides the initial training of middle- and high-ranking civil servants, at the end of which students are committed to serve in the civil service for a minimum of seven years. Competitive examinations promote equal opportunities and combat corruption. The RSA also offers continuing education to civil servants. These nine to twelve months of training allow experienced civil servants to update their knowledge in public management.

²⁴ Article 2, Royal Decree on the Establishment of the Royal School of Administration (April 1995), Royal Government of Cambodia.



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

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WOMEN'S PARTICIPATION IN THE CIVIL SERVICE

The table below shows a modest increase in women's participation in the civil service since 2007, with a small drop in 2009, around the time the economic crisis occurred and recruitment freezes were imposed. The overall participation of women in the civil service is over 30 percent.

Table 1: Women's representation in the civil service from 2007 to 2010

2007		2008		2009		2010	
Total	Women	Total	Women	Total	Women	Total	Women
176,344	57,114 (32%)	182,228	61,298 (34%)	184,961	61,946 (33%)	183,835	62,377 (34%)

Source: State Secretariat of the Civil Service (January 2012).

WOMEN'S PARTICIPATION AT THE DECISION-MAKING LEVEL

Unfortunately, women are less represented as we move up the hierarchy; nevertheless in leadership roles, the representation of women has increased slightly from 16 percent in 2009 to 18 percent in 2010 (see Table 2).

Table 2: Women's representation in leadership (from Director General level)

2008		2009		2010	
Number	Percent	Number	Percent	Number	Percent
3626	16%	3853	16%	4428	18%

Source: State Secretariat of the Civil Service (January 2012).

WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION



The following table gives a snapshot of the situation with regard to women appointed to senior level positions in the public administration from 1993 to 2008. In these senior positions women are even less represented than in the public administration sector as a whole.

Table 3: Snapshot of women in senior public administration positions (1993-2008)

1993			
Minister	Secretary of State	Under Secretary of State	
0 woman out of 17 persons	0 women out of 20 persons	2 women	
1998			
2 women out of 27 persons 7.4%	3 women out of 50 persons 6%	5 women 3.93%	
2003			
Senior Minister	Minister	Secretary of State	Under Secretary of State
1 woman out of 15 6.66%	2 women out of 28 7.14%	9 women out of 135 1 woman out of 15 6.66%	11 women out of 146 7.53%
2008			
Deputy Prime Minister	Minister	Secretary of State	Under Secretary of State
1 woman out of 9 11.11%	2 women out of 28 7.14%	16 women out of 198 8.08%	33 women out of 205 15.12%

Source: Lessons Learned and Best Practices in Promoting Women's Participation and Representation in Cambodia, UNDP (2010).



POLICY REVIEW AND IMPLEMENTATION CHALLENGES

This section reviews the key policies impacting directly and indirectly on women's representation in the civil service in Cambodia. The objective is to analyse how they support gender equality and identify issues and gaps. Implementation issues are also highlighted. The policy context is an interesting one with some useful potential models for consideration in other countries. A noticeable factor is the importance of strong political leadership by the Prime Minister, whose decisions and pronouncements are supportive of gender equality and public administration reform.

Gender is starting to be integrated into public administration reform and decentralization policy for both rights-based and results reasons, where the full mobilization of women and men is seen as fundamental to national development and improving public services.

The following section shows how Cambodia has acted on various provisions in the Beijing Platform for Action (1995) and CEDAW (1979) that emphasize women's equal participation in public decision-making, and at least 30 percent participation. These international policy instruments also require governments to take actions to realize these goals as well as to eliminate gender biases in legal and policy provisions.

CONSTITUTION

After the general election in 1993, Cambodia was named the Kingdom of Cambodia. The constitution was adopted in September 1993 and the principle of equality between women and men is clearly mentioned in the following articles:

- Article 31: Equality before the law
- Article 34: Equality in voting and standing as candidates for elections
- Article 35: Equality in political, economic, social and cultural life participations
- Article 36: Equality in choosing employment; equality in receiving remuneration; equality in receiving social insurance; equality in forming and participating as a member of labour unions; equality in working inside and outside the home
- Article 38: Equality in the right to defence through judicial recourse
- Article 43: Equality in freedom of religious belief and worship
- Article 44: Equality in ownership rights
- Article 45: Equality in marriage and family matters.²⁵

Therefore, the principle of equality is clearly embedded in the constitution although, unlike in some countries (South Sudan, Rwanda), there is no specific provision regarding women's right to representation in decision making.

²⁵ Constitution of the Kingdom of Cambodia (1993)



NATIONAL DEVELOPMENT STRATEGY

The Rectangular Strategy Phase II and the National Strategic Development Plan (NSDP) update 2009-2013 are the main documents and are widely acknowledged as being more gender-responsive documents compared to previous versions.²⁶ Gender balance in the public administration is specifically mentioned in both documents.

The Rectangular Strategy (Phase II)

The Rectangular Strategy identifies public administration reform and implementation of gender policy as priorities - note the important emphasis on implementation.²⁷

National Strategic Development Plan Update (2009-2013)

One of the strategic areas of the NSDP update is to promote women's participation in decision making in the public and political sectors through the enforcement of policy on recruitment and promotion as well as on increasing women's representation at decision-making levels. Another important strategy is to mainstream gender into the government's reform programme, including the public administrative reform programme and the subnational democratic development programme.

The updated NSDP states explicitly that the MOWA and relevant stakeholders will act to promote:

*'[W]omen's participation in decision making in the public sector at all levels by pushing for the implementation of policies and procedures for promotion and recruitment of government officials in response to gender equality...cooperating with the Royal School of Administration in setting up gender responsive curriculum and increasing the number of female students. [...] Cooperating with the women civil servants association and relevant players in improving the effectiveness of performance and rights protection, and the well being of women civil servants; capacity building and skills in Leadership and Management as well as other related skills for women leaders.'*²⁸

The emphasis here has moved beyond targets and general goals and is focussed on effective implementation— a massive challenge, but a significant step and an indicator of government intent to bring about change. The statement has a number of key entry points for programme support by donors, and indeed the UNDP and others are already engaging with MOWA.

The updated NSDP (2009-2013) also addresses underlying issues through a dedicated strategic area 'Promotion of Women and Girls' Education, Attitude and Behaviour Change', where MOWA is charged with advocating for the expansion of scholarship programmes in secondary and higher education. The education section of the NSDP also identifies a need to increase the number of locally recruited teachers to encourage retention rates, which could be an entry point for a longer-term approach to develop a pool of qualified women for the civil service. International studies show that having more female teachers can encourage greater numbers of girls to remain in school for longer, and Cambodia could consider promoting this approach.

²⁶ NSDP Update (2009-2013).

²⁷ The full name is the 'Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase II'.

²⁸ National Strategic Development Plan Update (2009-2013), Royal Government of Cambodia, p138.



An obvious obstacle is the initial low literacy and education levels of women in the provinces and any initiative would need to identify where there are any potential women teachers. Teaching is considered an appropriate profession for women and can be relatively flexible to accommodate family duties, therefore such initiatives should be relatively readily accepted provided appropriate support is made available.

Priority number 6 under Chapter 4 (Key Policy Priorities and Actions: 2009-2013) in the NSDP also has some relevant provisions:

- To strengthen good governance and [...] effectiveness of bylaws and promote the management of civil servants according to the Law on Common Statutes of Civil Servants and the principles of public administrative reform
- Further enhance civil servants' capacity through training courses and the establishment of a national institute of social affairs; and enhance women's capacity at work and support their decision. (NSDP 2009-2013, p166).

These provisions have potentially far-reaching benefits for the gender balance in the civil service, if it translates into effective implementation of policies on equal pay and life-work balancing measures such as maternity rights.

The updated NSDP furthermore explicitly identifies 'gender mainstreaming' throughout various priority areas, although it is not clear whether public end-users of services or gender balance of service providers – or both - is intended.



