

*Mid Term Review of the*

**PARTNERSHIP FOR GENDER EQUITY PROJECT (PHASE 2 EXTENSION)**

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## Executive Summary

This report presents the findings of the Mid Term Review of the Phase 2 extension of the Partnership for Gender Equity Project (PGE or the “Project”). Supported by UNDP and the Ministry of Women’s Affairs (MoWA) in Cambodia, PGE builds upon Phase 1 (2001-2003) and Phase 2 (2004-2006). The review assessed performance and achievements of the Project and its relevance and alignment with Government reforms, policies and strategies on gender equality. The report also includes recommendations for adjustments and future directions.

The Project aims to strengthen MoWA’s capacity to effectively fulfill its mandate and build the knowledge base and technical capacity of the Royal Government of Cambodia (RGC) for gender mainstreaming and advocacy. At the same time, MoWA is the Implementing Partner of the Project and is responsible and accountable to both the Government and UNDP for its management, the achievement of project outputs and the effective use of the Project’s resources.

Overall, the MTR found that the Project has produced significant achievements on different levels. First, MoWA, with the support of PGE, has successfully worked with RGC to strengthen its commitment to the promotion of gender equality through the establishment of gender policies, such as Neary Rattanak III, Gender Mainstreaming Action Plans (11 line ministries have such plans) and the inclusion of gender analysis and concerns in major national policies and programmes (e.g., 2006 National Strategic Development Plan (NSDP) Progress Report, 2008 NSDP Mid-Term Review, NSDP update 2009-2013, Organic Law, 10 Year Decentralization and Deconcentration National Action Plan and strategic plans of select line ministries).

Second, the Project has significantly contributed to the institutionalization of gender mainstreaming within the RGC, primarily through the strengthening of the gender mainstreaming system in Cambodia. This system operates at a national level (with Cambodian National Council for Women and the Technical Working Group-Gender), at the level of line ministries (with Gender Mainstreaming Action Groups in nearly all ministries) and at the sub-national level with the promulgation of Gender Mainstreaming Action Plans (GMAPs) of different line ministries, as well as the advancement of women at sub-national levels of the RGC. With MoWA’s leadership and support, the system is mutually reinforcing and becoming increasingly “mainstreamed” as more RGC stakeholders respond to and become involved in the system. As part of this process, MoWA’s has become a credible and increasingly sought after partner for government counterparts as they pursue their gender mainstreaming policies and plans.

MoWA, as a force and catalyst behind this system, has benefited greatly from the Project. According to the Minister of MoWA, 80% of MoWA’s accomplishments are a result of PGE participation. The Project has developed staff capacity, from officer to senior levels; contributed to its strategic direction (e.g., with the establishment of Neary Rattanak III and a MoWA advocacy and communication strategy); improved MoWA organizational structures, management practices, and donor coordination and harmonization.

The achievements of the Project are the outcome of a number of mutually reinforcing and influencing factors. These include leadership and initiative from senior RGC officials, strengthening of the “gender mainstreaming system”, MoWA leadership and credibility, and support for PGE by the senior MoWA leadership. For its part, PGE has provided strategic and timely inputs to MoWA leadership, developed positive ways of working, rendered timely and effective technical assistance, and made strategic and timely decisions.

The MTR found two main mitigating factors that were not completely within the Project’s control. First, while the Project developed RGC capacity overall and MoWA, in particular, the Project would have benefited from a formal capacity building strategy applicable to MoWA if not, at the very least, to the Project itself. Current plans to undertake a capacity assessment along with the establishment of Neary Rattanak III should provide the basis for the development of such a strategy in the future. Second, the Project would benefit from improved project management practices that should be considered for future initiatives.

Regarding the remaining period of the Project, the MTR recommends that

- UNDP urgently decides its intention to support and commit to a future initiative and immediately initiate a process in conjunction with MoWA that will lead to the formulation of a new project
- the Project supports follow up of GMAPs ending in 2010
- the Project continues and prioritizes strategic initiatives with key government institutions
- the Project re-thinks the WDC component

Regarding future considerations, the MTR recommends

- continue supporting MoWA with another project with the following features:
  - o components: advocacy, capacity building, a GMAP fund for priority line ministries, the organizational development of MoWA, women’s economic empowerment, gender mainstreaming for emerging and priority issues and project management
  - o a nationally executed project, with UNIFEM as the lead agency, using pooled funds from Development Partners and RGC
  - o project management unit embedded in an appropriate MoWA department
  - o project oversight provided by a project management board chaired by Minister of MoWA and including representatives of participating Development Partners

## Acronyms

AECID	Spanish Agency for International Cooperation and Development
AWP	Annual Workplan
CDC	Council for Development of Cambodia
CNCW	Cambodian National Council for Women
CSES	Cambodia Social Economic Survey
CGA	Cambodia Gender Assessment
D&D	Decentralization and Deconcentration
GBV	Gender-based Violence
GDCC	Government-Donor Coordination Committee
GFP	Gender Focal Point
GMAG	Gender Mainstreaming Action Group
GMAP	Gender Mainstreaming Action Plan
HRD	Human Resource Development
MLMUPC	Ministry of Land Management, Urban Planning and Construction
MLVT	Ministry of Labour and Vocational Training
MoP	Ministry of Planning
MoT	Ministry of Tourism
MoWA	Ministry of Women's Affairs
NSDP	National Strategic Development Plan
PAR	Public Administrative Reform
PBA	Programme Based Approach
PFMRP	Public Finance Management Reform Programme
PGE	Partnership for Gender Equity
RGC	Royal Government of Cambodia
RSA	Royal School of Administration
SSCS	State Secretariat for Civil Services
TORs	Terms of Reference
TWG-G	Technical Working Group-Gender
UNDAF	United Nations Development Assistance Framework

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## **Annexes**

Annex A	Terms of reference
Annex B	Person consulted
Annex C	Documents reviewed

# I Introduction

This report presents the findings and recommendations of the Mid Term Review of the Phase 2 extension of the Partnership for Gender Equity Project (PGE or the "Project"), supported by UNDP and the Ministry of Women's Affairs (MoWA) in Cambodia. The review was undertaken by Franz F. Wong and Samkol Lay, during January and March 2010<sup>1</sup>.

The Partnership for Gender Equity Project - Phase 2 Extension, building upon Phase 1 (2001-2003) and Phase 2 (2004-2006), aims to:

1. work with Royal Government of Cambodia, through MoWA, to ensure that all national policies and programs are gender responsive
2. build the skills of MoWA, and project and key line ministry staff to carry out their work more effectively in the promotion of gender equity in Cambodia
3. work with MoWA in reviewing and refining its Five Year Strategy and Action Plan for Gender Mainstreaming and to improve its organizational structures and management practices to ensure greater efficiency and effectiveness in carrying out its mandate
4. build capacity for gender advocacy and communication, including the formulation of a gender advocacy and communication strategy
5. create an institutionally viable and financially sustainable model of skills training and business development services for women as a pilot for replication<sup>2</sup>

The Project aims to work with the Ministry of Women's Affairs to strengthen its organizational capacity to effectively fulfill its mandate and build the knowledge base and technical capacity of the Royal Government of Cambodia (RGC) for gender mainstreaming and advocacy.

At the same time, MoWA is the Implementing Partner of the Project and is responsible and accountable to both the Government and UNDP for its management, the achievement of project outputs and the effective use of the Project's resources.

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<sup>1</sup> This is a second attempt at the MTR. A first consultancy was undertaken in August 2009 but was terminated after the data collection phase. This current effort was extended by one week to allow for more data collection.

<sup>2</sup> In particular, the Phase 2 extension originally aimed to extend gender mainstreaming in government reform initiatives, gender sensitive statistics, support to the donor Technical Working Group on Gender and a programme based approach to gender mainstreaming. The project also aimed to address societal values concerning gender and develop a model for skills training and business development services for women. As discussed later, some of these objectives were modified during the course of the Project's implementation.

## II Overview of the Mid Term Review

### **Objectives**

1. to assess the performance and achievements of the project. These include to:
  - assess the progress and achievements of the Project against outputs and work plan reflected in the project document objectives
  - identify and analyze factors that influenced performance of the project such as project ownership, partnership and coordination with other agencies, etc
  - identify major operational issues that impacted on the achievement of the project objectives as well as working relationships with government counterparts, with a view to strengthen internal work processes and cooperation with counterparts
2. to assess the project's relevance and its alignment with Government reforms, policies and strategies on gender equality, as well as with UN-wide and UNDP corporate strategy and vision on gender equality and empowerment of women
3. to provide recommendations for adjustments and future direction of the project, possible cooperation mechanisms, partnerships and funding modalities, taking into account priorities and emerging issues, ongoing government reforms and policy in Cambodia as well as UN reform. Such recommendations will focus on the remaining project period as well as possible future role of UNDP in any future joint UN support through a new project/programme in this area

(see Annex A for MTR Terms of Reference)

### **Scope: Project beneficiaries and stakeholders**

Given the nature of the Project as a capacity building initiative, the main beneficiaries of the Project are multi-fold:

- The primary beneficiary of the Project is MoWA and line ministry staff. PGE aims to strengthen MoWA's capacities to support gender mainstreaming in the RGC with the objective of engendering its policies, projects and processes. In particular, the Project aims to enable MoWA to promote gender equality concerns in Government policies and initiatives. This is achieved by primary beneficiaries, MoWA staff in particular, working with and strengthening the capacity of other RGC ministries and staff to integrate and address gender concerns through a number of mechanisms. These include the Gender Mainstreaming Action Groups (established with support by the Project in previous phases), the Technical Working Group-Gender and the Cambodian National Council for Women. In this respect, these committees and line ministries, government agencies and related departments, particularly at the provincial and district levels, constitute the *secondary beneficiaries* of the Project. Finally, the project ultimately aims to benefit the women of Cambodia.



- The Project also concerns indirect beneficiaries. These organizations are not directly benefiting from the Project, but have a stake in its success and in informing, coordinating and communicating with the Project. Given MoWA's role as the core of the national framework for gender equality, and in line with its mandate for coordinating and monitoring the government's efforts to reduce gender disparities and the priorities of the Paris Declaration, particularly aid effectiveness and coordination, these indirect beneficiaries stand to gain from the increased capacity of MoWA and other line ministries in their efforts to promote gender equality in Cambodia. These beneficiaries include:
  - bilateral and multi-lateral development agencies and organizations that support RGC in its efforts to promote gender equality
  - international and national non-governmental organizations working to empower women and promote gender equality.

### ***Understanding of gender mainstreaming***

The methodology of the MTR uses, at its basis, the definition of gender mainstreaming provided by ECOSOC:

Mainstreaming a gender perspective 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 for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation 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

E.1997.L.O. Para.4. Adopted by ECOSOC 17/7/97

In using this definition, the consultants have applied the following understanding in undertaking the MTR. In particular, gender mainstreaming is a *process* which has a number of implications:

- *how* activities are undertaken is as important as *what* is done. For example, the establishment of Gender Mainstreaming Action Plans (GMAPs) can be approached in different ways and with a different emphasis: from focusing exclusively on the result of producing a GMAP to building stakeholders knowledge and capacity to develop their own GMAP that results in knowledge, ownership, as well as a plan.
- the process evolves, as do needs. In other words, the emphasis of gender mainstreaming efforts shifts over time as organizations and people's capacity, commitment and interest increase. For example, getting "gender" on the agenda is often the initial task. However, once on the agenda, developing and deepening gender analysis and planning skills are required.
- the process becomes more complex as it evolves. As a cross-cutting theme, "gender" becomes a common theme for sectors that would otherwise be considered operationally unrelated. Also, organizations promoting gender equality in their programmes tend, as the process of gender mainstreaming

evolves, to look inward at their own organization's culture, structures and management practices (Mukhopadhyay et al., 2005). For example, engendering legislation, policies or programmes requires institutions to reflect on the equality values that they expect to effect in legislation, policies and programmes. It also requires organizational change processes.

These "spin-offs" of gender mainstreaming are not unwelcome; they are the "generative" and beneficial aspects. They do, however, entail greater complexity and require constant review, and a clear understanding of respective organizational roles and responsibilities.

- the process is contingent on the "mainstream" and should respond to changes in the mainstream. In other words, if gender mainstreaming is about engendering the mainstream, which in this case are the institutions, policies and programmes of the RGC, the process needs to keep in step with changes and developments in the mainstream.

