

UNITED NATIONS DEVELOPMENT PROGRAMME  
MINISTRY OF WOMEN'S AND VETERAN'S AFFAIRS  
CAMBODIA

Partnership for Building Together:  
follow-up to the Beijing Platform of Action for Gender Equality  
CMB/99/010 & CMB/00/001

REPORT OF THE EVALUATION MISSION

June 2001

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## REPORT SUMMARY

### Background

Since the establishment of the Royal Government of Cambodia in 1993, the United Nations Development Programme has supported the development of national policy frameworks for women, and the establishment of the national machinery for its implementation. This it has done in collaboration with the Asian Development Bank and other development partners of the Royal Government.

In February 2000, UNDP and the Ministry of Women's and Veteran's Affairs signed a further programme of support: the Programme Support Document (PSD) CMB/00/001: Partnership for Building Together. follow up to the Beijing Platform for Action for Gender Equality 2000-2004. This document was conceived of as providing a mechanism for resource mobilisation and donor coordination in support of the implementation of the

Ministry's Building Together plan. The Building Together plan was the five-year implementation strategy of the Royal Government's policy framework for women: Neary Rattanack. This policy framework was launched in February 1999.

The total cost of the implementation of the Ministry's Building Together plan was estimated at US\$4.8m. The national budget of the Royal Government of Cambodia for 2000 provided less than one per cent of its overall funds (US\$ 619m) to the Ministry, barely sufficient to cover personnel costs. It was hoped to raise the funds required for implementation of the Building Together plan from the donor community. A number of multi-lateral and bilateral donors expressed interest.

The Royal Government of the Netherlands contributed US\$500,000 under the PSD, as cost-sharing, for the period 2000-2002, and UNDP allocated US\$200,000 for the period 2000-2004. The Royal Government of the Netherlands also contributed US\$100,000 to the Preparatory Assistance project for the P5[]: PA CMB/99/010.

In light of significant changes in the circumstances within which the original PSD was formulated, it was decided in early 2001 to hold a mid-term evaluation of the PSD as a means of ensuring that the UNDP support to the Ministry remained relevant to the mandates and priorities of the two organisations.

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## The evaluation

The evaluation took place from June 4 to June 27, 2001. The evaluation team was composed of Ms. Sok Chan Chhorvy, from the Ministry of Women's and Veterans Affairs, and Ms. Elizabeth Reid, consultant, as Team Leader. Ms. Sok Chan Chhorvy was available from June 4 to June 16, and again on June 23. The team was assisted by Ms. Rolien Sasse, the interim Programme Adviser for the PSD, and Dr. Tea Phaully, Human Development Cluster Team Leader, and Ms Lok Kim Lun, National Programme Assistant, UNDP. Ms Pang Sopa of UNDP assisted the team on logistical matters.

The Terms of Reference for the team are attached as annexe two. The terms of reference identify the need to consider the impact of the contextual changes on the future directions of UNDP's support to the Ministry under the PSD. In particular, the team was directed to assess emerging macro policy frameworks on poverty alleviation, socio-economic development and governance, the refined and refocused implementation strategies of the Ministry of Women's and Veterans Affairs, the new mandates for UNDP's operational activities for development, and the changing nature and extent of donor support to the Ministry. It was also to review and assess the implementation of the PSD to date, and to identify strengths and constraints. On the basis of its findings, the Team was to advise on future directions for the MoWVA/UNDP partnership.

The list of persons consulted is in annexe three and the documents read are listed in annexe four. The methodology developed for the evaluation is outlined in annexe nine, along with a note prepared at the request of the Minister for Women's and Veterans Affairs on gender mainstreaming (annexe eight). UNDP Cambodia's mandate on gender, contained in the Cambodia Country Cooperation Framework 2001-2005, focuses on gender mainstreaming, and the promotion of gender equity and justice through advocacy,

networking and strategic alliances.

## Main findings of *the* evaluation

### Programme identification and design

There is strong national ownership and leadership of the Building Together plan and it addresses national policy and needs. The P50 is designed to implement the Building Together plan and so is relevant and responds to national policies and priorities. The continuing support of UNDP is appreciated.

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The P5D did not succeed as a mechanism for resource mobilisation and donor coordination. Donor support to the Ministry has increased significantly since the P5D was signed, however, this support goes directly to the MoWVA, rather than being cost-shared through the PSD.

There remains a desire amongst the other donors to the MoWVA for UNDP to build capacity in the MoWVA for donor coordination and to ensure coordination among the technical advisers.

There has been confusion \_between the MoWVA Building Together plan for implementing the national policy for women: Neary Rattanak, and the UNDP Programme Support Document (PSD): Partnership for Building Together. This confusion could be lessened if the PSD were to be referred to as, for example, the UNDP/MoWVA Partnership for Gender Equity, as it is in the PSD.

### General results of the Programme

The work of the Programme was particularly valued in the areas of: donor coordination, domestic violence, civil society, human resource development in MoWVA, support to the establishment of the Cambodian National Council for Women, and the media.

However, activities have often been undertaken and funded more on an ad hoc than a systemic or strategic basis. There is now a need to embed activities into a more comprehensive strategy within each programme component.

This would be facilitated by the adoption by the Programme of the gender framework prepared by the MoWVA for its work with the 5eila Programme. This would be in accordance With the Ministry's policy of bringing all activities under the same

conceptual/gender framework.

The staff of the MoWVA are motivated and hard working. However, they have a heavy workload with a range of different commitments.

The PSD outlines the lessons learned from previous UNDP experience in addressing gender issues (p.22), and in particular those relating to limited absorptive capacity of government, improving incentives for initiative and performance, simplification of management arrangements, decentralisation of authority, and weak implementation capacity, especially at provincial level. These could have been more adequately taken into account in the implementation of the P5D.

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### Programme management

There is a need to build capacity in MoWVA for programme development, programme management, including work planning, budgeting and financial management, and programme implementation.

The programme management structures could benefit it by being brought in line with those of other donors. They have been established differently from those outlined in the P5D and do not reflect the modesty of the resources available.

There have been constraining discontinuities and delays in the appointment of national counterparts and of programme staff. As soon as decisions are taken on an appropriate management structure, the terms of reference, work plans and performance criteria of the national counterparts should be discussed and agreed upon by the Ministry and UNDP. The appointment of the national counterparts should then be finalised as soon as possible.

The work plan and budget of the Programme have, in the past, been drawn up on the basis of the resources anticipated in the PSD (\$4.8m) rather than the resources available (\$0.7m). The failure to develop work plans and budgets that reflect the financial resources actually available as compared with those anticipated under the PSD has led to a perception of the P5D as a source of funds for whatever activities the MoWVA wishes to undertake, which are not funded by other donors, irrespective of whether they are in an agreed work plan and budget.

Given the relatively modest extent of the assistance provided to the MoWVA under the PSD, there is a need to agree on attainable and strategic areas of focus for future support. These areas should reflect the priorities of the Ministry, avoid duplication of the work of other donors, and reflect UNDP's mandate.

## SUMMARY OF RECOMMENDATIONS

### National ownership

That a clear distinction should be made between the UNDP programme of support to the Ministry of Women's and Veterans Affairs and the Ministry's Building Together five year plan for the implementation of Neary Rattanack.

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To assist in achieving this, the request of the MoWVA that the P5D no longer be referred to as the Partnership for Building Together should be honoured. One possibility would be to refer to it as the UNDP/MoWVA Partnership for Gender Equity, as foreseen in the PSD itself.

### *The focus of UNDP support for 2001-2002*

That UNDP's support to the Ministry be more strategically focused within the Building Together plan and towards UNDP's emerging functional areas of policy advocacy, networking and partnerships, institution strengthening, brokering and alliance building, knowledge networking and support for empowerment.

That, within the Building Together framework of the Ministry and its gender framework developed for the 5eila Programme, the focus of UNDP's support for 2001-2002 will be:

- strengthening the capacity of MoWVA staff at national level in the following four areas:
  - Programme planning, implementation and management, and, in particular, the coordination and management of external assistance and the planning, implementation and financial management of UNDP assistance.
  - increasing the gender sensitivity of key line ministries and other governmental institutions.
  - monitoring both the situation of women and the performance of government in improving women's situation; this will include assistance in the strengthening of the CNCW.
  - support in the area of strengthening the policy, legal and regulatory frameworks relating to women's legal and social rights, especially in areas critical to women's well-being, such as women and HIV and domestic violence.

- The development of a national policy on gender mainstreaming in local governance, and, as a pilot, the strengthening of the capacity of MoWVA staff and key partners in four provinces to ensure its implementation.
- strengthening key institutions of government in order to increase the gender responsiveness and performance of the public sector. The focus will be on the following three areas:
  - improved recruitment to the public sector, with a particular focus on the Ecole Royale d'Administration (ERA).

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- strengthening the capacity of organisations within government, the National Training Board, for example, and outside of government, such as interested NGOs and/or private consultants, for gender training of public servants.
- increasing the gender responsiveness of key national policy, regulatory and legal frameworks.

The focus of UNDP support in the next nine months

That priorities for UNDP support in the next nine months build upon effective work already underway and that the work plan reflect the limited financial and human resources available.

That the focus of UNDP's partnership with the Ministry during this period be on:

- enhancing the capacity of MoWVA to coordinate and manage external assistance, including planning, implementation and financial management of UNDP assistance.
- the drawing together of lessons learned from the work of the Ministry, and of others, on gender mainstreaming in local governance and the development of a national policy in this area; within this framework, the on-going work of the Programme could continue in the four chosen provinces.
- continuing support to the finalisation, adoption, and promulgation of the draft law on domestic violence, until this is taken over, as planned, by another donor.
- developing the understanding of Ministry staff, including the secretariat of the CNCW, of monitoring systems, and of the reporting requirements of the relevant international covenants and conventions.
- creating linkages between this Programme and other areas of UNDP support to Cambodia.

That the process of project formulation, implementation and evaluation should be one of constant consultation and clarification to ensure a shared understanding and commitment.

Programme management arrangements

That the management arrangements for the P5D be simplified.



That the MoWVA National Project Director be confirmed as soon as possible.

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That the Programme Adviser position be such that there is a continuity of Programme leadership and management.

That the dialogue at the senior management level between the Ministry and UNDP be strengthened and structured, possibly through a re-constituted Programme Steering Committee.

#### Programme management

That work plans and budgets for the use of UNDP funds be based on the actual resources available and that these form the basis for the allocation and disbursement of resources.

That an indicative framework for a two year work plan be developed but that detailed planning continue to be done for three monthly periods until the planning, implementation and financial management capacity of the National Programme Director and the Programme Finance Officer are strengthened.

As overall management, financial management and work planning, budgeting and monitoring capacity improves, supportive financial and accounting procedures should be put in place.

That the Programme Adviser continue to assist the Ministry in strengthening linkages of collaboration and coordination at the level of the technical advisers between the UNDP programme of support and other donors programmes/projects.

#### Programme implementation

That programme implementation move away from isolated training courses and other activities towards the implementation of more comprehensive strategies within each component.

That a more capacity building approach to the provision of technical and advisory services be devised.

That a monitoring system be devised that will monitor programme performance and strategic results within the framework provided by the Strategic Results Framework for UNDP's partnership with Cambodia and within the theoretical/gender framework for the

MoWVA's gender mainstreaming strategy.

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That UNDP, collaboratively with the MoWVA, develop a comprehensive strategy of UNDP support to the achievement of Cambodia's gender objectives, through which the Ministry, supported by the Programme staff, can mobilise and access support across the UNDP portfolio of programmes.

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## **REPORT OF THE EVALUATION MISSION**

### **INTRODUCTION**

**The evaluation took place from June 4 to June 27, 2001.** The evaluation team was composed of Ms. Sok Chan Chhorvy, from the Ministry of Women's and Veteran s Affairs, and Ms. Elizabeth Reid, consultant, as Team Leader. Ms. Sok Chan Chhorvy was available from June 4 to June 16, and again on June 23. The team was assisted by Ms. Rolien Sasse, the interim Programme Adviser for the PSD, and Dr. Tea Phaully, Human Development Cluster Team Leader, and Ms Lok Kim Lun, National Programme Assistant, UNDP. Ms Pang Sopha of UNDP assisted the team on logistical matters. The Evaluation Team would like to thank each of these persons for their committed and thoughtful assistance.

The Terms of Reference for the team are attached as annexe two.' The terms of reference identify the need to consider the impact of the contextual changes on the future directions of UNDP s support to the Ministry under the PSD. UNDP Cambodid s mandate on gender, contained in the Cambodia Country Cooperation Framework 2001-2005, focuses on gender mainstreaming, and the promotion of gender equity and justice through advocacy, networking and strategic alliances.

The team was directed to assess emerging macro policy frameworks on poverty alleviation, socio-economic development and governance, the refined and refocused implementation strategies of the Ministry of Womei send Veteran s Affairs, the new mandates for UNDP s operational activities for development, and the changing nature and extent of donor support to the Ministry. It was also to review and assess the implementation of th- P5b to date, and to identify strengths and constraints. On the basis of its findings, the Team was to advise on future directions for the MoWVA/UNDP partnership.

The list of persons consulted during the mission is in annexe three. The documents *read* are listed in annexe four. The methodology developed for the evaluation is outlined in annexe nine. The Team prepared a note on gender mainstreaming at the request of the Minister for Women s and

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Veterans Affairs on gender mainstreaming. This can be found at annexe eight.

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## **PROGRAMME CONCEPT AND DESIGN**

### **The contexts of the UNDP/MoWVA partnership**

#### **national policy context**

*The Royal Government of Cambodia (RGC) has committed itself to endeavouring to improve the quality of women's lives and of their interpersonal and social relationships within the context of its efforts to ensure that all Cambodians benefit from the development of the country.*

At the recent Cambodia Consultative Group Meeting in Tokyo, Japan, in June 2001, the Prime Minister in his opening address said:

"We are determined to further enhance and promote [women] through the implementation of a five-year strategic plan, Neary Rattanak, which focuses on capacity building for women, and on changing attitudes and behaviours in the society which discriminate against women. We t,pant to seriously reduce and eventually eradicate domestic violence and human trafficking, and are striving to promote the legal protection of women and gender mainstreaming in the legal sector. The ultimate objectives are to provide women with the opportunities to participate on an equal footing in the process of national development. A large component of the government's gender agenda is thus about the empowerment of women.

The national policy and legislative framework in Cambodia for the participation and empowerment of women dates back to 1993 and the establishment of the Government. Since then, it has continued to be improved in its formulation and implementation.

The Royal Government of Cambodia is signatory to the Platform for Action adopted at the Fourth World Conference on Women, held in Beijing, China, in 1995 and to the Convention on the Elimination of All Forms of Violence Against Women.

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The First Five Year Socio-Economic Development Plan 1996-2000 outlines measures required to address women's basic needs and rights. The plan states that a gender focus is needed in each of the sectoral plans, and that preparing these will be a priority of the Plan period. It commits itself to the establishment of monitoring systems to assess improvements in the situation of women and to

identify gaps in programmes that need further development in order to bring about improvements in women's lives.

In 1996, a National Policy for Women was adopted to provide guidelines to ensure the integration of women into all sectors of development.

In 1996, the Secretariat of State for Women's Affairs was up-graded to a Ministry of Women's Affairs, which in turn became the Ministry of Women's and Veteran's Affairs in 1998. The Ministry was mandated to act as a catalyst for encouraging public institutions, groups in civil society and the private sector to integrate gender equity and equality issues into their work. In particular, it was to play a catalytic role within the RGC to encourage all line ministries, local governments and public institutions to integrate gender concerns into their own mandates, policies and programmes'.

The Ministry was also mandated to collaborate with non-governmental organisations (N&Os) to ensure that the women's agenda and gender equity *issues are integrated into public decision-making*<sup>2</sup>. A National Women's Forum was established as a coordination mechanisms between the MoWVA and NGOs.

In 1998, the Ministry of Planning published the second Cambodia Human Development Report on Women's Contribution to Development. The report states that economic growth does not automatically generate human development. It might have added that neither do monetisation, liberalisation or incorporation into the global economy.

The report identifies women's access to education, health services and their lack of access to and equity in the machinery for law enforcement as critical

<sup>1</sup> Neary Rattanak: Women are Precious Gems, Ministry of Women's and Veteran's Affairs, February 1999, Introduction, English summary, p.3. <sup>2</sup> *ibid.*

needs. It singles out three serious social problems facing women: prostitution, the trafficking in women and girls, and the HIV epidemic. Poverty is identified as an important contributor to these social problems.

In 1999, the MoWVA formulated a five year strategic plan for the work of the Ministry: Neary Rattanak: Women are Precious Gems.