Table 4: Gender Targets/Indicators from NSDP Update (2009-2013)

MAJOR GOALS: TARGETS/INDICATORS		BASE-LINE 2008	TARGET 2010	TARGET 2013
1	Mainstreaming gender in all spheres			
1a	Number of ministries/institutions that have formulated a Gender Mainstreaming Action Plan	15	20	27
1b	Number of ministries/institutions that have implemented their Gender Mainstreaming Action Plan	10	15	27
5	Increase women in public decision making (%)			
5a	Proportion of seats held by women in the national assembly	22	24	30
5b	Proportion of ministers that are women	7.7	12	15
5c	Proportion of provincial governors that are women	0	6	10
5d	Proportion of board of provincial governors that are women	16.8	-	28
5e	Proportion of judges that are women	6.9	10	15
5f	Proportion of chiefs of commune/sangkat councils that are women	4	-	10
5g	Proportion of civil servants that are women	34	35	38

Source: National Strategic Development Plan Update (2009-2013), p. 182.

Goals 1a and 1b are highly relevant and discussed below.

Another feature of Cambodia's National Development Strategy is the extent to which it integrates international commitments such as the Millennium Development Goals (MDGs) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Table 5 shows relevant indicators and progress in achieving the Cambodian Millennium Development Goals (CMDG).



Table 5: A summary of progress on selected CMDG indicators

INDICATOR	BASE-LINE VALUE	BASE-LINE YEAR	CUR-RENT VALUE	CUR-RENT YEAR	2015 TAR-GET	STA-TUS
Cambodia MDG 1: Eradicate extreme poverty and hunger						
1.1 Proportion of people whose income is less than the national poverty line	47	1993	30.1	2007	19.5	On-Track
1.3 Proportion of working children aged between 5-17 years	16.5	1999	N/A	2010	8.0	Off-Track
1.5 Proportion of people below the food poverty line	24	1993	18	2007	10.0	Slow
Cambodia MDG 2: Achieve universal primary education and if possible, extend to basic education						
2.4 Proportion of 6-14 year olds out of school	35	1998	19.8	2008	0	Off-Track
2.12 Lower Secondary Completion Rate	24.8	2001	48.7	2009	100	Off-Track
2.16 Primary Drop-Out Rate	11	2000	8.3	2008	5	Slow
Cambodia MDG 3: Promote gender equality and empower women						
3.1 Ratio of girls to boys in upper secondary education	48	2001	72.9	2008	100	On-Track
3.2 Ratio of females to males in tertiary education	38	2001	57.5	2008	85	Slow
3.3 Ratio of literate females to males 15-24 years old	87	1998	95.7	2008	100	On-Track
3.4 Ratio of literate females to males 25-44 years old	78	1998	85.9	2008	100	Slow
3.8 Proportion of seats held by women in National Assembly	12	2003	22	2008	30	On-Track



INDICATOR	BASE-LINE VALUE	BASE-LINE YEAR	CUR-RENT VALUE	CUR-RENT YEAR	2015 TAR-GET	STA-TUS
3.9 Proportion of seats held by women in Senate	13	2003	14.8	2007	30	Slow
3.10 Proportion of female Ministers	8	2003	7.7	2008	15	Off-Track
3.11 Proportion of female Secretaries of State	6	2003	8	2008	18	Off-Track
3.12 Proportion of female Under-Secretaries of State	5	2003	14.6	2008	20	On-Track
3.13 Proportion of female Provincial Governors	0	2003	0	2008	10	Off-Track
3.14 Proportion of female Deputy Provincial Governors	1	2003	16.5	2009	15	On-Track
3.15 Proportion of seats held by women in Commune Councils	8	2003	14.6	2009	25	Slow
3.16 Proportion of population aware that violence against women is wrong and criminal	41.5	2005	67	2009	100	On-Track

Note: This is not a complete list of CMDG indicators.²⁹

²⁹ Achieving Cambodia's Millennium Development Goals, Update 2010, Ministry of Planning, Cambodia.



PUBLIC ADMINISTRATION STATUTES, LEGISLATION AND POLICY

Gender equality in the public administration is well-articulated and integrated into public administration policy and regulations.

Common Statute of Civil Servants (1994)

The public administration is operating under the framework of the Common Statute of Civil Servants, promulgated in 1994, which provides an outline and guidelines on employment. In Chapter 2 on Recruitment and Selection of Civil Service, it emphasizes that women candidates are prioritized.

Draft Royal Decree on New Recruits

In the interview with the Secretary General of CAR, he emphasized that gender dimensions had been considered from the start in policy design and implementation. For example, Article 18 of draft Royal Decree on New Recruits, change of employment status and promotion says that women are given priority in recruitment, change of employment status, and in promotion.

Draft Policy on Capacity Development in the Cambodian Civil Service (2007)

One of the strategies of the Draft Policy on Capacity Development in the Cambodian Civil Service is to 'target women and minority groups' in order to provide opportunity for their capacity development and contribution in achieving the government's development goals.³⁰

State Secretariat for Civil Service (SSCS) guideline for at least 20 percent and ideally 50 percent of new recruits to be women (2008)

In 2008, the State Secretariat for Civil Service (SSCS) issued a guideline for at least 20 percent and ideally 50 percent of all new recruits to line ministries to be women. In addition, the SSCS will work closely with line ministries to increase the number of women civil servants to 37 percent in 2013.³¹

In addition, the Prime Minister's remarks at the national conference of CNCW in 2008 made it clear that, if a position is vacant, it should be filled by a qualified woman or otherwise be left vacant. This measure permits a continued focus on gender equality in the public administration even during periods of economic austerity, when recruitment is slowed down or halted. The measure stimulates ministries to ensure they make every effort to identify women rather than to give lip service to policy.

30 Draft Policy on Capacity Development in the Cambodian Civil Service (July 2007).

31 Gender Mainstreaming Action Plan Update in the Civil Service (2010-2013).



GENDER EQUALITY LEGISLATION AND POLICY

National gender equality policy provisions

Cambodia does not have a gender equality law or similar legislation.

Neary Rattanak III (2009-2013)

The key national policy instrument is the Neary Rattanak III (2009-2013), the five-year strategy of MOWA. The strategy explicitly focuses on 'promoting women in governance and decision-making' and other strategic areas are:

- Women's economic empowerment
- Education for women and girls, including a programme on social and behavioural change
- Combating violence against women
- Health of women and girls, combating maternal mortality and HIV/AIDS.

A cross-cutting gender mainstreaming programme focuses on mainstreaming gender concerns into national policy and sector policies, including the formulation and monitoring of gender mainstreaming action plans (GMAPs) in line ministries and key reform programmes such as public administration reform, legal and judicial reform, public financial management reform and decentralization reform.

National gender machinery

MOWA was initially the Secretariat of Women's Affairs, which was upgraded to Ministry of Women's and Veteran's Affairs in the second legislative mandate in 1998 and then became MOWA in the third mandate in 2003. At the provincial level, there are Provincial Departments of Women's Affairs (PDOWA) in all provinces, and District Offices for Women's Affairs (DOWA) in all districts. This is the backbone of the national gender machinery and is headed by a dynamic and committed (woman) minister and team.

A number of other national mechanisms are also in place to promote gender equality in Cambodia.

- The **Cambodian National Council for Women (CNCW)**: It was established in 2001 through Royal Decree No. NS/RKT/0201/036 dated 14 February 2001. Under the leadership of the Minister of Women's Affairs, the CNCW's members are the secretary of state or under secretary of state from 12 line ministries, the Cambodian Human Rights Commission and the Cambodian Council for Children. The CNCW is the mechanism for coordinating and providing opinions to the government on matters related to promoting the status and roles of women and the social welfare of Cambodian women and to eliminating of all forms of discrimination and violence against women.
- The **Technical Working Group on Gender (TWG-G)**: It was established in 2002 as one of the 19 Technical Working Groups within the framework of the Government-Donor Consultative Committee. The TWG-G is chaired by MOWA with UNDP and JICA as co-facilitators. Civil society organizations and line ministries are the members. Joint Monitoring Indicators (JMIs) are annually identified and endorsed by the Cambodia Development Cooperation Forum (CDCF). This forum was acknowledged by all informants as a very effective means for channeling technical experience and discussion of policy and implementation issues.



- **Gender Mainstreaming Action Groups (GMAGs):** In 2005, with the encouragement and support of the MOWA and the TWG-G, Gender Mainstreaming Action Groups were established in line ministries and institutions, replacing the previous system of gender focal points. Each GMAG is headed by a secretary or under secretary of state, ideally the CNCW member, with members from technical departments, including the Department of Planning and Finance. The main role of the GMAGs is to develop the Gender Mainstreaming Action Plan (GMAP) in their sector in order to guide actions on gender equality in their respective sector.