Moreover, gender mainstreaming entails engaging different and often inter-related social, political and cultural dimensions of the "mainstream". "Implementing activities" often require a series of preparatory steps, which take time to encourage and support – steps that can only happen when sufficient working relations are developed and mutual trust and credibility are established. While this is a challenge, it also is the "generative" aspect of the process, because single achievements are often a result of changes in knowledge, attitudes and practice. As a result, achievement of activities should also be recognized as the successful undertaking of preparatory steps.

Accordingly, approaches to gender mainstreaming need to be responsive and flexible, while at the same time anticipatory, strategic and accountable.

- gender mainstreaming is a process of change requiring modifications in structures, ways of working, and the understanding of roles and responsibilities. Change is not always easy and takes time, particularly if ownership and acceptance of change are to be developed as part of the process.

According to this understanding of gender mainstreaming, the MTR consultants have used particular terms to describe the different levels of how gender concerns are being addressed. "Gender mainstreamed" or "gendered" describe an advanced state of gender perspectives being made integral to the development and implementation of policies and programmes. When gender concerns are described as being "integrated" or "incorporated," this means that the needs of women and men have been included, although not necessarily "integral," both in terms of "what" is being done and "how".

### **III Methodology and Limitations of the MTR**

#### ***Methodology***

Given the MTR TORs, the following methodologies were used:

##### ***Participatory Approaches***

The primary beneficiaries of the Project are MoWA and RGC line ministries and their staff are best placed to inform the review and ultimately carry forward its findings. It is critical that the MTR be a facilitated process of collective discovery and learning, where the participation of the beneficiaries is paramount. This not only ensures a perspective of project beneficiaries, but, more specifically, their ownership of the MTR and the Project. Accordingly, participatory approaches were used, particularly in terms of conducting focus group discussions, and in the conducting of interviews.

##### ***Case Study***

Depth, not necessarily breadth, of learning from the MTR is a priority; it is only in understanding what worked, and why and how conditions for success were created, can future considerations be identified. Time did not permit an in-depth review of all the Project's achievements. As a result, case studies were identified to focus the consultants' attention.

##### ***Appreciative Inquiry***

Traditional approaches to assessments focus on identifying problems, causes and solutions. This tends to create organizational environments unfriendly to learning, ownership and participation. Appreciative Inquiry works from a different starting point: appreciating and valuing the best of "what is." This change of focus tends to energize participants and build upon their strengths, given the organizational constraints that are often beyond the remit of a particular initiative. The emphasis is on envisioning "what might be" and "what should be." While a rigorous Appreciative Inquiry methodology was not employed, principles of this approach were incorporated into the design of the MTR.

##### ***Analytical framework***

The following basic, analytical framework was used for the collection and analysis of data:

- *what* was achieved at different levels of results and in terms of the intended result (as stated in project documents) and unintended results
- *how* were achievements produced? What were the factors that led to the achievements (with a particular focus on project ownership, partnership and coordination)?
- *how* can the achievements be built upon? What can be learned from how the achievements were produced?
- *what* do the achievements suggest regarding future directions for MoWA and possible support by UNDP?

## **Methods**

The MTR team used the following methods:

- document review (see Annex B for list of documents reviewed)
- semi-structured interviews with primary and secondary beneficiaries and project stakeholders. In total, 40 interviews and focus group discussions were conducted either with small groups or individuals (see Annex C for list of persons interviewed)
- focus group discussions with primary and secondary beneficiaries using, where appropriate, the ZOPP brainstorming method
- verification of preliminary findings with PGE staff

## **Limitations of the Review**

The undertaking of the MTR was constrained by a number of factors:

- *“Starting point” for Extension of Phase II*  
As described previously, the current project is an extension of Phase II and started in May 2006. As an extension, there is no coherent documentation, such as an end of Phase II report or inception report, to indicate the starting basis of the extension period, so as to assess actual achievements for the extension period under review<sup>3</sup>.
- *Lack of standardized use of outcome statements and indicators*  
The Project lacks standardized use of outcome statements and indicators, which made assessment of actual performance against planned objectives and results not possible (see section “constraining factors” for more information). As a result, PGE management agreed that the MTR consultants will use the output statements included in the annual reports as a basis for their assessment<sup>4</sup>.
- *Limited information sources: quantity and quality*  
The MTR is constrained by limited information-sources. As described in more detail later, project documentation was partial in terms of reporting on progress (e.g., it was not possible to determine actual progress of GMAPs, because line ministries are not obliged to report to MoWA, and those who met with the MTR team had limited available information)<sup>5</sup> and decisions (e.g., some decisions to change the design of the Project are undocumented<sup>6</sup>). Also, the number of meetings was fewer than during the first effort. Some meetings with line ministries were conducted in Khmer with summary translations in English. Finally, not all collected documents in Khmer,

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<sup>3</sup> The consultants were informed that narrative reports from the initial period of Phase II are available. But due to time limitations, a review and synthesis of these documents to establish a “starting point” for the extension period was not possible.

<sup>4</sup> Meeting with PGE management and advisory team on January 18, 2010

<sup>5</sup> Progress of 12 ministries’ GMAPs is available from consultant’s reports from conducting a GMAP review in 2007 as well as providing in-depth technical assistance 2008/2009 to MLVT, MLUMPC and SSCS

<sup>6</sup> PGE staff provided the MTR team with explanations for these changes, some of which were not found in project documentation, although PGE staff explain that they were discussed, despite not being reflected in minutes of PMB meetings.

particularly those provided by line ministries, were translated into English, because of cost and time considerations<sup>7</sup>.

- *Limited scope*

The MTR did not look into a number of areas including

- MoWA or line ministry activities at the sub-national level, except in the case of reviewing the WDC in Kampong Speu
- financial concerns
- project staffing issues such as performance, job profiles, and organization of project and related staff

- *Delayed MTR*

As indicated above, this MTR is the result of a second effort, with the first having been unexpectedly terminated in September 2009, which led to a delay in its completion some 42 months into a 54 month project. This has two implications. First, expectations of the MTR resembled those of an evaluation. While one of the intents of the MTR was to develop recommendations to adjust the current effort, which proved limitedly feasible given the time remaining in the Project, project stakeholders were looking to make decisions about future initiatives based on the MTR that should have been made based on a final evaluation. In this sense, the emphasis of, and interest in, the MTR shifted to some extent. Second, while this did not directly impact the undertaking of the present review, it should be noted that some participants' perspectives were likely influenced by their previous experience with the MTR team.

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<sup>7</sup> In addition, the national consultant was tasked with providing translation assistance. Due to time constraints, time spent on translating documents was limited.

## IV Main Findings

### ***Output 1: National Policies and Programmes are Gender Responsive and Improved information and knowledge base for Gender Mainstreaming***

#### *Main Activities*

This component represents the majority of activities undertaken by MoWA, with support and technical assistance from PGE, or directly by PGE staff. These include

- support to MoWA, particularly the Department of Gender Equality and Department of Planning and Statistics, to engage RGC to engender key policies including National Strategic Development Plan (NSDP) (e.g., monitoring of and reporting on NSDP 2006, developing the NSDP update, see case study) and development of the Organic Law and the 10 Year Decentralization and Deconcentration (D&D) National Action Plan. This often involved extensive consultations and on-going dialogue with senior MoWA officials as well as engagement with MoWA staff (e.g., through internal working groups chaired by senior officials with participation of relevant departments) to strengthen their capacities to engage relevant ministries.

#### **Case Study**

##### **National Strategic Development Plan (NSDP): 2009-2013 Update**

#### **Achievement**

Inclusion of gender concerns in NSDP as a separate chapter, in narrative of 8 other sectors as well as 13 gender indicators/targets, which represents an improvement in comparison to the 2006 NSDP<sup>8</sup>

#### **Significance**

- NSDP is a national plan for the whole country thereby representing RGC commitment
- 15 line ministries included gender concerns in their NSDP contributions
- MoP issued gender guidelines to line ministries and requested MoWA for assistance
- strategic entry to key national planning process; acts as reference document and advocacy tool for MoWA, particularly for mobilizing RGC financial resources, as well as for Development Partners
- follow on from previous MoWA work with MoP on 2006 NSDP and development of gender responsive monitoring framework

#### **MoWA Contribution**

- advocated for inclusion of gender concerns with senior RGC officials as well as with line ministries
- provided two rounds of comments all of which were incorporated into NSDP
- established and led internal, cross department working group allowing for capacity building of MoWA staff, developed strong network among line ministries

#### **PGE Contribution**

- prepared senior MoWA officials to advocate with senior RGC officials and line ministries as well as MoWA staff on technical issues
- supported internal MoWA working group
- coordinated with advisors of line ministries

<sup>8</sup> In contrast, the 2006 NSDP addressed gender issues in five sectors, in less detail, had 2 gender indicators and did not include a separate chapter on the implementation of RGC gender policy.

- support to MoWA in working with National Institute of Statistics (NIS) of the Ministry of Planning on engendering of national statistics (see case study), including provision of technical assistance to NIS on the design of the 2009 Cambodia Social and Economic Survey (CSES) and training of NIS staff on gender and statistics as well as CSES enumerators. The result is more gender responsive survey instruments in areas such as land ownership, age of marriage, domestic violence, and women's economic activities as well as survey design and implementation. (see case study)

### **Case Study**

#### **Design and Preparation of Cambodian Social and Economic Survey (CSES)**

##### **Achievement**

- inclusion of gender concerns in CSES survey instruments in areas such as land ownership, age of marriage, domestic violence and women's economic activities
- gender awareness training of enumerators and revision of Field Operation Manual and training curriculum to include a gender component

##### **Significance**

- strategic entry to key national planning process and strengthening capacity of key government institution to engender national statistics; represents a significant step in establishing a gender responsive national statistical system
- CSES questionnaire covers more gender concerns than previous CSES
- disaggregated statistical data for gender equality and poverty issues will be available for further research and policy development in the future, particularly in support of MoWA advocacy
- NIS more aware of gender issues and seeking MoWA assistance (e.g., in analysis of CSES data and for future surveys such as 2010 agriculture survey and 2010 economic survey)
- greater MoWA credibility with NIS that accepted all MoWA recommendations for revision of the CSES 2009 survey questionnaire
- established cooperation and ways of working between MoWA and NIS
- builds upon previous MoWA efforts to advocate the inclusion of gender concerns by NIS
- MoWA and NIS knowledge and capacity built concerning gender and statistics as well as improved ways of working with line ministries

##### **MoWA Contribution**

- advocated and worked with NIS; provided technical inputs and undertook on-going dialogue with NIS
- MoWA staff provided training for NIS staff and led a series of consultations with NIS staff

##### **PGE Contribution**

- identified and provided timely and effective technical assistance to NIS
- strengthened MoWA staff understanding of gender and statistics

- drafting of the National Framework on Gender Mainstreaming, with the aim of comprehensively documenting best practices and successful gender mainstreaming processes and mechanisms at national and sub-national levels in Cambodia. The Framework covers policy and institutional frameworks that address, or have included, gender concerns such as international conventions and declarations, and national initiatives such as the Rectangular Strategy, NSDP, Strategic Framework for D&D, Organic Law and Neary Rattanak III. Lastly, it describes the gender mainstreaming system in Cambodia.

- capacity building for Gender Mainstreaming Action Group (GMAGs), with support from PGE staff, to develop GMAPs. PGE conducted a review of GMAGs and GMAPs (in 2007), the results of which were used to develop new approaches to working with, and supporting, GMAGs to develop and implement GMAPs and to inform the National Framework on Gender Mainstreaming. In particular, the Project worked with selected line ministries to develop funding proposals and to integrate GMAPs into their respective ministries' sectoral plans. Three ministries in particular were targeted for focused assistance. MoWA convened quarterly meetings with GMAGs to review progress on GMAPs and to identify and address challenges and constraints. These also provided opportunities to provide on-going capacity assistance, such as developing proposals for funding.
- development and support for the creation of resource materials, including the "Training Manual on Making Governance Gender Responsive". These activities also included training on these resources.
- support to MoWA in advocacy, with participation in the technical working group on PFMR
- support to MEF to develop its GMAP, which resulted in a strategic entry to the engendering of Public Financial Management Reform Programme Phase 2. A major part of the action plan is now resourced and integrated within the sector.
- PGE lobbying of Development Partners engaged in the PFMR to engender the review team for the PFMRP Phase one and aligning MEF GMAP with PFMRP Phase two

### *Key Achievements*

- gender concerns were included in main government policies and strategies, such as the 2006 NSDP Progress Report, NSDP update, Organic Law, and 10 Year D&D National Action Plan. These represent key achievements (see case study on NSDP Update) and should have downstream knock-on effects, as they serve as a foundation for future gender mainstreaming. They demonstrate and outline RGC commitments and act as future accountability reference points, which are particularly helpful for advocacy. Lastly, they serve as building blocks for reinforcing the gender mainstreaming system in Cambodia.
- establishment of GMAPs for 11 line ministries and their dissemination (some to sub-national level)<sup>9</sup>. For example, PGE support the State Secretariat for Civil Services (SSCS) to disseminate its GMAP, which include the quota for hiring female civil servants, to 17 provinces that includes workshops with more than one thousand decision-makers at the local level ranging from heads of provincial departments to governors of provinces. During the

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<sup>9</sup>While 15 line ministries and institutions have GMAPs, 11 were established with the support of PGE, through MoWA, while the others were assisted by other development partners. MoWA with PGE support is in the process of finalizing GMAPs for 2 other ministries.



workshops, gender issues in the civil service including recruitment, promotion and capacity development were discussed, and recommendations and suggestions to promote gender equality in civil service were identified.