In this plan, the Ministry identified its highest priority areas<sup>3</sup>:

- to develop first its human resources to equip itself as the national machinery for the promotion of the status of women;
- to assess the needs of women at the grass roots, plan and implement

multi sector poverty alleviation programmes with women's groups, NGOs and local government, by fully using its extensive structure down to the district level;

- to establish and develop effective planning and coordination mechanisms with focal point officers in line ministries, NGOs and the international community; and
- to collect and collate data and research papers on the situation of women in Cambodia and, based on them, guide a national investment plan for the promotion of the status of women.

Echoing the analysis in the Cambodian Human Development Report, the Plan focuses on the four sectors critical to Cambodian women: education, health, legal protection and economic empowerment.

In June 1999, the Ministry initiated an intensive consultation process at national and local levels to determine how best to implement Neary Rattanak, to determine priority areas of focus and the means of achieving its goal. On the basis of these consultations, in October 1999, the Ministry developed an implementation strategy to provide focus and direction to the implementation of Neary Rattanak. Called Building Together: Towards Achieving Gender Equity and Social Development, it was to be "a platform for women and men to come together, exchange their experiences and ideas and, in the process, develop a broader understanding of reality and engage in several ways to tackle their common problems and fulfill their needs.<sup>4</sup>

s ibid, p.4.

<sup>4</sup> Building Together: Towards Achieving *Gender* Equity and Social Development, Ministry of Women's and Veteran's Affairs, October 1999, footnote 1, p.9.

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The national policy context of which these plans for women form a part includes a number of initiatives of critical importance to women. The Interim Poverty Reduction Strategy Paper prepared in October 2000 has some specific indicators for monitoring women and poverty. The work on identifying key gender relevant indicators is continuing. An attention to women's and gender concerns in its analytical framework could assist in improving its social and economic impact.

The Second Five Year Socio-Economic Development Plan, 2001-2005 explicitly recognises the need for gender disaggregated data for poverty monitoring. It contains a section on gender inequalities (4.1.6) and one on gender and development and the mandate of the Ministry of Women's and Veteran's Affairs (4.4).

The United Nations Development Programme

Since the establishment of the Royal Government of Cambodia in 1993, the United Nations Development Programme has supported the development of national policy frameworks for women, and the establishment of the national machinery for its implementation. This long history of support on issues relating to women and gender it has undertaken collaboratively with the Asian Development Bank and the other development partners of the Royal Government.

Since the development of the Building Together framework for the work of the Ministry of Women's and Veteran's Affairs, two key frameworks for UNDP development work have been approved.

In May 2000, the United Nations Country Team identified the priorities for United Nations actions in Cambodia in its United Nations Development Assistance Framework for Cambodia (UNDAF) 2001-2005. The UN Common Country Assessment 1998 (CCA), used as a stepping stone for the preparation of the UNDAF, does not include a specific *focus* on gender issues in its analysis. It does, however, identify the need to guarantee freedom from violence for women, respect their rights, and their empowerment through access to education and health services and skill development.

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For the UNDAF, gender equality and empowerment is a crosscutting issue. All UN organisations are mandated to systematically analyse the gender dimensions of their work, to undertake specific initiatives for the empowerment of women and to mainstream gender concerns in all their programmes. The UNDAF recognises Neary Rattanak as the national policy framework for its interventions.

The UNDP second country cooperation framework for Cambodia (2001-2005) (CCF), submitted by the RGC to the UNDP Executive Board in January 2001 and approved by the Board, contains a strong and carefully articulated commitment to gender responsiveness in all UNDP supported programme areas in Cambodia: the strengthening of governance institutions, in particular, public sector reform, Parliament and the judiciary, poverty reduction and monitoring and natural resources management.

All of these are key areas in which a concern for the well-being of women needs to be nationally addressed by UNDP and nationally.

UNOP's mandate on gender 2001 - 2005

- to promote gender equity as an issue in the decision-making process at all levels (central, provincial and district), to strengthen advocacy, networking and partnerships for gender equity and equality, and
- to mainstream gender in all UNDP programmes

Expected results at the end of five years:

- a strengthened advocacy capacity of the MoWVA,
- a strengthened gender mainstreaming capacity at central and provincial levels of government and within UNDP.

UNDP CCF 2001-2005

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Within the section on gender, there is a focus on advocacy and on gender mainstreaming, that is, ensuring that the structures, policies and procedures are in place to increase the gender responsiveness of the State. It contains a specific commitment to integrating gender into national decision-making at all levels and to strengthening advocacy, networking and partnerships for gender equality.

As the reform of the United Nations and its programmes and funds consolidates, the emerging orientation for UNDP is on six areas of development practice - poverty reduction, governance, environment/energy, HIV and AIDS, conflict and post-conflict situations and ICT (information and communication technology). The core functions for UNDP in each of these areas is the provision of advisory services, with particular respect to the development of policy, legislative and regulatory frameworks for equitable and sustainable development, development services (assistance to governments in sub-contracting, recruitment, procurement, etc.), advocacy and resource mobilisation. This is a different UNDP from its past practices.

The donor community

By early 1999, when Neary Rattanak was formulated, the Ministry had had experience in collaborative partnerships with a number of donors: UNDP, ADB, UNFPA, UNAIDS, IOM, ILO, and UNICEF, WFP, JICA, GTZ and

APHEDA (Trade Union Aid Australia), the five latter agencies working with the Ministry at provincial level.

With the publication of Neary Rattanak, there was concern in government and in the donor community that the Ministry focus its work and strengthen its ability to mobilise resources. At the request of the Ministry, UNDP financed the preparation of the Ministry's plan to operationalise Neary Rattanak, the Building Together plan (see Annotated Chronology, annexe xx).

UNDP was then requested by the Ministry to assist it in its resource mobilisation efforts to finance the implementation of the Building Together plan. A Project Document was prepared as a facility for pooling donor support to the Ministry to implement the Building Together plan and for enabling the Ministry to better coordinate donor assistance. This document

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was presented to the donor community at a meeting in the Ministry in December 1999. Donors present complimented the Ministry and UNDP for this initiative.

This document was redrafted into a Programme Support Document by UNDP and signed by the Ministry and UNDP in February 2000. This document foresees that most of the donor support to the Ministry will be in the form of cost sharing contributions channeled through UNDP. The PSD states. "Through the formulation of the PSD, ..., to be henceforth referred to as the Partnership for Gender Equity, UNDP is providing a tool for operationalizing and implementing the national programme, Building Together, and for facilitating resource mobilization and coordination of efforts. The programme document is sufficiently flexible and comprehensive to provide a framework capable of absorbing technical assistance and other interventions for institutional strengthening of MoWVA which may be provided by other donor agencies.

UNDP will also support the efforts of the MoWVA to mobilize resources for the US \$4.8m budget for Partnership for building Together. It is visualized that this programme will provide the overarching mechanism for aid coordination." (p.23).

Thus, it was anticipated that, with cost sharing (\$3.9m), parallel funding, that is, support to implement this plan provided directly to the Ministry rather than through the PSD, and UNDP's contribution of \$200,000 as seed money, \$4.8m would be available to the Ministry for the period March 2000 to February 2004.

However, at this time, Overseas Development Assistance was fast decreasing as



a percentage of donor country GOP, that is, there was less development assistance available, and the money available tended to be increasingly directly managed by bilaterals and multilaterals alike, in order to be able to justify further amounts being received. Less money was allocated to cost-sharing arrangements.

However, the Royal Government of the Netherlands pledged \$100,000 for a preparatory assistance phase to assist the Ministry to develop the skills necessary to implement its Building Together plan and a further \$500,000

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for the implementation of the plan in 2001 and 2002. It requested UNDP to manage these funds for them (cost sharing).

Other donors to the Ministry were subsequently to choose to provide assistance directly to the Ministry rather than through the envisioned cost sharing arrangement enabled by the PSD.

By the time of the evaluation, the number of donors providing direct support to the Ministry and the amount of financial support pledged or received was far in excess of that in hand at the time of the preparation of the Building Together plan (see Donor Matrix, annexe 7).

#### Programme concept and design

Because it was conceived as an instrument to enable the Ministry to both *implement and coordinate support for its Building **Together** plan*, the objectives of the PSD are those of the Building Together plan and its outputs reflect the national priorities for the 5 year period.

The PSD aimed to enhance the capacity of the staff of the Ministry in the following ways:

1. To fundamentally influence policy at the national and local level with regard to the recognition and inclusion of women as equal stakeholders in the development of Cambodia;

##### Outputs:

- Staff development Ministry of Women's and Veteran's Affairs (MoWVA)
- Gender training for Line Ministries and Provincial Departments
- Develop institutional capacity to address the problem of the trafficking of women.

2. To establish the rights of women and the provision of affordable legal

assistance where necessary to uphold these rights; Outputs:

- Establishment of legal counselling services
- Training on the rights of women

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- Awareness raising on the rights of women
- Capacity building for legal institutions:

3. To develop a system of information and communication dissemination which will raise the issues pertaining to gender and development nationally by targeting the media and by preparing and distributing materials;

Outputs:

- Information systems and capacity building
- Public information strategy and activities.

4. To develop a programme for community services which will address the economic rights of women and contribute to the growth of civil society:

Outputs:

- Agricultural and income generating needs of women addresses
- Self-help groups and women's voluntary networks are supported
- Shelters and services provided to women and children at risk
- Programmes which will help address the needs of war-widows are formulated and operationalised.

To initiate the UNDP managed support to the Ministry, a Preparatory Assistance document was prepared, CMB/99/010: Preparatory Assistance for "Building Together" project in support of the Ministry of Women's and Veteran's Affairs. It was a six month project financed through UNDP by the Royal Government of the Netherlands. Its stated objective was "to establish the basic structures which will be required for the implementation of the "Building Together" main phase project".

Its expected outputs were:

- an operational work plan, including a comprehensive proposal to build the capacity of counterparts at the national and provincial levels prepared;
- a monitoring and evaluation system;
- training and field work initiated; and
- the project document for the main phase finalised.

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The Preparatory Assistance Document was signed in November/ December 1999. However, the Programme Adviser was not in place until mid-March 2000.

Meanwhile, the UNDP office had prepared the Programme Support Document, CMB/

00/010: Partnership for Building Together: follow up to Beijing Platform for Action for Gender Equality. This was signed in February 2000. The PSD states that it supercedes activities under PA CMB/99/010 and that an amendment would be prepared to this effect. In light of this, PSD implementation was envisaged in four phases, of which the first was an on-going preparatory phase. However, the amendment was not prepared.

It is clear that UNDP conceived of the Programme Support Document as just that. a mechanism for channelling external support to the national policy framework for women. The terms of reference of the Programme Adviser clearly state this: "Mobilization of resources from different sources and promotion of collaborative framework prepared by UNDP as a programme implementation modality will be the key responsibilities of this position" (Annex 4). The infelicity of this wording should be noted. UNDP had financed and supported the process of consultation for and preparation of the Building Together plan as the implementing modality of Neary Rattanak. It prepared the P5D.

It is equally clear that the Ministry of Women's and Veteran's Affairs conceived of the Building Together plan as their strategic document for implementing Neary Rattane".

#### Findings relevant to the Programme conception and design

There was strong national ownership and leadership in the preparation of the Building Together plan. This has continued. The Evaluation Team repeatedly heard: "Building Together is MoWVA and MoWVA is Building Together". Whilst this was a strong statement of ownership of the plan, it was also a delineation or demarcation claim in the context of confusion between the Ministry's Building Together plan and the PSD.

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The supportive role of UNDP has been appreciated. The Minister stated: "From the beginning UNDP supported the Ministry and this support enabled the Ministry to get started".

The Building Together plan was developed through an intensive process of consultation and analysis managed by the Ministry and financed by UNbP. It provides a constructive reconciliation of the conflicting demands of the mandate of the Ministry as a catalyst and advocate and the very pressing and basic development needs of women which were not being met elsewhere in government: access to

education and health, protection from violence and abuse, and economic empowerment.

Since the Building Together plan provides the policy framework for the UNDP support, this process ensured that it too is relevant to and responds to national policy objectives, to development priorities nationally and locally, and to women's critical concerns.

One of the problems arising from the design of UNDP's Programme/Policy *Support Document (and PA) is a confusion in the Ministry between their own Building Together plan and the PSD. The PSD is conceived of as the major mechanism for the implementation of the Ministry's Building Together plan. It acknowledges that there will be a small amount of parallel/direct financial support provided to the Ministry by other donors. However, it is assumed that most funds (\$3.9m) will be given to UNDP to manage (cost-sharing) within its partnership with the Ministry.*

This confusion is embedded in the cover page to the PSD which refers to a Partnership for Building Together. Within the PSD, the UNDP/MoWVA partnership is referred to as a Partnership for Gender Equity (see p. 23, cited above, and Annex 13: UNDP's support to Partnership for Gender Equity, for two examples).

This ambiguity between the Ministry's own plan and the PSD had adverse repercussions during the implementation phase.

It has resulted, firstly, in the UNDP PSD being considered by the Ministry as its own mechanism for the implementation of the Building Together plan.

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The Ministry may have understood the UNDP PSD's financial mechanisms as meaning that UNDP would provide direct budget support to the Ministry. This may be the confusion behind statements made to the Evaluation Team that UNDP's involvement in decision making over the use of these funds were undermining national ownership.

This, in turn, led to a feeling in the Ministry that UNDP had "appropriated" the Ministry's plan, as UNDP managed the PSD. This perception of appropriation is unfortunate, given UNDP's long history of support to the Ministry and its predecessors.

There may also have been the lack of understanding in the Ministry of the modus operandi of UNDP cost-sharing agreements and so of the potential role of the PSD as an instrument for resource mobilisation and aid coordination. In this case, the Ministry would not have encouraged donors to enter into the cost-sharing arrangement.

When donors took the decision to provide their support directly to the Ministry, a perception arose, at least amongst other donors, of the PSD as the Ministry's "slush" fund, that is, as the source of financing of those parts of the Building Together plan that were not being supported by them.

The MoWVA/UNDP Programme is perceived by the advisers to the Ministry variously as the "backbone" of the Ministry and the Ministry's "black hole". This perception was acknowledged to give the Ministry some flexibility, a valued asset, while meaning that the UNDP support lacked focus in comparison to their own. It is agreed that, in the absence of an adequate allocation to the Ministry from the national budget, such a facility fulfills a need of the Ministry.

Since the costing of PSD (\$4.8m) was based on the Ministry's estimates of its external assistance needs to implement its Building Together plan for the four-year period, there has also been confusion about the resources available from the UNDP Programme. The Evaluation Team found some surprise among senior Ministry staff when the actual resources available (\$700,000 over four years), as distinct from the budgeted amount (\$4.8m) were clearly presented.

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The Work Plan prepared as an output of the PA is also a result of this confusion. It is described in the PA Final Report as a Work Plan "which essentially supports the implementation of the [MoWVA] five year plan". It selects and regroups the activities of the Ministry's plan under the four objectives of the PSD. It is not an operational work plan and certainly not a plan based on the limited resources available. At the insistence of UNDP, it was based on a budget of \$4.8m. Yet, by the time of its preparation and submission (January 2001), it was long clear that the original conception of the PSD as a mechanism for resource mobilisation and coordination had been superseded by events.

Another consequence of the confusion between the Ministry's Building Together plan and the MoWVA/UNDP Programme has been that the Ministry's senior management meetings are considered as meetings of the PSD Programme Steering Committee. This would satisfy the PSD requirements if the minutes of these meetings were available to UNDP. However, the audit report for the year 2000 budget of the PA (May 2001) noted that its audit team had not been able to get access to the minutes of the management meetings on the grounds that they were confidential.

The confusion between the Ministry's Building Together plan and the UNDP PSD has also led to confusion about the role of the Programme Adviser: is she there to help the Ministry to implement its Building Together plan or is she there to fulfill the objective and requirements of the PA/PSD and its work plan?

The answer is that to a certain extent both. This is a confusion endemic to development assistance as it is provided. The Programme Adviser manages the PSD team and together with them provides support to the Ministry in agreed areas in its implementation of its Building Together plan. This is stated quite clearly in the PSD. For example, "the role of the Programme Adviser, as the principal counterpart to the MoWVA, will be to advise the Ministry on the programme and facilitate its implementation. The priority task of the Programme Adviser will be the development of the programme's detailed work plan" (Management Arrangements, p.26)

There was also consequent confusion about the mandate of the Evaluation Team. It was assumed by many that the Mission was there to evaluate the

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implementation of the Ministry's Building Together Plan. Often a clarification was sought from the Team. The Terms of Reference of the Mission *reflect* the same confusion. The first phase of the Evaluation Mission focused on clarifying and seeking consensus on the purpose of the evaluation. *Only* then could it proceed with its work.

The Ministry has requested that the UNDP support no longer be referred to as the Partnership for Building Together. The Evaluation Team supports this request. One possibility would be to refer to the P5[] as the MoWVA/UNDP Partnership for Gender Equity, as it is in the PSD.