This mechanism and the GMAPs are worth expanding on, as they present some interesting issues and a possible model for other countries to adapt. Firstly, these GMAPs are given strategic significance by their inclusion as CMDG indicators – a signal that GMAPs are expected to be more than policy documents that are never implemented. Second, the GMAGs and their senior level composition make it hard for gender issues to be set aside and support decision making. The previous system of gender focal points needed to be adapted, according to informants, because important and new concepts were delegated to a junior individual with little authority, who was working often alone on largely mechanical reporting. The decision to move to a system of GMAGs was taken in order to achieve the step-change needed to achieve national targets. All of this was made possible by support from the Prime Minister.

An evaluation of the GMAPs confirms these points.

Box 2: PGE's Key Achievement in Support to GMAGs' Development and Implementation²⁴

"An impressive amount for high quality work has gone into the development of these plans which can provide a model to be followed by other countries".

"It was striking to the consultant that so many senior officials, both men and women were prepared to spend a considerable amount of time discussion gender equality issues, and that they appeared well-informed, motivated to continue the work of implementing the GMAPs, and analytical about the positive and negative aspects of their experience so far. The establishment of GMAGs/GMAPs appears overall to be a successful initiative which could be emulated in other countries. In Cambodia itself it is important to promote this experience with other donors, as the GMAGs/GMAPs provide a ready-made mechanism through which donors can express their commitments to mainstreaming gender equality."

One feature of these GMAPs is that many of them focus more on addressing the gender balance in their own ministries and agencies, rather than on introducing gender-sensitive analysis and public services for end-users. This is not the case with all of them, and the evaluation identifies some that have a holistic approach incorporating both dimensions. It is not entirely clear how this emphasis came to be, but the authors assume from interviews and the evaluation that this was in part a desire to respond to a policy directive from top leadership as well ensure that ministries and sectors were appropriately resourced to develop gender-responsive services for the public. In any case, GMAPs are now a well-established policy implementation mechanism and most of them directly address the gender balance in the public administration.

³² Excerpts from the Report of the Review and Assessment of GMAPs in Seven Line Ministries and Recommendations for future implementation, Haile, J.(2007).



ENABLING LIFE-WORK POLICY MEASURES

These are especially important to support women's participation in public administration given that many Cambodian women have the main responsibility for family and need to juggle this and their work.

Maternity and paternity leave

Special measures are in place in the Constitution to make sure that women are not discriminated against because of pregnancy. Article 46 says, "A woman shall not lose her job because of pregnancy. Women shall have the right to take maternity leave with full pay and with no loss of seniority or other social benefits [...]."³³

The civil service has special measures for maternity leave according to an ILO report on maternity leave.³⁴ The section on maternity leave in the Handbook for Civil Servants (2010) prepared by the Council for Administrative Reform³⁵ sets out women civil servants entitlements, which confirm this and add that women have the right to take maternity leave with full pay and with no loss of seniority or other social benefits for a period of 90 days. According to Decision 52, female civil servants on maternity leave shall be given 600,000 Riel each.

The Handbook does not mention nursing rights, but, according to Article 4 of the preceding Decree, women are entitled to one hour a day for two months after the birth of the baby.³⁶

However, interviews indicated that this absence from work affects women's performance and makes it difficult for them to be promoted. Advocacy is needed to address employers' perceptions and special programmes for women back from maternity leave could be considered.

According to interviews with key informants, paternity leave is not commonly practiced in the public administration, although an ILO report (p. 46) states that up to 10 days legal provision is made for women and men for family events.³⁷ Paternity leave is not covered in the Common Statute nor other national policy. Although paternity leave is not explicitly covered by any policy, the government could consider a major advocacy campaign to encourage men to use the family leave to share domestic responsibilities at this time. However, it should be noted that, given deeply entrenched traditional gender roles, perhaps it is the right time to introduce a specific paternity leave policy as well as to encourage men to implement it.

Equal pay for equal work

In the public service, both women and men enjoy equal pay for the same work. Article 36 of the Constitution says, 'Khmer citizens of either sex shall have the right to choose any employment according to their ability and to the needs of the society. Khmer citizens of either sex shall receive equal pay for equal

33 Article 46, Constitution of the Kingdom of Cambodia (1993).

34 Maternity At Work, A Review Of National Legislation, ILO.(2010).http://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/@publ/documents/publication/wcms_124442.pdf

35 Handbook for Civil Servants, Council for Administrative Reform, Royal Government of Cambodia (2010).

36 Decision on social insurance policy for senior officials, state employees, retirees and invalids, Council of Ministers (1988) <http://therith.files.wordpress.com/2011/05/e-decisions.pdf>

37 Maternity at Work, a Review of National Legislation, ILO (2010).



work. The work by housewives in the home shall have the same value as what they can receive when working outside the home. Every Khmer citizen shall have the right to obtain social security and other social benefits as determined by law [...].'

Sexual harassment

There is no separate law on sexual harassment. However, this issue has been integrated into other legal documents such as the national Constitution, and the Penal Code (2009).

This is a positive step and the authors suggest including relevant provisions to the well-established policy framework for combating violence against women. For example, the Cambodian Millennium Development Goal (CMDG) could be expanded to include something like 'proportion of employers and employees aware that sexual harassment is wrong and criminal' and advocacy measures could support this goal.

IMPLEMENTATION EXPERIENCES AND CHALLENGES

This section focuses on experiences in implementing the policy outlined above and draws considerably from interviews with key informants.

Improved gender balance despite recruitment freeze

The commitment from the Prime Minister and existing policy measures have supported the advancement of gender equality in this sector, as the increase in numbers shows. With regular follow-up from the Cambodian National Council for Women (CNCW) and the recommendations from the Prime Minister at its annual conference, increasing attention has been paid to supporting women in the public administration, including in decision-making roles. This and the introduction of the 'use it or lose it' gender quota for new recruitment has increased the number of women in the public administration at both the national and subnational level from 32 percent in 2007 to 34 percent in 2008.³⁸ However, while women are increasingly appointed to senior positions, it is recognized that most women are still working in the lower ranks and very few of them are playing higher leadership roles (see Table on Cambodia MDGs).

These increases were achieved despite an economic crisis, which made it necessary for the government to introduce temporary austerity measures. This shows that judicious use of recruitment targets can have a positive impact on the gender balance in the public administration, even when the public administration is not expanding.

Still, achieving the 38 percent target for women's participation in the civil service is a challenge and many respondents during the interviews reported that there is a lack of qualified women candidates. The gender disparities in upper secondary and higher education referred to above mean that fewer women are qualified to apply for government positions and to take advantage of the new affirmative recruitment drive.³⁹ This points to the need to pay attention to the pipeline of women eligible to enter and progress to senior positions.

38 Final Project Report, PGE/ UNDP (2011).

39 A Fair Share for Women: Cambodia Gender Assessment, MOWA, (2008).



Implementation of Gender Mainstreaming Action Plans (GMAPs)

To date, 22 out of 29 line ministries and institutions have formulated their GMAP and 20 are in the process of implementing these (see Annex 5). It is fair to say that at this time, there is still a gap between policy commitment and implementation, especially in achieving the Prime Minister's targets for women's participation in the civil service (38 percent). The implementation of GMAPs seems to be on an *ad hoc* basis and, although the mechanism is there, it has not yet been institutionalized. The focus is also mainly on training events – an important starting point, but not enough. More support could be given to the Gender Mainstreaming Action Groups in line ministries so that GMAP implementation can be strengthened.

They could usefully focus on ensuring implementation of maternity and nursing benefits. Most informants explained that such measures were, in practice, informal and none of the line ministries had a breastfeeding room in place. As a result, women preferred to go home rather than nurse at work. Nevertheless, it is important to support the institutionalization of legal provisions so that women are not dependent on their relationship with their superiors in order to exercise their rights. As mentioned above, measures addressing sexual harassment such as sensitization campaigns could also be included.

In order to support the GMAPs in the face of decentralization in the public administration, it is likely that there will be more demands from line ministries to MOWA to request technical assistance. Indeed, a number of respondents confirmed they would welcome continuing and even more in-depth policy and implementation advice from MOWA. MOWA should therefore continue to build its in-house capacity in this area with further assistance from donors.