GMAPs are key documents for ministries to address gender inequity, both internally and in their programmes. They provide a basis for RGC ownership, accountability and donor harmonization. Furthermore, their development by GMAGs are critical processes for building knowledge, understanding and commitment.

One of the three core gender indicators of the NSDP (2006-2010) was that all line ministries and institutions were to have a GMAP and that 15 would be implementing their GMAPs by 2010. This goal has largely been met, in part to MoWA and the support provided by PGE. The Project provided technical assistance, training and mentoring support to GMAGs who led the drafting, finalization and approval of their respective plans.

- assistance to the development of a GMAP for the Ministry of Economy and Finance (MEF) contributed to gender concerns being raised by MEF, with MoWA support, during the Public Finance Management Reform (PFMRP) Phase Two process. PFMRP Phase Two addresses social equity more generally as well as three specific areas of integrating poverty reduction and gender equality considerations into budget formulation and reporting processes, strengthening institutional mechanisms for addressing cross-cutting issues and increasing the role of women in PFM operations and leadership.
- capacity strengthened for select GMAGs. MoWA, with PGE support, worked intensely with MLVT, MLUPC, Ministry of Tourism and SSCE to review and refine their GMAPs. They have benefited from increased information sharing, coordination and harmonization among respective line ministries, GMAPs and Development Partners; increased linkages between policy, institutional and beneficiary levels, and the development of specific actions plans (see case study on GMAPs of MLMUPC, MoT and MLVT).
- strategic entry into key government institutions: NIS (e.g., CSES), Royal School of Administration (RSA), SSCE and MoP (NSDP). These organizations represent potential high-impact gender mainstreaming opportunities, and MoWA's and PGE's success in engaging them and developing productive working relations has the promise of immensely impacting RGC's progress on gender mainstreaming in areas that others in Cambodia and around the world have found particularly challenging. For example, the inclusion of critical gender concerns in the CSES should not only produce vital gender disaggregated data, but also serve as a best-practice and new standard for national surveys in Cambodia. Already, the learnings are being applied to the upcoming agriculture survey. Also, PGE's work with SSCE, which has led to overall increase in understanding of gender equality in the recruitment, promotion and capacity building of the government staff, has resulted in MoWA working with the human resource units of all line ministries to increase its awareness on gender equality

The gender training of mid and senior civil servants, and future plans to engender curricula of the RSA and the initiatives taken by SSCS to increase the percentage of women, are critical to the improvement of the position of women in the RGC. These have the potential to impact not only Cambodian women in the civil service, but a more gender responsive public service will benefit all women (see case studies).

- strategic entry into key RGC reform programmes (e.g., Public Administrative Report, PAR, through CAR, D&D through the National Committee on D&D)

### *Commentary*

This component has been one of the more successful aspects of the Project. It focused on strengthening the gender mainstreaming system in Cambodia by working with, and through, line ministries and utilizing different perspectives, particularly at the national policy level. The Project built upon features of the system that were developed during previous phases, such as the GMAGs, NSDP 2006-2010 indicator of establishing GMAPs and Neary Rattanak II etc. MoWA senior officials credit PGE for many of the achievements of the Ministry. The strategic engagement of key institutions and processes, if continued, can potentially have long-term ripple effects.

The establishment of GMAGs and GMAPs within RGC represents a significant achievement of MoWA. A 2007 review initiated by PGE stated that “An impressive amount of high quality work has gone into the development of these plans which can provide a model to be followed by other countries” (PGE Documents, Haile, 2007). The plans highlight key gender issues for respective ministries and the priority actions to address them. In some cases, the gender analysis of respective sectors is in-depth and multi-dimensional, often raising and addressing issues both internal to the ministry, as well as external in terms of the focus areas of respective ministries. The GMAPs offer an opportunity to integrate gender concerns in the line ministries’ overall plans and, more critically, in their budgets. Far from lists of activities, GMAPs represent commitment of line ministries and strategies to comprehensively improve the condition and position of women.

The process for developing such comprehensive plans required support to GMAGs to undertake gender analysis not only of their respective “sectors,” but also of their own institutions, and to identify critical needs and concerns for women and strategic areas for action. The process entailed capacity building of GMAG members in gender analysis and planning as well as advocacy to convince senior officials and engender their commitment. PGE also provided training in gender responsive budgeting and monitoring and evaluation.

## **Case Study**

### **Support to Gender Mainstreaming Action Plans of MLMUPC, MoT and MLVT**

#### **Background**

MoWA has been working with different GMAGs to develop GMAPs for their respective line ministries. To date, 13 line ministries have been supported with technical assistance, mentoring support and training, particularly in gender analysis and planning, donor coordination as well as resource mobilization. The result has been the establishment of 11 GMAPs, budgetary support from respective line ministries and integration of GMAPs into select line ministries' strategies and action plans.

Overall, GMAPs address two dimensions of gender mainstreaming, namely engendering the line ministry itself (such as increasing the number of women, improving their access to job opportunities and professional development and promoting the position of women within ministries) and the programmes and projects directed at beneficiaries (such as increasing women's access to resources and addressing needs of women).

In 2007, PGE undertook a review of seven GMAPs and the capacity of GMAGs. It found the GMAPs to be the result of high quality inputs and are models for other countries. Recommendations focused on their content to address the policy level, development of more detailed action plans, synergies across different GMAPs and the use of a standardized GMAP format. The review also pointed to the need to support, at different levels of the RGC, GMAGs to approach Development Partners as well as to provide on-the-job training for GMAGs.

To address these areas, MoWA and PGE provided in-depth support to the Ministry of Land Management, Urban, Planning and Construction (MLMUPC), Ministry of Tourism (MoT) and Ministry of Labour and Vocational Training (MLVT) to review their GMAPs while incorporating recommendations from the 2007 review. Over a period of several months in 2008 and 2009, a series of consultations were held with respective GMAGs, ministry officials and Development Partners culminating in multi-stakeholder meetings to assess the state of gender mainstreaming in each of the participating ministries' respective sectors. Consultations focused on an Implementation Matrix, developed by PGE, to record and analyze activities undertaken by government and other stakeholders at policy, institutional and beneficiary levels to implement GMAP goals.

#### **Achievement**

- mapping of line ministries' gender mainstreaming activities to identify areas requiring greater collaboration, coordination and attention in the future
- convergence and harmonization of government and Development Partner inputs in line with Public Finance Management Reform
- capacity development for resource mobilization and Development Partner coordination
- new directions and priorities for period up to 2013 identified
- detailed action plans for GMAP implementation and resource mobilization aiming at promoting the implementation of their respective GMAPs
- identification of future areas of cooperation between MoWA and line ministries e.g., development of National Gender Training Programme

#### **Significance**

- GMAGs and respective line ministries' activities more in line and coordinated
- GMAGs taking greater initiative and have ownership to lead gender mainstreaming agenda within their ministries
- harmonized working approach between different Development Partners
- convening and consultation with actual and potential stakeholders in gender mainstreaming to attain comprehensive picture of all ongoing gender equality activities and achievements supported by Development Partners or civil society organizations
- mobilization of more technical and financial resources to support gender equality issues

#### **MoWA Contribution**

- provided facilitation and support to GMAGs to undertake consultations and reviews
- undertook training in resource mobilization and assistance in developing the detailed action plans for resource mobilization

#### **PGE Contribution**

- designed review process, including development of Implementation Matrix
- facilitated detailed multi-stakeholder consultations with line ministries and respective Development Partners

Most ministries have a GMAP, with just under half reporting that the implementation is “good”. Over half of the ministries have accessed funds to support their GMAPs from either the national budget or from Development Partners<sup>10</sup> and most have integrated their GMAP into the NSDP or respective annual plans (see Table 1).

*Table 1*

Status of GMAGs and GMAPs											
Ministries and GMAPs			Implementation status of GMAP			Source of Budget in 2009		GMAG or gender network at sub-national level		Integration of GMAP or gender concerns in strategy and policy	
Have GMAP	In the process of developing GMAP	No GMAP	Good	Fair	No	national	donors	Yes	No	NSDP	Annual plan
15	9	1	12	2	11	11	13	8	16	15	18

Source: 2009 PGE Survey of RGC ministries

As noted below, the success of this work also generates challenges that suggest focus areas for the remaining duration of the Project and any future initiatives (see Recommendations below).

***Output 2: A critical mass of staff from MoWA, PGE, and key line ministries able to effectively carry out their work in the promotion of gender equality in Cambodia***

*Main Activities*

- follow up of Women’s Leadership Programme (WLP) including an evaluation of WLP and regular networking and follow-up meetings and study tours for alumnae. Today the former WLP participants provide an important informal network in support of MoWA’s gender mainstreaming efforts as well as for the gender mainstreaming system in Cambodia more generally
- support for the establishment of the Women’s Civil Servants’ Association (WCSA), an initiative of WLP alumnae, which is now operated by its members. Annual meetings are conducted with approval of an official sub-decree and the support of PGE with on-going activities being undertaken by WCSA.

<sup>10</sup> The receipt of RGC funds represents a significant development compared to previous experiences when GMAGs were not as acknowledged by their respective line ministries as they are currently. Still, improvements in RGC budgetary support for GMAP implementation are required. For example, of the seven GMAGs visited by the MTR team, three received funds from their respective ministries. Funding by ministries was generally limited to supporting individual activities, often provided on an ad hoc basis. The GMAGs that submitted proposals to the government reported that they were not funded.

- training of 72 Directors and Deputy Directors of Provincial Departments of Women's Affairs (PDOWA) and 20 Directors and Deputy Directors of MoWA to improve skills to become better leaders, managers and role models
- training of 450 women candidates to stand for the 2007 commune elections by increasing decision-making skills and confidence levels
- support to RSA to engender curriculum, increase enrollment of women and provide gender training government officials. MoWA, with PGE support, designed and delivered 25 hours of gender training for 300 government officials and 50 students attending RSA. Plans are in place to review and revise RSA's entire curriculum from a gender perspective (see case study)

#### **Case Study**

##### **Engendering of Curricula Royal School of Administration (RSA)**

###### **Achievement**

- designed and delivered 25 hours of gender training for 300 government officials attending RSA and 50 additional students
- plans to integrate gender concerns in eight subjects delivered by RSA as part of curriculum review

###### **Significance**

- established working relations with the main government institution providing training to existing and future high ranking officials
- RSA has requested MoWA assistance in review of their curriculum
- follows on from previous PGE efforts to advocate with RSA more gender aware training for senior government officials

###### **MoWA Contribution**

- MoWA staff developed and delivered training which included establishment of a team of master trainers comprised of senior MoWA officials and staff representing different MoWA departments

###### **PGE Contribution**

- PGE advisors supported and coached master trainers and assisted in curriculum development and training delivery

- training for staff from MoWA and select line ministries in the following:
  - Logical Framework Approach for mid- and senior level MoWA staff
  - budgets
  - "Gender and Governance/Women in Decision making" for staff from MoWA and select line ministries, such as SSCS
  - English language training for up to 181 women civil servants from line ministries, including MoWA, who, according to Project reports, have significantly improved their English language competency
  - Tourism and Economic Development study tour of Takeo, Kampot and Kep
  - Study Tour on Women and Leadership at Sub-National Level in Kampong Thom and Siem Reap
- preparation and support of senior MoWA officials for presentation and participation at international and regional conferences and meetings

## *Key Achievements<sup>11</sup>*

- MoWA staff (from Departments of Gender Equality and Planning) demonstrating capacity to assume leadership. For example, MoWA staff led the gender training of NIS in preparation for CSES and led the development of Neary Rattanak III. This represents an improvement in MoWA staff capacity and confidence as they are now able to lead gender mainstreaming activities with minimal support.
- MoWA and other line ministry staff now understand the RGC budgetary processes, as evidenced by 18 GMAGs integrating GMAP or gender concerns in respective line ministries' strategies and policies and 11 receiving budgetary support from RGC (see Table 1). This is an indication that MoWA and line ministries have internalized gender issues to the degree that they can advocate for recognition and support.
- the State Secretariat for Civil Services issued a quota for women in recruitment of civil servants (20% - 50%)
- the percentage of female civil servants increased from 32% in 2008 to 34% in 2009<sup>12</sup>
- participants from the Women's Leadership Programme have been promoted to senior levels in respective ministries<sup>13</sup>.
- established participatory and consultative ways of working. For example, the Project introduced the idea MoWA internal working groups, comprised of staff from relevant MoWA departments, that would lead a particular task, such as developing the Advocacy and Communications strategy, Cambodia Gender Assessment, Neary Rattanak III and the NSDP update with the support of PGE staff. Such approaches effectively build staff capacity, promote inter-departmental coordination and MoWA ownership.