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## PROGRAMME IMPLEMENTATION The

perceived value of activities

The actual activities undertaken under the PA and the PSD are contained in the quarterly reports of the projects and in the PA final report.

The evaluation methodology (see annexe 9) sought to determine the perceived value of these activities by different partners. This methodology was developed to ensure the active participation of all project partners and to increase the sense of national ownership of the process. A number of "perspective groups", that is,

programme partners who might have a particular perspective/point of view on UNDP's work, were identified and involved in the evaluation process: staff of the Ministry, advisers to the Ministry, staff recruited under the PSD, staff in the UNDP office, and NGO partners.

Using a participatory and open-ended approach, the following areas were identified as of particular value to some or many of the perspective groups.

Coordination: this was a facilitative role played by the Programme Adviser.

It aimed to strengthen this function within the Ministry but took as its initial focus the coordination of activities undertaken by the Ministry's advisers. A regular monthly meeting has been established where planning for collaborative efforts, constraints to implementation and emerging needs are discussed. A draft inventory of donor support to the Ministry has been prepared.

A tradition of collaborative activities has been established (see reports) where more than one donor and/or adviser will be involved in a Ministry activity. This has been particularly effective in the human resource development activities, particularly training and workshops, but also in planning for institutional development. The collaboration also means that all advisers are speaking with one voice, that is, are using phrases with the same meaning and advising along consensus lines.

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There was uniform agreement among the advisers of the importance of UNDP's role in this and that, at the request of the Ministry, UNDP should continue to take the lead in this area.

Domestic violence: this has been a facilitative, advisory and capacity building role.

At the request of the Ministry, UNDP has assisted the Ministry in the elaboration and negotiation of a draft law on domestic violence. Given the importance of this issue to women in Cambodia, and UNDP's commitment to the international instruments relating to domestic violence, it was agreed that UNDP would support the Ministry in this area until its planned external assistance partner (GTZ) was in a position to begin its support. The importance of this work was stressed in all of the perspective groups.

Technical advice has been given under both the PA and the PSD. In the case of the PSD, a senior national consultant, an experienced short term international consultant

and a respected international resource person have been working with the Ministry. The approach of the international consultant has been to work in capacity building manner with those in the Ministry responsible for this area, and to work collaboratively with the Ministry's partners in civil society. Both the quality of this work and the approach have been valued by the Ministry and by the involved NGOs. Strong support was expressed to the continued strengthening of the capacity of the Ministry to lead this initiative.

Civil society: this has been a facilitative and capacity building role.

The Ministry and the programme staff were highly praised by their NGO partners for the strategic alliance that has been built between government and civil society on domestic violence. It was cited as a model for Government-NGO collaboration in other areas of government. The NGO Statement to the 2001 Consultative Group Meeting on Cambodia identifies the cooperation between the government and NGOs working in areas such as this as deserving of special praise.

The consensus building and helpful approach of the Programme team and particularly the domestic violence consultant in their work with NGOs were

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singled out. The practice of involving NGOs in workshops and training was appreciated. As also was UNDP's support for a role for NGOs in gender mainstreaming at national and provincial levels.

UNDP Cambodia was requested to continue to play the role of mediator between civil society and Ministries not yet aware of the potential of collaboration with the organisations of civil society.

Human resource development in MoWVA: This has been a capacity building role.

This role is highly valued by the Ministry. In one of the evaluation workshops, spontaneous praise was given to the increased understanding of gender and the relevant skills gained through the collaborative work led by AD8 and supported by UNDP and others. Long term observers of the Ministry commented to the Team on the significant increase in its capacity at national level over the last three years but particularly during the last nine months.

UNDP's support for the development of MoWVA staff at provincial level was felt to have been an important start, although the approach needs to be further worked out, made suitable for the different situations in each province and tested.



Cambodia National Council for Women: This, has initially been mainly an advisory role.

UNDP's timely support to the Ministry in the establishment of the CNCW was appreciated. The CNCW is felt to be an important component of the national machinery for gender mainstreaming.

Outreach of the Ministry through the media: this has been a capacity building and advisory role.

The focus on strengthening the capacity of the Information and Media department as a unit, as distinct from drawing key staff into project work, was valued, as was the on-the-job hands-on approach to skills development.

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It was also thought that the strategic approach in the Media plan could also serve as a model for strategic planning in other areas of the Ministry.

Engendering national policy frameworks: this has been a technical and advisory role.

During the implementation of the PSD, a number of key national policy frameworks have been being drafted, including the Interim Poverty Reduction Strategy Paper and the Second Socio-Economic Development Plan. This has created opportunities for the Ministry, working collaboratively with its team of advisers, to increase the gender relevance of these documents.

The five-yearly review of progress in implementing the Platform for Action, known as Beijing plus 5, also provided another timely stimulus to action. The opportunity was taken to assist the Ministry to review the implementation of the Platform in Cambodia..

#### Contextual factors influencing performance

The MoWVA is a dynamic Ministry whose staff are committed and hardworking. Gender issues are new to most of its staff and there is a determination to better understand the conceptual and operational frameworks of their work and how their mandate to promote gender equity can in fact improve the quality and length of women's lives. There is an openness to learning and a willingness to listen. This is an environment where a capacity building approach can bear fruit.

Capacity building is an intensive and incremental process. It takes time. And it requires periods during which the skills gained are put into practice. With a

new Ministry, capacity may need to be built in many or all facets of its work. This in itself can induce overload, and this learning overload can be exacerbated by a commitment to action and results.

The lessons learned through previous UNDP assistance in the area of gender (PSD p. 22) single out the limited absorptive capacity in the Government. Programming, terms of reference, timetables, etc., to be realistic, must take

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this into account. As tasks continue, to be delegated in the Ministry, a capacity building approach will become easier to implement.

The Programme has made good use of short-term consultants but it should now consider a more capacity building approach to the provision of technical and advisory services to the Ministry. This could be done along the lines already practiced in other areas of UNDP's work in Cambodia, where a qualified and acceptable person is recruited and provided with a contract to provide a certain amount of short-term support, as needed, over a longer time frame.

Where a short-term consultant is used, her or his terms of reference, including the time frame, must be realistic to the task to be undertaken, and to the conflicting demands on the time and attention of Ministry staff. Failure to do this exacerbates the conflicting demands often felt by consultants between task fulfillment and capacity building.

An example of this failure can be seen in the terms of reference of the Media Adviser. These were taken without amendment from the PSD (PSD Annex 10). They were originally drawn up for a much longer consultancy period. They are not realistic for the three month period to which they were applied.

All terms of reference should be jointly developed between the Ministry and UNDP and the agreement of both partners gained.

Capacity building approaches are also constrained where there is not a common language or shared conceptual approach amongst those concerned since there is then a need for constant verification of understanding and often for translation and interpretation, even in daily work situations.

The Evaluation Team found strong but unrecognised differences in understanding between the staff of both the Ministry and the Programme, and, on the other hand, the international usage of terms central to UNDP's gender mandate, in particular "gender mainstreaming" (see annexe 10).

The programme staff have ensured that *key* documents are available in both Khmer and English (see annexe 11). It is clear that attention needs to be

paid to the accuracy of the translation from English to Khmer, and vice versa. In general, agreement should be reached on how key English (or French) terms be taken over into Khmer and a glossary/dictionary be prepared to facilitate translation in workshops and similar occasions and of texts.

Particular attention also needs to be paid to the organisation and running of bilingual workshops in order to increase the effective transfer of skills and knowledge. There should be consistency of language and conceptualisation across all programmes of assistance to the Ministry, examples should be concrete and drawn from the Cambodian context, unless another pedagogic approach is required, and elaboration/theory/lessons drawn out of the discussion of examples. Time needs to be spent in advance briefing of the translators and going through all the material and the glossary/dictionary of terms with them. Assistance should be given to presenters, particularly those not familiar with the Cambodian context, on effective approaches to the presentation of their materials, case studies, etc.

#### Management and implementation arrangements

The lessons learned from previous UNDP efforts at supporting gender initiatives include that management arrangements be kept simple in terms of their demands on the national government capacity (PSD p.23).

*The management arrangements outlined in the PSD consisted of a Programme Steering Committee (PSC) to oversee implementation, and a National Programme Coordinator for day-to-day leadership for the management and programme activities.*

Whilst the membership of the PSC is not outlined in the P5D, it is stated that the PSC should be chaired by the Minister of Women's and Veteran's Affairs, that the Vice Chair be at a level not below Secretary of State, and that the national Programme Coordinator work under the direct supervision of the Chair of the PSC.

As noted previously, the Management Committee of the MoWVA has been considered to be the Programme Steering Committee. Further, a Project

Coordinator was appointed at the level of Secretary of State. A National Team Leader and Deputy Team Leader were appointed with responsibility for the day

to day running of the Programme.

Other (and more substantial) donors to the Ministry tend to have simpler management arrangements. The ADB TA has a National Project Director and the TA is managed by the Management Team of the Ministry. At levels beneath the National Project Director, ADB project personnel work with the appropriate counterparts in various parts of the Ministry.

It would be appropriate for the UNDP Programme to simplify its management arrangements and to bring them into line with those of other similar donors. Hence it is proposed that a management arrangement similar to that of the AbB TA be established. A National Project Director with day to day responsibility for the programme, including work planning and financial management, and their monitoring would head the Programme team. This person would work under the guidance of the MoWVA management team, who may delegate oversight of the Programme to one of its members.

It is proposed that, rather than having a Deputy Project Manager, the PSD team, under the guidance of the National Project Director, should work with the substantive counterparts in each component of UNDP support. For example, they would work with the appropriate person from the legal protection unit for domestic violence, the appropriate person from the Information department for capacity building in this area, etc., in whatever the areas of UNDP support finally agreed.

It is also proposed that the Programme Steering Committee become a mechanism for consultation at the senior level between the MoWVA and UNDP. There is a need to establish clear lines of communication between the Ministry and UNDP, at the technical level as well as at senior level. There is also a need to further strengthen lines of communication and the demarcation of responsibilities between the PSD team and UNDP and the PSD team and the Ministry.

Although past practice has been to prepare work plans and budgets on the basis of the expanded PSD and its anticipated budget, the interim

Programme Adviser has initiated the preparation of three monthly plans for the use of the UNDP managed funds, that is, the actual resources available.

An indicative framework for a two-year work plan should now be developed but the detailed planning should continue to be done on a three-month time frame. Once the planning, implementation and financial management capacity of the Ministry and the seconded Finance Officer are strengthened, this period could change to a six-month period.

As overall management, financial management and planning capacity in the MoWVA improves, disbursements could be on the basis of three monthly advances against the agreed work plan, with reconciliation at the end of the period as a condition of further advances. National counterpart staff, particularly the National Project Manager and finance officer, should be supported in gaining the necessary skills in financial procedures, reporting (including supporting documentation) and accountability.

The work planning and financial systems that have been recently devised provide data required under National Execution. Any further reconciliation needed between the systems should be undertaken.

The interim Programme Adviser has also effectively addressed the concerns raised in the Audit Report of the Preparatory Assistance project. These concerns included: a lack of staff performance appraisals, a lack of a fixed asset register, long outstanding advances, a failure to formally transfer equipment at project completion, lack of a filing system, and a lack of appropriate administrative and financial policies and procedures.

The mission recommends that the Tripartite Review Meeting for the P5D take place soon so that strategic direction for the focusing of UNDP's support can be agreed.

UNDP is committed by its own mandate and by the Charter of the United Nations to ensure that, in its partnerships at the national level, it works in a politically neutral and inclusive fashion. This must continue to be honoured and its implications for its work on gender discussed with all concerned.

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#### Internal factors influencing performance

During the time of the PA, the MoWVA counterpart team consisted of a Programme Coordinator, the National Team Leader and the Deputy Team Leader. However, in December 2000, the National Team Leader took leave of absence from the Ministry. Since then, no replacement has been confirmed. This has been a serious constraint since the National Team Leader bears responsibility for the day to day running of the programme. Shortly afterwards, the Deputy Team Leader was promoted. Again no replacement was confirmed.

To date, no salary supplements have been paid to eligible MoWVA counterpart staff. This may explain in part at least why no counterparts have been available. Other donors to the Ministry recognise that conditions of employment in the public sector necessitate salary supplementation if staff are to be able to turn their

attention to their work.

The Evaluation Team feels that it would be appropriate for salary supplements be paid to the national counterparts eligible to receive them on the basis of an agreed work plan and performance, within the policy and procedures outlined in the relevant UNDP memos. A process for monitoring the distribution of the salary supplements should be developed jointly by UNDP and the Ministry.

It is also strongly recommended that simplified procedures should be developed for the processing of salary supplements.

The Ministry is moving towards a more equitable and transparent system of distribution of salary supplements based on work plans and performance. UNDP should devise a system of support that is realistic in its requirements whilst being transparent and accountable.

The departure of the Team Leader in December 2000 coincided with the end of contract of the first Programme Adviser and here too there was a delay in the recruitment of her replacement. These discontinuities in the managerial positions of the programme inevitably caused some delays and

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inconvenience. For example, they affected the work of the short-term media adviser recruited early in 2001.

During the period before the recruitment of the interim Programme Adviser, the ADB adviser to the Ministry was kind enough to assist the Ministry in the management of the UNDP programme.

This collaborative spirit has continued and been strengthened by the interim Programme Adviser. She has continued to strengthen linkages between the UNDP programme of support and other programmes/projects. Much has been done to increase coordination at the level of the technical advisers, to continue and expand collaborative activities, and to facilitate the establishment of a common conceptual framework, a consistent gender discourse and synergistic strategies.

#### Findings relevant to Programme implementation

A number of important activities have been undertaken during the PA and under the PSD to date. The flexibility with which the programme has been managed has enabled it to respond quickly and positively to Ministry priorities. The striking example of this has been the decision to provide interim support the Ministry's work on domestic violence, in anticipation of other donors showing interest.

It is now time for programme implementation to move onwards from isolated training courses, workshops, study tours and other activities. Wherever possible, such activities at both national and provincial level should be embedded into a more comprehensive strategy for capacity building. This strategy could include the reinforcement of understanding and skills gained through their utilisation in the work context, on-the-job training, mentoring, follow-up support, monitoring of performance, etc. Strategies should be devised for each component of UNDP 's support and be included in the work plan. As a result, isolated activities would only be supported if there was a specific, delineated issue to be addressed or if there was an emerging issue to be explored.

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There is also a need to increase the capacity of al I staff to know how to access, analyse and apply relevant research findings and data. There is an increasing effort to make national and sectoral data sets more gender sensitive and so to make more data available for understanding the situation of women and for monitoring the performance of government. The Ministry needs to be able to assess and use these data sets.

There is also much valuable social and other research available that could be effectively used in all aspects of the Ministry's work and gender sensitive researchers could become important colleagues to the Ministry. Consideration could be given to sub-contracting an institution to produce a regular bulletin in Khmer and English summarising available research findings and commenting on their potential use by the Ministry. This would help ground the work of the Ministry in the reality of women's lives and gender relationships in Cambodia. There are a number of institutions/organisations capable of undertaking such work, including, for example, CORI and &AD.

These are preconditions for effective programme design, monitoring and evaluation. It is critical that a monitoring system for the performance of the Programme be devised and set in place. This system should link the outputs to the outcomes of the Programme and both to a set of verifiable indicators. The system should also feed into the UUDP Strategic Results Framework for Cambodia.

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## FUTURE DIRECTIONS FOR THE PROGRAMME

Conceptual framework for decision making

The Ministry of Women's and Veteran's Affairs has developed the Seila Gender Mainstreaming Strategy as a part of the implementation of the Neary Rattanak five year plan of the Ministry. An important part of the Strategy is the theoretical framework that has been adopted in order to ground and structure the Ministry's mainstreaming work.

This theoretical framework was developed by the Ministry in response to the findings of its review of the gender mainstreaming strategy in the first phase of the CARERE/SEILA programme 1997-1999. This review found that during the implementation phase, women's contributions to national development and local governance had steadily increased. The theoretical framework was adopted by the Ministry in order to more systematically strengthen women's participation and empowerment.

This theoretical framework has been used to frame the recommendations of the Evaluation Team on future directions for the implementation of the PSD. This contributes to ensuring consistency of approach across the Ministry's work in various areas.

This framework is re-produced here in full for ease of reference<sup>5</sup>:

A gender mainstreaming strategy, if achieving effective outcomes, must be able to demonstrate some increase in levels of equality and empowerment of women in all levels of society. The following diagram represents a framework for levels of gender equality by Longwe, which is a useful way to think about gender equality and has been considered in developing the Seila gender mainstreaming strategy.

The Longwe framework describes five different levels of equality for women. These levels are in hierarchical relationship, so that equality control is more important for women's development than equality of

<sup>5</sup> Seila Gender Mainstreaming Strategy 2001-2005, Ministry of Women's and Veteran's Affairs, Section 1.3.

welfare. The higher levels of equality are higher levels of development.