As the national budget does not seem to be adequate, more support could be given by donors, especially to strengthen the implementation of GMAPs under the line ministries.

As many GMAPs completed their initial phase in 2010, it is important to support MOWA to conduct a review and update them for the next phase – the previous review in 2007 is extremely interesting and useful reading for other countries considering such a mechanism. However, as it was carried out soon after most GMAPs were completed, there was possibly not enough time for them to start implementation and the review necessarily focused on the plans themselves. This could be of interest for other countries and presents interesting South-South cooperation possibilities through a regional conference or similar initiative.

Capacity development for civil servants: Royal School of Administration

The interview with the Royal School of Administration (RSA) director confirmed that, in line with government policy, the promotion of gender equality had been seriously considered in the school but that challenges remain.

“For the continuation training, gender issues have been considered in the school, which is in line with the government policy, for women in leadership in both national and subnational levels [...]. Special courses for women civil servants can be organized if there is a special request from the government [...]. The women are given the priority in the selection in the entrance exams [...]. However, the number of the female applicants for the initial training is very low.” (Interview with H.E Ly Kim Sok, Director, Royal School of Administration, 2011).



For example, in the case of continuing education, civil servants were designated by their line ministries, with the result that sometimes very few women could participate. This indicates a need to sensitize the managers to ensure equitable participation in training opportunities. Another barrier is that it is hard for women to continue their education for nine to 12 months and stay away from their families, which is the case if they are not from the capital. The RSA is looking at the possibility of bringing courses closer to the subnational level so that more women – and men – can attend them. The authors recommend a thorough review of how to make RSA courses more flexible and accessible to women and men, especially far way from the capital as an entry point to support gender equality in the public administration. This is potentially a far-reaching and expensive undertaking that could also benefit from regional and international benchmarking and experience-sharing. A regional or multi-country response is therefore interesting, possibly through an appropriate regional forum.

As mentioned, Cambodia is making progress in combating corruption; however this consultation has not undertaken a detailed review of how gender equality in the public administration is impacted by corruption – for example, in terms of recruitment, transferring, promotion, and appointment. This remains an interesting area for study, as, if a transparent and merit-based system is left ignored, the realization of the Cambodia MDG targets may not be possible and gender equality as well as the whole public administration system could be undermined.

Gender balance in the decentralization and deconcentration process

The MOWA is represented on the national working group on decentralization and deconcentration (D&D), the Partnership for Local Governance (PLG), and was also represented in the previous programmes. MOWA has been making extensive inputs to this complex process.

The 2006 evaluation of gender mainstreaming in the D&D process by the PLG highlighted the extreme lack of women in decision-making positions at all levels of government and called for the symbolic and practical value of raising the number and profile of women in government to be recognized and also for the imbalance of male and female government employees to be addressed.⁴⁰ The evaluation also exhorted leaders to understand the constraints facing the small minority of women in government. It highlights that the absence of women in government has a negative impact on promoting gender equity in decentralization, and urges more proactive measures to address the situation. As the following box shows, the situation was similar also in donor-supported government programmes.

⁴⁰ Gender Mainstreaming and Decentralization: An Assessment of the Process with Recommendations , PLG (2006).



Box 3: Gender balance in the Seila Programme

The Seila Programme was approved by the government in 1995 and had been the framework to support the implementation of D&D reforms. It was managed by a national Seila Task Force (STF), comprising nine ministries/institutions³² that were most directly concerned with local development and the formulation and implementation of D&D policy.

“Even in the Seila Programme, very few women are recruited (and hence receive a salary supplement). In 2004, 78 staff from national ministries received salary supplements, yet only 12% were women. The situation in the Seila Task Force Secretariat and the PLG Project is also poor – of the 42 staff employed in the STF Secretariat, only 5% were women. The PLG Project employed 166 staff in 2003, with only 10% being women. In practice, the PLG Project has found recruiting women into senior positions difficult. Women tend not to apply for advertised positions, and those that do cannot compete with their male counterparts’ higher education levels and work experience.”

Source: Gender Mainstreaming and Decentralization: An Assessment of the Process with Recommendations, PLG (2006), p. 23.

The evaluation’s recommendations are also useful and, although time did not permit a deeper study, interviews with key respondents indicate that some of these recommendations have already been integrated into current D&D programming. The following recommendations are amongst the most relevant, but many of the other recommendations are also complementary, such as those focussing on women in elected positions.

Recommendation 7: That the government, and its Council for Administrative Reform, gives greater recognition to the inadequate number of women in decision-making positions. Interviews indicate that this is the case.

Recommendation 8: That the government initiates a programme to promote and support women in subnational decision making. Special training for existing female civil servants, particularly at the subnational level of government, is needed. In the first instance, the MOWA and active national NGOs could work together to develop a proposal for the government. The UNDP-supported Partnership for Gender Equity Project with MOWA should expand its women leadership programme to the provinces.

Recommendation 9: That the successor to the Partnership for Local Governance Project should lead by example by reforming its own recruitment and promotion procedures. It is evident from experience that it is insufficient to place an advertisement for a position and hope women will apply and compete with men. More effort needs to be made to encourage women to apply for advertised posts. The PLG Project could personally invite women to apply for posts by using existing women’s networks. An internship programme could be developed to give younger women much needed work experience. The PLG Project should set a target by stipulating that 30 percent of new recruits should be women. Recommendation 9

41 The Ministry of Economy and Finance, the Ministry of Planning, the Ministry of Interior, the Ministry of Women’s Affairs, the Ministry of Agriculture, Fisheries and Forestry, the Ministry of Water Resources and Meteorology, the Ministry of Social Affairs, and the Council of Administrative Reform.



introduces an important issue, which is the need to support the recruitment quota with additional measures to ensure the Prime Minister's targets are met.

Recommendation 29: The government should establish a province-wide Gender Mainstreaming Action Groups, chaired by the governor.

Recommendation 30: The affirmative action measures in recruitment and promotion should be undertaken and special training for existing female civil servants should be provided. Affirmative action measures are needed, for example, by ensuring at least 40 percent of provincial council members are women.

Oversight and the need for a national monitoring system

The CNCW is responsible for coordinating reporting on CEDAW implementation and line ministries and institutions are expected to report on progress with their GMAPs to the CNCW for consolidation and evaluation.

The Ministry of Women's Affairs is also playing an oversight role on the progress of gender equality. This is done through regular meetings of TWG-G and the GMAGs. During the consultations with the Minister of MOWA, she pointed out that much progress had been made, yet it was unclear whether it was in the right direction.⁴² Thus, there is a need to set up a proper monitoring system in order to track progress against targets. This would need to be based on good quality data, which could be taken from the HRMIS and other systems referred to above. During the consultations, the informants were generous in their help with providing statistics on request, but there does not appear to be any freely available public data on the gender balance in the public administration. Such data would be helpful also in mobilizing civil society and international donors to support specific areas of need.

The Committee on Health, Social Affairs, Veterans, Youth Rehabilitation, Labour, Vocational Training, and Women's Affairs is one of nine committees of the National Assembly and plays a role in monitoring progress on gender equality in Cambodia. Attempts were made to arrange a meeting with the Committee in order to gain more insight into its role on the issues; however, time did not permit.

⁴² A debriefing session with H.E. Dr. Ing Kantha Phavi, Minister of MOWA, (22 June 2011).



SPECIFIC INITIATIVES WITH INTERNATIONAL ACTORS

This section focuses mainly on interventions in partnership with international organizations, as the various initiatives underway at the instigation of the government have already been outlined.

UNDP and other donors

The UNDP has a long history working with the government to promote gender equality in the public administration at the national and subnational levels and has been at the forefront of supporting gender mainstreaming initiatives alongside other donors. UNDP has developed a partnership with MOWA, together with the CAR and Department of Local Administration of the Ministry of Interior, which is leading the D&D reform. This is through formal channels such as the TWG-G, which promotes good international agency coordination, and also informal channels; the authors noted a very positive working relationship with government and other partners, including civil society, based on mutual respect.