## *Commentary*

Together with the efforts included under other PGE components, the Project undertakes a number of wide-ranging capacity building activities. These include formal training events, coaching and mentoring (such as when the Project works with and supports internal working groups) as well as the provision of technical assistance. For example, working alongside senior officials provides an opportunity to engage the staff of MoWA, and other line ministries, in critical gender and development issues, resulting in a deeper and more nuanced understanding of such issues and their relevance to promoting gender equality and the adoption of strategies.

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<sup>11</sup> Capacity building under PGE is also included under the other components and noted accordingly.

<sup>12</sup> The MTR team did not verify this increase nor was it able to determine the specific reasons for the change

<sup>13</sup> PGE conducted a short survey in February 2010 of former WLP participants from five ministries. 17 of 32 have been promoted since participating in the leadership programme including to positions of Secretary of State, Under Secretary of State as well as Director and Deputy Director. It should be noted that while WLP was completed during PGE Phase II, the impact was generally accrued during the extension period.

The challenge is to understand and assess these activities in the absence of an overall strategy, a competency framework and, relatedly, a monitoring and evaluation framework<sup>14</sup>. For example, some 180 women were provided with English language training; however, there is no formal competency-based assessment of progress to measure the extent of their improvement and to what end result<sup>15</sup>. Similarly, skills training of women in Kampong Speu in 2008 did not include post-workshop evaluations or follow-up assessments. (see below for overall comments on the Project's capacity building)

Furthermore, there is perhaps a missed opportunity in what appears to be unrelated capacity building efforts, in terms of both participants and subjects. A database of capacity building participants would not only afford an assessment of who participated in what programme, but also would allow a way to plan such efforts more strategically. For example, English language training that uses learner-centred (adult education) methodologies would not only build English language skills, but also gender/gendered knowledge of other areas such as women and governance, RBA, government reform processes, such as D&D, as well as more generic skills as gender analysis and planning. A database could help the Project design English language training that builds upon the learner's involvement in other areas of the Project, thereby making their language training more relevant and effective - but also deepening their understanding of specific issues from a gender perspective. Linked to women's leadership, such training could also strengthen skills such as public speaking, debating and facilitation<sup>16</sup>.

Although the impact of the WLP was limited by the constrained working environments that alumnae faced when they returned to their work, thereby restricting their opportunities to act on their newly acquired skills and knowledge, the informal network established by the WLP should not be underestimated. While the follow-up meetings, study tours and support to the Women's Civil Servants' Association are laudable, the Project can be more strategic in utilizing this network in its on-going efforts with line ministries and in supporting other women civil servants, through such efforts with RSA and SSCS<sup>17</sup>. Participants interviewed during the MTR spoke of their interest in being more connected and networked with the Project.

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<sup>14</sup> The PGE team state that while establishing a strategy and competency framework would have been preferable, capacity building was often based on a strategic response to opportunities or high level requests, thereby not allowing for the establishment of these. Moreover, the team made efforts to develop a capacity building strategy over the life of the Project; the results of which are now being realized with MoWA agreement to a capacity assessment that will be led by the Minister.

The team also acknowledges that the Project would have benefited from formal monitoring and evaluation system. They state, however, that the focus was on achievements and results at the outcome level, such as the engendering of RGC policy, as indicators of capacity building efforts.

<sup>15</sup> An assessment of 87 English language training participants was conducted in 2007. The English summary of the assessment (the evaluation was conducted in Khmer; no explanation for this has been provided) states the training helped trainees a lot at their work. The summary, however, does not indicate particular improvements in English proficiency.

<sup>16</sup> The previously mentioned 2007 English summary of the assessment of English trainees recommends that the topics should be useful and related to participants' daily work.

<sup>17</sup> Although the regular meetings with former WLP participants has discontinued, the Project remains in contact with them through their respective GMAGs. The suggestion of being more strategic comes from MTR meetings with a few former participants who expressed interest in being more engaged and an observation that the

***Output 3: A MoWA Five Year Strategy (Neary Rattanak III) and an Action Plan for GM, as well as improved organizational structures, management practices, human resource recruitment policy and development plan, and donor coordination policy and management plan, capable of enhancing the delivery of the mandate of the MoWA***

*Main Activities*

- support for the development of Neary Rattanak III; including support for the review of Neary Rattanak II and to the MoWA congress, facilitation of internal working groups, consultative and capacity building processes and provision of technical inputs such as review of new five year mandate and its link to RGC mandate (see case study)

**Case Study**

**Neary Rattanak III**

**Achievement**

RGC has official gender policy that commits the government to “Women and girls enjoy(ing) equal access to services and control of resources, with equal opportunity to take part fully in national life and enjoy protection against all forms of discrimination and violations of their human rights”

**Significance**

- focuses on five strategic areas:
  1. Economic Empowerment of Women
  2. Education of Women and Girls, Attitudes and Behavior change
  3. Legal Protection of Women and Girls
  4. Health and Nutrition of Women and Girls, and HIV/AIDS
  5. Women in Public Decision - making and Politics
- complements government’s rectangular strategy
- provides MoWA with strategic direction and basis for both internal and external programming e.g., informed MoWA contributions to NSDP update, used by MoWA departments to develop annual workplans
- Neary Rattanak III is more comprehensive and detailed than Neary Rattanak II

**MoWA Contribution**

- MoWA senior MoWA officials led consultation process that included line ministries, Development Partners and civil society. Neary Rattanak II was led by external consultant
- established, chaired and worked through internal working group which strengthened MoWA staff capacity and their understanding and commitment to MoWA mission and strategy

**PGE Contribution**

- supported and advised MoWA on process including MoWA Congress to review Neary Rattanak II, documentation of Congress and review and advice on Neary Rattanak III
- coordinated inputs from Development Partners allowing for more harmonized interests

- support to the Technical Working Group-Gender (TWG-G) secretariat, including preparation and coordination of meetings, establishment and

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participants provide an opportunity for informal networking and strategizing. The MTR consultants also acknowledge the challenges in engaging with the Women’s Civil Servants’ Association.



facilitation of working groups, documentation of TWG-G activities including meetings of minutes and backstopping for the Chair and Secretariat

- support for the establishment of a MoWA Human Resource Development (HRD) strategy and review of TORs of MoWA International, Planning and statistics, Gender Equality and Administration departments to address areas of overlapping functions<sup>18</sup>
- support for organizational restructuring of the secretariat to respond to the workload of the Department of Gender Equality and to comply with the mandate of the new Department of International Relations at MoWA
- support for the development of annual action plans and departmental work plans
- advice and advocacy support for the establishment of effective Priority Mission Groups
- facilitation and support for the introduction of a Programme Based Approach (PBA) to gender mainstreaming, including backstopping, consultations, and a liaison with the Council for Development Cooperation (CDC)
- support to MoWA in the establishment of an internal PFM working group and advice on the development of the Ministerial Action Plan for PFM reform, which includes internal implementation of PFM but also the continued advocacy with MEF (see activities under Output 1)

### *Key Achievements*

- establishment of a government policy on gender equality, Neary Rattanak III, which provides a vision and goals for RGC, covers five strategic areas, gender mainstreaming in different sectors and policy reform processes and addresses issues of strategic management, capacity development and aid effectiveness. Unlike the development of previous versions, Neary Rattanak III was led by MoWA (see case study)
- functioning of TWG-G as an active and effective mechanism for stakeholder coordination and aid harmonization. TWG-G brings together line ministries, Development Partners and civil society members providing a venue for multi-stakeholder input, as well as effective information sharing. For example, MoWA successfully used TWG-G to solicit and coordinate inputs for the development NSDP update and the Cambodia Gender Assessment (CGA). The development of JMI by TWG-G provides a common basis and focus for stakeholders to monitor their achievements, thereby contributing to mutual accountability (see case study)

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<sup>18</sup> Despite the Project's efforts and dedication of resources to these tasks, MoWA has not followed-up on operationalizing these TORs although they new opportunities to do so may result from the planned upcoming capacity assessment.

### **Case Study**

#### **Technical Working Group-Gender**

##### **Achievement**

- functioning coordination group chaired by the Minister of Women's Affairs with UNDP and JICA as co-donor facilitators
- reportedly most active of the TWGs

##### **Significance**

- plays a credible coordination role among and for ministries, Development Partners and civil society e.g., MoP required that inputs by Development Partners for the NSDP update be first channeled through and endorsed by TWG-G
- provides venue for input by ministries, Development Partners and civil society thereby contributing to aid coordination and harmonization
- provides gender focus for GMAGs and other TWGs. Gender Focal Points are appointed in the other TWGs
- Joint Monitoring Indicators (JMI) are identified annually by the TWGs and endorsed by the GDCC<sup>19</sup>
- demonstrates RGC's commitment to and ownership for the promotion of gender equality
- evolved ways of working with establishment of working groups
- increased understanding of gender mainstreaming among TWG-G members
- TWG-G acts as internal coordinating mechanism for aid coordination within MoWA as other departments report to Department of Gender Equality

##### **MoWA Contribution**

- MoWA acts as TWG-G secretariat but requires constant support (see below)

##### **PGE Contribution**

- provides regular back-stopping and hands-on assistance
- contributes to strategic thinking of TWG-G

- development of a communication and advocacy strategy (see below for more information)
- improved management practices, including regular two-weekly management meetings and, as reported by the PGE team, results based planning and reporting
- improved inter-departmental cooperation and joint programming, through such mechanisms as internal working groups, for initiatives such as Neary Rattanak III, Cambodian Gender Assessment and the NSDP update
- MoWA's Ministerial Action Plan for implementing the PFM reform, which incorporates support mechanisms for reviewing the "gender implications statements" prescribed for line ministry budget submissions to Ministry of Economics and Finance (MEF). The purpose is to ensure that proposals include an assessment of the relative impact of proposed and existing policies and programmes on women and men.

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<sup>19</sup> In accordance with the JMI principles identified by the CDC, JMIs should relate to the NSDP and require continued high-level support and attention. The 2009 JMI was "Adopt laws and sub-decrees and relevant legal documents, and implement plans against all forms of violence and exploitation against women and children, according to international standards."

## *Commentary*

Under this component PGE has achieved two main outputs: Neary Rattanak III and a functioning aid coordination mechanism, TWG-G. It has also provided a number of advisory support services to MoWA that have resulted in improved organizational structures, management practices and planning.

The component builds on organizational development work from Phase 2, particularly the restructuring of MoWA in 2004 and 2005. As a result, the emphasis has been on strengthening and operationalizing those structures, particularly through capacity building, rather than introducing further changes, as explained by the PGE team.

Moreover, PGE has put in place a number of mechanisms that serve as foundations upon which MoWA can build future organizational development work, such as the HRD strategy and departmental TORs.

In particular, Neary Rattanak III provides a gender equality vision and goals for RGC as a whole, and serves as its strategic plan to promote equality between women and men. It serves as an entry to a wider strategy of engaging MoWA in an organizational development process. It can be used as a basis to assess MoWA's needs for organizational change and to deliver on its responsibilities as indicated in Neary Rattanak III. For example, the planned capacity assessment for 2010 will use Neary Rattanak III as its reference point.

