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# **GENDER ANALYSIS & ASSESSMENT USAID/CAMBODIA**

## **Volume II: Gender Assessment**

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## **DISCLAIMER**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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## ACRONYMS

ACILS	American Center for International Labor Solidarity
ADB	Asian Development Bank
ADR	Alternative Dispute Resolution
ADS	USAID Automated Directives System
CDHS	Cambodian Demographic and Health Survey
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFAC	Community Forestry Alliance for Cambodia
CSES	Cambodia Socio-Economic Survey
CTO	USAID project officer (Cognizant Technical Officer)
DAC	Disability Action Council
DFID/UK	Department for International Development/ United Kingdom
EMIS	Education Management Information System
ESCUP	Education Support to Children of Underserved Populations
ESP	Education Strategic Plan
ESSP	Education Sector Support Program
EU	European Union
EWMI	East-West Management Institute
FHI	Family Health International
FSN	Foreign Service National
GAD-C	Gender and Development - Cambodia
GDP	Gross Domestic Product
HEF	Health Equity Funds
I/NGO	International Non-Governmental Organization
IDP	Internally Displaced Person
ILO	International Labor Organization
IWID	Investing in Women in Development fellowship program
JICA	Japan International Cooperation Agency
KAP	Knowledge, Attitudes, and Practices survey
KHANA	Khmer HIV/AIDS NGO Alliance
LICADHO	Cambodian League for the Promotion and Defense of Human Rights
MDG	Millennium Development Goals
MDG-C	Millennium Development Goals - Cambodia
MoEYS	Ministry of Education, Youth, and Sports
MoH	Ministry of Health
MoWA	Ministry of Women Affairs
MoWVA	Ministry of Women and Veteran Affairs (former name of MoWA)
NCHADS	National Center for HIV/AIDS, Dermatology, and STD
NDI	National Democratic Institute
NGO	Non-Governmental Organization
NPRS	National Poverty Reduction Strategy
ORT	Oral Re-Hydration Treatment
OVC	Orphans and Vulnerable Children
PMP	Program Management Plan
PRK	People's Republic of Kampuchea
PSI	Population Services International
Racha	Reproductive and Child Health Alliance
RfA	Request for Assistance
RfP	Request for Proposal

RGC	Royal Government of Cambodia
RHAC	Reproductive Health Association of Cambodia
SO	Strategic Objective
STD	Sexually Transmitted Disease
TB C-DOTS	Tuberculosis Community Directly Observed Treatment Short-course
TBA	Traditional Birth Attendant
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Program
UNICEF	United Nations Children’s Fund
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UNTAC	United Nations Transitional Authority in Cambodia
USAID	United States Agency for International Development
WfP	Women for Prosperity

## EXECUTIVE SUMMARY

The Gender Analysis and Assessment developed for USAID/Cambodia draws on two principal sources of information. It began with a review of documents on gender issues in Cambodia, from the USAID Mission, other donors and non-governmental organizations (NGOs), and the government. In particular, it builds on the 2004 in-depth cross-sector analysis, *A Fair Share for Women: Cambodia Gender Assessment*, prepared by UNIFEM with a coalition of donors and the Ministry of Women's Affairs. The report also draws on insights gleaned by the assessment team during two weeks of interviews and meetings in Cambodia in later October 2005, with government officials, donors, NGOs, project implementers, and commune councilors. The report is in two volumes, the Gender Analysis, and the Gender Assessment for USAID/Cambodia.

### Volume I: Gender Analysis

As Cambodia moves through the tentative process of recovery from the decades of violence and unrest, traditional gender roles and relationships are challenged and subject to constant change. In terms of policy and legal frameworks, efforts to promote gender equality and women's human rights appear to be gaining momentum. At the same time, socio-cultural norms and a culture of impunity continue to undermine implementation and enforcement. Cambodian society remains largely patriarchal and hierarchical, with strong traditional norms that assign higher status to men and marginalize women who are not married. Disparities between men and women in resources, decision-making power, and aspects of basic social well-being, coupled with widespread poverty stand as significant constraints to sustainable economic and social development.

The devastation of the past is reflected in a continuing population imbalance, whereby women make up approximately 52% of the population of 13.8 million. About half of the population is under the age of 20, as a result of a baby boom in the 1980s. Eighty percent of the population lives in rural areas and earns their living from farming. Poverty levels are highest among this group. Forty percent of the rural population and 10% of the urban population are classified as poor.

Unlike most other countries, workforce participation for men and women is nearly equal. On average, women contribute more than half of the household income. Over half (53%) of economically active women, compared to 32% of economically active men, are classified as "unpaid family labor," primarily in agriculture. Women preside over a fourth of Cambodian households. Female household heads are more likely than male household heads to work in agriculture, but tend to have smaller landholdings and to be more vulnerable to losing their land. Few Cambodian farmers have access to extension services, credit, or high quality inputs, but women in farming tend to be even more isolated than men because of constraints on mobility and time, and exclusion from male-dominated community networks.

Outside of agriculture, women work in the informal sector, particularly in commercial activities. The garment industry provides the principal source of formal sector employment for women, but young women are employed there only as workers with almost no opportunities to move into supervisory or management positions. Formal sector employment opportunities for men also are very limited, but men are found in a broader range of jobs than women, and in both the private sector and government, supervisory and management positions are dominated by men.

## **Health**

Demographic statistics in Cambodia, including life expectancy, maternal and infant mortality rates, and rates of malnutrition and stunting are among the least satisfactory in Southeast Asia. The HIV prevalence rate is the highest in Asia. The statistics reflect the confluence of inadequate health services, poverty, and the roles, resources, and power of men and women.

Among health providers, the public health service is plagued by inadequate compensation, minimal standards of performance, lack of accountability, and difficulty in staffing rural centers. Private health services are provided by people with a range of knowledge, charges, and standards. Access to health services in rural areas is limited.

Traditional roles dictate that women are responsible for household management and care, while men are responsible for income generation. This division of labor makes it difficult for women to leave the house and the village to seek health services; it also means that the burden of care for household members who are ill falls on adult women and their daughters. Lack of knowledge about the physical body, and distrust of professional providers also deter both men and women from using professional services. Women may be even less informed than men because of differences in education and less frequent contact outside the local area. Even with information, however, women may not be in a position to act, since they usually must defer to their husbands in decisions about spending household funds. Although wives reportedly manage the funds for household expenditures, husbands set priorities and decide when and how the money is allocated.

A disparity exists between men and women in the norms of sexual behavior, whereby women are expected to be monogamous in marriage and to abstain from sex before marriage, while there is a general acceptance of “informal” polygamy and patronage of brothels among married and unmarried men. This distinction has affected the spread of HIV/AIDS from high risk groups, (prostitutes and their clients), into the general population. Women in long-term relationships now comprise a high risk population for contracting the virus, with married women making up close to 50% of new cases. New strategies for countering the disease seek to confront this disparity by focusing on the behavior of married couples. There also is an increased focus on effective delivery of services for prevention as well as treatment, care, and support.

The high maternal and infant mortality rates, as well as continuing high incidence of infectious diseases like tuberculosis and malaria, reflect the poverty of the rural population as well as lack of health services. The constraints women face in access to prenatal and antenatal services have broad ramifications for women and their infants. Poor nutrition and increased vulnerability to disease, as well as problems in sanitation and food preparation are part of the complex of factors reflected in high maternal and infant mortality rates and low life expectancies. Statistics show that men and women use health services in equal numbers, despite the greater needs of women, as childbearers.

## **Education**

Education for All and equality for boys and girls are international and national goals. A significant gender gap in terms of girls' schooling exists in Cambodia, increasing in size at each stage from primary school to university, and greater in rural than in urban areas. While recent reforms have resulted in equality in primary school enrolment, girls drop out earlier and in greater number than boys. The inadequacies of the school system and the constraints of poverty on schooling affect both boys and girls. Girls, however, face additional constraints, such as problems of transport, security, and household responsibilities, so that achieving the needed

reforms in the system as a whole, without attention to gender-specific constraints will not be successful in erasing the gender gap.

Because of the growing mandate for an educated and skilled workforce, vocational and technical training, workforce training outside the classroom, and non-formal basic education are increasing in importance. In the past, girls have been minority participants in these programs, suggesting that concrete actions will be needed to ensure that girls/women as well as boys/men acquire education and training and are able to convert them into employment.

## **Governance**

Improving political and economic governance addresses impediments to democratic, economic, and social development. Good governance affects not just political elections and what government does but also the private sector and civil society.

Corruption in Cambodia is ubiquitous and pernicious. The impact of corruption on women (and the poor) is particularly difficult in situations where there is a lack of transparency in the allocation of resources, and in delivery of services. While both men and women are victims of corruption, women are more frequently forced to pay bribes, to speed up or secure services, because they are responsible for household management, including schooling and health care for family members.

Cambodia has a reasonable framework of national legislation and international conventions upholding human rights, but implementation and enforcement of these frameworks are flawed. Knowledge about legal rights is low among both men and women. Lack of awareness as well as women's relative lack of power increase their vulnerability to exploitation and abuse. Further, a culture of impunity tends to protect perpetrators rather than victims of violence, corruption, and abuse.

Human rights and access to justice are overlapping concerns in Cambodia. Barriers to justice include cost, language, distance to courts, and a lack of lawyers, as well as problems of bias, political patronage, and abuse of power. Women's access to justice is particularly problematic. Not only do women often lack resources, mobility, and knowledge of their rights, but there is a fundamental difference in bargaining positions, due to women's traditionally lower status. Further, most cases are heard by village chiefs and commune councils, and resolved through reconciliation, in situations where women's lower status is magnified.