The UNDP-supported MOWA initiative 'Partnership for Gender Equity' (PGE) has now started its third phase, and is the main gender equality programming vehicle. However, UNDP has also mainstreamed gender into programmes providing support to local government in line with D&D reform, such as through the CARERE, PLG, Seila and PSDD.^{43 44}

The PGE supports the integration of gender concerns into national and sectoral policies and plans, strengthens women's leadership and decision-making skills, challenges gender stereotypes and supports women's economic empowerment. The partnership also supports MOWA in strengthening effective aid coordination through the Technical Working Group on Gender. The partnership has a specific goal to strengthen women's leadership and decision-making roles. This includes providing training in leadership and management skills for women civil servants, and capacity development and forums for female electoral candidates.⁴⁵

Through the Project's support, MOWA built an effective and strategic cooperation with key government institutions, including the Royal School of Administration and the SSCS. Through advocacy and strategic engagement with the SSCS, the PGE supported a new civil service guideline in 2008 that indicates all new recruitments of civil servants in line ministries shall reserve a quota from 20 percent to 50 percent for women. The extensive promotion of this new quota resulted in the increase outlined above and more women were also appointed as deputy governors or heads of government departments.⁴⁶

Another result was to set up a Women Civil Servants Association as an official forum to protect their rights and interests.

43 The Cambodian Resettlement and Reintegration (CARERE) ran from 1991 to 2000. The goals of CARERE changed over time from managing resettlement and relief (CARERE 1) to establishing a responsive system of local government in regions where this had effectively broken down (CARERE 2).

44 The Project to Support Democratic Development through Decentralisation and Deconcentration (PSDD) is designed to assist RGC to meet these D&D reform challenges. The underlying principle of the PSDD is to support a government-led reform process to contribute to poverty reduction. The project builds on the successes of the first generation of support – known as the Partnership for Local Governance (PLG).

45 UNDP (2010) Partnership for Gender Equity Project. <http://www.un.org.kh/undp/what-we-do/projects/partnership-for-gender-equity-project>

46 From consultations.



Box 4: Women Civil Servants Association

The Women Civil Servants Association was established in 2007 under the joint collaborative efforts of MOWA and PGE. The objectives of the Association are:

- To eliminate discrimination and all forms of abuse
- To promote equality in recruitment and appointment of women civil servants according to their qualifications
- To increase the number of women civil servants in decision-making positions
- To promote equal opportunity for women and men in training programmes in all sectors both within the country and overseas
- To improve the well-being of women civil servants.³⁸

This network is another example of something that can be done to support women even during times of economic hardship through initiatives that require relatively little funding but that support women to help each other and give them and their potential contribution to society much-needed visibility.

The PGE supports the Women's Leadership Programme, which aims to build participants' knowledge, leadership skills and confidence in fulfilling their responsibilities in the civil service. Two-hundred and forty-five female leaders from 24 government ministries and institutions benefited from the training programme and enabled participants to be promoted in their ministries: 17 out of the 32 former participants interviewed were promoted to various positions such as Secretary of State, Under Secretary of State as well as Director and Deputy Director.

The PGE has also helped to strengthen the leadership capacity of women in the civil service through training and study tours for women in middle management. Quarterly meetings of GMAGs from line ministries and the annual conference and study tours have been organized by PGE and MOWA to strengthen their capacity in different subject areas.

The Partnership for Gender Equity has also supported many of the key actors, providing technical inputs to national and sectoral strategies, including the GMAPs, described above. The PGE has also strengthened capacity for gender mainstreaming and leadership skills directly among MOWA staff through training and *ad hoc* sessions; 72 directors and deputy directors of the Provincial Department of Women's Affairs and 20 Directors and Deputy Director of other MOWA departments benefited from these.

This is all underpinned by a well-articulated internal UNDP Cambodia gender mainstreaming initiative, which was started in 2007 in response to the global UNDP strategy. Central to this was a series of 'learning-by-doing' training sessions. The efforts to mainstream gender into the Cambodia Country Office were conducted 'from the bottom-up'. Individual projects, each of which was at different stages of their cycle, were charged with developing project-specific gender mainstreaming strategies and work plans in order to identify immediate actions for gender equality.

47 Statute of Women Civil Servants Association.



Providing gender training to the RSA is a strategic entry point for increasing gender-related awareness among current and future senior civil servants of the RGC. The project supported a series of 25-hour gender trainings to about 300 government officials in key related topics.

Administration Reform and Decentralization Project

At the subnational level, the Deutsche Gesellschaft für Technische Zusammenarbeit/German Society for Technical Cooperation (GTZ) supported the Administration Reform and Decentralization Project (ARDP), operating under the umbrella of the Cambodian-German cooperation; the ARDP was established in January 2002. In support of administration reform and decentralization in Cambodia, the overall objectives are to:

- Enhance government capacity to formulate policy, to establish conducive frameworks for reform, and to manage and implement reform processes
- Enhance civil society engagement with and implementation of decentralization and administration reform.⁴⁸

ARDP does not explicitly have any component to increase the number of women civil servants at the local level but the box below shows some relevant activities, which contain possible entry points.

Box 5: Activities in support of a gender balance in the ARDP Project

- Developed the Gender Mainstreaming Strategy of the Department of Local Administration of the Ministry of Interior (DOLA), which is the leading agent in the formulation and implementation of the decentralisation policy
- The establishment of Female Councillor Forums as an alternative approach to capacity-building for women in political office
- The formation of the 'Committee to Promote Women in Politics' as a network of Non-Governmental Organizations with the mission to promote women's and men's equal participation in decision-making and public office and to coordinate and harmonize their gender-related initiatives within the framework of the Cambodian decentralization process
- Selected non-governmental organizations and the above mentioned Committee received technical assistance for:
 - The organization of Conferences on Women's Political Participation
 - The development and implementation of a Training Manual on 'Gender and Decentralization'
 - The organisation of a photo exhibition on Female Councillors in Cambodia.

⁴⁸ Interview with GTZ representatives (2011) and see project website: <http://www.ncdd.gov.kh/en/projects/ncdd-projects/giz/ardp/104-aboutardp>

⁴⁹ Administration Reform and Decentralization Project: Gender Competition, GIZ ARDP.



SPECIFIC INITIATIVES WITH INTERNATIONAL ACTORS

In addition, gender equality has also been integrated into activities in which gender mainstreaming is not the primary objective and in activities undertaken in partnership with donors supporting the D&D process:

- ARDP technical staff currently consists of 5 women and five men; out of regular consultants supporting ARDP, three are women and four are men.
- ARDP capacity development activities, including a D&D course for senior government officials and a lecture series for civil servants and NGOs, aim for at least 25 percent participation of women and contain a module on gender issues.
- ARDP is a member of various working groups, most notably the Working Group for Partners in Decentralization (WGPD), through which ARDP has lobbied for the organization of a Forum on Gender and Decentralization. 275 individuals (168 women) attended the Forum.

Source: Project document provided by GIZ in 2011 and Administration Reform and Decentralization Project: Gender Competition, GIZ ARDP (undated).

For example, the Female Councillor Forums could consider linking even informally with the Women Civil Servants' Network supported by the PGE above. Networks, once set up, can be hard to maintain, and it may be worth exploring possible benefits of bringing together a larger critical mass of women from time to time. It may also be that bringing together these two groups of women can help provide inputs to develop provincial level GMAPs and to release new insights and innovations in gender-responsive service delivery. Similarly, GTZ training initiatives for civil servants could include the idea of gender balance at local level.

In addition to the support at the subnational level, this GTZ initiative has one additional component to strengthen the capacity of the CAR-S staff and mainstreaming gender equality into human resources and other key policies developed by CAR-S.

SIDA has been active in supporting the government in D&D reform and has engaged an international consultant to work in partnership with MOWA and relevant line ministries to mainstream gender into the three-year implementation plan (IP3) of the 10-year National Programme for Sub-National Democratic Development (NP-SNDD), which started in 2010.

The World Bank also has a major programme, the Sub-National Democratic Development Reform Program (SNDD-RP), implemented also by the National Committee for Management of Decentralization and Deconcentration Reform (NCDD) at the Ministry of the Interior. There was no time for consultations with World Bank officials, but this initiative can clearly have a major impact on achieving the Prime Minister's targets in gender equality in the public administration and other areas, including through linking disbursements with progress toward agreed targets and ensuring government staff working on the project respect the gender balance quotas.