The challenge is to understand these considerable achievements, given the time and effort to internally advocate and facilitate such changes, within a wider context of the anticipated result and aggregated achievement - particularly in the absence of outcome indicators or an overall organizational development plan.

The MTR team acknowledges that organizational change is an iterative process that ideally, but not always, commences with a "plan." The context of an organization may not allow for such a plan, particularly in the case of MoWA, which underwent a major restructuring in 2005-2006, as previously mentioned. The challenge now is to support MoWA leadership and ownership for a capacity assessment that will generate insight and knowledge of organizational changes needed for the ministry to effectively and efficiently deliver on its mandate.

## **Output 4: Gender Advocacy and Communication**

### *Main Activities*

- leadership, coordination and provision of technical advisory support on analysis and drafting the development of the Cambodia Gender Assessment: A Fair Share for Women (2008) and, in particular, its dissemination among youth (see case study)

#### **Case Study**

##### **Cambodian Gender Assessment (CGA): A Fair Share for Women (2008)**

###### **Achievement**

- provides authoritative, RGC-endorsed, evidence based assessment of condition and position of women in Cambodia

###### **Significance**

- completed in English and Khmer and disseminated nationwide through a high-level national launching ceremony, four provincial area workshops and at 2009 International Women's Day celebrations. Current focus on dissemination among youth provides basis for advocacy with youth and women in decision making
- widely used by line ministries, Development Partners and civil society members to advocate with RGC (e.g., MoWA used data to lobby during NSDP update) and in planning
- informs RGC policy e.g., recommendations are incorporated into Neary Rattanak III
- wide ownership among line ministries as they were consulted during development of CGA
- process of developing CGA strengthened MoWA capacity as staff engaged through internal working group

###### **MoWA Contribution**

- MoWA led process compared to previous CGA which was led by World Bank with MoWA in role of being consulted

###### **PGE Contribution**

- provided support and extensive coordination support, particularly to consultative process
- provided technical assistance in gender analysis of data

- support for the development of a MoWA communication and advocacy strategy, including situation analysis, research on stakeholder perceptions on gender issues in Cambodia and MoWA mandate and policies, needs assessment, and the training of MoWA staff - which in turn included the establishment of an advisory group (with Development Partners) and a MoWA working group comprised of the heads of all relevant departments at MoWA. The strategy was the result of a six-month participatory process with multi-agency support involving UNFPA, UNIFEM, CIDA as well as PGE.
- completion of a mapping study, with UNIFEM and UNFPA, of current activities on Gender-based Violence (GBV) in Cambodia; a needs assessment to identify strategic interventions; and presentation of findings and financial and technical support for a follow-up Survey on Violence Against Women with GTZ and UNIFEM. A follow-up behavioural change communication training (COMBI) is to be conducted in 2010

- support for a review of the WB publications *Where did all the day care centres go?*; *Gender Parity in the Civil service*; and *Making motherhood safer*. PGE supported the consultations on these as examples of gender responsive budgeting in key sectors affecting women
- support to the development of MoWA policy and strategy on HIV AIDS, women and the girl child through work of a joint UNDP/UNFPA joint advisor
- support to initial drafting of a joint programme on GBV through the UN Gender theme group with UNIFEM, UNV and UNFPA.
- financial support to the development of an advocacy manual and training for all the provincial women's affairs departments (led by MoWA with UNFPA)
- capacity building through MoWA retreats, study tours and on-going dialogue<sup>20</sup>
- annual support to International Women's Day (2006 to 2009) and to MoWA's contribution to 16 day campaign to combat violence against women

### *Key Achievements*

- CGA serves as an official RGC, evidence-based, advocacy tool for policy and strategy development. It is a widely used document that line ministries, Development Partners and civil society members alike use in developing policies and plans, as well as demonstrating critical gender concerns. As a RGC document, it carries weight with government officials, thereby facilitating advocacy efforts. (see case study)
- A MoWA Communication and Advocacy Strategy that now guides its overall communication and advocacy work at the strategic level (policy advocacy targeting decision-makers), at the organizational level (e.g., use of a common "corporate style/image" for publications and presentations), and at the level of specific population groups or the Cambodian public more generally using Behavioural Change Communication method, as reported by the PGE Team.
- issues of gender equality and violence against women communicated to the public through annual support to MoWA International Women's Day celebrations

### *Commentary*

The ProDoc envisioned an ambitious advocacy and communications strategy and campaign for this component, which was to address the "prevailing perceptions of gender roles as one of the root causes of discrimination against girls and women." While the strategy was successfully developed, a wide general

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<sup>20</sup> The MTR team did not attempt to assess the results of these activities

campaign was replaced with a focus on key themes. PGE initially supported advocacy and communications work on one of the recommended themes, gender-based violence, but this was later discouraged by MoWA given its partners were also working on GBV. Other themes were supported by different Development Partners, such as MoWA policy and strategy on HIV AIDS, women and the girl child by UNFPA. The PGE team reports that other Development Partners, such as UNFPA and UNIFEM, use the strategy to guide their work.

While this component did not unfold as ambitiously envisioned by the ProDoc, PGE was able to produce a number of achievements, in particular the CGA, which is an effective advocacy support document that Project beneficiaries and stakeholders claim to use extensively.

Still, the MTR team was not able to verify the overall result of the various activities undertaken as part of this component, particularly in reference to the initial goal of "changed gender values, perceptions and attitudes." It acknowledges that attribution is particularly difficult where advocacy and communications are concerned, and when multiple agencies are involved<sup>21</sup>. Changes (see Table 2) for strategic reasons, as well as reasons beyond PGE's control, are not conducive to an overall assessment of this component.

<p style="text-align: center;"><i>Table 2</i></p> <p style="text-align: center;"><b>Annual Targets/Indicators for Output 4: Gender Advocacy and Communication</b></p>			
<b>2006<sup>22</sup></b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
	<p>2007 Result: Gender Communication and Advocacy Strategy developed (2007 AWP)</p> <p>Indicator: Long term gender advocacy strategy developed &amp; in MoWA's and other ministerial strategy plans and positive change in perceptions &amp; attitudes as measured against the baseline</p>	A Joint Programme of GBV will contribute to the successful implementation of the National Action Plan to combat violence against women.	Youth awareness on gender issues increased through broad dissemination of Cambodia Gender Assessment to youth groups.

Source: 2007 Annual Workplan and annual reports for 2008 and 2009<sup>23</sup>

<sup>21</sup> PGE report that the support of various aspects of the Gender Advocacy and Communication Strategy by different Development Partners was the initial intent.

<sup>22</sup> The 2006 AWP did not include information on this component as the Phase 2 extension had not begun until May 2006. The 2006 annual report states "Enhanced cooperation, coordination and dialogue between UN agencies (UNFPA, UNIFEM and UNICEF) and MOWA on the development of the joint Gender Advocacy and Communication strategy"

<sup>23</sup> The 2008 and 2009 AWP's do not include annual targets but refer to joint UN workplan on GBV needed to still be developed at the time of the writing of the AWP. As a result, annual targets included in the 2008 and 2009 annual reports are used.

## ***Output 5: Women Development Centre***

### *Main Activities*

- undertaking of Economic Survey in Kampong Speu by Policy Unit as a research exercise for PMG staff and as input for Kampong Speu market research
- initial assessment of WDC and of the small business environment in selected communes in Kampong Speu
- facilitation of market research in Kampong Speu and a business development plan for WDC(2007). This research provides the foundation for PGE's work with WDC by identifying and recommending market opportunities in Kampong Speu, potential income generation activities, business development services and skill trainings for WDC target beneficiaries; assessing WDC and its feasibility and recommending areas of improvement; and recommending strategies to leverage the opportunities identified in the research. Its framework of "orientation changes that must be implemented in order for the WDC to meet its goals" has served as a basis for most studies that followed and informed the analysis of the MTR team.
- development of a concept note on economic empowerment for women in Cambodia (2008). Prepared by UNDP, this document defines how the UNDP, with government counterparts, should work to support economic empowerment for women, particularly self and formal employment. It builds upon the 2007 Kampong Speu market research and proposes four areas of intervention: skills development of individual women entrepreneurs and service delivery institutions, provision of MSME services, provision of social services and coordination of services by government partners including the Women's Development Centres. It proposes to pilot the strategy with the WDC in Kampong Speu and the Tonle Sap Conservation Project
- market opportunity studies for handicraft (Krama), food processing (sugar palm, snack food) and garment/tailoring (products made from garment factory and tailoring shop waste). For each of these areas, the studies assess market potential, develop community profiles, identify WDC needs and propose an operational action plan to implement recommendations
- capacity building of WDC staff:
  - organized one week field-trip to Thailand for 8 MoWA staff, and staff of key departments in Kampong Speu province, to gain knowledge of facilitation, coordination and strengthening of networks for the promotion of SME for women
  - supported administrative staff in Kampong Speu WDC with computer training
  - coordination and facilitation to build the capacity of WDC staff to link with the different potential government agencies and other NGOs in the province

- support to WDC to conduct 8 training sessions on food processing to local women in selected communes in Kampong Speu following requests for assistance from NGOs in Kampong Speu
- sponsored an analysis report on Business Management Training to identify the training needs of potential women exporters and women producer groups; and made recommendations of appropriate institutions to deliver training
- facilitation from PGE at the national level to promote the overall economic empowerment agenda of MoWA including advocating with CIM/GTZ to place a long-term advisor on economic empowerment at MoWA, coordination with ADB Organizational Development Advisor to establish a common framework for organizational development of all WDCs of MoWA and support to MoWA's Economic Development Department to conduct a workshop on WDC management for all WDCs in 2009
- appointment of new Kampong Speu WDC director with facilitation from PGE

#### *Key Achievements*

- a number of high quality assessments and analyses that point to key areas of economic opportunity for women in Kampong Speu and organizational change requirements for WDC to support women's economic development. These studies have been consistent in building upon the framework of "orientation changes" included in the initial 2007 study.
- establishment of working relations with key partners in Kampong Speu including NGOs
- initiation of an organizational development process, including a new organizational structure and one-year organizational development plan

#### *Commentary*

This component addresses a strategic interest of women and has the potential of producing gender equality results to inform national policy. Furthermore, it addresses a strategic area for MoWA.

However, despite the activities undertaken in this component, the Project faced a number of implementation challenges:

- internal organizational dynamics that resulted in a less than conducive context required to institute the changes recommended in 2007. Also, PGE also faced challenges in advocating for appropriate funds from UNDP in 2007 and 2008. Additionally, during this period, the UNDP Country Office was emphasizing research to identify practical directions rather than supporting on WDC infrastructure.
- lack of the "fit" of the component within the overall thrust of PGE (see PGE, 2006 Annual Report). For instance, decisions, such as engaging ITC



consultants, were made based on plans to transfer the component to the UNDP TRADE project, but the plan never materialized. Still, the component has been in response to MoWA focus on women's economic development and represents a critical area for women in Cambodia.

- six month hiatus in 2009 when the WDC did not have a Director

The Project made commendable efforts to address these constraints of the component, and by 2010 positive results are beginning to be realized. A new Director has been appointed, after lobbying by PGE, and a new PGE Project Officer has been placed in WDC to support organizational development. A new WDC organizational vision, mission and structure has been developed, along with new job profiles to align the WDC with its vision of becoming an integrated business development services provider and facilitator for women's economic empowerment. ITC consultants have been contracted to implement the first year of their three-year proposal to develop productive capacities and build national capacity to provide business support services for women entrepreneurs in Kampong Speu.