Trafficking of women and children is a major human rights concern in Cambodia, a sending, receiving and transit country. Traffickers are able to operate because of inefficient law enforcement, and problems of corruption and discrimination. Trafficking is a complex issue that requires response on multiple fronts: economic, social, legal, and judicial. The usual focus is on the supply side; increasingly, attention also is being given to curbing the demand, and to developing agreements for safe and legal migration.

Decentralization through the transfer of authority and responsibility from the central government to the commune councils is a strategy for deepening democratic process, and strengthening participatory development through better service delivery. Positioned at the local level and with increasing representation by and for women's rights, commune councils signify an important intersection of decentralization and gender in Cambodia. Success in increased involvement of women in elective office at the local level has not yet translated into strong political representation at the national level, however, where only 11.5% of representatives in



the national assembly are women. In anticipation of the 2008 national elections, a number of NGOs are involved in training and working with political party members to overcome personal and systemic constraints for women seeking election.

Natural resources governance is a great challenge in Cambodia. Growing landlessness and near-landlessness, combined with diminishing access to common property resources are increasing poverty and jeopardizing the food security of rural households, especially for women. Loss of land and of access to natural resources undermine coping mechanisms on which women depend to bridge gaps in income and compensate for transitory food shortages.

There is significant confusion about land tenure. In spite of the new Land Law in 2001, the confusion and cost associated with certifying ownership rights has had a negative impact on women's land rights, especially for female-headed households.

Governance also is a factor in economic competitiveness. Economic growth through increased investment and private sector development is a prerequisite for combating poverty. Corruption and lack of transparency are leading factors inhibiting Cambodia's ability to attract investment. Another factor is the general inadequacy of public institutions to provide the physical, legal, and social infrastructure to make investment feasible. A third factor is the low level of knowledge and skills of the Cambodian workforce.

While growth is a necessary condition, growth alone will not eliminate the underlying inequalities in Cambodian society that reinforce and are perpetuated by poverty. Differences and inequalities between men and women in employment can easily be accentuated by macroeconomic and trade policies that attract industries that affect men and women differently. Gender analysis of macroeconomic impacts, as well as actions to ensure equity in education, training, and employment opportunity are necessary to avoid reinforcing debilitating inequalities.

### **Cross-cutting Factors**

The gender analysis also identifies two issues that cut across sectors. First, gender disparities in health, education, or access to land or employment cannot be understood or countered in isolation. The disparities in education affect and in turn are affected by health problems and access to health services or information. Poverty due to landlessness or lack of employment options feeds back upon inequalities in education and health. A holistic approach, where insights and tools are shared across sectors, is required to correct these inequalities.

Second, a pervasive problem encountered throughout the analysis is the issue of gender-based violence, which is fed by the country's violent past and the inferior status of women compared to men, but which also serves to reinforce this inferior status and exacerbate all of the other inequalities discussed in the analysis. Little attention has been given to this issue, but with the recent passage of the Law on the Prevention of Domestic Violence and the Protection of Victims an opportunity exists to give additional visibility and solutions to this pernicious issue that cross-cuts all aspects of gender relations.

## **Volume 2: Gender Assessment for Usaid/Cambodia**

Gender analysis is a methodology for examining social situations through a "gender lens." The Gender Assessment uses the analysis to examine the USAID/Cambodia portfolio, to highlight gender integration in on-going activities and suggest potential avenues to strengthen gender mainstreaming in the future.

USAID/Cambodia is beginning the implementation of its new strategy for 2005-2010. The focus of this strategy is good health, good education, and good governance. Health and Education are existing programs; Governance is a new cross-cutting program that focuses on improved political and economic governance. The strategy also identifies three cross-cutting themes: transparency and access to information; linkages among USAID-funded partners; and, gender issues.

USAID worldwide has a mandate for gender integration in all programs and has specified a series of requirements to achieve this integration throughout the programming process. From the point of view of USAID development activities, the concern with gender integration is summarized in two key factors: the impact of gender relationships on program results, and on the impact of the program on the relative status of men and women.

Attention to gender relations is important in the current USAID/Cambodia portfolio, in part as a result of two characteristics. First, a high proportion of the current program is implemented through international and local non-governmental organizations, which are strong practitioners and advocates of gender mainstreaming in their activities. These programs have developed approaches to gender integration that can be shared among partners and that may provide guidance for new projects.

A second important factor for gender integration in the USAID portfolio is the extent to which the program is implemented at the grassroots level. The impact of gender often is more apparent at this level than in projects that focus on institutional and policy level results. The challenge for USAID will be to design mechanisms to transfer lessons learned from the grassroots programs to the new programs in governance.

Several promising practices in current programs are identified as useful guides in future programming. These include activities linked to gender that have developed into cross-cutting activities in health and education programming. Another concerns the extent to which gender awareness training is being integrated into sectoral training activities, with both men and women participating in the training. A recent experience in project design that cited gender concerns throughout the Request for Assistance document, included criteria about gender integration in the proposal evaluation, and now is using these concerns in the project workplan, is an example of the process recommended to ensure that gender considerations are an integral part of the project as a whole.

A shift in HIV/AIDS programming, with increasing attention to men and women in stable relationships has focused attention on intra-household gender relations and the ways in which gender roles and relationships affect the spread of the disease and the impact of the disease on individuals, communities, and the society as a whole. These same insights increasingly are reflected in programming in maternal, child and reproductive health, where the male/female decision-making units rather than the individual men and women are the focus of attention.

The challenge in future programming for USAID/Cambodia is to develop methods to transfer the lessons from the effective programming at the household and community levels to new activities in the area of political and economic governance. At the policy and institutional level steps need to be taken to ensure that gender analysis is incorporated into the design of these activities in the same way it has been applied to the delivery of social services. Several examples are provided of potential issues related to gender in the new program areas, as well as concrete recommendations of steps to formalize the gender mainstreaming process for the Mission.

Specific recommendations are provided for each program area related to key gender issues and steps toward confronting these issues.

## INTRODUCTION

### Purpose and Approach of the Study

The Strategic Plan for 2005-2010 for the United States Agency for International Development Mission in Cambodia (USAID/Cambodia) focuses on three central goals: good health, good education, and good governance. The Strategy Statement views gender as a cross-cutting theme to be addressed in all programs and activities, stating that “mainstreaming gender throughout our Strategic Objectives is the best approach.”

In October 2005, a team of consultants undertook research to explore opportunities and constraints for mainstreaming gender in the context of Cambodia. Gender assessments provide an overview of key gender issues, and recommendations about how the Mission may deal with these issues and achieve greater gender integration into its programs. It focuses on two main factors: the impact of gender relations on program results, and the impact of the program on the relative status of men and women. Applying a “gender lens” to current program areas and activities through a gender analysis, the main objective of this study is to highlight how gender can strengthen common activities across strategic objectives (SOs) by identifying: lessons learned, promising practices, possible trends, and new entry points for ongoing and future projects and activities.

The analysis and assessment were developed following two weeks of research in Cambodia and careful review and analysis of relevant documents from the Mission, other donors, and the Royal Government of Cambodia (RGC). In April 2004, an in-depth cross-sector gender assessment *A Fair Share for Women: Cambodia Gender Assessment* was produced through a collaborative effort between the RGC and the United Nations Fund for Women (UNIFEM), the World Bank, Asian Development Bank (ADB), the United Nations Development Program (UNDP), and the British Department for International Development (DFID/UK). This report builds on the excellent analysis done in *A Fair Share for Women*, drawing from its findings and updating data with more recently available information.

Interviews were conducted with government officials, donors, non-governmental organizations (NGOs), union organizers, project implementers, and commune councilors. The team included: Virginia Lambert from Washington, D.C. and Charla Britt, from Monterey, CA; two local consultants based in Cambodia, Prok Vanny and Susan Hagadorn; and two USAID/Cambodia Mission staff, Darlene Foote, (Investing in Women in Development (IWID) Fellow and Monitoring, Evaluation, and Gender Specialist, and Sar Sovannary, Administrative Assistant to the Mission Director.

This report is presented in two volumes. Volume 1, “The Gender Analysis,” analyzes gender roles and relationships in the context of Cambodia and in relation to the scope of the strategy. Volume 2, “The Gender Assessment for USAID/Cambodia,” assesses current USAID program areas, identifying approaches and practices as well as key findings and recommendations for future programs and activity design.

The Scope of Work for this assessment is attached as Annex A to this report. Annex B identifies the people consulted and interviewed. Annex C offers a bibliography of the documents and background materials reviewed.

## **GENDER ASSESSMENT for USAID/Cambodia**

Gender analysis is a methodology for examining social situations through a “gender lens.” The gender assessment applies this methodology to specific program areas, activities, and organizations. Drawing on the previous analysis, this assessment focuses on the USAID/Cambodia portfolio to highlight gender integration in on-going activities and suggest potential avenues to strengthen gender mainstreaming in the future. In its Automated Directives System (ADS), USAID has affirmed the importance of gender integration in its programs and has defined the steps to apply gender analysis at each stage in the programming process.

### **I. USAID/Cambodia: Strategy Statement (2005-2010)<sup>1</sup>**

#### **I.1 Good Health, Good Education, and Good Governance:**

USAID/Cambodia’s Strategy for 2005 to 2010 focuses on health, education, and governance. Health and Education are existing programs that have been modified for the new Strategy. Governance is a new cross-cutting strategic objective (SO) that focuses on improved political and economic governance.

Health (SO9) promotes improved health services in HIV/AIDS and other infectious diseases, as well as maternal, child, and reproductive health and capacity-building within the health sector. It builds heavily on prior investments in public health, and aligns activities with program components introduced in the new Strategy to achieve better quality, access, and utilization within the health sector.