The lowest form of equality is called welfare. This is the level of material

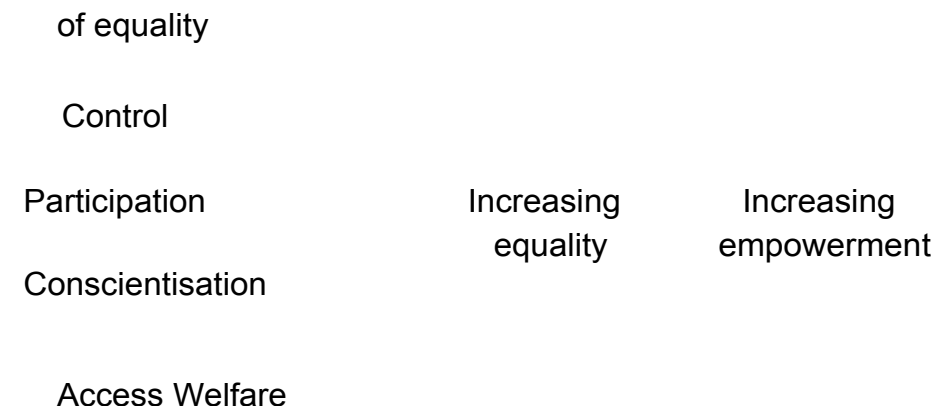


welfare relative to men in such matters as food supply, shelter, income and medical care. This level of equality is concerned purely with the relative level of welfare and not the production or creation of these material needs.

The next level is called access. When this level of equality is evident in society, women enjoy the same access to land, land title, education, jobs, credit, training, markets and services; and access to publicly available services and benefits on an equal basis with men. This level is normally addressed through reform of laws to remove discrimination and ensure equality of opportunity.

The next level is called conscientisation or critical awareness. If this level of equality is evident there will be common understanding of the difference between sex and gender, and that gender is cultural and can be changed for and between men and women in society. There will also be a belief that sexual equality is the basis of gender awareness and provides the conditions for collective participation in the process of women s development.

Figure One: Women s Empowerment Framework Level



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The participation level of equality is concerned with women s equal participation in decision making processes, including women s participation in the process of policy making, planning and administration, needs assessment, project formulation and evaluation. Women will also be involved in community decision making in proportions reflecting their proportion within the community (e.g. 50% women in community = 50% women in the VDC).

The final level is called control. If this level of equality is evident, women use their participation to achieve equality of control over resources, production, and the distribution of benefits. Equality of control means a balance of control between men and women, so that neither side assumes a position of dominance or subordination.

Empowerment in this framework means giving someone power to judge, act and command.

Too often, women are simply instructed to act, but do not have the information to judge or the

power to command.

The Seila Gender Mainstreaming Strategy developed by the Ministry for of the SEILA programme has two approaches<sup>6</sup>:

- a gender integration/ mainstreaming approach, and
- a women specific approach.

This two pronged approach recognises and reflects the reality of women's daily lives in Cambodia. It underlines the fact that a mainstreaming strategy is intensive and time-consuming. Yet the social and economic situations experienced by women are pressing and often traumatic.

On the other hand, it is not sustainable or desirable to address women's needs and rights without also beginning the slow process of systemic change that is required for their equitable participation and empowerment. The two approaches are mutually reinforcing.

The work of the Ministry and of the CARERE/SEILA projects in the development of this theoretical framework and gender mainstreaming

<sup>6</sup> ibid, Section 4.

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strategy provides an important model for the future direction of the UNDP/MoWVA partnership.

It is critical that there be strong collaborative links between these two initiatives and that the work undertaken under this PSD build upon the Seila and other gender mainstreaming initiatives of the Ministry. Hence, before approaches to gender mainstreaming under this PSD, especially at the provincial level, are finalised, a process of exchange and discussion of experiences to date should be undertaken. This is important to ensure the effectiveness and efficiency of UNDP's support. It will also ensure a consistency of approach in support to the Ministry from various sources of assistance.

The Team proposes that the implementation of the UNDP/MoWVA Partnership be undertaken in close collaboration with those responsible for the management of the Ministry's Seila Strategy.

The focus of UNDP support for 2001-2002

Within the development objective of the PSD, the goal of UNDP's support to the Ministry over the next two years is:

To assist the Royal Government of Cambodia to strengthen its capacity to address and integrate women's and gender concerns in ways which will promote the equitable participation and empowerment of women in development.

This will be achieved through three functional strategies:

- o building capacity in certain aspects of the work of the Ministry of Women's and Veteran's Affairs at the national level;
- a developing a national policy and implementation strategy for gender mainstreaming in local governance; and
- O developing strategies to increase that gender responsiveness of the public sector.

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These functional strategies have been developed in response to the priorities of the Ministry's Building Together plan and to the objectives of the PSD.

They are also in line with UNDP's emerging functional areas of policy advocacy, networking and partnerships, institution strengthening, brokering and alliance building, knowledge networking and support for empowerment.

The Evaluation Team recommends that, in particular, the focus of UNDP's support for 2001-2002 be:

- strengthening the capacity of MoWVA staff at national level in the following four areas:
  - Programme planning, implementation and management, and, in particular, the coordination and management of external assistance and the planning, implementation and financial management of UNDP assistance.
  - the development of policies and strategies for increasing the gender sensitivity of key line ministries and other governmental institutions.
  - the establishment of systems and structures for monitoring both the situation of women and the performance of government in improving women's situation; this will include assistance in the strengthening of the CNCW.
  - support in the area of addressing key legal and social rights issues, such as domestic violence and women and HIV, including strengthening the capacity, particularly of the Information Department, to change social norms and values and to influence key decision-makers in these areas.
- Developing a national policy and implementation strategy for gender mainstreaming in local governance, and, as a pilot, the strengthening of the capacity of MoWVA staff and key partners in four provinces to ensure its implementation.

This policy could encompass:

- the newly elected local councilors in order to increase commitment to and competency in gender issues,

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- Provincial Rural Development Committees in order to improve their capacity to monitor the impact of development on women,
- Provincial governors and senior decision makers in order to create a supportive political environment and high level political will,
- donors working in the province with a policy requirement and a commitment to mainstream gender in their work with their government counterparts, and
- non-governmental organisations, community organisations and other organisations of civil society in order to form strategic alliances for the empowerment and participation of women.

o strengthening key institutions of government in order to increase the gender responsiveness and performance of the public sector. The focus will be on the following three areas:

- improved recruitment to the public sector, with a particular focus on the Ecole Royale d'Administration (ERA).
- strengthening the capacity of organisations within government, for example, the National Training Board, and organisations outside of government, such as interested NGOs and/or private consultants, for gender training of public servants.
- increasing the gender responsiveness of key policy, regulatory and legal frameworks.

The focus of the latter will be determined by government priorities but could include the implementation of the Governance Action Plan, in particular decentralisation, the Poverty Targeted Program, and the proposed New Social Policy Agenda.

A monitoring system needs to be devised that will monitor programme performance and strategic results, within the framework provided by the Strategic Results Framework for UNDP's partnership with Cambodia, and within the theoretical framework for the MoWVA's gender mainstreaming strategy.

If these recommendations are looked at in relation to the Ministry's theoretical framework, they would tend to fit into the levels of access and conscientisation. They are not directly addressing women's specific needs. However, if the analysis of their strategic importance is well grounded, *they*

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may contribute to setting up the conditions for increasing women's participation and empowerment.

The focus of UNDP support in the next nine months

There is a need to realistically identify the capacity of the Programme to assist the Ministry. This assessment must be based on a number of criteria: limiting the focus to reflect the available human and financial resources; wherever possible, building on the effective work already undertaken; responding to the Ministry's priorities; and, working in a collaborative but non-duplicative manner with other external assistance partners.

In light of these considerations, the Evaluation Team would like to propose that the focus of UNDP's support within the next nine months be on:

- enhancing the capacity of MoWVA to coordinate and manage external assistance
- strengthening the planning, implementation and financial management of UNDP assistance;
- the drawing together of lessons learned from the work of the Ministry, and of others, on gender mainstreaming in local governance, and the development of a national policy and implementation strategy in this area; within this framework, the on-going work of the Programme could continue in the four chosen provinces;
- continuing support in the area of women's legal and social rights, in particular, of gendered violence and abuse, until this is taken over by GTZ;
- developing the understanding of Ministry staff, including the secretariat of the CNCW, of sectoral and issue oriented monitoring systems and of the reporting requirements of the relevant international covenants and conventions; and
- creating linkages between this Programme and other areas of UNDP support to Cambodia.

The work of the next nine months should be carefully monitored and the lessons learned and applied to future work.

The provinces will be selected according to an agreed set of criteria, which could include: considerations of proximity, that is each assigned staff member will work in provinces in close proximity to lesson transport costs and travel time; provinces where there are donors with a gender commitment/policy but without an on-going gender programme; and provinces in which there are active and committed

MoWVA staff.

It is suggested that the role of the PSO staff and their Ministry counterparts be to strengthen the ability of the provincial staff to carry out the mandate of the Ministry in their province. This can be done through on-the-job training, mentoring, facilitated learning opportunities (for example, study tours to other provinces), and advice on the means to achieve donors' gender mainstreaming requirements. Formal training should be integrated into a learning and practice programming cycle to increase its efficiency. Such formal training could be carried out directly by the Ministry or, as demand grows and specialisation increases, in collaboration with them, by other qualified groups.

The focus of the work of the Programme Adviser during this period should be on programme management, including staff and consultant supervision, mentoring and performance appraisal, on financial and managerial capacity building, on strengthening coordination and collaboration at the level of the Ministry's technical advisers and on building the Ministry's capacity in this area, and on the provision of strategic policy advice to the Ministry.

In the process of Programme development, implementation and monitoring, each step should be collaboratively undertaken to ensure a common understanding and be based on realistic assumptions about people's availability.

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## RECOMMENDATIONS OF THE MISSION

### National ownership

That a clear distinction be made between the UNDP programme of support to the Ministry of Women's and Veterans Affairs and the Ministry's Building Together five year plan for the implementation of Neary Rattanack.

To assist in achieving this, the request of the MoWVA that the PSD no longer be referred to as the Partnership for Building Together be honoured. One possibility would be to refer to it as the UNDP/MoWVA Partnership for Gender Equity, as foreseen in the P5D itself.

The focus of UNDP support for 2001-2002

That UNDP's support to the Ministry be more strategically focused within the Building Together plan and towards UNDP's emerging functional areas of policy advocacy, networking and partnerships, institution strengthening, brokering and alliance building, knowledge networking and support for empowerment.

That, within the Building Together framework of the Ministry and its gender framework developed for the Seila Programme, the focus of UNDP's support for 2001-2002 will be:

o strengthening the capacity of MoWVA staff at national level in the following four areas:

- Programme planning, implementation and management, and, in particular, the coordination and management of external assistance and the planning, implementation and financial management of UNDP assistance.
- increasing the gender sensitivity of key line ministries and other governmental institutions.
- monitoring both the situation of women and the performance of government in improving women's situation; this will include assistance in the strengthening of the CNCW.

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- support in the area of strengthening the policy, legal and regulatory frameworks relating to women's legal and social rights, especially in areas critical to women's well-being, such as women and HIV and domestic violence.

o The development of a national policy on gender mainstreaming in local governance, and, as a pilot, the strengthening of the capacity of MoWVA staff and key partners in four provinces to ensure its implementation.

o strengthening key institutions of government in order to increase the gender responsiveness and performance of the public sector. The focus will be on the following three areas

- improved recruitment to the public sector, with a particular focus on the Ecole Royale d'Administration (ERA).
- strengthening the capacity of organisations within government, the

National Training Board, for example, and outside of government, such as interested NGOs and/or private consultants, for gender training of public servants.

- increasing the gender responsiveness of key national policy, regulatory and legal frameworks.

That, to strengthen the Ministry's work in this area, and with the support of UNDP staff, linkages will be made with relevant UNDP programmes of support. That UNDP will increase the gender responsiveness and equity of these programmes.

The focus of UNDP support in the next nine months

That priorities for UNDP support in the next nine months build upon effective work already underway and that the work plan reflect the limited financial and human resources available.

That the focus of UNDP's partnership with the Ministry during this period be on:

- enhancing the capacity of MoWVA to coordinate and manage external assistance, including planning, implementation and financial management of UNDP assistance.

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- the drawing together of lessons learned from the work of the Ministry, and of others, on gender mainstreaming in local governance and the development of a national policy in this area; within this framework, the on-going work of the Programme could continue in the four chosen provinces.
- continuing support to the finalisation, adoption, and promulgation of the draft law on domestic violence, until this is taken over, as planned, by another donor.
- developing the understanding of Ministry staff, including the secretariat of the CNCW, of monitoring systems, and of the reporting requirements of the relevant international covenants and conventions.
- creating linkages between this Programme and other areas of UNDP support to Cambodia.

That the process of project formulation, implementation and evaluation should be one of constant consultation and clarification to ensure a shared understanding and commitment.



## Programme management arrangements

That the management arrangements for the PSD be simplified.

That the MoWVA National Project Director be confirmed as soon as possible. That the National Project Director be responsible for the day to day management of the Programme, including work planning and financial management. The National Project Director will be guided and managed by the Management Team of the Ministry, who may delegate oversight to one of their members.

That a Deputy National Project Director not be appointed. Rather, the PSD team, under the guidance of the National Project Director, work with the substantive counterparts in each component of UNDP support. That, whenever possible, the PSD team work with Ministry staff in their line functions rather than having them seconded to the team or drawn out of their regular positions.

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That salary supplements be paid to the national counterparts eligible to receive them on the basis of an agreed work plan and performance. A process for monitoring the distribution of the salary supplements be developed jointly by UNDP and the Ministry.

That simplified procedures be developed for the processing of salary supplements.

That the dialogue at the senior management level between the Ministry and UNDP be strengthened and structured, possibly through a re-constituted Programme Steering Committee.

## P5D staff

That continuity of programme leadership and management be given highest priority.

That the Terms of Reference for the Programme Adviser be revised jointly by UNDP and the Ministry in light of decisions taken on the basis of the recommendations of the Evaluation Team and the Tripartite Review Meeting.

That increasing and appropriate use be made of national consultants.

That a more capacity building approach to the provision of technical and advisory **services be devised**. That **where a short-term** consultant is used, her or his terms of reference, including the time frame, be realistic.

#### Programme management

That work plans and budgets for the use of UNDP funds be based on the actual resources available and that these form the basis for the allocation and disbursement of resources.

That an indicative framework for a two year work plan be developed but that detailed planning continue to be done for three monthly periods until the

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planning, implementation and financial management capacity of the National Programme Director and the Programme Finance Officer are strengthened.

As overall management, financial management and work planning, budgeting and monitoring capacity improves, supportive financial and accounting procedures should be put in place.

That the Programme Adviser continue to assist the Ministry in strengthening linkages of collaboration and coordination at the level of the technical advisers between the UNDP programme of support and other donorg programmes/projects.

#### UNDP backstopping of the Programme

That PSD staff be supported in the improved application of UNDP rules, regulations and procedures required to manage the programme, and provided with the required manuals and training.

That communication between the PSD unit and UNDP staff members responsible for providing support to the PSD unit be strengthened, including the continuation of regular meetings, and that a clearer delineation of responsibility between the PSD staff and UNDP staff be established, in order to strengthen efficiency and transparency.

That PSD staff be supported in creating linkages between this Programme and other areas of UNDP support to Cambodia.

## Programme implementation

That programme implementation move away from isolated training courses and other activities towards the implementation of more comprehensive strategies within each component.

That all key Programme documents be available in both Khmer and English and that attentions be paid to the accuracy of the translation from English to Khmer, and vice versa.

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That attention be paid to the organisation and running of bilingual training courses, workshops and other capacity building activities, in order to increase the effective transfer of skills and knowledge.

That a monitoring system be devised that will monitor programme performance and strategic results within the framework provided by the Strategic Results Framework for UNDP's partnership with Cambodia and within the theoretical/gender framework for the MoWVA's gender mainstreaming strategy.

That UNDP, collaboratively with the MoWVA, develop a comprehensive strategy of UNDP support to the achievement of Cambodia's gender objectives, through which the Ministry, supported by the Programme staff, can mobilise and access support across the UNDP portfolio of programmes.