RECOMMENDATIONS

A great deal is already underway in the area of strengthening women's participation in the public administration, or civil service, especially at senior levels. The following recommendations build on achievements to date in order to meet the Prime Minister's target of 38 percent women in the public administration by 2015.

Recommendation 1: Support the State Secretariat for the Civil Service (SSCS) and CAR-S in the implementation of the GMAPs to ensure momentum, including capacity development for in-service women

The SSCS has recently reviewed its own GMAP and updated it for 2011-2013. The SSCS has set targets to increase women's representation in the civil service to 37 percent in 2013 and to increase women's occupancy of leadership roles to 21 percent (according to interviews). MOWA should be supported to work strategically with SSCS and other line ministries in order to achieve these targets. At the same time, support for the CAR-S should be continued in order to ensure that all policy and strategy of the public administration are gender-responsive. This support could be given momentum through grants or other institutional financial incentives based on implementation plans for reviewed and updated GMAPs. The Minister for Women's Affairs also highlighted her desire to explore non-financial recognition and incentive mechanisms for ministries, and awards for individual women could be considered.

Recommendation 2: Support MOWA to work with SSCS, in partnership with the CAR-S, to review GMAP implementation.

As many GMAPs in line ministries ended in 2010, support could be given to MOWA in order to review progress, challenges, lessons learned and ways forward within the framework of gender mainstreaming in those line ministries. If such a review is carried out, it could include:

- Studies to understand in more detail the nature of the *de jure* and *de facto* gaps in order to move from informal mechanisms to institutionalizing existing national policy on maternity, sexual harassment, equal pay, childcare and other supporting mechanisms
- An evaluation of the financial implications of GMAP implementation
- Consultations with the Women Civil Servants Network

Reviewers should also be in a position to make constructive and appropriate suggestions on how to implement GMAPs, ideally drawing on experiences from other countries. At the end of the review process, a conference to share lessons and successes would be useful to keep the issue on the agenda, and participants from other countries could also be invited to promote South-South cooperation.

Recommendation 3: Support MOWA to work with the MOI and relevant international partners to develop provincial and local GMAPs.

This would build on the extensive training activity by MOWA at the subnational level and consolidate this with longer-term strategic policy support. It may be necessary to focus initially on some provinces, probably those with receptive senior administration and a critical mass of women with appropriate education levels. Synergies with initiatives in support of elected women could also be identified.



RECOMMENDATIONS

Recommendation 4: Support MOWA's initiative to develop a national monitoring system to properly track the progress made in terms of gender equality in the public administration.⁵⁰

This could be based on the HRMIS and other public administration information systems mentioned above, and should be within the framework of a system to track progress in gender equality goals at national level. Making this information publicly available as part of a global mapping system, currently being considered by the UNDP global network, would also be useful in mobilizing international and civil society support.

Recommendation 5: Support the Royal School of Administration to make training courses more accessible to women, including at subnational level.

More support could be given to the Royal School of Administration in order to build the capacity of female students as well as in-service women civil servants, building on the experience of the Women's Leadership Programme and in consultation with the Women's Civil Service. In addition to gender-responsive contents in the school curriculum, new delivery mechanisms of education and training should be examined to make the courses more accessible, especially at the subnational level. Timing and venues should be carefully considered to take into account practical issues of women's lives, e.g. limited mobility, social pressures. Previous women participants should be consulted to gain practical insights into issues and solutions. An immediate measure could be to require ministries and other government agencies in charge of nominating participants to nominate at least 20 percent to 50 percent women for existing courses.

Recommendation 6: Support the SSCS, in consultation with and CAR-S and MOWA, to make recruitment and promotion (including transferring) procedures more proactive and attractive to women.

As the PLG report on gender mainstreaming in the D&D process identified in its ninth recommendation, a proactive approach is needed to achieve the Prime Minister's target by 2013, given the difficult economic context. Recruitment drives in targeted media and locations that are accessible to women, carefully worded advertisements encouraging women applicants, ensuring a gender balance in recruitment panels, as well as the establishment of transparent recruitment procedures are all steps that have worked in other countries. Promotion including transfer policies should also be reviewed to ensure that no lower-level regulations or practices contradict national gender policy or the Prime Minister's targets for gender equality in the public administration. In other words, if they are gender-blind but impact negatively on women, they need to be changed and any remaining discriminatory provisions need to be remedied.

Recommendation 7: Undertake a systematic review of all public administration policies and regulations to ensure they are gender-sensitive and in line with national gender and PAR goals.

In other words, if any provisions are gender-blind but impact negatively on women, then they need to be changed and any remaining discriminatory provisions need to be remedied. The retirement age is a possible example of such provisions.

⁵⁰ A debriefing session with H.E Dr. Ing Kantha Phavi, Minister of MOWA, (22 June 2011).



Recommendation 8: Continue to support MOWA to build its own capacity to provide ongoing policy advice in this area, as well as guide local governments/ministries in implementation.

As more line ministries start implementing their GMAPs, and in view of the need to mainstream gender into national policies and the reform programmes, including the public administrative reform programme, MOWA should continue to build their in-house capacity in order to meet those needs. UNDP or other development partners can support MOWA in this.

Recommendation 9: Expand scope of policy, e.g. CMDGs to address violence against women to include sexual harassment at workplace.

This is an important entry point to protect women in the workplace.

Recommendation 10: Address gender stereotypes.

This longer-term goal could include challenging perceptions of appropriate professions for women and stereotypical roles for women in the civil service (women in support roles, rarely speaking with authority). This could be done through GMAPs and include, in the short- to medium-term, recruitment drives to attract women. Recruitment drives are more likely to be successful if women see the civil service as an appealing place to work.

Recommendation 11: Consider regional and/or international initiatives in some areas.

At a strategic level, Cambodia can usefully learn from and share experience with other countries and, on a practical level, some more resource-intensive initiatives may be easier for international agencies to support at a multilateral level than at a country level. Finally, there is also a motivational aspect that will result from the networking and peer support between countries engaging in the same goals.



CONCLUSIONS

Cambodia is committed to and has made good progress towards achieving gender equality as an important condition for public administration reform as well as gender mainstreaming. This commitment comes directly from the Prime Minister, which has undoubtedly contributed to the high profile of this issue. This commitment is expressed as a target and in major policy documents at the national level as well as in gender and public administration policy – and has also led to the commitment from the leader of each government institution.

The policy framework is relatively supportive and is based on dialogue with civil society as well as international donors. A key feature worth noting is the emphasis on sensitization drives and the promotion of policies so that people are aware of them.

Gender Mainstreaming Action Groups (GMAGs) present an innovation and advance from the Gender Focal Points. The fact that Cambodia has moved away from the gender focal point system in line ministries to the establishment of GMAGs could be shared with and explored by other countries. The GMAGs are more effective in terms of gender-responsive decision making, programming and budgeting. The GMAGs also enable dialogue with and between decision makers across the ministries and ensure that the GMAGs are important policy documents. The gender mainstreaming approach in Cambodia is very systematic, and the interesting feature in Cambodia is that most GMAGs have focused on their own gender balance.⁵¹

The use of recruitment quotas and the decision to leave positions vacant if no qualified women is available has contributed to making progress toward the government target even in difficult economic times in a country with a modest national budget.

Overall, the Royal Government of Cambodia has made remarkable progress in addressing gender issues in the public administration at a policy level. However, there is still a gap between policy commitment and implementation, especially in achieving the targets. The implementation of GMAGs seems to be on an *ad hoc* basis. Though the mechanism is there, gender mainstreaming has not been institutionalized as yet.

Challenges include gender stereotypes, a lack of qualified women with higher education, especially away from the capital, and a wider development context, which presents many challenges impacting indirectly on the ability of women to join the public administration and progress in it.

Despite these challenges, Cambodia has much to offer in terms of vision and experience in this area, which could be shared through regional forums such as ASEAN, which Cambodia will have chaired in 2012. These would provide a platform for identifying joint regional initiatives, such as awards for individual women, and for government departments for progress and innovations in promoting gender equality.

Cambodia has followed an interesting path with regard to gender equality in the public administration.

⁵¹ Interview with Deputy Director General, General Directorate of Gender Equality and Economics Development, MOWA, 5 July 2011.