Still, the MTR team has a number concerns about this component:

- the vision of WDC becoming a viable service provider is laudable, but a feasibility study and business plan is lacking. What currently exists is a one-year action plan that, rightly, although ambitiously, focuses on WDC management and sustainability, and improving vocational training provision and sales of products. Still, the MTR team was unable to uncover an analysis of the organizational and financial feasibility of WDC becoming a viable service provider for women's economic empowerment<sup>24</sup>.
- the organizational development process required for transforming the WDC into a viable service provider for women's economic empowerment is an ambitious multi-year process requiring a change in organizational culture, as well as fundamental skills development of WDC staff (which cannot be guaranteed, even with capacity building plans in place). This will require the focus of WDC staff, sufficient resources, and time. So far, because of the resource and time limitations of PGE, WDC is only planning on a one-year basis<sup>25</sup>.
- this component is essentially divided into two sub-components. The first concerns working with producer groups in Kampong Speu and building national capacity to provide business support services for women entrepreneurs. This is being implemented by ITC under contracting by UNDP

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<sup>24</sup> The 2007 Kampong Speu Market Assessment, 2008 "Women's Economic Development" concept note and 2009 opportunity studies include recommendations for WDC to become a viable organization. They do not, however, assess the organizational and financial feasibility of this proposition. A related issue is the financial resources required to refurbish WDC equipment needed to generate income. WDC reported that 50% of the sewing machines and all of the automatic looms are in disrepair. While WDC reports that funds are unavailable for their refurbishment, PGE staff state that the Minister committed national budget support for WDC infrastructure.

<sup>25</sup> While the MTR team acknowledges that this is based on current practice of MoWA and PGE, as informed by the PGE team and stated previously, it also contends that this should not be a deterrent to what is good organizational development and planning practice, namely short and medium term planning.

and the coordination of MoWA (referred as the “WPG/WTU sub-component”). The second concerns the organizational development of WDC: mainly the restructuring and capacity building of staff according to the revised structure, and the financial sustainability of the organization (referred to as the “WDC sub-component”).

In principle, these two sub-components should be related, but their design encourages unrelated implementation. The workplans for these sub-components are limitedly cross-referenced and linked<sup>26</sup>. In particular, while the ITC workplan makes mention of WDC Kampong Speu, the centre comes across as a recipient as opposed to a counterpart organization in the “driver’s seat”<sup>27</sup>. This is of special concern given, on the one hand, the need to expose staff to, and to learn from, the WPG/WTU sub-component and, on the other, previous ITC approaches reportedly did not contribute to WDC’s capacity. Lastly, while assurances have been made that WDC capacity is a central concern of the “WPG/WTU sub-component”, WDC is undergoing an intense and profound organizational development process. Not only is there a risk that it can be side-tracked by the “WPG/WTU sub-component” (given the nature of such consultancies), but WDC has limited absorptive capacity and could easily be overwhelmed<sup>28</sup>.

This is not to say that the two components are contradictory. Rather, that they should be complementary and designed as such. The MTR team did not uncover evidence of this.

Relatedly, there is a concern that the WPG/WTU sub-component is not explicitly designed from a women’s economic empowerment perspective and that ITC does not include, as part of its breadth of competency, the provision of social services (PGE document, ITC, 2008)<sup>29</sup>. While the PGE team explained that this is acknowledged and “empowerment” is the purview of the

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<sup>26</sup> This became particularly evident when the new WDC Director was unaware, during the MTR interview, that the WDC component was only going to focus on krama production, not palm sugar. Similarly, the ITC informant was unaware of the WDC workplan. This observation is not intended to fault the Director nor WDC, particularly given that the WDC 2010 workplan was recently developed and before the ITC workplan. It does indicate how the sub-components need to be strategically inter-related.

<sup>27</sup> While the ITC 2009 workplan mentions WDC and refers to it as a beneficiary of two activities, inclusion of WDC appears marginal (in the case of the 2009 workplan) and limited to technical skills enhancement (in the case of the 2010 workplan). The MTR team contends that this is insufficient; WDC should be at the core of the WPG/WTU component. PGE has informed the MTR team that this has been discussed with ITC, that WDC is the focus of its work and that discussions with the Minister for MoWA have indicated that the workplan for the WPG/WTU sub-component will be subsumed under the WDC workplan.

While efforts to integrate the sub-components are laudable, they more than likely will result in modifications to how the WPG/WTU sub-component will be approached, as opposed to the sub-component being designed from its inception to include, as a specific goal, the building of WDC capacity and designing the intervention accordingly. Moreover, UNDP informed the MTR that ITC’s interests are concerned with income generation and export promotion, not necessarily organizational development of WDC as this is a long term prospect.

<sup>28</sup> This is of particular concern given the 2009 ITC workplan is now expected to end mid-2010. While PGE informed the MTR team that the proposed 2010 ITC workplan can be undertaken concurrently while completing the 2009 workplan, a claim that could not be verified by the MTR team, this would require a fair amount of WDC’s attention being diverted from its organizational development plan.

<sup>29</sup> This is reflected in ITC 2008 “ITC’s technical proposal towards economic empowerment of women in Kampong Speu Province” that does not include any strategies or activities to economically empower women (PGE document, ITC, 2008). Also, ITC promotional materials emphasize income generation, export promotion and poverty reduction. While critical areas of focus, the MTR team considers these as elements of women’s economic empowerment but do not alone automatically facilitate women’s economic empowerment (see below for discussion on women’s economic empowerment).

MoWA more generally and the WDC sub-component in particular<sup>30</sup>, not designing the sub-component from an economic empowerment perspective is a risk and a missed opportunity for a few reasons.

- there are well documented risks when women's income generation projects are not undertaken from a gender perspective. For example, there have been cases where men have taken over what were predominantly women's economic activities (IBRD, 2009: 525), or these were disrupted when they became more valuable (Kabeer, 1994: 273-274). Economic empowerment activities for women that focus only on access to income, without considering access to resources and control of benefits leaves women open to being displaced from such income generation activities;
  - viewing the WPG/WTU sub-component as economic empowerment provides an opportunity, if designed as a participatory process, for WDC and women entrepreneurs to engage in action learning that will not only benefit women's entrepreneurship but also WDC's capacities to design and facilitate such processes in the future. Currently, the WPG/WTU sub-component focuses on income generation skills development for export promotion instead of entrepreneurship development<sup>31</sup>.
- Project documentation does not indicate a cost-benefit justification for the WPG/WTU sub-component. For example, the 2010 and 2011 budget for the cotton krama activities is \$192,000. There is no indication of the anticipated number of beneficiaries<sup>32</sup>. There is neither a technical nor a financial feasibility study of projected incomes and profits or an assessment of the potential pay offs as a result of building national capacity to support women entrepreneurs, compared to the actual and opportunity costs of the Women and Trade Unit component.
  - UNDP is currently providing a no-cost extension to ITC to complete its 2009 workplan by mid-2010. The proposed 2010-2011 workplan for the WPG/WTU sub-component is under consideration. As PGE ends in 2010, a firm commitment to entirely fund the WPG/WTU sub-component is required. Without this commitment, which could conceivably take more than two years, it does not make sense to start the first year.

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<sup>30</sup> The PGE team state that MoWA can provide economic empowerment support to complement ITC's work. While this is welcome, the MTR team contends that approaching the work with the producer groups from an empowerment perspective is more effective and less unwieldy than "adding on" empowerment activities

<sup>31</sup> A difference is being made here on developing production skills for a specific economic activity for income generation as opposed to developing business skills, including production skills, more generally as well as a specific economic activity. The latter approach acknowledges but businesses fail or need to grow and evolve; entrepreneurship skills assist entrepreneurs to recover from the former and pursue the latter.

The PGE team state that the third component of the ITC 2010-2011 workplan includes entrepreneurship training. Based on a reading of the workplan, the MTR team understands that the focus is "business management training" and enhancing export capacities for "promising or emerging exporters".

<sup>32</sup> The ITC 2009 opportunity study for kramas and doormats does indicate that there are 150 households making kramas in Kampong Speu (PGE document, ITC, 2009)

## ***Factors influencing performance: contributing factors***

As mentioned above, the Project has had a number of achievements. The MTR team uncovered several mutually-reinforcing factors that have contributed to them<sup>33</sup>. According to the Minister of MoWA, 80% of MoWA's accomplishments are because of PGE.

- *Leadership and initiative from senior RGC officials*

A number of key informants indicated that the leadership and initiative of senior government officials, particularly the Prime Minister, but also at the sub-national level, has been a key factor in signaling to government officials that the RGC is committed to the promotion of gender equality and the improvement of the position of women in Cambodia. For example, the initiative of the Prime Minister to ensure the appointment of at least one female deputy provincial governor in all provinces and one female deputy governor at all districts and municipalities levels was mentioned as good leadership and showing political willingness.

It should be noted that MoWA has contributed to fostering and cultivating senior government leadership and initiative. The Minister of MoWA was identified, in particular, as being an adept, effective and constructive advocate for MoWA, women's issues and gender equality.

- *Existence of a "gender mainstreaming system"*

The CNCW, TWG-G, GMAGs and sub-national networks (including GFPs and Women and Children Committees) constitute a national gender mainstreaming system. This system also includes informal networks such as the former participants of the Women's Leadership Programme. This is sometimes referred to as the "gender mainstreaming infrastructure," but the term "system" is used because, in the case of Cambodia, the mechanisms are both inter- and intra-organizational.

A number of redundancies in the system are built in, which are mutually reinforcing and allow for the consistency of messages<sup>34</sup>. For example, during the update of the NSDP, line ministries received the message about the importance of addressing gender issues in their contributions from a number of sources: senior RGC officials, the TWG-G, their respective GMAGs and MoP. PGE's contribution was to work with different stakeholders, thereby enhancing the functioning of the "system." It supported senior MoWA officials, particularly to advocate line ministries, through the TWG-G; assisted MoP GMAG to develop gender guidelines for line ministries; and worked with

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<sup>33</sup> The MTR Team did not attempt to identify the initial source of these influences but noted that Phase 1 and the initial Phase 2 of PGE substantially contributed to MoWA's success in advocating for gender equality measures in RGC, particularly in establishing the gender mainstreaming system, that positively influenced RGC contributing factors. These, in turn, provided a conducive environment for MoWA to advocate for further measures. In this sense, the MTR Team understands contributing factors as mutually reinforcing constituting a "virtuous cycle" and a gender mainstreaming system as described below.

<sup>34</sup> This is further enhanced by having the same "gender champions" serve on different bodies such as GMAGs and TWG-G.

different line ministries to engender their NSDP contributions. The result, as noted above, was that the NSDP update is much more engendered than previous iterations and, through this process, stakeholders understanding of capacities to support more engendered development policy were enhanced.

Also, the Project has been effective in using and working the “system,” which has had a number of benefits.

- the Project is afforded a multi-pronged strategy, as the previous example of the NSDP update demonstrates
- by using the “system,” MoWA with support of the Project, reinforces it and provides a model for others. For example, MoP on its own initiative, only accepted comments on the NSDP update from DP if they came from TWG-G, which allowed for a consistent and unified input from DP
- using and working the “system” results in a “virtuous circle” of both “push and “pull” factors, where different stakeholders contribute to and encourage each others’ gender work. Over time, this leads to deeper, more embedded, institutionalized and sustained gender-aware policies and implementation practices.

- *MoWA leadership and credibility*

MoWA has established itself as a professional and credible ministry within RGC at both senior levels and among peer ministries. For example, a number of informants commented on how the PM’s support for the promotion of women within the government would not have been forthcoming if there was not the confidence in MoWA to deliver on its strategy. This, of course, poses a challenge to MoWA to deliver on its promises.

On a more operational level, certain line ministries now see MoWA as a resource and are requesting its assistance, which represents an important change. Line ministries recognize their responsibility of mainstreaming gender in their respective organizations, as well as MoWA’s role in providing support and assistance. This is another example of the mutually-reinforcing gender mainstreaming system that has been established by MoWA through the work of PGE. With the Project’s support, MoWA demonstrated the need for line ministries to engender their policies and programmes, which in turn strengthened ministries, motivated them to establish GMAPs and contributed to the realization of their need to mainstream gender - resulting in more requests for MoWA’s assistance and enhanced working relations.

This development also poses a challenge to MoWA: it must develop its own capacities and efficiencies to meet these emerging needs, both in terms of the number of requests for assistance and in their increasing sophistication and complexity.

- *Strategic and timely PGE inputs to MoWA leadership*

Related to the increased credibility of MoWA, PGE has been able to support senior MoWA officials to perform professionally and earn the respect and trust

of senior RGC officials. This has primarily been in the form of timely and highly responsive advice and assistance, often with short notice and in areas that MoWA staff could not work effectively due to capacity limitations. The trade-off, however, has been a dependence on PGE advisors and staff, which can mitigate capacity building efforts with MoWA staff.

This trade-off, between the need for MoWA to maintain its position and credibility through the professional delivery of tangible results *and* the need to build MoWA staff capacity to achieve such results without external assistance, needs to be recognized. This is perhaps acceptable, given the level of gender mainstreaming when PGE first started “getting gender on the agenda.” The challenge is now to not become complacent with the current arrangement, but to refocus efforts on strengthening MoWA capacity. As discussed later, the design of a possible new initiative will be critical.