Education (SO11) supports programs that increase the relevance and quality of education, as well as concerns of access. It builds on an existing initiative focused on curricula, but increases emphasis on access, inclusion, and workforce quality. The idea is that Cambodians who complete their basic education should emerge with readily transferable skills that are relevant to the workplace. This links the education portfolio to economic development and Cambodia’s “changing economy,” which requires a new set of “knowledge” and “skills.”

Governance (SO12) is a new SO designed to take a broader and longer-term perspective on political and economic governance. It replaces an earlier SO under the Interim Strategy that supported competitive political systems, focusing on four main challenges to good governance in Cambodia: corruption, courts, competitiveness, and civil society. Good governance is not limited to “what government does,” rather it also includes interactions within the web of relationships that involve the government, private sector, and civil society. Statutory language permitting, areas of possible engagement include local government, judicial reform, commercial courts, and anti-corruption.<sup>2</sup> In addition, SO12 activities include support for a broad spectrum of local human rights organizations, especially those addressing trafficking, transparent and accountable natural resource management, and in private sector initiatives where “good governance” is critical.

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<sup>1</sup> This section draws heavily on “USAID Cambodia: Strategy Statement” (2005).

<sup>2</sup> USAID/Cambodia’s ability to work directly with government institutions depends on several factors, including: Cambodia-specific legislative language provided by Congress each year; other legislative requirements, such as those related to the Nethercutt Amendment and possible Tier 3 trafficking status; and the evolving situation on the ground in Cambodia.

## 1.2 Cross-cutting Themes and Issues:

The USAID/Cambodia Strategy Statement identified several cross-cutting themes that are central to implementing programs and activities. The first cross-cutting theme is the pervasive and recurring theme of transparency and access to information. This concern will be paramount in most of the individual grants and cooperative agreements that USAID funds. The objective of this first theme is to build upon the radio programming, web pages, publications, computer centers, and television programs that have raised public awareness, to promote transparency and increase access to information.

Second, promoting “linkages” among USAID-funded partners and within the wider donor community is another key theme that should pervade grantee activities through the strategy period. These “partnerships” and “linkages” should, as the Strategy states, “be internalized as part of an institutional ethos that comes as naturally as breathing.” Potential partners will be assessed, in part, on their ability and commitment to building partnerships and working effectively with other groups, locally and internationally.

Gender is identified as the third cross-cutting theme. The Strategy Statement identifies gender mainstreaming as the “best approach” to effectively implement all programs and activities.

## 2. Gender Integration in USAID

While parts of the ADS that cover planning, implementing and evaluation are under revision, requirements to ensure that appropriate consideration is given to gender are expected to be unchanged. A summary of the USAID approach to gender integration may be useful in setting the stage for this assessment.

The integration of gender considerations in development involves an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development: different but interdependent roles, and relations of power and access to resources between men and women.

**Gender** refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”<sup>3</sup>

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the relative status of men and women**. The point is to look for the implications of any program or policy for men and women and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation and monitoring.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society.<sup>4</sup> USAID pays

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<sup>3</sup> Development Assistance Committee Guidelines for Gender Equality and Women’s Empowerment in Development Cooperation. OECD: Paris (1998).

<sup>4</sup> **Gender Integration** means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing.

attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

An important aspect of a gender analysis in a post-conflict society is the flexibility in definitions of gender roles and relationships. While learning what it means to be a girl or boy in society is a part of childhood socialization, under stress, as external conditions change the norms for men and women adjust. Because gender roles are such fundamental building blocks of social relationships, these modifications are often resisted. As Cambodia attempts to rebuild its political, social, and economic institutions, gender analysis is an important tool for understanding the opportunities as well as the barriers.<sup>5</sup>

Basically, the ADS requirements cover:<sup>6</sup>

- Technical Analyses & Strategic Planning (under revision);
- Performance Monitoring Systems for SOs and Intermediate Results;
- Activity Design and Activity Approval Documents;
- Issuing Requests for Proposals (RfPs) and Requests for Assistance (RfAs).

The present report is a program-wide technical analysis and assessment to serve as a basis for setting the dimensions and indicators for each program area as the Mission begins implementation under its new strategy. It is not a stand-alone document. Gender integration means that gender analysis is a part of each sectoral assessment. This report is intended to provide the Mission with a baseline analysis and a series of recommended steps for moving forward in mainstreaming gender considerations in the Mission. The analysis together with the recommendations can serve as a guide for meeting the activity-level gender requirements and the definition of indicators.

### 3. The Benefits of Gender Integration across Strategic Objectives

The USAID requirements for gender analysis and gender integration, like those of other donors and international organizations, have been designed to achieve concrete benefits that accrue from gender mainstreaming. Examples of these benefits include:

#### **Credibility and accountability:**

Women make up more than half of the population in Cambodia (52 %). Any data, policy, or recommendation that does not recognize and address both men and women will ultimately be flawed, and lack credibility. This is why studies examine how men and women are, will be, or have been affected differently, and why gender balance in decision-making is important. Governments must be accountable to the population, and deliver services and opportunities

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**Gender Mainstreaming** is the term adopted by the 1995 Fourth World Conference on Women in Beijing to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation, and decision-making procedures. (USAID nd)

<sup>5</sup> **Gender analysis** refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender difference and relations cannot be isolated from the broader social context. (USAID nd)

<sup>6</sup> The most recent indication is that, except for the strategic planning process, the ADS requirements for gender integration will not be affected by the revisions in the programming process.

that respond to the needs and interests of all citizens – both women and men. A failure to address gender equality is a failure of accountability and legitimacy.

**Efficiency and Sustainability:**

Development is more efficient and sustainable when there is equal inclusion of the social and economic contributions of both women and men in all aspects of development. Investments in gender equality pay off in the short and long term with projects and programs that better reflect the whole society.

**Justice and Equality:**

Cambodia’s constitution and its status as a signatory to Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform, offer legal frameworks for stressing the value of democratic principles, basic human rights, and gender equality. Equal representation and participation of women and men is central to justice and equality in Cambodian society and the realization of human rights.

**Chain Reaction of Benefits:**

Investing in gender equality produces a chain-reaction of benefits. This brings short-term localized benefits, as well as medium and longer-term benefits. For example, investing in girls’ education increases literacy levels as well as improvements in the health and nutrition of future generations. It also results in both men and women having a more informed understanding of governance, and their rights and obligations as citizens.

In analyzing how benefits accrue, however, it is important to consider negative effects of a move toward gender equality as well so that these can be anticipated and dealt with in an integrated manner. For example, the advancement of women may lead to depression and pathological behavior among men, especially in post-conflict societies.

#### **4. Approaches and Practices**

USAID/Cambodia has taken a number of important steps in the process of gender integration. USAID/Cambodia’s Strategy Statement identifies gender as a cross-cutting theme, thereby recognizing the impact of gender relations within and across program areas. The Mission also contracted an IWID Fellow<sup>7</sup> to focus on gender integration and establish a framework to make it a part of Mission procedures. The analysis and recommendations in this assessment will provide technical backing for this process.

Gender awareness also has been a significant factor in the implementation of existing programs. The attention is most explicit in health programs, where activities in HIV/AIDS and maternal and child health have shifted from attention to individuals toward an analysis of the individuals within the family and community context. In basic education, Cambodia has adopted the global Millennium Development Goal and timetable for gender parity.<sup>8</sup> Although USAID/Cambodia’s input in education has been limited, it has focused on the development of life skills curricula to increase the relevance of schooling for both boys and girls and reduce the dropout rate that affects parity in educational achievement. The recently initiated project, Education Support to

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<sup>7</sup> Investing in Women in Development Fellowship Program

<sup>8</sup> At the turn of the century the UN defined eight goals to lead to the elimination of extreme world poverty by 2015. The second of these Millennium Development Goals (MDGs), which has been adopted by most countries and international organizations, is to “Achieve universal primary education,” as defined by the Target to “Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.”



Children of Underserved Populations (ESCUP) works directly to increase the access and retention of at risk students and underserved populations.

#### **4.1 Approaches**

Two characteristics of the current USAID program play a role in the extent of gender integration in the activities, and suggest paths for building on this information as the Mission moves into the new strategy.

First, a high proportion of the current program is implemented through international and local non-governmental organizations (NGOs), which in some cases have taken the lead internationally in gender mainstreaming. Frequent case studies concerning gender and development in Cambodia in the international literature are an indicator of the extent of cutting edge programs in this arena.

The recent gender audits by several USAID partner organizations further affirm the importance they attach to gender as a factor in their effectiveness. This process of internal self-examination seeks out the ways in which the organization, in its structure, recruitment, functioning, and programming, practices and promotes gender equality. Organizational structures reinforce gender equality or inequality. The gender audit argues that for an organization to effectively promote gender equality in its programming it must practice it internally.

The presence and visibility of local and international organizations that emphasize gender mainstreaming in all of their work, and USAID reliance on these organizations for program implementation is one of the clear strengths of the portfolio. Networking and collaboration among these organizations and with key ministries of the government (Health, Education, and Women's Affairs) also have helped establish a base for exchange of information and methods.

More broadly, attention to gender issues is widely accepted politically. All donors and international organizations emphasize gender mainstreaming in their policy and strategy frameworks. Within the government, the Prime Minister has voiced a policy of support for gender and women's issues, and the Ministry of Women's Affairs is a visible and activist ministry. USAID participation in donor/government technical working groups on gender is crucial for coordination on approaches. As Cambodia moves through this period of transition, the status of women and gender relations are widely accepted and treated as key elements of the process. USAID's explicit attention to gender mainstreaming in its programs and support of publicizing the results and benefits of these efforts are contributing to the sustainability and maturing of the movement toward inclusiveness and equality.