Draft: Wednesday, August 01, 2001

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## **Annexe one**

### **ACRONYMS**

ADB	Asian Development Bank
ADB/TA	ADB TA No. 3327 CAM: Capacity Building for the Ministry of Women's And Veteran's Affairs
APHEDA	Australian People for Health, Education and Development Abroad, the aid agency of the Australian trade union movement

CCFUNDP second cooperation framework for Cambodia  
(2001-2005)

CDRI	Cambodian Development Research Institute
ERA	Ecole Royale d' Administration
GAD	Gender and Development/Cambodia
GiZ	Deutsche Gesellschaft Fuer Technische Zusammenarbeit
ILO	The International Labor Organizations
IOM	International Organisation for Migration
JICA	Japanese International Cooperation Agency
MoWVA	The Ministry of Women's and Veteran's Affairs
NGOs	Non-governmental organisations
PA	Preparatory Assistance document CMB/99/010
<b>P5D</b>	Programme Support Document CMB/00/001
RGC	The Royal Government of Cambodia
UNDAF	United Nations Development Assistance Framework for Cambodia 2001-2005
UNAIDS	The UN Joint Programme on HIV and AIDS UNDP      The United Nations Development Programme
UNFPA	The United Nations Population Fund
UNICEF	The United Nations Children's Fund
WFP	The World Food Programme

## **Annexe two**

### **UNITED NATIONS DEVELOPMENT PROGRAMME**

#### **CMB/00/001 Partnership for Building Together Programme**

##### **Terms of Reference**

**Evaluation Mission June 2001**

#### **I. Background:**

At the Fourth World Conference on Women held in Beijing, in 1995, the Royal Government of Cambodia committed itself to the Beijing Declaration and Platform for Action particularly with regard to the socio-economic development of women as a priority government policy. In 1996, the State Secretariat of Women's Affairs was upgraded and the Ministry of Women's and Veterans' Affairs (M;6'VA) was established with responsibility for the advancement and empowerment of women in Cambodia. A full-fledged minister was appointed in 1998.

In 1999, the MWVA of the Royal Government of Cambodia (RGC) launched Neary Rattanak - Women are Precious Gems: A Five-Year Strategic Plan (1999-2003). The Plan elaborates a nation-wide effort to examine the status of women and devise means to bring women into the

decision-making process at all levels. It also seeks to promote and protect the rights of women, veterans, and their families through collaboration among government institutions, the private sector, civil society and the international community. Emphasis is placed on building the capacity of women as well as changing those attitudes and behavior within society that discriminate against women.

In late 1999, with UNDP's financial support the ministry initiated "Building Together - Toward Achieving Gender Equity and Social Development", a four-year program which seeks to enhance the capacity of the MWVA in line with and in support of the five-year strategic plan of the ministry. It aims to incorporate gender concerns and principles in policy formulation and development programs and projects with due regard to equity, justice and the improvement of the quality of life for all Cambodian citizens. There are four main components of the program: 1) gender mainstreaming in policy formulation, development plans and programs of the government; 2) promoting the rights of women and enhancing legal protection; 3) gender resource and information program; and 4) community programs for socio-economic development.

To assist MoWVA in the implementation of the above National Programme, the Partnership for Building Together Programme has been designed and approved in February 2000 for a period of 48 months. The development objective of the Partnership for Building Together is to equip the MoWVA with the necessary skills to incorporate gender concerns and principles in the policy formulation and development processes, with due regard to equity and justice and the improvement of the quality of life for all citizens of the Kingdom of Cambodia. The programme has four immediate objectives as described below:

## **Annexe two**

- 1) Enhancing the capacity of the ministry to fundamentally influence policy at national and local level with regard to the recognition and inclusion of women as equal stakeholders in the development process
- 2) The promotion of the rights of women and the provision of affordable legal assistance where necessary to uphold these rights. This component will also have a secondary impact on the judicial system as a whole in Cambodia
- 3) To develop a system of dissemination and awareness building which will raise the issues pertaining to gender and development nationally, by targeting the media and by preparing and distributing materials, which will address not only the legal rights of women but which will also encourage their economic development and increase their participation in the decision-making arena
- 4) To develop a program for community services which will address the economic rights of women and contribute to the growth of civil society.

A six months Preparatory Phase of the programme (extended by two months) ended in November 2000. It aimed to establish the basic structures and systems required for the implementation of the main phase of the project. The expected outputs included

- 1) a draft operational plan for the main phase
- 2) a needs assessment for human resources development 3)

a system and tools for monitoring and evaluation

4) the finalisation of the programme document of "Partnership for Building Together".

The project that receives seed money from UNDP and cost sharing from the Netherlands is meant to be a tool for resource mobilisation and a partnership pilot in line with RGC new partnership paradigm policy presented at the CG of May 2000 and later on approved by the Council of Ministers.

## **II. Objectives and scope of the review**

Review of the progress so far against the objectives of the PSD document. The review will especially look at the design and relevance of the programme, with regard to the commitment of RGC to the Beijing Declaration and Platform of Action in particular the need for socio-economic development of women.

Assess the status and impact of the MWVA five year strategic plan, its role within the preparation of SEDPII and I PRSPIRSP processes and the discussion of any new law adopted by RGC. Assess the national capacity to articulate and advocate a new role for women as well as the fulfillment of their human rights. Re-direction of the programme could be suggested by the evaluation mission as necessary.

## **II. Tasks required**

Under the overall guidance of the UNDP Resident Representative and in close consultation with Mo`VA the consultant will perform the following tasks:

### **Annexe two**

1. Familiarise her/himself with the following key documents : the UNDAF and the CCF, as well as the PSD document, the Final report of the Preparatory Assistance Phase, and the ADB mid-term report on the capacity building for the MoWVA ; in addition the consultant will carry out her/his activities bearing in mind the new policy framework for UNDP (including the 6 priority practice areas, and its core functions (advocacy, upstream advisory services, development services and resource mobilisation).
2. Discuss with UNDP management, MWVA senior staff, programme staff, the programme adviser, relevant government officials (including Women Parliamentarians and Secretaries of State), relevant external advisors to the MWVA and other counterparts ( including the Netherlands, ADB, etc) issues relating to
  - a) Project design, progress, achievements and constraints
  - b) Implementation and expected strategic results
  - c) Partnership capacity within Government, with private sector, Parliament and- Civil Society (NGOs as well as partnership capacity for an effective national leadership in mobilising ODA resources for development).

3. Facilitate a participatory workshop (1 or 2 days), involving senior MWVA staff, relevant programme staff, relevant external advisors to the ministry and UNDP, in order to review the analysis of the programme's design, achievements and constraints and suggest an appropriate course of action that will allow RGC to meet its international development targets (through meeting gender equity targets).
4. Discuss with UNDP and MYNA the major concerns and recommend steps to be taken, including possible re-direction of the programme taking into account para. II.1 above as well as present national capacity (not limited to MWVA).
5. Suggest recommendations on any further specific surveys, analysis etc that would be needed.
6. Prepare the evaluation report, as well as evaluation summary in accordance with UNDP procedure for UNDP, and RGC as well as key partners' debriefing.
7. A revised version of the report incorporating additional points raised during the presentation made to UNDP will be handed to UNDP.

### **III. Time Frame**

The review has been scheduled to take place in June 2001 for a duration of three weeks.

### **IV. Team's composition and qualifications**

The profile of the Team Leader should be as follows:

a) Academic-background:

6 May 2001

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### **Annexe two**

Master in Social Sciences, Economics, Development Studies or Gender  
Development b)  
Experience:

nce:

- strong background in conducting participatory evaluations and reviews
  - gender related development programmes and projects
  - organisational development, preferably of government institutions.
- c) Competencies:
- In depth understanding of the major gender issues, particularly in the developing world
  - Proven experience in conducting gender analysis
  - Sound understanding of organisational development issues and institutional analysis,

- preferably involving government institutions in the developing world
  - Prior experience with UN organisations
  - Proven experience in capacity building, using participatory and process-oriented methods
  - Excellent verbal and written communication skills
  - Ability to work independently with minimum supervision
  - Ability to work under time pressure and to meet deadlines
  - Good knowledge of the Cambodian context would be an asset
- in

d) Language: Demonstrated English proficiency. Knowledge of French and national language would be an asset.

NOTE : It is to be noted that, at some stage of the review mission, the consultant will also be asked to assist the UNDP office in organising a gender workshop for all UNDP staff in Phnom Penh.

It is envisaged that in addition to the consultant to be selected and recruited by UNDP (as team leader), the MWVA will also provide one senior official (national consultant) who will be working closely with the team leader. The Government of the Netherlands will also be approached for possible participation in the review team.

The national consultant should be fluent in English. She/he should have strong background on gender and development. She/he should also have full knowledge of the Ministry's policy and programme development including the Partnership for Building Together. She/he should also be very familiar with the review process of such a programme.

The team member provided by the Government of the Netherlands should also have a strong background in gender and development. Moreover, she/he should be familiar with donors' policies and programmes.

## **Annexe three**

### **Persons Met during Mission**

#### **A - MINISTRY OF WOMEN'S AND VETERANS' AFFAIRS (MOWVA)**

1- H. E. Mu Sochua

2- H. E. You Ay

3- H. E. Ing Kuntha Phavi 4- H. E. Keth Sam Ath 5- H. E. San Arun 6- H. E. Nuch



Siratha 7- Ms. Heng Sithon 8- Ms. Long Nymol 9- Ms. Ma Vanny 10- Ms. Kim Siphath  
11- Ms. Chhoy Kimsor 12- Ms. Nhean Socheatra 13- Ms. Auv Rany

Minister  
Secretary of State Secretary of State Under  
Secretary of State Under Secretary of State Under  
Secretary of State  
Director, Human Resource Development Dpt. Deputy Director, Human  
Resource Development Dpt. Director, Economic Development Dpt. Deputy  
Director, Economic Development Dpt. Director of Planning and Statistics  
Dept. Deputy Director of Planning and Statistics Dept. Deputy Director of  
Information/Publication

## **B - CAMBODIAN NATIONAL COUNCIL FOR WOMEN (CNCM)**

1- Ms. Hour Serey  
2- Ms. Chan Sothevy

Secretary General Deputy Secretary General

## **C. PROGRAMME STAFF CMB/00/001**

1- Ms. Rolien Sasse  
2- Ms. Tulika Srivastava 3- Ms. Chea Dala 4- Ms. Ma Kol Chenda 5- Miss. Kok  
Kanika 6- Miss. Thay Thida  
7- Mr. Tiv Sochin Doeun

Programme Adviser Domestic Violence Consultant  
Provincial Programme Officer Provincial Programme  
Officer Translator  
Computer Assistant Assistant

## **D. ADVISER & PARTNERS TO THE MOWVA**

1- Ms. Barbara Fitzgerald 2- Ms. Cheryl Urushima 3- Ms. Yoshi Yamoto 4- Mr.  
Andreas Lind 5- Mr. Graham Fordham 6- Mr. John Holloway 7- Mr. Khieu Vichea  
Nun 8- Ms. Janet Ashby

9- Ms. Joanne Morrison 10- Mr. Scott Leiper  
11- Mr. Peter Robertson

Co-ordinator for Cambodia, APHEDA  
ADB/TA Team Leader JICA Advocacy Adviser  
IOM Programme Co-Ordinator IOM Programme UNFPA Advocacy  
Adviser UNFPA Programme Officer  
Coordinator, Project Against Trafficking in Women and Children in the  
Mekong Sub-region Regional Programme Manager, CAREERE Programme  
Manager, CAREERE Deputy Programme Manager, CAREERE

I

## **Annexe three**

1- Ms. Yuriko Uehara

2- Ms. Madeleine Elqvist 3- Ms. Hou Samith 4- Mr. Shiva Kumar

5- Ms. Jyotsna Roy

6- Ms. Caridad Sri Tharan

**E. INDIVIDUALS ASSOCIATED WITH CMB/001001**

**F. NGO PARTNERS OF CMB1001001**

- |                      |  |
|----------------------|--|
| 1- Ms. Oung Chanthol | Executive Director, Cambodian Women Crisis<br>Centrer (CWCC) |
| 2- Mr. Kong Pisey    | Lawyer, Cambodian Defender Project (CDP)                     |
| 3- Ms. Ros Sopheap   | Director, Gender and Development (GAD/C)                     |
| 4- Ms. Hor Phally    | Director, Project Against Domestic Violence (PADV)           |

**G. SENIOR WOMEN LEADERS & DECISION-MAKERS**

- |                             |   |
|-----------------------------|---|
| 1- Princess Norodom Vachara | Chairman, Foreign Affairs, International<br>Cooperation, Information and Media Commission,<br>National Assembly |
| 2- Ms. Kim Sathavy          | Legal Adviser to the Deputy Prime Minister  |

ADB, Senior Social Development Specialist Former Media Adviser,  
CMB/00/001 Former Team Leader, PBT  
Consultant, National Programme on Building Together  
Former UNDP Gender Specialist (e-mail)  
Former Programme Adviser, CMB/99/010 (e-mail)

Annexe four

**TITLE**

- 1- Building Together: Towards Achieving Gender Equity and Social Development
- 2- Preparatory Assistance Project: Building Together: CMB/99/010
- 3- Programme Document: Partnership for Building Together: CMB/00/001
- 4- Preparatory Assistance Project: Building Together: CMB/99/010 --Final Report
- 5- Progress Report (January - March 2001) Partnership for Building Together: CMB/00/001
- 6- ADBTA Mid-Term Report: Capacity Building for the Ministry of Women's and Veterans' Affairs
- 7- Royal Decree on the Establishment of the Cambodian National
- 8- Cambodia's Country Report:Key to National Reconstruction
- 9- Neary Rattanak: Women are Precious Gems -Five year Strategic Plan of the Ministry of Women's and Veterans' Affairs

10- Gender Research Project: Working Paper 3

11- Beyond Research Methods: Capacity Building for Research and Social Analysis & Disseminating Research Findings for Policy Making and Development Practices

12- National Machineries for Gender Equality, Expert Group Meeting

13 - Gender Mainstreaming Assessment for UNDP Cambodia

14 - Accelerating Change: Resources for Gender Mainstreaming

AUTHOR/SOURCE	PLACE/EVENT	DATE
Ministry of Women's Phnom Penh, and Veterans' Affairs Cambodia -		Oct-99
United Nations Development Programme (UNDP)	Phnom Penh, Cambodia	Nov/Dec. 99
United Nations Development Programme (UNDP)	Phnom Penh, Cambodia	Feb-00
United Nations Development Programme (UNDID)	Phnom Penh, Cambodia	Feb-01
Rolien Sasse, UNDP Consultant	Phnom Penh, Cambodia	Apr-01
ADB/TA Project	Phnom Penh, Cambodia	Nov-00
Royal Government of Cambodia	Phnom Penh, Cambodia	
The Secretariat of State for Women's	Phnom Penh, Cambodia	Mar-95
Ministry of Women's Phnom Penh, and Veterans' Affairs Cambodia		Feb-99
World Food ProgramME (WFP)	Phnom Penh, Cambodia	Jun-01
The Socio-Cultural Vulnerability and Coping Strategies (SCVCS) Research	Phnom Penh, Cambodia	Apr-00

Project		
United Nations Division for the Advancement of Economic Commission for Latin America and the Caribbean (ECLAC)	Santiago, Chile	31 August to 4 Sept. 1998 Women (DAW)
Dr. Fouzia Saeed	Phnom Penh, Cambodia	18 Dec. 2000 8 Jan. 2001
Melissa Innes, 2000	Hull, Quebec,	Feb.20-25, Canadian International Canada KIA OG4

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14 - Accelerating Change: Resources for Gender Mainstreaming	Melissa Innes, Canadian International	Hull, Quebec, Canada KIA OG4	Feb.20-25, 2000
15 - Second Country Cooperation Framework (CCF) for UNDP Cambodia (2001-2005)		Phnom Penh, Cambodia	22 Dec. 2000
16 - Annual Report of the Administrator for 2000	UNDP	New York	A 1 - 12 June 2000
17- Cambodian Human Development Report 1998	Ministry of Planning, Royal Government of Cambodia (RGC)	Phnom Penh, Cambodia	Oct. 1998
18- Platform For Action and the Beijing Declaration	United Nations (UN)	New York	1996
19- Interim Poverty Reduction Strategy Paper (I-PRSP)	The Council Ministers, the Royal Government of Cambodia (RGC)	Phnom Penh, Cambodia	Oct. 2000
20 - Second Draft of the Second Five Year Socio-economic Development Plan (SEDP - 2001 - 2005)	The Royal Government of Cambodia	Phnom penh, Cambodia	
21- Cambodia Common Country Assessment t (CCA)	Office of the Resident Coordinator, Phnom Penh, Cambodia	Phnom Penh, Cambodia	Oct. 1998
22- United Nations Development Assistance Framework (UNDAF - 2001 - 2005)	United Nations System in Cambodia	Phnom Penh, Cambodia	May-00
.23- Gender Analysis and Strategy (CMB/92/A06)	Hannerke Meijers, in	Phnom Penh,	Oct. 2000

	cooperation with Tian Monie, IWNR/CARERE, Touch Lakhena, CARERE, Men Sothea, PSWVA, and Hoeung Khorng, IWNR	Cambodia	
24- Sella Gender Mainstreaming Strategy 2001-2005	Ministry of Women's and Veterans' Affairs	Phnom Penh, Cambodia	2001
25- NGO Statement to the 2001 Consultative Group Meeting on Cambodia	NGO Forum on Cambodia	Phnom Penh, Cambodia	'I-! June 01
26- Women in Development: Country Briefing Paper	Asian Development Bank Bank (ADB)	Phnom Penh, Cambodia	Jan-96
27- Seila Programme Document 2001-2005	Royal Government of Cambodia (RGC)	Phnom Penh, Cambodia	Dec-00
28- Evaluation Report on CARERE/Seila Gender Sector Training	Kyoko Kusakabe and Chhim Chariya 2	Phnom Penh, Cambodia	Jun-99

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31- Feminist Visions of Development - Gender Analysis and Policy	Cecile Jackson and Ruth Pearson	London & New York	2000
32- Gender Based Analysis - A guide for Policy-making	Status of Women Canada	Ottawa, Canada	Mar-96
33- Opening Address by Samdech Hun Sen, Prime Minister of the Royal Government of Cambodia at the Cambodia Consultative Group Meeting, Tokyo, Japan, 12 June 2001	Royal Government of Cambodia	Phnom Penh, Cambodia	12-Jun-01
34- A New Development Cooperation Partnership Paradigm for Cambodia	Consultative Group Meeting, 24-26 May, 2000 - Royal Government of Cambodia 3	Phnom Penh, Cambodia	24-26 May 2000

#### Annexe five

### ANNOTATED CHRONOLOGY

For the preparation and initial implementation of CMB/99/010: Preparatory Assistance for "Building Together" project in support of the Ministry of Women's and Veteran's Affairs, and CMB/00/001: Partnership for Building Together:

follow up to Beijing Platform for Action for Gender Equality.