- *Support for PGE by senior MoWA leadership*

MoWA leadership has also demonstrated its support for PGE through its day-to-day involvement, its increasing requests of PGE-related MoWA staff and PGE staff and its strategic leadership of the Project. There are clear indications of ownership and appreciation of PGE by the MoWA leadership.

- *Positive ways of working by PGE*

MoWA staff indicated that the PGE approach to working with MoWA has contributed to PGE’s achievements. These include being cooperative, inclusive and encouraging. MoWA staff also commented on PGE staff as being persevering, hard-working and active - that they would not give up easily and would find different ways to approach persistent and re-occurring challenges.

PGE has also evolved its ways of working. For example, the Project started working through internal working groups that consisted of MoWA staff from different departments, as relevant, where MoWA staff would lead the process with PGE staff providing support and facilitation. This approach, (used in the development of Neary Rattanak III, NSDP update and the Communications and Advocacy strategy as well as engendering of CSES) provided not only a deeper and relevant engagement with MoWA staff, but also opportunities for capacity building that resulted from a deeper engagement.

Overall, PGE has established credibility and constructive working relations, especially with line ministries. But the trade-off of PGE taking an active role, such as with line ministries, has sometimes been only limitedly taking advantage of capacity building opportunities for counterpart staff, as discussed above.

- *Strategic and timely decisions by PGE management*

PGE management has demonstrated that it can exercise strategic and timely decisions, including the commissioning of timely assessments, learning from the assessments, and taking measures to not only address deficiencies, but

to also strategically move the Project forward. For example, the Project undertook an evaluation of the Women's Leadership Programme, which found that while the programme itself was effective in fostering leadership, its achievement was limited in number and by the working contexts of the participants. As a result, the Project changed strategies to affect the position of women in the civil service by working with both RSA and SSCS, as described above.

In another example, PGE recognized that the focus of the work with GMAGs to develop GMAPs was on the product, not the developing process. In the most extreme case, this sometimes meant Project staff taking the lead in developing the GMAP at the expense of capacity building and ownership of GMAG members. As a result, PGE changed its approach in how it worked with GMAGs by integrating a stronger capacity building element and re-emphasizing its role as a facilitator (see case study on GMAPs of MLMUPC, MoT and MLVT).

- *Examples of timely and effective technical assistance*

The Project demonstrated the identification and deployment of timely and effective technical assistance. One example is the support that PGE provided, through an external consultant, to CSES (see above for case study). PGE contracted a gender and statistics specialist who has proven expertise in this area, works in the UN system and has Cambodian experience, to work with MoWA staff to assist NIS to incorporate gender concerns in the design of the CSES survey and the training of enumerators. Over three relatively short missions, the consultant along with PGE and MoWA staff, were able to successfully engender particular survey topics, as well as include particular gender issues.

### ***Factors influencing performance: mitigating factors***

- *Capacity Building of MoWA staff*

The strengthening of MoWA staff is included in the second component of the Project under the heading of "A critical mass of staff from MoWA, PGE, and key line ministries effectively able to carry out their work in the promotion of gender equality in Cambodia"<sup>35</sup>. In fact, capacity building is part of all the Project's components.

As mentioned above, there is evidence to suggest that capacity of certain MoWA staff, particularly from the Department of Gender Equality, has been strengthened. It is difficult to assess, however, in what areas and to what extent. In other words, what can MoWA staff do now, with absent or limited support, that they were unable to do before. The MTR consultants acknowledge that capacity building is a long and complex process and that the Project faced a number of challenges, including time constraints, MoWA's

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<sup>35</sup> It should be noted that the ProDoc Results and Resources Framework does not include an objective or output that concerns the capacity building of MoWA staff. This area was included, however, in the proposed design of the extension (internal document, MoWA, 2006).

needs that required tasks to be undertaken urgently, and an over-burdened staff.

This is not to say that efforts were not made to strengthen staff capacity. Mentoring is being provided. Good practices, such as internal working groups, are being innovated over time. Professional development, including English training, was provided. Attempts to set individual learning objectives were made. PGE managers were reminded of the need to pay attention to the building of MoWA staff.

Other factors inhibited capacity building initiatives:

- the absence of a capacity building strategy and plan<sup>36</sup>, including setting, reviewing and monitoring of learning contracts, and the roles and responsibilities of counter-part and project staff, with regards to strengthening of the former. Such a strategy could have allowed for synergies among activities and embedding efforts more closely to other Project activities (e.g., combining “economic” literacy with English language training)
- the undertaking of a capacity assessment in mid 2010. The MTR team acknowledges that the opportunity to undertake this initiative, according to PGE staff, came with the development of Neary Rattanak III and was planned for February 2010 but postponed at the request of the Ministry. While offering a strategic entry point for capacity building, completing this exercise in the last year of the Project is unfortunate

The absence of a timely and systematic capacity assessment and development of a strategy are also a missed opportunities in terms of the organizational development of MoWA (Output 3). Such initiatives could have been a strategic entry to reviewing and revising organizational structure, including inter-relationships between departments, job profiles, work loads, and management approaches.

- *Project management*

The MTR team came across a number of areas that need to be addressed in future initiatives:

- lack of a “starting point” and consistent use of a log frame

This oversight stems from factors partly out of the control of the Project and is manifested in a number of ways. First, the Results and Resources Framework (Annex A of the ProDoc) was not used as a basis for planning and reporting. AWP and reports use a different, but related, set of output statements than what is included in the ProDoc<sup>37</sup>. Second, annual

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<sup>36</sup> The MTR consultants acknowledge that the absence of a capacity building strategy is not due to a lack of initiative and effort by the Project to encourage and support the development of such a strategy. The PGE team reports that continuous efforts were made but resisted by MoWA.

<sup>37</sup> PGE staff explain that the ProDoc was primarily designed as a resource mobilization tool. Acknowledging that it was ambitious, they explain that at the time of the Project’s inception, not all the necessary funds had been raised and there was an acknowledgement that all the activities may not be undertaken. While some outputs and activities included in the ProDoc may not have been undertaken as envisioned, similar initiatives



reports do not always systematically report against their respective annual workplans, except in the case of the 2009 report. Relatedly, there is some inconsistency across annual reports of what is included<sup>38</sup>. Third, while the same set of output statements are used for AWP and annual reports, there is no reporting of overall cumulative progress against these statements. Planning and reporting seem to have been annually focused<sup>39</sup>.

Relatedly, there is not a consistent use of indicators upon which to measure achievement of outcomes or outputs. For example, the 2006 AWP does not include indicators. The 2007 AWP does include indicators (which appear for the Project as a whole, not specifically for 2007), but the 2007 annual report does not cite progress in reference to them. The 2008 AWP has annual targets, which are included in the annual report, but no indicators. The exception is the 2009 AWP, which does include indicators for annual results<sup>40</sup> against which the Project reports.

- lack of a management information system and improvement of project documentation

A management information system (MIS) would provide aggregated information, such as overall numbers and types of training activities, numbers and types of training participants, and status of GMAPs<sup>41</sup>.

Relatedly, the consultants encountered a lack of a “paper trail” documenting decisions to change strategies and major activities. For example, and as noted above, the Project changed from using the details of the ProDoc’s Results and Resources Framework to a standardized statement of outputs in its annual workplans and report. The MTR consultants were unable to find evidence that such a change was endorsed by the PMB, or how and why such a change occurred. Similarly, documentation of decisions to make changes to major activities, as noted above, was not found. For example, the MTR team did not find documentation that referred to the changes to the (sub) components of the Women Studies Centre, Gender Responsive Budgeting and Advocacy and Communications originally included in the ProDoc<sup>42</sup>.

- lack of a monitoring and evaluation system

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were completed. MTR informants also report that the development of the ProDoc was not a full consultative process with MoWA but primarily developed by UNDP with inputs from the then PGE advisor. During the start of the extension, there was no advisor to revise the ProDoc in line with resources available.

<sup>38</sup> The PGE staff explain that this is a result of changes in UNDP reporting requirements. Also, quarterly reports provide more detail but these were not reviewed by the MTR team due to time limitations.

<sup>39</sup> MTR informants report that UNDP monitoring and reporting focus on annual targets and achievements, hence the emphasis of the Project. Still, the MTR team contends that good project management practice is to continuously monitor progress towards outcomes for the overall project.

<sup>40</sup> PGE staff explain that UNDP only introduced RBM after the Phase II extension started.

<sup>41</sup> PGE staff explain that such information is available in quarterly reports. Still, the MTR team contends that reports constitute only part of an MIS and such information should be available in accessible manner that allows for easy aggregation and analysis to support on-going strategizing and planning.

<sup>42</sup> As noted previously, PGE staff have provided satisfactory explanations for these changes. The concern for the MTR team is that it was not able to find project documentation for these changes which would be helpful to learn from the Project and monitor progress accordingly.

The Project does not have an established M&E system. This is related to inconsistent use of a log frame and the absence of a baseline, outcome indicators, and an MIS. But there also is a lack of detail concerning the “who, how and when” of how the Project is to be monitored and evaluated<sup>43</sup>. The Project produced regular quarterly and annual narrative reports and held quarterly meetings with GMAGs. Still, there is no evidence of an overall M&E system to review progress, particularly in terms of consistent reporting by stakeholders. For example, GMAGs would report during quarterly meetings on the progress of their GMAPs, but this was not in a standardized format, nor necessarily against their GMAPs. Some GMAGs seemed to have produced ad hoc progress reports, but again, these were not against their GMAPs, as indicated by the small selection of reports received by the consultants.

Moreover, M&E sometimes is confused with reporting. For example, when issues of monitoring were raised, project reporting was often cited. The MTR team believes that reporting serves at least two functions: accountability and as a milestone to regularly review progress.

- Management oversight

It is sometimes unclear as to who is responsible for providing management oversight. The areas for improvement, indicated previously, are good management practices - but somehow these were not noted, at least to the degree that they should have been, as far as the MTR team was able to discern<sup>44</sup>.

In the view of the MTR consultants, this constraining factor has impacted the Project in a number of ways. It is not able to document

- progress towards outcomes in a rigorous systematic fashion
- the contribution of annual activities and outputs towards outcomes
- how some key decisions were taken and upon what basis

While there are perhaps reasonable explanations for these management shortcomings, such as the lack of precision of the ProDoc (as it was more of a proposal than a design framework) and the more recent introduction of RBM, but project management issues still should have been recognized and addressed during the life of the Project.

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<sup>43</sup> The ProDoc does include a MTR, which was initially conducted in August 2009, some 38 months into a 54 month project.

<sup>44</sup> Due to scope and time limitations of the MTR, the consultants did not interview members of the PMB. Minutes of PMB meetings were reviewed but no mention of project management issues raised in the MTR were found.

***Project's relevance and its alignment with Government reforms, policies and strategies, and the UN/UNDP.***

In terms of the Project's relevance to, and alignment with the RGC's reforms, policies and strategies on gender equality, as well as with UN-wide and UNDP corporate strategy and vision on gender equality and empowerment of women, the MTR team concludes that PGE is

- *Aligned with RGC gender equality policies and strategies*

Furthermore, the Project, through its support of MoWA, has been instrumental in informing RGC policy. The primary example is Neary Rattanak III and, as documented previously, the Project's support of MoWA to lead the process of reviewing Neary Rattanak II - undertaking extensive consultations with RGC and line ministries and drafting and approving the RGC's policy on the improvement of the condition and position of women and the promotion of gender equality.

- *In step with RGC reforms and policies*

In addition, the Project has been critical to the inclusion of gender concerns to many of the Government's reform initiatives including D&D, through the integration of gender concerns in the Organic Law and the 10 Year National Programme for Sub-National Democratic Development, support to CAR and OCM and the PAR and PFMR processes.

- *Consistent with UN/UNDP policy and strategy in Cambodia concerning gender equality*

The PGE contributes to the 2006-2010 UNDAF at the outcome and output levels including, but not limited to

- increased efficiency and effectiveness of the public administration to deliver basic services;
- improved health, nutritional and education status and gender equity of rural poor and vulnerable groups;
- increased equitable access to, and utilization of, quality social services;
  - enhanced gender responsiveness of social service institutions and providers;
- a coherent and participatory process to transform the Rectangular Strategy into a National Development Plan (2006-2010) that reflects Cambodia's international commitments and established national policies;
  - mainstreaming gender in the NSDP;
  - strengthened national capacity for quality data collection, management and monitoring of progress.