A second important factor for gender integration in the USAID/Cambodia portfolio is the extent to which the program is implemented at the grassroots level, such as health clinics, communities, schools, and factories. The impact of gender on programming is most apparent in activities dealing directly with interpersonal relations in the household and community. Gender analysis at this level under the current activities will serve the Mission well as it moves toward the more difficult task of gender integration in policy and institutional level activities, where the effect of gender relations on program results is less straight forward. To achieve this transfer, the Mission will need to establish a mechanism that will formalize the process of gender analysis and implementation in Mission programs, and include gender sensitive information as a part of monitoring and reporting.

## 4.2 Promising Practices in Gender Integration

**As a cross-cutting theme:** Gender analysis highlights linkages across sectors. USAID NGO partners, the Khmer HIV/AIDS NGO Alliance (KHANA) and the Reproductive Health Association of Cambodia (RHAC), are linking prevention activities for HIV/AIDS and activities to improve maternal, child, and reproductive health into the curriculum of the local schools in the regions where they work. These classes carry the health message to adolescents, a difficult group to reach, and at the same time, presumably increase the relevance of the school experience for the students. Gender awareness is included in the curriculum, which is delivered to both boys and girls. This discussion of gender also may raise awareness of other school issues of particular importance for girls' school tenure like security and the need for water and latrines in the schools.

Increasingly, gender awareness training is being integrated into sectoral training activities, and both men and women are participating in the training. Gender training has been criticized in the past as an ineffective and often alienating experience, usually as a consciousness raising tool with women. Now, by introducing gender concepts as a part of reproductive health information in a local community, training on decision-making in commune councils, or HIV/AIDS awareness in the garment factories, the concepts take on relevance and applicability. Participants (men and women) and practitioners have commented on the success and importance of this approach.

**In project design:** The recently completed Local Administration and Reform (LAAR) project provides an example of successful implementation of the steps for gender integration in activity design and proposal evaluation. The Request for Assistance (RfA) included discussion of gender concerns throughout the various components, so that gender was treated as a characteristic of the entire project, rather than an add-on to the rest of the design. The proposals received in response to the RfA were evaluated in part by whether they reflected this holistic approach to gender issues, and also by the demonstrated capacity of the responding organizations for gender mainstreaming in their activities. The project's main focus is at the commune level and the project mainstreams women's participation as part of the commune councils as well as supporting women in the community in getting their voices heard. Gender also is a key consideration in the trafficking and political party components.

**In HIV/AIDS activities:** The health program has been the core of the USAID/Cambodia strategy since the Mission re-opened, led by efforts to curb the HIV/AIDS epidemic. Identification of high risk groups and directing prevention messages and techniques to them was initially a successful strategy in slowing the spread of the disease. Unfortunately, this approach did not prevent the advance of the virus into the general population. The rapid increase of infection among married women has led to a re-assessment and broadening of the methodology.

In focusing on married women and people in long-term relationships, the strategy has shifted attention to the norms of sexual behavior for men and women, the terms of the marital relationship, and the consequences of women's subservient position and low self-esteem. Gender analysis has become key to the new social marketing associated with HIV/AIDS and reproductive health, as well as in the content of field activities and health outreach in communities. NGO programs include components to raise "gender awareness," improve women's self-esteem, and provide women with avenues for support and income outside of marriage. (Activities of Family Health International (FHI), the Reproductive and Child Health Alliance (RACHA), and CARE offer examples of this strategy.) Importantly, these components are delivered to men as well as women. HIV/AIDS prevention and reproductive health

education activities with adolescents also seek to raise gender awareness and build networks that include young men and women (e.g., RHAC, KHANA)<sup>9</sup>

The continuum of care approach for HIV/AIDS is built on an understanding of gender roles within the household and comparative access to resources and decision-making. Home-based care services relieve women and daughters of some of their tasks, and may make it easier for some girls to stay in school. Credit and training programs for women and adolescents in HIV-affected households are intended to introduce options for income generation when the male head of household is unable to fill this role. They also may serve as a base for building support and advocacy networks among those affected by the disease.

Gender analysis also points to two particular areas of concern for AIDS-affected households. First, if the wife (or the female head of the household) is responsible for running the home and caring for the sick, what happens to household management when she becomes ill? And, who takes care of her? Second, particular attention needs to be given to the fate of girls among AIDS orphans.

**Maternal, Child and Reproductive Health and Nutrition:** This sub-sector provides several additional examples of programs designed to counter gender-based constraints that contribute to the high maternal and infant mortality rates. Because women's access to health services outside the local community is limited, they rely on local providers. NGO partners are now working to improve the quality of attention provided in this traditional service delivery system. For example, more than 80% of the deliveries in rural areas are done by traditional birth attendants. Both CARE and RACHA are training traditional birth attendants to perform clean deliveries, to recognize danger signs, and to make a referral when medical assistance is needed. Local shopkeepers are being trained as purveyors of vitamin A supplements, oral rehydration treatment (ORT) kits for diarrhea, and contraceptives.

Traditionally, training on child care and the danger signs of serious illness for children and women was directed only to mothers. Because women are often not empowered to make decisions about treatment for themselves or their children, RACHA has begun a program to include other household members (and sometimes neighbors) in these training sessions. Including others in the decision-making unit, especially husbands and grandmothers, will help overcome the problems that occur when a woman may know what to do but is not able to carry it out. Several practitioners reported cases where the wife died in childbirth simply because the husband did not have the knowledge to act soon enough to get her the care she needed.

A final example in the area of reproductive health illustrates the change to a focus on the decision-making unit rather than just the woman or the man alone. In the past, information about birth spacing and contraceptives was delivered to women, as those who bear the children and wish to control pregnancy. This practice resulted not only in relative inattention to male contraceptives but also misunderstanding between husband and wife, and even violence. RHAC and other NGOs now deliver reproductive health messages to both men and women (usually

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<sup>9</sup> In Battanbang, the RHAC clinic has a dedicated adolescent unit, with a separate entrance, as well as a program of peer counselors and youth groups. Girls were reluctant to join the program at first, but now outnumber the boys. Groups have been formed in the schools and among adolescents who have dropped out of school. For five years, KHANA, with support from the European Union (EU) and the United Nations Population Fund (UNFPA), has run a week long youth camp for 250 boys and girls between the ages of 12 and 24. Topics covered include sexual health, HIV/AIDS, reproductive health, and gender. The purpose is to help the participants, especially the girls, build confidence, take responsibility, and "have a dream." The hope also is to build the foundation for male/female networks, and in the future, to follow up the camp with week-end youth forums.

separately) and require a joint decision for their use. In interviews, a number of practitioners reported that this approach has contributed to a reduction in domestic violence.

**Infectious Diseases:** The Ministry of Health strategy calls for the formation of Volunteer Community Health Groups, composed of two volunteers in the community, preferably one man and one woman, to be trained to visit families in the community, make referrals to the health centers and referral hospitals, and disseminate health information. The strategy is implemented regionally by NGOs and reportedly has been a useful step in overcoming some of the barriers for the rural poor in using the health services.

The extension of this practice to treatment of infectious diseases, most recently through the TB C-DOTS<sup>10</sup> responds to problems of access (and the discomfort of the treatment) for both men and women, and like the HIV/AIDS home-based care, relieves some of the care burden for the women. These programs (TB C-DOTS, HIV/AIDS home-based care, and the community health groups) also increase the base of people in the community who receive training, and the awareness of health issues, gender, and available services.

## **5. Moving Forward - Trends and New Entry Points**

### **5.1 Trends**

In Cambodia, gender relations are recognized as a major factor in moving the country forward socially and economically, and gender analysis is an important element of project design and implementation among NGOs, donors and international organizations. Importantly, this attention is directed to gender and not only to women and women's rights. The inclusion of men in gender training in the commune councils, discussions of reproductive health, and school curriculum as well as support for men's gender networks signal the significance for men as well as women of understanding the changing gender roles and relationships. The resistance of men to a perceived loss of status may become a significant variable in the future programs, particularly in the new governance strategic objective.

At the same time, while gender considerations have become an important part of effective programming at the household and community level, change in response to gender analysis and gender mainstreaming has been less evident in the higher levels of the political and economic structure, and less consistently applied in policy and institutional strengthening. Women continue to be largely absent from the hierarchies of decision-making and power in both the private and public sectors, legislation and constitutional guarantees of equality suffer from lack of enforcement, and the Ministry of Women's Affairs (MoWA) is perceived as the repository for concern with gender issues, "freeing up" the other ministries.<sup>11</sup>

As USAID begins new activities in the area of political and economic governance, and other activities concerned with policy and institutional change, steps need to be taken so that gender analysis is incorporated into the design of these activities in the same way it has been applied to the delivery of social services. While the presence of gender relations and the program implications may be less straight forward than in the grassroots programs, the potential impacts may be just as powerful. The USAID project to establish health equity funds (Health Systems Strengthening in Cambodia) provides a useful illustration (see box).

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<sup>10</sup> Tuberculosis: Community Directly Observed Treatment Short-course.

<sup>11</sup> The MoWA program, "Partnership for Gender Equity," in collaboration with UNDP, is intended to correct this problem by putting mechanisms in place for mainstreaming gender in the line ministries.

## Gender Concerns in a Health System Reform Project

The USAID-supported project for health equity funds (HEF) is an innovative program to increase the utilization of public health services by the poor, and concurrently to improve the quality of these services. It is currently being implemented in Referral Hospitals in five locations (Pursat, Monkol Borey, Chhlong, Mung Russey, and Phnom Penh). A household identified as poor is issued a card that allows household members to access hospital services, which are paid for by the fund. The fund also covers transport and food costs. The project monitors the services provided to the poor patients and is able to leverage the income provided to the hospital to ensure that government standards for quality are being followed. The project also is working with the hospitals to establish management information services to track patients and services.