February 1999 Neary Rattanak published (in Khmer).  
The Plan was welcomed by donors and other line Ministries but the need to give focus and direction to the work of the Ministry and to mobilise resources for their work was expressed.

June 1999 MoWVA decided to develop an implementation strategy to set priorities within Neary Rattanak. UNDP offered to provide assistance for this step (CMB/99/008: Institutional Development of the Ministry of Women's and Veteran's Affairs). A team headed by M.S. Shivakumar was invited by the MoWVA to assist it in the production of the implementation strategy. A process of consultation was initiated by the team at national and local level.

June-July 1999 Discussions between senior staff of UNDP and MoWVA in which agreement was reached that UNDP would help the Ministry to convert the plan once it was produced into a document for discussion and resource mobilisation with donors.

September 1999 A draft plan was presented by the team to the Ministry. Staff of the Ministry, current and potential donors to the Ministry and interested officials from other line Ministries (about 60-70 people) attended a two day workshop (September 19-20) to discuss and finalise the

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plan (which was available in Khmer and English). The name Building Together was adopted.

October 1999 MoWVA and UNDP converted the Building Together plan into the format of a UNDP Project Document (English). This was circulated by the Ministry under the title of: Building Together: Towards Achieving Gender Equity and Social Development.

November 1999 CMB/99/010: Preparatory Assistance (PA) for "Building Together" project in support of the Ministry of Women's and Veteran's

Affairs was signed by the Minister and the UNDP Resident Representative (7 December 1999) with third party cost-sharing of \$U5100,00, contributed by the Royal Government of the Netherlands. The PA was for six months. It was extended by two months and ran from March to November 2000. The objective of the PA was to "establish the basic structures which will be required for the implementation of the "Building Together" main phase project".

December 1999 MoWVA presented this project to a meeting of donors. Donors complimented the Ministry and UNDP for this initiative.

December 1999 UNFPA signed the programme of assistance to the Ministry: Gender Resource and Information Programme

February 2000      The Programme Support Document (P5D) CMB/00/001: Partnership for Building Together: follow up to Beijing Platform for Action for Gender Equality is signed. The PSD states that this project will supersede activities under PA CMB/99/010 and that an amendment will be prepared to this effect. This amendment was not prepared and the two projects were implemented concurrently.

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March 2000      The first Programme Adviser was recruited under PA CMB/99/010, although the terms of Reference sent to her were those of the Programme Adviser of the PSD. Implementation of the PA and the PSD began. This was three months after the signing of the PA document.

October 2000      The position of Programme Adviser for the PSD was advertised.

November 2000 The contract of the PA Programme Adviser ended.

December 2000 ADB TA No. 3327-CAM: Capacity Building for the Ministry of Women's and Veteran's Affairs signed

January 2001      The final report of the PA was received by UNDP.

February 2001 The PSD Programme Adviser was selected but was not available to take up the position until September 2001.

April 2001 The interim PSD Programme Adviser commenced work on a six month contract.

Accessibility of Key Documents		Annexe six		
Document	Khmer		English	
	Full Text	Summary	Full Text	Summary
Neary Rattanak	-		-	
MoWVA Five Year Plan (input in SEDP II)	-	Yes	Yes	
Building Together Plan	-		Yes	
Gender Mainstreaming Plan				
MWVA Meeting Minutes	-		-	
Beijing Declaration and Platform for Action			Yes	
Beijing Plus 5 - Cambodia National Report, 2000		Yes	Yes -	Yes
Report from the delegation to the UN Conference in NY			Yes	
IPRSP (latest Oct. 2000)				
SEDP II (latest Dec. 2000)			Yes	
PA Final Report	Yes		Yes	
PSD	-		Yes	
Programme Workplans	-		Yes	
Programme Progress Reports*	-		Some	
Key Programme Outputs:				
Media Plan & Policy	Yes		Yes	
DV Draft Law	Yes		Yes	
Workshop Reports:				
Workshop on Reflecting Together and Advancing the Agenda of the MoWVA (May 2000)			Yes	
. Workshop on the Objectives and Roles of the MWVA (?)	Yes			
Workshop on the Application of International Instruments and the De				
Report on PDWVA advocacy activities and needs assessment	Yes			



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\* Only reports prepared by the Programme Staff in the MWVA are available, no reports by UNDP.

### Matrix of Donor Assistance to MoWVA

	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre-Stat
	and Training						
r	UNDP/Royal Government of the Netherlands	3 years (2001-2003)	1 - Gender Mainstreaming 10 provinces + national level (incl. CNCW) 2 - Legal protection (Dom. Violence Law, until GTZ starts) 3 - Gender Resource & Information (no activity now, possibly: limited follow-up GRIP?) 4 - Community Outreach (no activity now: through other projects)	200,000 (UNDP) 500,000 (RGN)	- Program Advisor - Legal Adv (Apr-July 2001) - Media Adv (Jan-Mar 2001)		On Rev Jun
P)	UNFPA	1 year (2000)	1 - Establish Gender Resource Center (library, data-base, staff training, 2 computers+furniture) 2 - Gender awareness among policy makers (IEC materials, newsletter, radio, 3x GAD Forum, Gender Mainstreaming Plan) 3 - Increase use of information & resources (Gender Training Team: TOT, advocacy training, GFPs appointment in 10 ministries & training, TOT & Gender training manual) [Note: no budget for activities GFPs and library materials]	219,000	- ..... (to be filled in)		En (Ma
	UNDP Channel	1 year (2001)	Gender Mainstreaming in 12 provinces. 1 - Capacity building of the PDWVA, gender focal points and CDC-VDC local authorities in Seila provinces 2 - Advocacy workshop for PRDC and local authorities in Sella provinces. 3 - Technical support to PDWVAs and local authorities on gender mainstreaming	100,000 (provincial level and 20,000 for MoWVA)	-	Funds for 7 newly selected provinces	On-

Matrix of MoWVA Donor Assistance (Last update: 29/06/0 1)

(This is an Informal Working Document, requiring continuous updating and not to be used for quotation!!)

	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre-Stat
--	--------	-------------	---------------------------------------	-------------------------	-----------------------	-----------------	----------

			- Monitoring and evaluating the progress on gender mainstreaming				
n	UNFPA	5 years (2001-2005)	With MoWVA: 1 - First 6 months: build MoWVA capacity in advocacy (develop advocacy agenda, TOT, training of advocates) 2 - Advocacy to policy/ decision makers, media, legislation (develop messages, materials & advocate/sensitize, GFPs) 3 - Advocacy to VDC, CDC, community leaders through MRD (2 provinces)	\$ 2 million (UNFPA)	- Advocacy Advisor (July-Dec.2001)		Sta Au
acy of	UNIFEM	1 year 2001  (possibly + 2 years)	- Media campaign, advocacy - Leadership development (esp. around elections) - Legal advocacy (esp. on elections)	.50,000	Media Advisor	20,000	Pro pre
g in of	JICA	5 years	- Data collection and analysis - Computer network - Social/gender training - Training in planning, monitoring and evaluation - Pilot projects		- Project Manager/ Gender Policy Specialist - Gender Information & Advocacy Specialist - Social & Gender Statistics Specialist - Social/Gender Training Specialist		Un rev
	JICA		Training of Information Department staff in photography		Photographer		Co

ion							
r	CIDA	Feb-June 2000	Assistance with legal protection policy formulation and program development		Legal Advisor		En

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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ne	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre Statu
all	IOM /Finland Gov.	3 years (2000-2003)	1 - Legal literacy 2 - Public awareness raising	1,031,112	- Programme Advisor - Media Advisor (May - ? 2001) - Advocacy Advisor (June -? 2001)		On
n	TPO	?	by Domestic Violence Office, LP Unit: 1 - Counseling services 2 - Radio programme	?	-		?
ion	GTZ/ German Gov.	3 years (2002-2004)	Legal mainstreaming in MoWVA and Gender mainstreaming in legal areas: training, advocacy, research, pilot-projects	1,500,000	Legal Advisor + ? (start June 2001?)		Pro pre

tion es	UNFPA/AusAID	2 years (1999-2000)		120,000			En
	UNFPA/NMCHC	2 years (until March 2001)  3 years (2001-2003)		64,500  1,200,000	- Advisor (finsihed March 2001)		Ext Inte  Ma in p
	UNAIDS						

## Empowerment

MWVA Donor Assistance (Last update: 29/06/01)

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*Informal Working Document, requiring continuous updating and not to be used for quotation!!)*

ne	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre Stat
view ions	ILO	1 month (Jan/Feb 2001)	<ul style="list-style-type: none"> <li>• Review of operational effectiveness of WID centers</li> <li>~ Review of credit/loan facilities</li> <li>~ Prepare a project proposal for donor funding</li> </ul>	n/a			Co
nt, ship ment	GTZ	3 years	<ul style="list-style-type: none"> <li>~ Institutional strengthening: MWVA, training centers (100 persons)</li> <li>~ Specialized vocational skills training (450 women and veterans)</li> <li>• Training in Entrepreneurship Development and Micro Enterprise Development Programme Approaches (300 women and veterans)</li> <li>~ Assistance through "Common Facility Units" (100 women entrepreneurs)</li> <li>~ Facilitating access to credit, creation of savings and credit groups, revolving fund schemes</li> <li>~ Establishment of women-friendly environment and socio-cultural empowerment activities</li> </ul>	1,652,000	??		Pro doc pre ILO  Ge cor fun Ass mis 200

gh sing	FAO	18 months	~ Establishment of National Village Food Processing Center ~ Workshop on the Role of Village Food Processing in Community Development (20 extension officers) ~ Study tour • Training of community-based trainers in food processing (2 workshops x 25 trainees) ~ Success case replication training (5-10 persons per village level trainee)			351,720	Pro unc by  Ne neg role MA
ood	FAO	2 years	Training/Workshops: ~ Inter-ministerial level: gender planning			269,750	Pro unc

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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ne	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre Stat
omy			and implementation (25 participants/3 days) ~ Provincial officers: micro credit/micro finance programme management (35 participants/10 days) ~ Women tech leaders/master trainers: agriculture NRM, hhld resource mgt technologies (40 participants/40-50 days) • Pilot training for 200 rural women ~ Advise/assist in setting up rural technology centers  Study Tours: ~ Regional: technology transfer and micro credit/micro finance (2 persons) ~ In-country: (10-15 women)				by
a e	Swiss Development Corporation (SDC)	3 months	Project Preparation: • Assessment of needs and opportunities ~ Identification of alternative strategies/project activities • Identification of potential partners • Identification of mechanisms for managing implementation ~ Preparation of project document	60,000		19,900	Agri sign Jun

for gh nd :	British Embassy	1 month	Fact-finding and Preliminary Project Design Mission: ~ Market assessment (needs/opportunities) ~ Identification of strategies ~ Identification of possible partners ~ Preparation of market development/improvement plan	5,000			Fie con Aw rep
	NZ MFAT	6 months	~ Market survey ~ Basic market advisory services	-		29,900	Un con

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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Page: 5 of 9

ne	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre State
	Service		business management ~ Conduct survey on agriculture, animal husbandry and agro-business • Conduct market survey ~ Assess feasibility of establishing cooperatives and associations ~ Prepare training manuals on micro enterprise development and marketing  Credit specialist ~ Assess credit program ~ Assess/assist with process to transform credit program into an MFI				De Aw furt info
	JICA		As above		Micro-credit specialist		Aw res
od d	UNICEF						

--	--	--	--	--	--	--	--

## Institutional Strengthening

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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ne	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pre Status
	JICA	2.5 years (1997-1999)	Expert (TA)		Advisor		En
or	ADB	1 year (May 2000-Sept 2001)	1 - Build management capacity MoWVA 2 - Gender training MoWVA staff 3 - Strengthen Finance Systems 4 - Staff training 5 - Support in area of Economic Empowerment	400,000	- Team Leader - Gender Advisor (ended) - Finance Advisor (ended) - HRD Advisor (national)		Ext Ser
nt	ADB	1 year (2002)	Not yet formulated -				De mis sch ear 200
pan	World Bank	2 years	Project covers nine ministries. MWVA included in: 1 - Training of younger, innovative managers in policy formulation 2 - Training of broader implementation group in policy formulation, public expenditure management, human resource management 3 - Distance learning				Ap neg unc

ts	JICA		Experts (see TA column)		Experts: - Administration - Financial Management		Re unc
	Singapore Volunteer	1 year (Oct 2001-	Volunteers (see TA column)		Volunteers: - Planning Advisor		Re sub

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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me	Donors	Time Period	Type of Programme and Main Activities	Amount committed (US\$)	TA (Advisors) planned	Amount Unfunded	Pr Sta
	Overseas Programme	Oct 2002)			- Labour Lawyer - Public Administration Advisor - Financial Management Specialist - Market Research Specialist - Education Planning Advisor - Resource Centre Advisor		SV 20

Matrix of MoWVA Donor Assistance (Last update: 29/06/01)

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## GOALS FOR A MAINSTREAMING STRATEGY

Possible goals for a gender mainstreaming strategy:

- to change planning structures so that gender considerations are integrated into government policies and programmes and funded from national budgets
- To create a gender sensitive and responsive bureaucracy, including its service delivery functions

- To create a governance context in which women's rights are respected, their needs addressed and there is equity of access to, opportunities in and benefits from the State
- To create the political will for and the popular understanding of gender equity

Comments:

- Each of these goals would lead to a different, although overlapping, set of priorities, strategies and activities.

2

Annexe eight

## CONSIDERATIONS FOR A MAINSTREAMING STRATEGY

Prepared by the UNDP/MoWVA Evaluation Team  
at the request of the Minister for Women's and Veteran's Affairs

What is the "mainstream"?

An inter-related set of

ideas  
values  
relationships  
practices  
institutions  
organisations  
alliances and networks

that determine who gets what within a society,  
that is, how benefits and opportunities are distributed .

Thus, the concept is about the means by which power, influence and wealth  
shape social position and access to benefits.



Issues:

- what is the role of the State in bringing women and women's issues into the mainstream?
- Who are possible partners of the State in a set of strategic alliances to increase women's presence in and benefits from the mainstream?

Comments:

- the "mainstream" is more that institutions and practices.

1

## **BUREAUCRATIC MACHINERY FOR MAINSTREAMING WOMEN'S/GENDER CONCERNS**

AT THE NATIONAL LEVEL

Figure 1 shows the "hub and spokes" model of gender mainstreaming. The nodal point in Cambodia is the Ministry of Women's and Veteran's Affairs.

Nodal points for mainstreaming are normally units in a central and powerful Ministry, that of the Prime Minister/President, or the Planning Office, or similar. A Ministry of Women's Affairs is not a central ministry and so has to persuade and influence from the periphery of power and decision-making. This is difficult.

The Cambodian National Council for Women is the mechanism whereby the MoWVA counteracts its bureaucratic "marginality" and creates the access and authority of a more central unit.