The government has embraced international conventions and integrated these into national development plans as well as public administration and gender policy – and has taken full ownership and responsibility. These plans are well articulated with clear and specific indicators and are supported by a coordinated international aid mechanism. However, of special interest to the authors and to other countries is how the government and development partners have approached these critically and worked to adapt these to the national context. This process, evident in the evolution of GFPs to GMAGs and the inclusion of low-cost measures such as setting up a Women Civil Servants Network lays the foundation for sustainable progress. This progress will take time, as the educational entry qualifications for women in the public administration mean that progress will be more challenging than increasing the number of women in elected positions.

Nevertheless, international partners should consider intensifying their technical and financial support to the government in the area of gender equality in the public administration in order to achieve the targets, which are challenging but may be achievable given the government's commitment. It is widely acknowledged that the extent to which women are present in higher levels of government is indicative of a country's progress in achieving gender equality, and the next steps in Cambodia should be on strengthening women's representation not just in symbolic terms, but also in those positions that have real impact and can influence the substance of policy making.



ANNEX 1: ABBREVIATIONS AND ACRONYMS

ARDP	Administration Reform and Decentralization Programme	IP3	Three-Year Implementation Plan
ASEAN	Association of Southeast Asian Nations	JMIs	Joint Monitoring Indicators
BPFA	Beijing Platform for Action	MDGs	Millennium Development Goals
CAR-S	The General Secretariat of the Council for Administrative Reform	MOI	Ministry of Interior
CARERE	Cambodian Resettlement and Reintegration	MOWA	Ministry of Women’s Affairs
CDCF	Cambodia Development Cooperation Forum	NCDD	National Committee for Management of Decentralization and Deconcentration
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	NGOs	Non-Governmental Organizations
CMDGs	Cambodia’s Millennium Development Goals	NPAR	National Programme for Administrative Reform
CNCW	Cambodian National Council for Women	NP-SNDD	National Programme for Subnational Democratic Development
D&D	Decentralization and Deconcentration	NSDP	National Strategic Development Plan
DOLA	Department of Local Administration	PA	Public Administration
GE	Gender equality	PAR	Public Administrative Reform
GEPA	Gender Equality in Public Administration	PGE	Partnership for Gender Equity
GFP	Gender Focal Point	PLG	Partnership for Local Governance
GII	Gender Inequality Index	PSDD	Project to Support Democratic Development through Decentralization and Deconcentration
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Society for Technical Cooperation)	RGC	Royal Government of Cambodia
GMAG	Gender Mainstreaming Action Group	RSA	Royal School of Administration
GMAP	Gender Mainstreaming Action Plan	SRCS	Strategy to Rationalize the Civil Service
HDI	Human Development Index	SSCS	State Secretariat for Civil Service
HRMIS	Human Resources Management Information System	STF	Seila Task Force
ILO	International Labour Organisation	TWG-G	Technical Working Group on Gender
		UNDG	United Nations Development Group
		UNDP	United Nations Development Programme
		WGPD	Working Group for Partners in Decentralization



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ANNEX 3: KEY INFORMANTS LIST

3. H.E. Dr. Ing Kantha Phavi, Minister, Ministry of Women's Affairs
4. H.E. Khim Chamroeun, Secretary of State, Ministry of Women's Affairs
5. Ms. Kim Sipath, Deputy Director General of Gender Equality and Economics Development, Ministry of Women's Affairs
6. H.E. Hou Samith, Secretary General, Cambodian National Council for Women
7. H.E. .Iem Sarom, Secretary of State, State Secretariat for Civil Service
8. H.E. Ngo Hongly, Secretary General, The General Secretariat of the Council for Administrative Reform
9. H.E. Ly Kim Sok, Director, Royal School of Administration
10. H.E. Dam Darany, Under Secretary of State, Head of GMAG of Ministry of Rural Development
11. H.E. Nath Bunroeun, Secretary of State, Steering Committee for GMAG of Ministry of Education Youth and Sports
12. H.E. Sak Setha, Secretary of State, NCDD Secretariat, Ministry of Interior
13. H.E Chou Bun Eng, Secretary of State, Head of GMAG of Ministry of Interior
14. Ms. Elena Tischenko, Country Director, UNDP Cambodia
15. Ms. Sok Chan Chhorvy, ACD, Team Leader Governance Unit, UNDP
16. Ms. Sieng Leakhena, Programme Analyst, UNDP
17. Ms. Nhean Sochetra, Programme Manager, Partnership for Gender Equity, UNDP
18. Mr. Lay Samkol, Programme Management Specialist, Partnership for Gender Equity, UNDP
19. Mr. Pen Bory, Project Officer, Partnership for Gender Equity, UNDP
20. Ms. Pamela Jawad, Advisor, Administrative Reform and Decentralization Program, GIZ
21. Ms. Keo Theavy, Advisor, Administrative Reform and Decentralization Program, GIZ
22. Ms. Judith Leveillee, Chief Local Governance for Child Rights, UNICEF
23. Ms. Henny Andersen, Gender Specialist, SIDA
24. Ms. Dor Soma, National Gender Specialist, SIDA
25. Mr. Thomas Kjellson, D&D Programme, SIDA



ANNEX 4: QUESTIONS FOR KEY INFORMANTS

INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
<p>MOWA (Ministry for Women's Affairs)</p> <p>Secretary of State, Director of PGE</p> <p>Gender machinery</p>	<p>Key part of gender machinery</p> <p>No GE Law or national gender plan, but MOWA has strategic plan</p> <p>PGE = Partnership for Gender Equity, a UNDP-supported project, phase 3 2011-2015)</p> <p>Women's Leadership Programme (WLP)</p> <p>MOWA had key role in designing guidelines to introduce quota system for SSCS recruitment of civil servants (UNDP supported)</p>	<p>Preparation: briefing on PGE III by UNDP – Does it include increasing women's representation in PA?</p> <p>Gender equality in the PA policy</p> <ul style="list-style-type: none"> • Do you see increasing women's representation in PA as a priority? Why? Is this an objective in the MOWA plan? • Is MOWA responsible for pushing for this objective to be in other key plans eg Rectangular Strategy, Social Development Plan 2009-2013 • What is MOWA's role in this area compared with State Secretariat for Civil Service, CNCW and CAR? Coordination mechanisms? <p>Women's Leadership Programme (part of PGE)</p> <ul style="list-style-type: none"> • What was the thinking behind this and why focus on recruits? Does recruitment mean entry level only or throughout? Were they applied by organization or across the whole PA? • Were the quotas compulsory or desirable? Any penalties for not observing them? Any support measures recommended, e.g. gender balance on recruitment panels or specifying that out of equally qualified candidates the women should be chosen? • They were promoted extensively – could you tell us more about this? Did you meet any resistance? If so, where from and how was it addressed? • Leadership courses –what was the content and how were participants selected? And the balance of national or subnational level? Any special measures to make them accessible to women, e.g. timing/location/study grants/time off? • The requirement to develop gender strategies and affirmative action for women by all line ministries was respected by almost all of them – what is the reason for this success? How about at the subnational level? Does the SSCS have any quality assurance or advisory role in these plans?



INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
		<ul style="list-style-type: none"> • Now that recruitment has been frozen in economic crisis, do you envisage trying other ways to achieve quotas? E.g. quotas in promotion of women in-service, gender balance on recruitment panels, enhancing life-work measures, addressing sexual harassment? • From previous phases, in your opinion what worked and what could be lessons learned? <p>Is there any survey or feedback from participants of the WLP (women and men)?</p> <p>To what extent is MOWA responsible for/ advocating in other relevant areas:</p> <p>Sexual harassment – is there a law on this? Including definition of workplace harassment and any measures for employers/ employees?</p> <p>ILO conventions on equal pay, maternity leave etc.? (What are they and is there any information on how far they are implemented?)</p> <p>Does MOWA have access to adequate information on GE in the PA? What is available and are there any gaps?</p> <p>What kinds of support and inputs would enable MOWA to fulfil its role with regard to GE in the PA in the future?</p> <p>What is MOWA's own experience as a ministry with trying to arrive at the BPFA 30% target? Do they implement recruitment targets? Any other measures, e.g. in terms of promotion? (training/mentoring and as above)</p>



ANNEX 4

INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
<p>State Secretariat for Civil Service (SSCS) Under Secretary of State, Head of GMAG</p> <p>PA coordinating body</p>	<p>SSCS Responsible for coordinating and managing PA</p> <p>GMAG set up as gender focal point system not working so a more senior cross-agency working group was set up.</p>	<p>Preparation: briefing on GMAP</p> <p>Gender balance in PA was identified as a key element of civil service reform. What was thinking behind this? Is it seen as a part of gender mainstreaming/an enabling mechanism? Or is it seen as a goal in its own right? Is there a concept of a representative civil service?</p> <p>What exactly is the SSCS's role in helping PA bodies to achieve the 30% BPFA target for women? What was their involvement in developing the 20 – 50% recruitment targets?</p> <p>What have been the main challenges and the main successes in implementing these?</p> <p>WLP</p> <p>Same as above, as useful to cross-check perceptions</p> <p>Does SSCS have access to adequate information on GE in the PA? What is available and are there any gaps?</p> <p>GMAG</p> <p>What was the reason for setting it up and it what is its role? Does it exist alongside GFPs or does it replace them?</p> <p>How effective is it in promoting GE in the PA and why?</p> <p>What kinds of support and inputs would enable SSCS and GMAG to fulfil their role with regard to GE in the PA in the future?</p>



INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
<p>Ministry for Rural Development</p> <p>Under Secretary of State, Head of GMAG</p> <p>And</p> <p>Ministry of Education, Youth and Sports</p> <p>Secretary of State, Head of GMAG</p> <p>PA body</p>		<p>Could you share with us the main provisions for GE in the PA in the MRD?</p> <p>What has been your experience in trying to achieve the 30% to 50% recruitment targets for women? Any supporting mechanisms (see above)</p> <p>Main challenges and lessons learned?</p> <p>Main successes and why?</p> <p>Do you have any other initiatives to support an improved gender balance, especially at decision-making level?</p> <p>Cambodia has no benefits for pregnant women or compulsory maternity leave and has reduced benefits from 100% to 50% for women. Any specific provisions in the PA? How does this impact on PA initiatives to support women?</p> <p>Is there a breastfeeding room according to law for organizations with over 100 employees? Do women take their nursing breaks? Are they encouraged to do so or do they face any problems from supervisors?</p> <p>Do men take their 10 days family leave? Why/why not?</p> <p>Can men and women work flexible hours?</p> <p>What support would enable you to achieve GE in the PA more effectively?</p>
<p>The Secretariat General of the Council for Administrative Reform</p> <p>PA coordinating body?</p>	<p>Role seems to be somewhat overlapping with SSCS?</p> <p>Human Resource Development Policy, Human Resource Management Policy, Capacity Development Policy have been drafted by CAR</p>	<p>What is their role with regard to GE in the PA? How do they work with the SSCS?</p> <p>Do they have any policy on GE in the PA and what is the status?</p> <p>Implementation vs. policy?</p>



ANNEX 4

INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
<p>Ministry of Interior Secretary of State</p> <p>PA body</p>	<p>Responsible for NCSS (National Council for Democratic Development), which has one implementation programme (IP3) at the level of sub-national government</p>	<p>To what extent are the SSCS recruitment targets for women reflected in the IP3?</p> <p>We understand there will be a gender expert – will their role include ensuring a gender balance in subnational government?</p> <p>What is the gender balance at subnational level of government – are there more or fewer women, especially in decision-making?</p>
<p>Royal School of Administration Director/ Principal</p> <p>PA training body</p>		<p>How does the school support GE in the PA?</p> <p>Do courses for officials have targets for women/men?</p> <p>Are there specific courses for women officials?</p> <p>Are there special measures to make all courses more accessible to women?</p> <p>Do courses also promote the regulation on quotas and discuss gender balance?</p> <p>What is the reaction to the principle of gender balance in the PA amongst participants?</p> <p>What is RSA's own experience of trying to arrive at the BPFA 30% target?</p> <p>Do they have senior women? Do they implement recruitment targets? Any other measures, e.g. in terms of promotion? (training/mentoring and as above)</p>



INSTITUTION/ POSITION	NOTES	SUGGESTED QUESTIONS
<p>Cambodia National Council for Women Secretary General</p> <p>Gender oversight body</p>	<p>CNCW has oversight role for GE including GE in the PA, including international reporting</p>	<p>Could you explain your role and your functions in terms of reporting on GE in the PA?</p> <p>What is the status of your findings? Do you carry out inspections or rely on data from PA bodies? Do PA bodies have to obey any recommendations or not?</p> <p>In your experience, how effective is the initiative to achieve the 30% BPFA targets and specifically the recruitment targets? Is there a difference between policy and practice?</p> <p>Do PA bodies also have support measures in place? In your opinion, what are their main challenges? Any successes?</p> <p>What is the picture at the subnational level?</p> <p>Do any sectors seem to be making more progress than others?</p> <p>What inputs would enable you to support GE in the PA more effectively?</p>
<p>Donors</p>		<p>Is GE in the PA one of the priority areas for donor's support?</p> <p>Is GE in the PA one of the requirements for the government before providing support?</p> <p>What has been the strategy to promote GE in the PA?</p> <p>Overall assessment on progress, challenges and recommendations.</p>



ANNEX 5: MINISTRIES WITH GENDER MAINSTREAMING ACTION GROUPS (GMAGs) AND ACTION PLANS (GMAPs)

GOVERNMENT INSTITUTION	GMAG	GMAP	GMAP IMPLEMENTATION	DPS/NATIONAL BUDGET
Ministry of Agriculture, Forestry and Fisheries	•	•	✓	50 Millions Riels and DPs ADB
Ministry of Commerce	•	•		PGE/UNDP - PGM/JICA
Ministry of Culture and Fine Arts	•	×		
Ministry of Defence	•	In progress		
Ministry of Economy and Finance	•	•		PGE/UNDP
Ministry of Education, Youth and Sports	•	•	✓	Received national budget, but not enough
Ministry of Foreign Affairs and International Cooperation	•	×		
Ministry of Environment	•	•	✓	UNDP
Ministry of Health	•	•	✓	National budget and Development Partners
Ministry of Industry, Mines and Energy	•	•	✓	PGE/UNDP – PGM/JICA – ILO – World Bank – National Budget
Ministry of Information	•	•	✓	100 Million Riels



GOVERNMENT INSTITUTION	GMAG	GMAP	GMAP IMPLEMENTATION	DPS/NATIONAL BUDGET
Ministry of Interior	•	•	✓	No budget for GMAG, but at subnational NCDD have some. CCJAP-UNICEF-UNFPA
Ministry of Justice	•	•	✓	National budget but cannot know total amount
Ministry of Labour and Vocational Training ²	•	•	✓	200 Millions Riels PGE/UNDP
Ministry of Land Management, Urban Planning and Construction	•	•	✓ 2011-2013	Some national budget and GTZ, CIDA
Ministry of National Assembly and Senate Relations and Inspection	•	•	✓	National Budget
Ministry of Palace Affairs	×	×		
Ministry of Planning	•	•	✓	UNFPA
Ministry of Post and Telecommunication	•	•	✓	National Budget
Ministry of Public Works and Transportation	•	•	✓	National Budget
Ministry of Religious Affairs	•	×		
Ministry of Rural Development	•	•	✓	70 Millions Riels PGE/UNDP – PGM/JICA – ADB



ANNEX 5

GOVERNMENT INSTITUTION	GMAG	GMAP	GMAP IMPLEMENTATION	DPS/NATIONAL BUDGET
Ministry of Social Affairs, Veterans' Affairs and Youth Rehabilitation	●	●	✓	PGE/UNDP
Ministry of Tourism	●	●	✓	Some national budget
Ministry of Water Resources and Meteorology	●	●	✓	PGE/UNDP – ADB 2009-2013 National Budget 2011-2017
Ministry of Women's Affairs	●	●	✓	Programme based budgeting and Development Partners
Council of Ministers	●	In progress		PGE/UNDP
State Secretariat for Civil Service	●	●	✓	PGE/UNDP
State Secretariat of the Civil Aviation	●	In progress		
TOTAL		22	20	

Remarks:

✓ = being implemented

● = already developed

✗ = not yet developed

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NOTES



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