In the eyes of the implementing organization, gender analysis has had little role in the design and implementation of the project. Several points can be cited where gender analysis may strengthen project results. The program identifies poor households as the unit to receive the health card, without considering gender factors within the household such as differences in access to household funds and in need for health services, which may affect individual poverty status. If men usually make the decision to seek health care, do they also control use of the health card? Within the hospital, there may be differences in the care and services provided to men and women, especially by male health practitioners – a factor documented in other countries. NGO monitoring of quality of care with an eye to gender differences, and analysis of the new hospital databases, disaggregated by sex, will permit a quantitative assessment of services sought and provided.

Although this project to strengthen health systems is essentially gender blind in its design, the results presented by URC clearly illustrate that gender is an important variable in its impact. For example, in contrast to the national statistics for health system utilization (equal services to men and women), HEF utilization is 60 to 70 percent female, and utilization of both maternity and pediatric services is increasing. Also, to the surprise of the implementers, the health card is empowering the users rather than causing a stigma, suggesting that it may increase women's role in health-related decision-making.

## 5.2 New Entry Points

As USAID programming broadens with increased attention to organizational structures and policy, the scope of the gender analysis for these programs will expand. Organizations and policies reflect the gender roles and relationships in the society; they also may reinforce these relationships or change them. Schools generate messages about appropriate behavior and roles for boys and girls, the labor market labels many jobs as men's work or women's work, and the community expects its leaders to be men. Changing economic conditions, ubiquitous social and economic globalization, and development programs themselves may affect and be affected by gender relations in unforeseen ways.

The situation of the garment workers illustrates a potentially important new direction for gender analysis and integration. Currently, CARE and the International Labor Organization (ILO) are providing training to factory workers to assist them in the transition to urban living. In both cases, the training is embedded in messages of gender awareness to challenge the young women's low self-image and to give them tools to defend themselves in the new setting. These programs, which are vital to countering the potential exploitation of these young women, are focused on short-term issues at the individual level. The next step is to move from the gender analysis of the situation of the garment workers as individuals to an analysis of gender at a structural level, to examine the way in which gender is related to organizational and institutional factors in the garment industry.

Both the new project to build Cambodian mid-level management capabilities and the American Center for International Labor Solidarity (ACILS) activity for strengthening labor unions are working with organizations that exhibit clear-cut gender issues that affect results. In the garment factories, Cambodian women are line workers but not supervisors or managers. Any possibility of advancement for women in the factories is blocked by the fact that these positions are held by men. Female factory workers are the members of the labor unions in the plants, but the leadership is almost always male. The women workers' power to get action on their issues is compromised. Understanding why these situations exist and designing programs to counter them could contribute to improved gender equality.

The local community, and particularly the commune council, has been the focus of programs for building political awareness and citizen participation to strengthen Cambodian democracy and mend the rifts of the violent past. Increasing the participation of women and the number elected to the councils has been an important achievement of these programs, but it is only a start. The recently funded LAAR project has been designed to incorporate many of these challenges as an integral part of its activities.

As USAID moves more directly into the arena of political governance, the next elections – the 2007 commune council elections and the 2008 national elections - will be important milestones for building on these achievements in terms of women's participation and beginning the process of extending women's input to the national political realm. Increasing the profile of women candidates in the media and supporting efforts to place the names of women candidates in "electable" positions on the rosters, are possible approaches to this task.

Finally, the USAID/Cambodia Strategy Statement identifies gender as a cross-cutting theme, recognizing that gender relations have an impact on the achievement of results in all program areas and that the programs themselves may feed back to affect the relative status of men and women. In this sense, the designation of gender as a cross-cutting theme is an affirmation of the necessity to take account of gender within all program components. In addition, as illustrated by this report, gender analysis is a tool to highlight the intersections of program components and suggest new cross-sectoral avenues for programming.

Gender analysis may also uncover cross-cutting issues like gender-based violence that are falling through the cracks of sectoral programs. Across all sectors, persons interviewed for the assessment raised gender-based violence and women's security as issues and constraints for their activities. Commune councilors consistently cited domestic violence as one of the main problems they confront in their communities, for adults as well as children; recent studies have confirmed a link between HIV and violence, for couples because it interferes with use of preventative measures, and in individual and gang rapes of prostitutes (direct and indirect) and other "modern women" (garment factory workers, students). The threat of violence deters women from becoming teachers and health workers in remote regions, and is named as a reason for taking adolescent girls out of school. There are few services available to victims of gender-based violence and little attention to the root causes.

The scope of the problem suggests the need for a comprehensive prevention initiative to promote the norm that violence is not acceptable and to foster alternative negotiation and communication skills between men and women. To the extent that the increasing incidence of gender-based violence is a legacy of Khmer Rouge era, communication and conflict resolution skills more generally may need to be incorporated in USAID programs across sectors.

## 6. Recommendations and Future Steps for USAID/Cambodia

### 6.1 Mission-level recommendations

Gender relations and the status of women are increasingly integrated into the national agenda in Cambodia, are treated as an integral part of donor and NGO programs, and are evident in USAID programs. USAID/Cambodia is now at the point to formalize the gender integration process in the Mission, and establish a platform to increase the benefits of treating gender as a cross-cutting theme.

#### 6.1.1 Use the ADS gender integration steps as the framework for formalization.

The steps for gender integration included in ADS 200 series reflect USAID understanding of the meaning of gender integration and of how gender considerations affect and are affected by development programs. Building on this assessment, the ensuing key points of entry are:

- **Activity design:** include gender in the scope of work for all assessment and design teams and include competence in gender analysis as a requirement in team composition; include a gender statement in all activity approval documents
- **PMP:** define expected results through gender-sensitive indicators on critical gender issues. Indicators should be linked to the gender statement in the activity approval document. Analysis of sex-disaggregated indicators should be reported quarterly.
- **Procurement:** Include statements of key gender issues in all RfPs and RfAs. Require the bidder to explain how these issues will be addressed in implementation, in terms of programming and staff expertise.
- **Evaluation of proposals:** include weighted evaluation criteria in the RfA / RfP for the response to gender issues and organizational gender integration capacity.
- **Project evaluation:** include gender-related results as a part of project evaluation.

#### 6.1.2 Strengthen the Gender Mainstreaming Action Group in the Mission.

- Establish a working gender group through a formal action in the Mission such as a Mission Order or a Team Charter.
- All offices should be represented; both FSN and US staff should be involved.
- Create a Gender Action Plan, and have it formally sanctioned by Mission management.
- Responsibilities might include a role in ensuring conformance with the ADS requirements for gender.
- Other potential activities:
  - Provide sector specific gender training as a resource for USAID and partners; consider training for project officers (CTOs) on tools for gender mainstreaming.
  - To “lead by example,” the Mission may want to examine internal operations for ways its procedures may affect gender mainstreaming and equality in its programs. A gender audit may be a useful methodology.
  - Represent USAID on donor/government technical working groups on gender.
- The group should have access to limited Mission funds as needed to meet its responsibilities.

#### 6.1.3 Establish a process for reporting within the Mission on gender integration.

This reporting may be included as a required part of portfolio reviews or be submitted in written form for discussion by the Gender Mainstreaming Action Group. Reporting will build in accountability so that gender integration does not end with the action plan, highlight accomplishments, and strengthen gender as a cross-cutting theme.

## **6.2 Recommendations by Strategic Objective**

### **6.2.1 Improved health services in HIV/AIDS and infectious diseases as well as in maternal, child and reproductive health.**

- Take steps to ensure that gender topics and analyses are included routinely on the agenda of active practitioner networks in the sector, including the network of NGOs and the donor technical working group. Encourage partner organizations in the sector who have undertaken internal gender audits and training (e.g., PSI, CARE) to share the insights of their experience with other partners.
- Require that all work plans and reporting from partner organizations display attention to gender, and gather and use sex disaggregated data.
- Reflect the insights about gender from program implementation experience in the SO9 Team documentation, including the strategy and the PMP. Reporting could include a combination of sex disaggregated quantitative indicators and a narrative description of the qualitative evidence of gender mainstreaming.
- Prepare a gender analysis with recommendations for programming for Program Component 4: Build Health Systems Capacity. The analysis should involve an assessment of the current small-scale and pilot programs including the innovative Health Equity Funds project.

Include in the analysis the reasons for and implications of the relative scarcity of female health professionals in the rural health centers, referral hospitals, and the decision-making hierarchy. Consultation with the education team, which is considering similar questions about female teachers in rural schools, may be useful.

### **6.2.2 Increased Relevance, Quality and Access in Education**

- Ensure that the gender gap is addressed explicitly in all project documents, including work plans, quarterly reports, proposals, etc., and in all sector program documentation (Annual Report, portfolio reviews, etc.). Actions to address the gender gap need to be fully incorporated into the plan.
- Consider program possibilities for getting more women into leadership and management positions in the system (e.g., school director). The new program to strengthen middle management capabilities in the private sector may provide ideas.
- For future programming, attention should be given to non-formal education as a back-up to school-based basic education, particularly for adolescent girls. Links to private sector initiatives, to health programs, and to counter-trafficking activities should be explored.