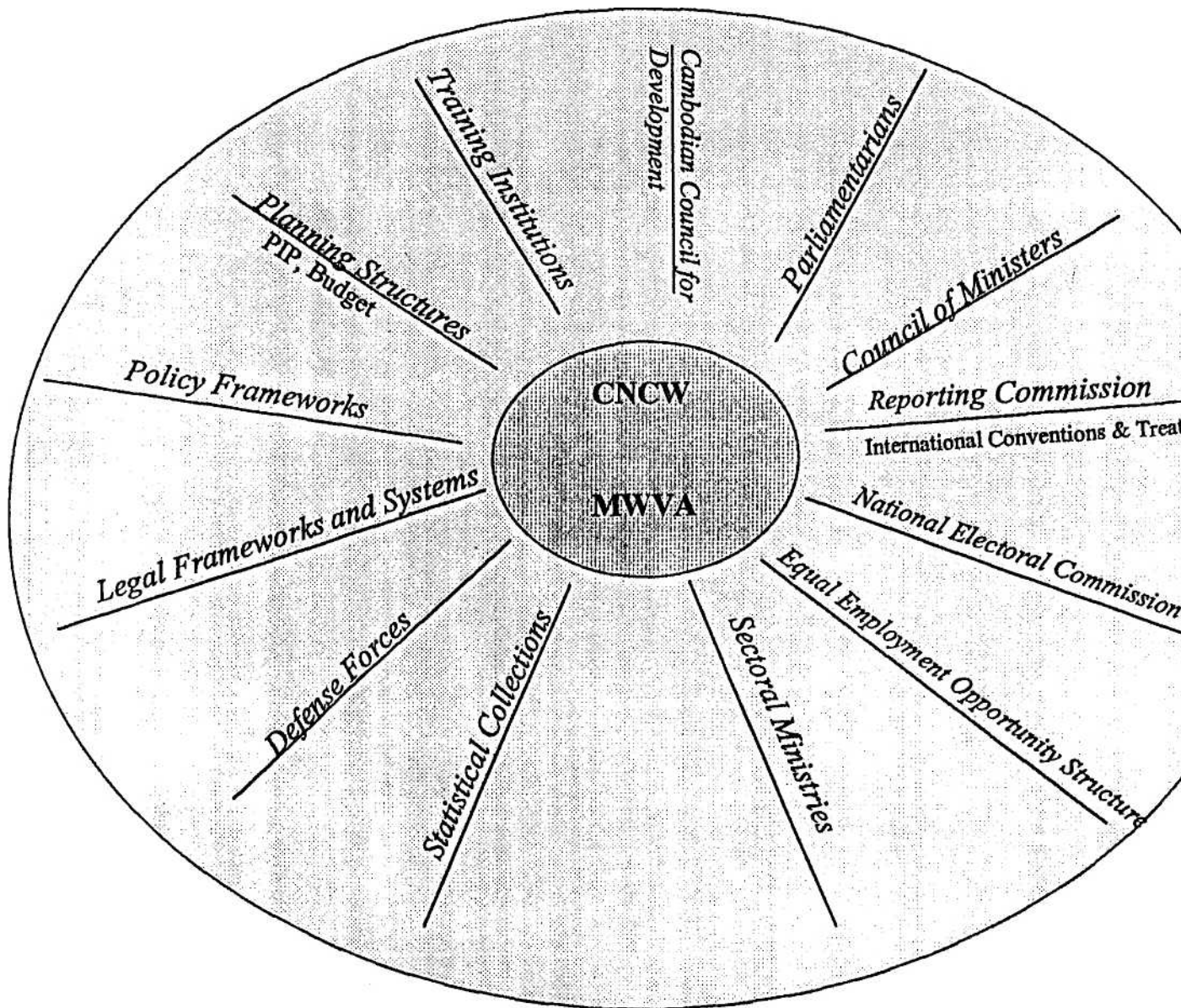
The CNCW is an important structure for creating commitment to women's/ gender issues at the highest levels of the bureaucracy.

Figure 2 illustrates the hub and spokes model at Provincial level. Here the MoWVA places a similar role to the CNCW. This is shown in Figure 3.

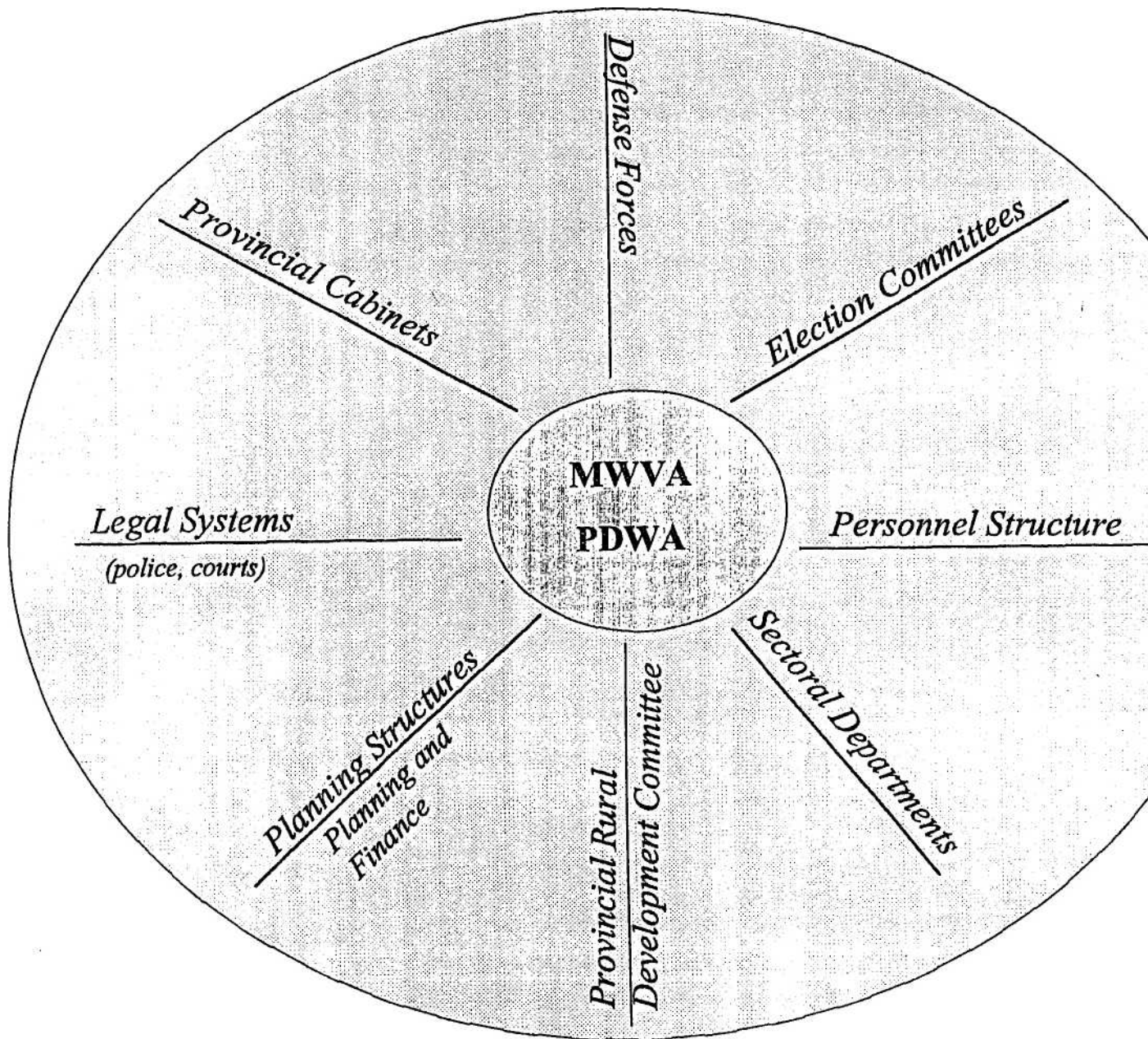
Performance criteria [need. to](#) be developed for the mainstreaming strategy as a whole, at national *level*, and at sub-national level (on the basis of which, for example, Provinces could be ranked).

3

### **Figure 1: Bureaucratic Machinery for Mainstreaming at National level**



**Figure 2: Bureaucratic Machinery for Mainstreaming at Provincial level**



## IMPLEMENTING A MAINSTREAMING STRATEGY

Issues for effective mainstreaming:

- how can commitment be created at the highest levels of the bureaucracy and in the Parliament?
- which structures should be created in the "spokes": focal points, units, etc.

?

- what should be the functions of these structures?
- what staffing and resources should these structures have?

Methods available to a nodal unit to catalyse others to implement a mainstreaming strategy:

- persuasion
- accountability through performance criteria: shame and praise
- resources, financial as well as human: incentives
- mandatory requirements and sanctions: power

Possible key performance criteria to determine the success of a mainstreaming strategy at the national level:

- the percentage of the national budget allocated to: > the MoWVA (for women)  
> initiatives for women
- the existence of a national gender policy and the frequency of its revision
- the number of spokes/ministries with a gender policy
- percentage of staff trained and evaluated for gendered performance
- the number of significant statements of political commitment
- a multi-party approach to women's/gender issues in Parliament

4

## **STRATEGIC ALLIANCES FOR MAINSTREAMING**

**Figure 4 shows a range** of groups outside of the State with whom the nodal unit/ MoWVA could form strategic alliances in order to implement its gender mainstreaming strategy.

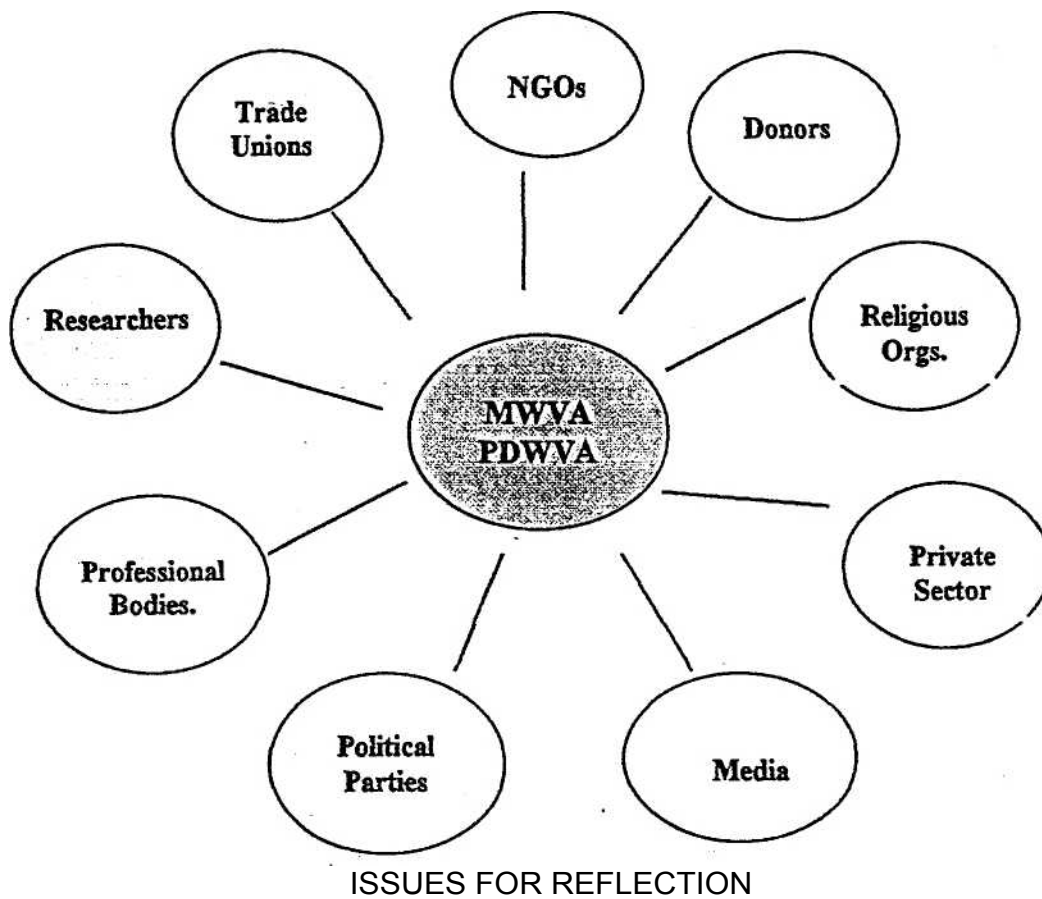
The most critical linkages/alliances will be with NGOs, although other groups in civil society could also have a part to play, and with the media.

The National Women's Forum (?), which brings together government, NGOs and the media, is a component of a mainstreaming strategy.

What would such strategic all achieve?

- the sustainability and legitimacy of the MoWVA. If women's organisations do not support or are hostile to the nodal unit or to spoke units, they lose their legitimacy.
- create accountability *of* the State. Groups outside *of* government can lobby, criticise, make demands, protest, publicise, question, etc. government actions and policies in ways that a bureaucratic institution such as the nodal or spoke units cannot.
- the effectiveness and empowerment *of* the nodal unit: activist groups outside *of* government can create demands for change that a nodal unit can then respond to.
- the validation and grounding of the work of the mainstreaming machinery in the reality of women's lives. Links with the research community are important but the MoWVA must have the capacity to use research findings in their work.
- the creation of an enabling social, cultural and political environment in which change would be accepted more easily.
- service delivery to meet women's basic needs.

Figure 4: Strategic Alliances for Mainstreaming



Drawbacks to implementing a mainstreaming approach in Cambodia at present

The mandate of the MoWVA is to:

- catalyse
- facilitate
- coordinate
- monitor
- evaluate
- raise money
- persuade
- shame
- praise
- hold accountable
- draw lessons
- publicise successes

etc.

But:

- > the Cambodian bureaucracy has limited capacity at this time to meet people's needs and to protect their rights. Making it gender responsive would not in itself much improve women's access to goods and services.

a mainstreaming approach is a slow, time-consuming and demanding process and women's needs are basic and pressing.

6

#### HOW COULD THE PRIORITY AREAS FOR A MAINSTREAMING STRATEGY BE IDENTIFIED?

- They will depend on the goals of the strategy (see above).
- They will be shaped by a set of principles:
  - the Carpe Diem principle: work with those who want to work with you
  - the timeliness principle: work on issues for which the process of decision-making is currently in process, for example, decentralisation
  - the needs principle: focus on areas of pressing need for women 7

June 2001

7

1

Annexe nine

**Note on the evaluation methodology**

For UNDP, evaluation is a participatory process of enhancing understanding and determining accountability (Results-oriented monitoring and evaluation 1997).

The tasks of this mid-term evaluation were two-fold: to review the design and performance of the UNDP support to the MoWVA to date; and to make recommendations about the direction of the Programme over the next two years.

The evaluation methodology chosen was based on a participatory process that drew on the expertise of a range of people involved with the Programme and interested in its success. It was designed to incorporate varying perspectives and to build capacity for understanding the principles and nature of the UNDP support. The concept of perspective was central to the approach. Perspectives carry situated knowledge, an understanding of how things impact on performance and results from a particular point of view or set of experiences.

The approach to the design of the evaluation methodology was to enable the participation of people with different perspectives. It was also to facilitate the sharing and discussion of those different perspectives in ways that aimed to build consensus, rather than to simply choose one perspective over others, as being more significant than others.

A set of perspective groups were identified: MoWVA staff, the PSD team, the UNDP backstopping team, advisers to and partners of the Ministry, NGOs working with the Ministry, the research community, other Ministries, and women leaders. Time constraints prevented the inclusion of the last three groups, although individuals were consulted.

The work with each group was divided into two parts, corresponding to the two tasks of the Mission. The first was to get the different perspectives of each group on the Programme design and performance. This was referred to

as the Looking Backwards workshop. The second was to determine in what ways UNDP could best assist the Ministry to achieve its goal of gender equity and equality, given UNDP's mandate and limited resources. This was referred to as the Looking Forward workshop.

A logical flow chart was designed for each component and a series of openended questions formulated. In the Looking Backwards workshop, the ordering of the questions was determined by whether the perspective group members were predominantly from cultures of praise, in which case questions about the value of the Programme were asked first, or from cultures of critique, in which case questions relating to things that did not work were asked first. The flow charts prepared for the workshop with the advisers to and partners of the Ministry is



attached as an example (Annexe A).