### 6.2.3 Improved Political and Economic Governance

#### **Promote and Support Anti-corruption Reforms:**

- Carry out a gender analysis and assessment of corruption in Cambodia and proposed anti-corruption reforms. The assessment should include: an analysis of the impact of gender roles and power relations in sustaining the culture of corruption; data collection and diagnostic study to document the costs of corruption, and its differential impact on men and women; and a tracking of gender differences in corruption analysis to follow whether lessons can be used in anti-corruption activities.
- Continue to support groups working on passage of the Anti-Corruption Law, legislation mandating public access to information, and legislation to strengthen monitoring, identification, and prosecution for misuse of public funds. Promote grassroots campaigns for transparency in government budgets for development projects and services delivery. These continued efforts are particularly important for women, who deal with corruption on a daily basis and therefore face a more direct impact than men.

#### **Strengthen Justice Sector:**

- Expand the development and dissemination of training modules on gender-based violence and ethics for the judiciary and lawyers.
- Incorporate policies and practices of non-discrimination, equality, and prohibitions against sexual harassment or the abuse of authority in the administration of justice and judicial institutions.
- Monitor the results of decisions taken by the judiciary to determine whether discrimination or abuse of authority factored into the decision (particularly in cases of divorce, rape, and domestic violence). Monitor the results of decisions taken by local ADR mechanisms (commune councils, village chiefs, and police) to determine compliance, enforcement, and fairness (particularly for women).
- Support programs to inform women about their legal rights, in particular the new Land Law and Domestic Violence Law.<sup>12</sup>
- Support programs to educate commune counselors and local authorities on the new Domestic Violence Law.
- Explore the potential for establishing alternative dispute resolution (ADR) tribunals at the district or commune level. The purpose would be to create access and further decentralize “judicial councils” to the commune level.

#### **Protect Human Rights including Anti-Trafficking:**

- Civic education and training programs should include women’s rights as part of the human rights curriculum. Information about MDG-C and international agreements, such as CEDAW also should be addressed in this context.
- Continue support to legal aid programs that represent the poor and women in litigation.

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<sup>12</sup> The full name of the law is the Law on the Prevention of Domestic Violence and the Protection of Victims.

- Explore “safe migration” visa programs for legal employment in other countries.

### **Support Democratic Local Governance and Decentralization:**

- Continue to support capacity-building for women’s political participation in leadership positions, but expand gender awareness programs to include men and women. These programs should target female candidates for 2007 as well as existing female commune councilors.
- Continue to support gender-related networks, including increased support for men’s networks on gender and development.
- Promote stories of empowered female role models (could use examples from commune councils, national assembly) and gender sensitivity in the media.
- Work with international and national NGOs, other donors, and the MoWA to develop a common platform and advocacy strategy for women’s political participation in 2007 commune elections. Issue-based campaigns that respond to the concerns of both women and men will be an important direction to explore to increase women’s involvement.
- Confer with key women in political parties, and NGOs on strategies for positioning women’s names higher on the list for political party rosters.

### **Improve Sustainable Management of Natural Resources and Biodiversity**

#### **Conservation:**

- Direct outreach should be used to ensure substantial participation of both women and men in community-based committees and networks. Likewise, partner organizations should have gender balance in staff, especially in outreach and extension.
- Support networking of women community forestry management committee members through meetings for sharing and comparing, and building confidence.
- Examine gender relations in sustainable agriculture, community development, and natural-resource management models, and trends in employment, migration, and family structures (NB: abandonment by husbands and divorces)

#### **Improve Private Sector Competitiveness:**

- Consider a short-term consultancy to carry out a literature review, with particular attention to the most recent data on sex-disaggregated workforce participation to establish a baseline understanding of the dimensions of segregation in the labor market.
- As a follow-up to or extension of the above review, analyze potential areas for micro- and small enterprise development and growth to support women’s income generation, and potential sectors for focus to improve women’s representation in supervisory and middle-management positions.
- Likewise, particular attention should be focused on gender issues in the organizational and institutions structures of the garment industry.

- Drawing on the literature review, as projects in this sector are developed:
  - Carry out a gender analysis and assessment to inform project design, activity approval, and partner selection
  - Ensure that all work plans reference identified gender issues, and that sex disaggregated data are collected and reported.
  - Project indicators (person-level) should be sex-disaggregated and the implications of differences by sex should be addressed directly as a part of each quarterly report.

### **6.3 Recommendations for Cross-cutting Themes and Issues**

#### **6.3.1 Address the other cross-cutting themes as a part of the periodic Mission review of gender integration.**

Keeping these themes on the active agenda of the Mission will increase the likelihood of identifying important cross-sectoral issues and mechanisms. In addition, the Mission could take specific actions to address the intersection between gender and the other cross-cutting themes, transparency and access to information, and linkages.

- Consider collaborating with the coalition of donors, international organizations, NGOs, and government in the proposed update next year of *A Fair Share for Women*.
- Positive Deviance - Identify individuals, both women and men, who are challenging traditional gender roles in positive ways, and encourage coverage in the media.
- Disseminate information and publications on successful experiences of partner organizations from a gender perspective.
- Promote activities that support networks where women and men meet and discuss issues, and coalition-building on critical issues such as gender-based violence, or corruption and transparency.
- The Mission's Gender Mainstreaming Action Group could host forums to consider gender issues in various sectors and compare successful tools and methodologies across sectors and projects.

#### **6.3.2 Assessment of programming options to address Gender-Based Violence**

Gender-based violence has been identified as a serious immediate problem and constraint across sectors. The Mission is urged to carry out an assessment to identify and evaluate alternatives for programming in response to this situation. Among other items, the assessment could address:

- Providing support for awareness and implementation of the new Domestic Violence Law.
- A comprehensive prevention initiative to counter the norm that violence is acceptable and to promote alternative modes of interaction between men and women.
- Support for “safe houses” and other types of protection and treatment for women (and children) subjected to violence.
- Document and assess psycho-social strategies that have proved most effective in Cambodia and elsewhere to change behavior. Assess entry points for involving men in the non-violence programs and activities.

- Support training programs on the use of conflict resolution and anger management skills for marriage and parenting.

## Scope of Work (SOW) for Gender Assessment USAID/Cambodia

### Introduction

USAID/Cambodia is working through the stages of developing a Performance Management Plan (PMP) and Results Frameworks for implementation of the newly approved Strategy Statement. In support of this new strategy, the Mission will conduct a gender analysis for the sectors that are covered by the strategy. A gender assessment of ongoing activities will be accomplished at the same time.

Gender Analysis is among the technical analyses and assessments that the Mission is required to conduct. The gender analysis will contribute to the design of appropriate and sustainable activities. Agency technical guidance (ADS 201.3.12.6) states that:

*“... Findings from gender analysis, such as any actions identified for overcoming potential obstacles to SO achievement, may help to determine how gender needs to be addressed in the activity...”*

*For each activity subject to approval, the Operating Unit must, in one page or less, outline the most significant gender issues that need to be considered during activity implementation...:*

- (a) Are women and men involved or affected differently by the context or work to be undertaken?*
- (b) If so, would this difference be an important factor in managing for sustainable program impact?”*

In the new USAID/Cambodia Strategy Statement, gender is identified as a cross-cutting theme:

*“... mainstreaming gender throughout our Strategic Objectives is the best approach...”*

*USAID/Cambodia will conduct a gender analysis to help fine-tune indicators and shape activities that effectively respond to gender concerns.”*

The analysis is intended to support establishment of appropriate gender equality goals for the Mission in all sectors. Through the gender analysis and a gender-focused evaluation of ongoing activities, this gender assessment will document strengths and “Promising Practices” that have been identified during the Interim Strategic Plan (2002-2005) activities. The combination of a sector-focused gender analysis with a gender assessment of selected activities will provide initial guidance for the Mission’s gender action plan. In this way, the assessment will provide preliminary guidance or language on mainstreaming gender into USAID/Cambodia’s program.

It is expected that future gender studies will be able to build on this assessment. Three Strategic Objectives (SO) in USAID/Cambodia’s new strategy take in twelve Program Components. USAID/Cambodia’s portfolio also includes humanitarian assistance. USAID supported programs to Veterans International (VI) and Handicap International (HI) will also be included in this assessment.

This Scope of Work describes five interrelated tasks:

- 1) review key gender issues and gender-based constraints for men and women in Cambodia;
- 2) assess gender integration in ongoing activities and look for opportunities to further mainstream gender;
- 3) analyze strengths and Promising Practices related to gender issues in ongoing activities of expanded Strategic Objectives (SOs 9 & 10);
- 4) identify key opportunities for addressing critical gender issues that are common to all SOs (cross-cutting), with a focused look at the new Strategic Objective (SO 12);
- 5) assess the institutional context for support of gender mainstreaming in Cambodia

## Purpose

The purpose of the gender analysis is to collect and analyze gender information on USAID/Cambodia's focus areas for future program development and activity design. The purpose of the gender assessment is to document USAID/Cambodia's successful efforts to address gender issues and to identify opportunities to strengthen those efforts. The assessment will ensure continuity in learning and it will also support a holistic approach to mainstreaming gender in USAID/Cambodia's new strategy.

The assessment will highlight successful approaches & activities, identify new entry points for addressing gender issues and suggest how the Mission might take full advantage of connections between the SOs by using gender as a cross-cutting theme.

Using a gender focus to identify and analyze common issues across SOs will support USAID/Cambodia's cross-cutting themes (transparency and access to information, linkages and gender). Some common issues to focus on include economic development, decentralization and governance. Another cross-cutting issue is gender based violence (GBV). As victims of GBV, girls in schools and homes as well as those working in factories or the sex industry are at increasing risk to human rights violations. There are indications that GBV contributes to heightened risk of HIV infection.

All Program Components (PCs) in the Strategic Objectives, as well as activities in humanitarian assistance, will be addressed; however, emphasis will be placed on the expansion of SO 9 and SO 10 and the new SO 12.

The SOs and PCs to be addressed are:

- **SO 9 – Improved Health Services in HIV/AIDS and infectious diseases as well as in maternal, child and reproductive health**
  - PC 1: Reduce Transmission and Impact of HIV/AIDS;
  - PC 2: Prevent and Control Infectious Diseases of Major Importance;
  - PC 3: Improve Maternal and Child Health and Nutrition
  - PC 4: Build Health Systems Capacity
- **SO 11 – Increased Relevance, Quality and Access in Education**
  - PC 1: Improve the Quality of Basic Education;
  - PC 2: Improve Quality of Work Force

- **SO 12 - Improved Political and Economic Governance**

**PC 1:** Promote and support anti-corruption reform;

**PC 2:** Improve Justice Sector/Legal Framework;

**PC 3:** Protect human rights and equal access to justice;

**PC 4:** Support democratic local governance and decentralization;

**PC 5:** Improve Sustainable Management of Natural Resources;

**PC 6:** Improve private sector growth

For all PCs in the ongoing SOs, the Assessment Team has two goals: to collect and analyze information for the gender analysis and to investigate ongoing activities for promising practices that have a distinctive gender aspect. The assessment can highlight strengths in ongoing activities and then focus on analyzing how the planned expansion of activities might affect or be affected by gender relations. Based on that analysis, the assessment will recommend critical entry points with illustrative indicators. Current partners will have an added resource in their efforts to address gender issues. For the new SO, the Assessment Team will primarily collect and analyze information for a gender analysis, and address the two questions articulated in ADS 201 (as noted in the Introduction). Further ideas on how to introduce gender-sensitive management in activity design will also promote gender equality in new activities.

## **Background**

Gender disparity in Cambodia is influenced both by traditional culture and by being a post-conflict society. In this changing society, the vulnerability of females is consistently demonstrated across sectors and throughout the country. In both urban and rural areas, violence and lack of access to resources keeps girls and women marginalized. Even in relation to HIV/AIDS, there are indications that women and children are the populations where infection rates are increasing the most.

As indicated in “A Fair Share for Women: Cambodia Gender Assessment,” girls and women are at a marked disadvantage in access to formal education, information, health care, and safety. Gender-based violence is one facet of a complex picture that illustrates how girls’/women’s low status in current society is linked with increases in human rights violations. While violence in society affects everyone, the increased incidence of domestic violence and gang rape along with the industry of human trafficking puts girls and women at greater risk. Women are also marginalized in terms of access to education, health care services, land and other natural resources. There are few women in leadership positions in any technical sector of government service, so lobbying for women’s /girls’ rights falls mainly in the domain of NGOs and donors. The notable exception is the Ministry of Women’s Affairs (formerly the Ministry of Women’s and Veterans’ Affairs). There is still strong and clear leadership from the current Minister of Women’s Affairs, HE Dr. Ing Kantha Phavi. Various NGOs and donors play different roles in supporting the Ministry while it struggles to play a significant role in both promoting anti-violence legislation and in promoting gender mainstreaming in all ministries.

Cambodia Socio-Economic Survey by the Ministry of Planning has recently been completed, and full data should be available sometime in September. Early release of information indicates that, in this changing environment, women fair poorly compared to men across sectors (education, health and economics). There is little gender disparity in primary school enrollment, but female

numbers drop quickly as they reach early teens. Literacy rates for females in every group above 15 years of age are lower than males.

Employment in agriculture, hunting and forestry has declined from 74.6% to 55.4%. While employment of the economically active population has increased since 1999 for both sexes by 8.5 percentage points, levels and status of employment are not equal. The garment industry has played a significant role in keeping female employment high, but employment stays in the lower status levels.

## Scope of Activities

The primary tasks of the contractor/consultant are to:

- A. Carry out a gender analysis on targeted topic areas as well as an assessment of the Mission's current efforts to integrate gender in its ongoing SOs. This effort will:
  - Review the Mission's new strategy and preliminary PMPs, and key documents from the program portfolio for integration of gender, to identify key gender-based constraints, and assess potential gender issues for the new strategy.
  - Produce definition/clarification of terms used in gender assessment and analysis.
  - Analyze strengths and opportunities (e.g., Promising Practices) for integrating gender for extended SOs.
  - Produce recommendations for possible entry-points for incorporation of gender in carryover SOs as well as the new SO (by newly identified PCs of the new strategy).
  - Identify weaknesses and threats related to gender-based constraints and proposed entry points.
  - Provide statements of the key gender based-constraints relevant to each SO as well as for the humanitarian assistance program. *Statements should incorporate critical Cambodia issues such as trafficking, gender-based violence, adoption, disabilities, and economic development.*
  - Identify sources / documentation of sex-disaggregated data and for assessing gender-relevance of indicators. The assessment team might offer suggestions for how to analyze the potential impacts of USAID/Cambodia's proposed strategic approaches on the relative status of men and women in the country/region.
  - Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.
  - The assessment is to be organized and shaped by:
    - ▶ USAID's Strategy Statement.
    - ▶ Agency and Mission's approach to mainstreaming gender; and,
    - ▶ New Program Components and any final revisions to Common Indicators, ADS, and other policy documents released before the end of this assessment and analysis.
    - ▶ Draft SO Results Frameworks (including the preliminary PMPs) and humanitarian assistance work plans
- B. Based on this assessment, draft recommendations for a gender action plan.



*The draft action plan is not a deliverable from the Consultants, but a document that is developed by the Mission based upon the Consultants' gender assessment and recommendations. As finally formulated by the Mission, the detailed USAID/Cambodia gender action plan shall address fully the requirements of Agency Directives.*

### C. Review developing drafts of PMPs.

These are new PMPs and will not be complete. So this task does not call for a full analysis and support of the PMPs. The gender analysis will provide the backdrop for the consultant to contribute comments and recommendations on the draft PMPs. This will be in harmony with the Mission's approach to mainstreaming gender.

## Illustrative Methodology

While the purpose of the assessment is to strengthen USAID/Cambodia's program, it can also be a resource for partners and stakeholders who are working in these areas in Cambodia. The assessment will not only point to opportunities for mainstreaming gender in relevant programs/projects/activities. It will also put a spotlight on strengths in the ongoing activities through both lessons learned and promising practices.

For example, a SWOT Analysis with a gender focus will help the consultant take a positive approach in areas where USAID/Cambodia has been building experience during the last 5 years. Whatever tools are selected, the methodology should emphasize positive opportunity without ignoring potential threats that would result from weak interventions. Assumptions should be clearly stated in the recommendations.

Essentially, the assessment will:

- Spotlight where and how gender has been successfully integrated (from the Interim Strategic Plan period) and analyze "Promising Practices"
- Identify and recommend new opportunities for addressing gender issues where the program is expanding.
- Demonstrate how gender is a cross-cutting theme that can strengthen common activities across SOs (e.g., economic development; decentralization, governance)

### I. Comprehensive review and assessment of pertinent literature and documents, including, but not limited to such materials as:

- USAID/Cambodia Strategy Statement, Annual Reports, and/or sectoral assessments and reports, and the preliminary results framework for the proposed Strategic Plan;
- Preliminary technical analyses for the USAID/Cambodia Strategy Statement
- Recent literature that addresses gender issues in Cambodia including "A Fair Share," a cross sector gender assessment done for Cambodia Ministry of Veterans and Women's Affairs (now Ministry of Women's Affairs). Attention will be on specific sectors and areas of strategic interest to USAID/Cambodia (e.g., HIV/AIDS and other infectious

- diseases of importance, MCH, child health and nutrition, water resources, democracy and governance, anti-corruption, conflict, and human rights).
  - Studies and assessments conducted by donors, NGOs, national governments, regional organizations, and the academic community (see bibliography).
2. Meetings and discussions with USAID/Cambodia SO Teams and other USAID/Cambodia staff involved in developing the Strategic Statement. Where possible these shall include:
    - entry briefings with the Monitoring, Evaluation and Gender Specialist, Program Office, and the Front Office;
    - a preliminary briefing session for USAID/Cambodia SO Teams on any revised ADS requirements for gender in procurement and Activity Approval process, and possibilities for integrating gender into M&E.
    - meetings with SO Teams/CTOs on specific sectors and areas of interest to identify strengths; to identify how gender can be a link across sectors for similar interventions (e.g., economic-based activities, life skills training, community participation); to identify possible entry points for the incorporation of gender considerations into ongoing (as appropriate) and future activities, and to verify whether gender considerations are adequately treated in the USAID/Cambodia strategy and results framework;
    - a presentation of the gender assessment and recommendations to SO Teams to obtain feedback from USAID/Cambodia staff; and
    - exit briefings with SO Teams, the Program Office, and the Front Office.
  3. Interview selected key stakeholders and implementing partners involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in the new strategy.

### **Estimated Level of Effort**

The contractor shall provide a Team Leader, and possibly another U.S. Gender Expert, as well as a local Gender Expert. The Team Leader will lead a three or four-person team in conducting a gender analysis and a gender assessment. The team will consist of the Team Leader, another U.S. Gender expert (if needed), the local Gender Expert, and the Mission's Monitoring, Evaluation & Gender Specialist. During two weeks in Cambodia, the consultant(s) will draw on his/her previous experience and knowledge of cross-sector gender assessment as well as from his/her understanding of USAID regulations and policies (such as the ADS) to produce draft documents (table of contents, list of findings with recommendations). The consultant(s) will also provide a debriefing presentation to the Mission. The Team Leader is responsible for the final production of the documents and the presentation with recommendations.

The Program Office (coordinated by the M, E & G Specialist) will compile materials for the assessment and set up appointments with partners and other stakeholders. The M, E & G Specialist and the local consultant will participate as team members for two weeks. The local consultant will draw on his/her technical and Cambodia specific knowledge to contribute to the analysis and assessment.