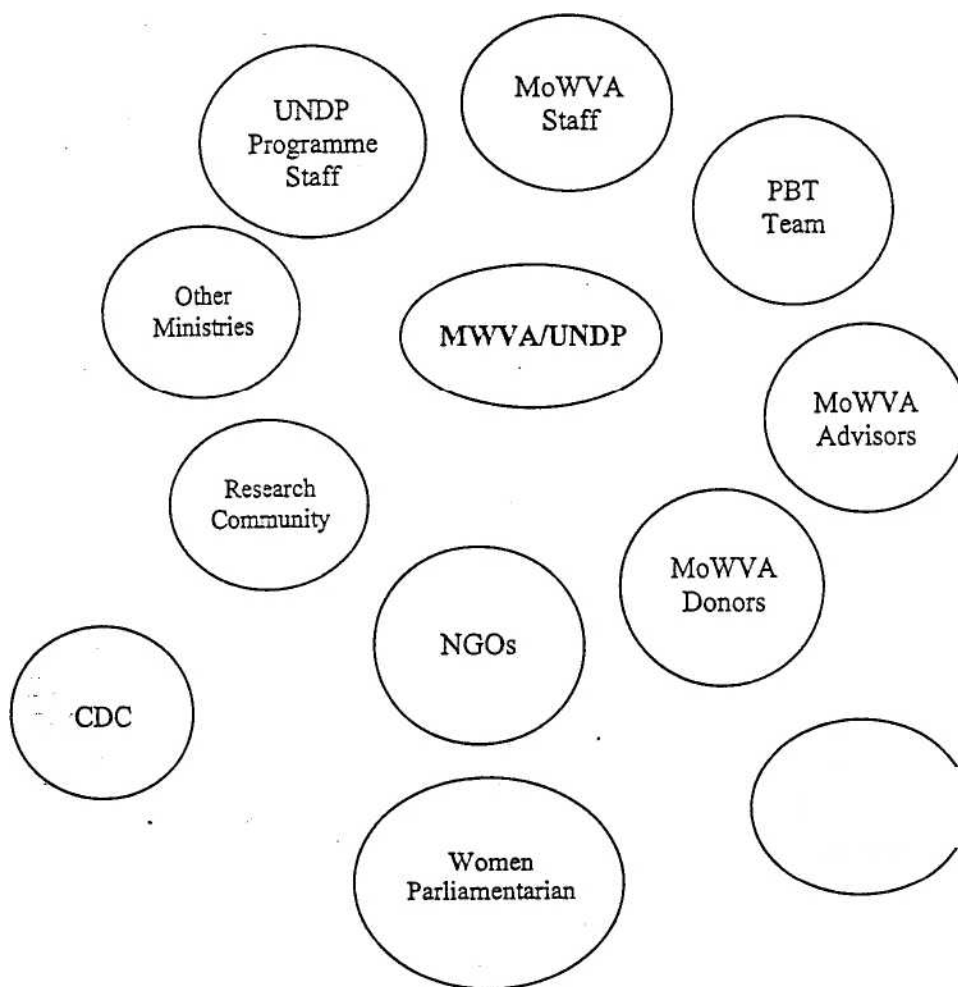
The workshops were facilitated by the Evaluation Team and were conducted in Khmer and English, except for the advisers group. The facilitation involved the drawing out and validation of the various perspectives. Group work was done within the perspective groups, with the Evaluation Team listening in but not in any way contributing. The groups would report back to the Team. The facilitators were to try to ensure that the perspectives of all the different people within the groups were heard. Wherever possible, the Evaluation Team used people's own words when writing the Report, to respect their way of "speaking the world".

The Looking Forward workshop included an exploration of the concept of "gender mainstreaming". This concept is central to UNDP's mandate and so it was important to explore people's different understandings of it in order to make consensus possible. The flowchart for the Looking Forward workshop with the Ministry staff is attached.

The discussion of the workshops was recorded and analysed and forms the basis of the Evaluation Report, especially the findings and future directions sections.

A number of discussions and email discussions were then held with other individuals whose perspective on the Programme and its work might also contribute to the analysis.

#### MWVA/UNDP EVALUATION PERSPECTIVE GROUPS



Women Secretaries of State

## **Annexe A**

### **EVALUATION WORKSHOP** Advisers and other external partners to MoWVA 8 June 2001

#### **LOOKING BACKWARDS**

What do you think of  
the Building Together Programme?  
[Brainstorming]

What is the difference between  
the way that it is working and  
the way that you expected it to work?  
[Group work]  
In what ways has it not gone well?  
[Group work]  
In what ways is it going well?

[Group work]

Could you please rank this list?

What are your grounds for  
saying that it has done well in  
the first way?

the second way?

How could the MoWVA show  
that it had done well  
at these things?

Could you please rank this list?

Why do you think this happened?  
the first?

the second?

How do you think the situation  
could have been/could **be**  
improved?

How would the MoWVA **be** able to  
show that it had improved its  
performance in **these** areas?

How do you think that the Building Together Programme  
could be improved?

[Brainstorming]

4

## EVALUATION WORKSHOP

Advisers and other external partners to MoWVA

8 June 2001

LOOKING FORWARD

Changing context:

MoWVA policies and capacity  
UNDP policy framework  
donor context  
budget based programme and workplan

A mainstreaming model: On the basis of this:

Hub and spokes  
Strategic alliances

How do you think that  
UNDP can best assist the MoWVA  
to fulfill its mandate?  
[Group work]

[Feedback on the methodology]

5

Annexe B

## EVALUATION WORKSHOP

The UNbP Programme of support to the MoWVA  
Staff of the MoWVA  
15 June 2001

LOOKING FORWARD:

How can UNDP best support the work of the MoWVA  
in the next two years?

### WHAT DOES UNDP DO IN CAMBODIA?

- v Strengthening of governance institutions 0
- Reform of the public sector 0
- Strengthening of Parliament 0
- Strengthening of the judicial system
- v Poverty reduction and monitoring v

Management of natural resources V  
Gender

UNDP's mandate on gender 2001 - 2005, as approved by the RGC

- V *to promote gender equity as an issue in the decision-making process at all levels (central, provincial and district),*
- V *to strengthen advocacy, networking and partnerships for gender justice and equity, and*
- V *to mainstream gender in all UNDP programmes*

Expected results at the end of five years:

- V *a strengthened advocacy capacity of the MoWVA,*
- V *a strengthened gender mainstreaming capacity at central and provincial levels of government and within UNDP.*

What is this gender mainstreaming?

THE UNDERSTANDING OF GENDER MAINSTREAMING IN CAMBODIA Exercise

If you were talking to friends about your work,  
what words would you use in Khmer for "gender mainstreaming"?

Imagine the conversation  
and then write down the words that you used on a card

The cards will be placed on the wall and the workshop will sort them into groups according to their different meanings.

The facilitator will discuss the strengths and disadvantages of the various phrases in order to reach a common understanding.

The group will then be asked to give the meaning of the Khmer phrase in English (not the literal translation). [The answers given are attached.]

In Cambodia/Khmer, the phrase is usually understood as follows:

Gender mainstreaming is the promotion of  
gender equity and equality

## THE UNDERSTANDING OF GENDER MAINSTREAMING IN THE INTERNATIONAL COMMUNITY

The word is used somewhat differently in the international community and in the documents of the United Nations:

Mainstreaming signifies a push towards systematic procedures and mechanisms within organisations - particularly government and public institutions - for explicitly taking account of gender issues at all *stages of policy-making and programme design and implementation.*

7

It is a call for the diffusion of responsibility for gender issues beyond small and underfunded women's units to the range of sectoral and technical departments within institutions.

All donors and most international NGOs have mainstreaming policies, in this sense of mainstreaming.

This is also UNDP's understanding of its mandate to gender mainstream.

Examples of the use of this meaning of mainstreaming in United Nations documents:

Economic and Social Council of the UN General Assembly (ECOSOC)  
Resolution 1997/2

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.

It is a strategy of making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluations of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

The ultimate goal is to achieve gender equality.

Beijing Platform for Action: Paragraphs 201 and 202:

A national machinery for the advancement of women is the central policy

coordinating unit inside the government. Its main task is to support government-wide mainstreaming of a gender-equality perspective in all policy areas. [...]

Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.

8

## COMPARING THE TWO MEANINGS

\* Mainstreaming is promoting gender equity and equality

\* Mainstreaming is making the government more gender responsive

The latter is one way of achieving the former

What are the different ways in which the MoWVA can achieve its goal of greater gender equity and equality? To achieve gender equity and equality, MoWVA can:

- Do things for women themselves: direct action
- Persuade others to do things for women/gender: advocacy
- Get strategies, structures and practices in place to get things done for women: making the State more gender responsive, mainstreaming gender
- Work collaboratively with other groups, institutions and movements, including outside of government, to get things done for women:

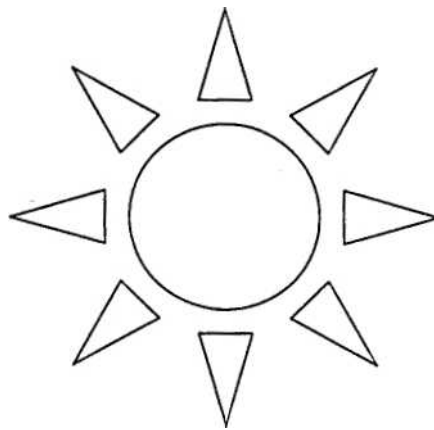
strategic alliances

9

## MAKING GOVERNMENTS MORE GENDER RESPONSIVE

What models exist of bureaucratic machinery for ensuring that women's/gender concerns are addressed:

the hub **and spoke** model



**In this model, the centre circle represents the women's unit  
and the spokes represent the other line ministries  
and bureaucratic institutions of government  
*in all areas and at -all levels***

The hub or nodal unit is normally in a central and powerful Ministry, that of the Prime Minister/President, the Planning Office, or similar.

The Beijing Platform for Action (Paragraph 201) states:

The necessary conditions for an effective functioning of such national machineries include:

~ Location at the highest level in the government, falling under the responsibility of a Cabinet minister;

10

- Institutional mechanisms or processes that facilitate, as

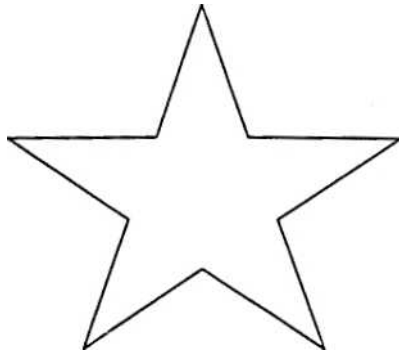


appropriate, decentralized planning, implementation and monitoring with a view to involving non-governmental organisations and community organisations from the grass roots upwards;

- Sufficient resources in terms of budget and professional capacity;
- Opportunity to influence development of all government policies.

What is the situation in Cambodia with the MoWVA?

The situation in Cambodia is more like a star than the wheel model:



The women's machinery in Cambodia is the Ministry of Women's and Veteran's Affairs. This is not a central Ministry but rather of similar standing to a line Ministry. Hence its position does not give it positional power over other institutions of government.

Since it is not at the institutional hub or central node of government, it has to persuade and influence from the periphery of power and decision-making. This is difficult.

11

What if we add the CNCW?

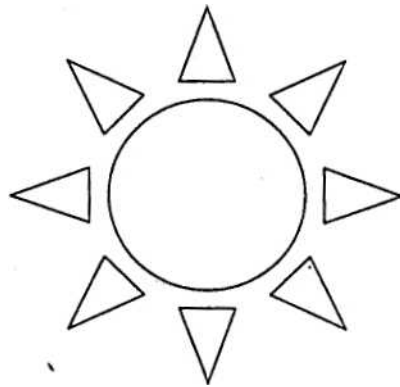
The Cambodian National Council for Women was established to:

ensure advocacy, monitoring and evaluation of laws, regulations, and policies of the Royal Government of Cambodia related to the advancement of the status of women and the various conventions, especially the Convention to Eliminate All Forms of Discrimination

Against Women, and violence against women.

The Minister of Women's and Veteran's Affairs chairs the CNCW and with fifteen other members at the level of Secretary of State or its equivalent.

Hence, the Cambodian National Council for Women is a mechanism whereby the MoWVA counteracts its bureaucratic "marginality" and creates the access and authority of a more central unit.



The *CNCW* is an important structure for creating commitment to women's/ gender issues at the highest levels of the bureaucracy.

At Provincial level, the MoWVA places a similar role to the CNCW, creating commitment at the highest Provincial levels and giving the provincial staff of the Ministry and their partners access to key government departments and structures.

12

Drawbacks to implementing a mainstreaming approach in Cambodia at present:

- > the Cambodian bureaucracy has limited capacity at this time to meet people's needs and to protect their rights. Making it gender responsive would not in itself much improve women's access to goods and services.
- > a mainstreaming approach is a slow, time-consuming and demanding process and women's needs are basic and pressing.

What strategic alliances can the MoWVA create to achieve its ends?

Strong links with civil society are crucial for the effectiveness of national machineries and of their gender mainstreaming strategies.

If women's organisations do not support or are hostile to the women's units, they lose their legitimacy. With their support, change becomes more possible. This is one of the tensions in national machinery for women. Although they are a part of the State, in some sense they are accountable to or must be responsive to organisations outside of government.

Pressure from women's organisations and the international community can assist in holding the State accountable for its actions. Groups outside of government can act and make demands in ways that government units cannot. The reporting requirements of international covenants, conventions and other commitments that governments enter into in the international arena, the adoption of the Beijing Platform for Action, for example, create pressure on government to improve their performance.

There are a range of groups outside of the State with whom the nodal unit/MoWVA could form strategic alliances in order to implement its gender strategies: women's organisations and, more generally, non-governmental organisations, the media, religious communities, trade unions, professional associations, donors, the research community, etc.

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The most critical linkages/alliances will be with women's NGOs, although *other groups in civil society could also have a part to play. Links with the media* are also important.

The National Women's Forum, which brings together government, women organisations and the media, is another important component of the Ministry's mainstreaming strategy.

Having explored the various understandings of the phrase "gender mainstreaming", let us now turn our attention to the question central to this workshop:

How do you think that UNDP can best support the MoWVA to fulfill its mandate and *achieve* its vision for women in Cambodia over the next two years?

Annual budget 2001-2002: about \$250,000

How can this be used most effectively to achieve a more just society for women?

[Brainstorming]

In thinking about this question, please bear in mind UNDP's mandate and the support that is being given to the Ministry by other external partners.

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Some possible ways in which UNDP may be able to work with MoWVA to fulfill its mandate to create a more just society for women:

Possible strategic entry points:

To assist MoWVA to:

- 0 Strengthen the CNCW
- 0 Strengthen particular aspects of the Ministry's work (donor coordination, ICT, strategic alliances, ...)
- 0 Strengthen the mainstreaming and strategic alliance building aspects of the work of selected PDWA
- 0 Strengthen the gender responsiveness of particular line ministries by monitoring the implementation of donor mainstreaming practices
- 0 Increase the representation of women and the gender commitment and competency of new recruits into the public sector
- 0 Strengthen training institutions in the public sector and in civil society to train bureaucrats for gender competency in their fields of responsibility

UNDP could also assist the Ministry achieve its mandate through strengthening its own performance in addressing gender concerns strategically in its programme of assistance to Cambodia in key areas such as:

- poverty monitoring
- decentralisation policies
- natural resource management ("social concessions")
- judicial mentoring programme and other legal reform programmes
- strengthening the institutions of Parliament

- public sector reform, etc.

This could be done collaboratively and in consultation with MoWVA.

15 June 2001

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Looking Forward workshop with MoWVA staff  
15 June 2001

Definitions of Gender Mainstreaming  
Translated from Khmer

- 1) equality among women and men vis-a-vis the status, the responsibility and benefit sharing
- 2) way to ensure that there will be equality and equity with regard to the status, the responsibility of women and men in the society
- 3) gender mainstreaming is the way to ensure good knowledge on the role or the equality between men and women
- 4) women and men have equal rights in front of the law and in every day life - the ministry has served the benefit of women, veterans and also has implemented the Neary Rattanak plan towards the improvement of women's rights - women's rights are the rights of human being
- 5) the role of sex and gender should be equal among women and men. So is it recommended to use the term gender mainstreaming
- 6) we want the society to understand about the roles of men and women -- and to ensure that the society stop thinking that women cannot work like men - and we want all institutions of the government include (recruit) capable women into the structure
- 7) way to ensure that one understands about the role, the equality between men and women and to avoid gender

discrimination

- 8) encourage the participation with equality and equity between men and women in the society - and the share of resources and the good management of resources with equity - and to promote equal participation and equal benefit
- 9) strategy to include equality and equity
- 10) equality and equity between women and men in the development
- 11) the inclusion of equality and equity and the roles of women and men into the development activity
- 12) method to ensure that men and women understand about the meaning of gender
- 13) way to ensure that the gender mainstreaming aspect is well understood among the general population
- 14) to ensure that men and women participate as partners in the decision and the development of Cambodia
- 15) is the way to ensure that gender is well understood by different institutions or bodies as well as mainstreaming gender into the planning of those institutions or bodies
- 16) to ensure that the government's policy will provide benefit to women and men equally
- 17) include all women-related issues into the policy and the programs of each ministry so that these policies and programs will meet the needs of women
- 18) try to include gender matter into programs - and the role and responsibility taken by men and women with regard to solving all matters related to programs aiming to ensure that women will have the opportunity to participate in the development of the society