### **Performance Period**

The overall performance period is starting on or about October 3, 2005 through December 1, 2005. The assessment will be conducted in Cambodia for approximately two

weeks from October 10-25. Based on a six day work week, the basic schedule for the assessment is:

Week 1: Interviews with staff (SO Teams/CTOs), partners & stakeholders; site visits.

Week 2: Site visits; follow up with SO Teams / partners; produce preliminary outline with findings and recommendations; present debrief of assessment and recommendations to staff.

The consultant will submit the drafts within ten working days and a final version within 3 working days after receipt of Mission comments.

### **Assessment Team Qualifications**

The Assessment Team will be made up of three to four members with complementary skills in gender assessment and the technical areas (designated by the program components). The Assessment Team Leader and (if necessary) additional U.S. Gender Expert from DevTech will have strengths in democracy and governance and either education or health. The Team Leader is expected to have previous experience in conducting a cross-sector gender analysis.

The other team members will include one local gender consultant with strengths in extension/outreach and democracy and governance, and the IWID Fellow currently working with the Mission (Monitoring, Evaluation and Gender Specialist). The IWID Fellow has technical strengths in civil society, integrated rural development and community-based sustainable management of natural resources (including micro-enterprises in this sector).

### **Deliverables**

There are two main written deliverables expected: a gender analysis, and the gender assessment identifying strengths and lessons learned (including best practices) with recommendations for a gender action plan that will strengthen appropriate gender mainstreaming in USAID/Cambodia's program. Review and recommendations for the draft PMPs will be incorporated into the assessment.

Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, as described above.

- A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies). (End of Week 2)
- A draft Gender Analysis and a Gender Assessment with recommendations for an action plan. Will be submitted to the Mission no later than November 14, 2005.
- The Final Gender Assessment & recommendations for action plan will be submitted to the Mission within three working days after receiving comments on the draft report.

## PEOPLE CONSULTED

### Phnom Penh

American Center for International Labor Solidarity (ACILS)  
 Alonzo Suson, Cambodia Field Representative

CARE Cambodia  
 Brian Lund, Assistant Country Director  
 Chi Soheat, Program Coordinator Reproductive Health  
 Bron Ives, Education Program Coordinator  
 Jen Makin, consultant

Community Forestry Alliance for Cambodia (CFAC)  
 Amanda Bradley, Program Coordinator

Disability Action Council (DAC)  
 Sinead Quinn, VSO  
 Thomas Russell, Transition Manager

East-West Management Institute (EWMI)  
 Terry Parnell, Grants/NGO Development Advisor  
 Kim Sean, Program Manager

Family Health International (FHI)  
 Caroline Francis, Deputy Country Director

Gender and Development for Cambodia (GAD-C)  
 Ros Sopheap, Executive Director

International Labor Organization (ILO) - Better Factories Cambodia  
 Ros Harvey, Chief Technical Advisor  
 Conor Boyle, Assistant Program Manager  
 Nou Pheary, Remediation Officer  
 Yun Sokha, Training Assistant

Sportex Industry Co., LTD  
 Elisa Maglasang, Accountant & Compliance Coordinator

International Republican Institute (IRI)  
 Alex Sutton, Resident Program Director  
 Stacie Loucks, Resident Program Officer

Khmer HIV/AIDS NGO Alliance (KHANA)  
 Choub Sokchamreun, Sr. Program Officer, Focused Prevention  
 Dr. Pum Sophiny, Program Officer

Ministry of Women's Affairs  
 Dr. ING Kantha Phavi, Minister  
 Keth Aam Ath, Chief of Cabinet  
 Chhay Im, Deputy Chief of Cabinet, Education Programs  
 Chun Saveth, Deputy Chief of Cabinet, Legal, Health, and Social Programs  
 Any Nuth, Personal Assistant to the Minister

National Democratic Institute (NDI)  
 Mark Wallem, Sr. Resident Director

Pact  
 Kurt MacLeod, Asia Regional Director, Cambodia Country Representative  
 Hor Sakphea, WORTH Program Officer  
 Keo Keang, Deputy Country Representative

Peace and Development Institute

Mu Sochua, Chair Board of Directors  
 The Policy Project – Cambodia  
     Candice Sainsbury, Management Advisor  
     Ung Sopheap, Sr. Program Officer  
     Kem Sambaddh, Sr. Program Officer  
 Population Services International (PSI)  
     Jacqueline Devine, Deputy Country Representative  
 Reproductive and Child Health Association (Racha)  
     Dr. Chan Theory, Executive Director  
     Dr. Khieu Serey Vuthea, staff  
 Reproductive Health Association of Cambodia (RHAC)  
     Dr. Ouk Vong Vathiny, Executive Director  
     Dr. Var Chivorn, Associate Executive Director  
 SILAKA  
     Thida Khus, Executive Director  
 The Asia Foundation (TAF)  
     Dr. Jackie Pomeroy, Representative  
     Moul Samneang, Program Officer  
     Annette, Kirchner, Assistant Representative  
 U.S. Agency for International Development  
     Jonathan Addleton, Mission Director  
     Pam Foster-Ojajuni, Program Officer  
     Deap Sophal, Program Office  
     Ms. Sophy, Program Office  
     Reed Ashchliman, Office of General Development (OGD)  
     Bruce Ewing, OGD  
     Raul Randolph, OGD  
     Paul Mason, OGD  
     Sarooun Na, Office of Public Health (OPH),  
     Dr. Charay, OPH  
     Dr. Bunna So, OPH  
     Nary Nut, OPH  
     Dr. Chanthan Chak, OPH  
     Mark Anthony White, OPH, Director  
 UNDP - Partnership for Gender Equity  
     Elaine McKay, Sr. Policy and Management Advisor  
     Khun Sokrin, National Consultant for Information and Health  
     Ms. Bory, National Consultant for Education  
     Ms. Leakhna, National Consultant for Economics  
     Ms. Sophea, National Consultant for Health  
     Mr. Chamroeun, National Consultant for Agriculture and Rural Development  
 UNIFEM  
     Ingrid FitzGerald, Consultant, CEDAW Southeast Asia Program, and Gender and MDGs  
     Project  
 URC – Cambodia, Health Systems Strengthening in Cambodia  
     Margaret Cook, Country Director  
     Tapley Jordanwood, Chief Operations Manager  
 WildAid  
     Suwanna Gautlett, Country Director  
     Michelle Owen, Assistant Fundraiser

Women for Prosperity (WfP)  
 Nanda Pok, Executive Director  
 World Education, ESCUP Project  
 Kurt Bredenberg, Chief of Party

### **Battambang Province**

Buddhist Development Association and Supporting Environment (BDASE)  
 Phum Phavat, Director

Buddhists for Development

Khun Nun, Self-help Group  
 Heang Srey, Self-Help Group Svay Chhrum Village  
 Moeun Hoeut, Self-help Group, Anlongville Village  
 Khean Ratha, Self-help Group, Audambang Commune  
 Mean Sokun, Self-help Group, Anlongville Village  
 Chhan Dany, Self-help Group, Audambang I Commune  
 Pok Sochheat, Branch Manager  
 Hing Bunnat, Health staff  
 Yin Sar, assistant  
 Boy Siem, monk  
 Vorn Sokhom, Office Chief  
 Chhoeun Khhort  
 Roth Sopharem, nun

Commune Council, Battambang town

Commune Council, Chroy Sdao commune

Commune Council, Phnom Sampov commune

Commune Council, Rattanak Mundol commune

Department of Women's Affairs

Deputy Director

Meatho Phum L'omah (Homeland)

Mao Lang, Director

Reproductive Health Association of Cambodia

Kean Sibopha, Counselor and clinic representative

Mean Phao, Outreach, women's support, clinic representative

Ham Vuthy, Youth representative

Ma Sareth, Youth Team Leader

So Tharoth, Clinic Assistant

Rural Development Association (RDA)

Chan Sinath, Executive Director

Sous Sarin, health project

Sroy Savy, agriculture project

Ouk Sokun Thea, trafficking project

Thal Vansey, credit/revolving fund project

Women for Prosperity (WfP)

Chan Lakana

### **Pursat Province**

Cambodia Health and Human Rights Alliance (CHHRA)

Sin Kim Horn, Executive Director

Suy Lang, Accountant/Administrator

Soueng Theara, Cashier

Heng Kim Ny, Assistant Coordinator  
Mith Samoun, Trainer  
Chantha Theary, Trainer  
Sok Ny, Coordinator

CARE

Bun Thoeun, Program Coordinator  
Sam Hing, HIV/AIDS Project Coordinator  
Muy Kek, community field officer  
Kong Savoun, community field officer  
Ms. Samalen, community field officer  
Mok Thavy, National Immunization Program  
Krous Sary, project officer  
Mao Sinet, HIV/AIDS prevention officer  
Chhim Sopheap, community field officer  
Chem Kosal, HIV/AIDS prevention officer  
Mom Say, general health management officer  
Kho Chek, Child in Distress field officer  
Kim Srei Mom, Metakoruna Thmei HIV/AIDS Prevention Team Leader  
Loeuk Bun Ly, Home Care Team Leader  
Uch Sophal, Metakaruna Thmei HIV/AIDS project and Home Care project officer  
Ry Leng, Child in Distress Team Leader  
Seak Phally, Ponlork Thmei field officer  
Commune Council, Anlong Trot commune  
Commune Council, Bantey commune  
Commune Council, Ptas Prey commune  
Reproductive and Child Health Association (Racha)  
Koy Dy, Program Manager  
Nut Vannak, Program Assistant and Trainer

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