MoWA and PGE have also contributed to the aid coordination and effectiveness agenda by working strategically with their respective counterpart organizations, particularly regarding MoWA leadership of, and

PGE support to, the TWG-G, the exploration of a PBA on gender and support to GDCC and CDC.

Furthermore, both MoWA and PGE have been strong advocates of the inclusion of gender equality as one of five outcomes of the 2011-2015 UNDAF.

## V Recommendations and Future Considerations

Recommendations and future considerations resulting from the MTR are provided as two sets. The first concerns actions that need to be undertaken during the *remainder* of the PGE Phase II Extension, and the second concerns possible future initiatives *after* the PGE Phase II Extension between MoWA, UNDP and other Development Partners.

### ***During the Phase II extension***<sup>45</sup>

These recommendations concern the remaining period of the Project and have two overall themes. The first is to continue the work started with the aim of consolidation. The second related theme is to position current Project stakeholders in preparation for the end of the Project. Regardless of whether there is another project after PGE II (see below), Project key stakeholders and participants need to be in a position to continue their work by the end of 2010.

The MTR team recommends that

- *UNDP urgently decides its intention to support and commit to a future initiative and immediately initiate a process in conjunction with MoWA that will lead to the formulation of a new project* (see below for further details). This process should include
  - a realistic timeline for the development, approval and commencement of a new project, ideally by January 2011. This timeline needs to include the enrolment, agreement with and commitment of potential Development Partners; undertaking of a timely final evaluation, and the establishment and agreement of the project scope and management modalities
  - consultations with potential Development Partners to determine their interest in jointly supporting a new project and establishing a working group of interested parties to be chaired by MoWA with PGE as secretariat, and to oversee the development of the new project.
  - mechanisms to be put in place during 2009 that would lay the ground work for a new project. This would include support to UNIFEM as the likely lead for a new project (see below) so as to prepare the agency to implement such an initiative<sup>46</sup>.
- If the decision is made to support a future initiative, UNDP should consider and prepare for
  - bridge funding to cover the interim period between the end of the PGE II extension and the actual start of a new initiative. The focus should be on fulfilling current commitments and supporting priority and strategic initiatives as indicated below.

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<sup>45</sup> The MTR team recognizes that some of these recommendations are already included in PGE's 2010 workplan. They are included here to emphasize their importance as priority activities.

<sup>46</sup> The MTR team held brief discussions with UNIFEM and Spanish Agency for International Cooperation and Development (AECID) about the need for the former to undertake organizational development activities so as to be ready to assume responsibility for managing the new project. AECID expressed interest in exploring support for such an initiative (see below for further details).

There is a strong likelihood that if this measure is not taken, there will be a hiatus between the end of PGE II and any later initiative - leaving the work started under PGE in limbo. The risk is that any gains and momentum accrued may be lost and making the start of a new initiative unnecessarily costly and time-consuming. As described below, the primary concern is for GMAG members, participants of the producer groups under the WDC sub-component, the continuation of strategic initiatives, and the PGE staff.

This recommendation is not to suggest that another initiative be hastily developed in order to avoid a "gap." Rather, it's an acknowledgement that the MTR is being completed with 10 months remaining in the Project, which probably is insufficient time to commence a new initiative by 2010, particularly if the recommendations below are accepted (e.g., development of a multi-stakeholder new project etc.)

Also, these recommendations acknowledge that UNDP has an obligation to Project stakeholders and participants to complete work that has been started and to provide them with sufficient information and notice to make informed decisions about the future.

- *Support follow up of GMAPs ending in 2010*

Most GMAPs were developed for the period of 2006 and 2010. A number of GMAGs met during the MTR expressed concern that they did not know what to do about their GMAPs ending in 2010. This has been made more complicated in that many, if not most, have been unable to fully implement their plans.

PGE should identify GMAPs ending in 2010 and GMAGs requiring assistance to revise their GMAPs. This is an opportunity for the Project to implement the experience gained by working with GMAGs in a more facilitative and process-oriented way, and further the recommendations from the 2007 GMAG/GMAP review as well as build upon the lessons learned from recent work with MLUMPC, MLVT and Ministry of Tourism. In particular, the focus should be on coordinating and harmonizing projects and activities, developing gender mainstreaming plans for the next period, integrating plans with ministries' strategic plans, undertaking programme development to secure resources to implement activities and, as a cross-cutting theme for the aforementioned, capacity building of GMAG members in relevant gender analysis and planning skills. Priority should be provided to those line ministries that (a) have demonstrated commitment, ownership and initiative and (b) GMAGs/GMAPs not receiving substantive support from Development Partners or RGC.

- *Continue and prioritize strategic initiatives with key government institutions*

As mentioned above, PGE started to work productively with key government institutions on strategic initiatives [i.e., CSES, Economic Census and Agricultural Census (NIS), engendering curriculum (RSA), improving the position of women in the civil service (SSCS), donor coordination and harmonization (TWG-G)]. These are key initiatives, particularly as they

relate to key RGC reform processes such as PAR and PFR, that require further MoWA involvement to fully accrue the benefits that the initiatives promise. MoWA also requires continued support to meet the emerging, and increasingly more sophisticated, needs of these institutions. The gender mainstreaming of these institutions and their work will have a multiplier effect to promote gender equality in the future. Priority should be on supporting MoWA to

- work with NIS to undertake gender analysis of the CSES data and engender the design and planning of the economic and agriculture censuses
- work with RSA to develop a proposal to support the reviewing, engendering and revising of RSA curriculum in order to mobilize support to undertake such a review and revision with MoWA assistance
- work with SSCS and human resource departments to promote gender aware human resource management and promotion of women in the civil service
- strengthen the TWG-G secretariat so that it is capable of supporting the TWG-G without external assistance. This will require the development and implementation of a capacity strengthening plan that would include indicators, milestones and identification of required support

- *Re-think WDC component*

As described above, the aims of the PGE WDC component are commendable, but the conceptualization and implementation modalities are of concern. The MTR team recommends that

- UNDP makes at least an additional three-year commitment to support WDC past 2010. This should be a component of a new project and be included in bridge funding if this is provided.

If this commitment cannot be made by UNDP or another Development Partner, the WPG/WTU sub-component should not be started as proposed in the 2010-2011 workplan. Priority and resources should be provided to support WDC to

- (i) complete its 2009 organizational development plans, which would include but not be limited to, developing a three-year business plan, including an organizational and financial feasibility assessment, developing a three-year capacity building strategy and plan, refurbishing its equipment and facilities and re-starting entrepreneur-centered training programmes. The objective of these activities is to demonstrate WDC's potential as viable service provider for women's economic development
  - (ii) develop a fundable proposal to secure required resources to continue its organizational development and plans to become a service provider.
- If a three-year commitment can be made by UNDP, the WPG/WTU sub-component should be re-designed to

- complement and support the WDC workplan (see below), which should be the basis and reference point for any work with the WDC, and to ensure that any work with producer groups does not dominate or distract the organizational development of the WDC. Measures should be taken to ensure coordination and complementarity between the two sub-components and that WDC remains the focus (e.g., appoint a WDC staff person to undertake this role and coordinate the WPG/WTU sub-component overall).
- build the capacity of the WDC to establish producer groups and link them, through enhanced value chains, to Cambodian and international markets, wherever possible and appropriate
- exclusively use methodologies and processes that aim to economically empower women. This should include, but not be limited to, improving the access to, and control of, increased income and income generating activities<sup>47</sup>.

In addition,

- activities to build a national capacity to provide business support services for women entrepreneurs from Kampong Speu should be postponed until the feasibility of developing such a capacity within MoWA is assessed and validated. Specifically, the financial viability and sustainability of such activities needs to be determined
- the competencies and approach needed to support WDC, its organizational development, and its plans to be a service provider for women's economic empowerment need to be identified. The required services of an external agency should be developed as a capacity building consultancy for women's empowerment and opened to international tender. In particular, women's organizations with a proven track record of fostering women's empowerment through income generation should be invited to bid.

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<sup>47</sup> While women's income generation initiatives have had mixed results in increasing and securing incomes, they do not guarantee improvements in their status. Access and control of resources is but one of three dimensions that need to be addressed with the others being "agency (the ability to use these resources to bring about new opportunities) and achievements (the attainment of new social outcomes)" (Esplen and Brody: 2007: 20. See also Kabeer, 1999). Women's empowerment is both a process and an outcome, where the former is concerned with gaining of power to realize human agency. Kabeer (1999) makes the distinction between this concept of empowerment and "instrumentalist" approaches that focus only on "measurable outcomes", such as increased incomes.

The main differences between women's income generation and economic empowerment approaches are in how they value participation and the specific needs of women. For example with micro credit programmes, Mayoux (2005) highlights the need to address women's unpaid domestic burden, such as providing childcare, and to ensure that repayment terms and conditions are appropriate for the women's activities and their life cycles. Similarly, in promoting women's entrepreneurship, Murray (2005) also points to the need to address issues concerning women's mobility and the specific characteristics of the nature and types of enterprises women undertake. For example, they are often home-based, use family labour, concentrate in services or light manufacturing, and tend to be small scale and grow slower. See Ndow (no date) for an example from Africa.

Furthermore, experience from promoting women's empowerment indicates that holistic approaches that tackle systemic causes are required. To promote women's economic empowerment, Gown et al. (2005) point to the need to alleviate women and girls' time burdens, particularly through investing in infrastructure, securing women's and girl's property rights, and tackling inequality in employment (i.e. decreasing dependence on informal work, reducing gender pay gaps and addressing job segregation).



## ***After the PGE Phase II Extension***

This second set is divided into two sub-sections. The first consists of recommendations for any future initiatives with MoWA; the second includes discussion and decision points, and options for any future initiatives.

### ***Recommendations for future initiatives***

- *continue supporting MoWA*: build upon the progress made, particularly the gender mainstreaming system and the strategic initiatives that are linked to RGC reform processes (PAR, PFMR, D&D), with a new project
- *focus on GMAP implementation and GMAG capacity*: this requires capacity strengthening of line ministries with dedicated human and financial resources, and the strengthening of MoWA to advocate for and support line ministries to implement GMAPs. In particular, GMAGs will require specific gender analysis and planning capacities specific to their respective “sectors” as well as capacities to “roll out” their GMAPs throughout their ministries, specifically to the sub-national level and the integration of GMAPs into line ministries’ strategic plans. Similarly, MoWA’s capacity will need to be commensurately strengthened, in order to be able to support line ministries.
- *establish project management systems* (base line data, monitoring and evaluation systems, reporting and documentation) and strengthen MoWA management and project staff capacity. In particular, the ProDoc should include a 3-6 month inception period that would result in, but not be limited to, a revised ProDoc, including performance measurement framework, to be used as a basis for planning and managing the project, a first year annual workplan and project administration manual to institutionalize standard management practices and operating procedures.
- *establish capacity building strategy and tools for the project*<sup>48</sup> Such a strategy could outline methodologies that the project would use, such as competency-based education and learner centered methodologies, different approaches to learning other than training (e.g., mentoring and accompaniment), as well as standardized practices (e.g. learner needs and post-learning assessments). Instituting a learning MIS would help to track participants and create synergies among capacity building efforts. Training for capacity builders may also be required in areas such as training delivery, mentoring and undertaking the role of a counterpart, because project staff and participants are not necessarily competent in capacity development, despite their particular expertise<sup>49</sup>. Standardized tools for designing, managing and monitoring capacity development, such as workshop templates, learning contracts, training needs assessments and training evaluation forms, should be developed. This area may require the inclusion of capacity building expertise to support the new project.

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<sup>48</sup> The 2010 PGE workplan includes the establishment of a capacity building strategy for MoWA but given that the capacity needs assessment has been postponed, at the request of the Minister for MoWA, a strategy may not be developed in 2010. Moreover, a MoWA capacity building strategy does not preclude the project developing its own that would complement the Ministry's.

<sup>49</sup> Interviews with MTR informants revealed that being in the role of a counterpart or trainer did not always translate to being an effective capacity developer.

- *employ flexible and programming approaches* that recognize gender mainstreaming as an evolving process, thereby allowing for iterative, strategic and accountable decision making. Employ RBM and ensure that management and stakeholders are competent and participate in setting indicators. Provide capacity building to effect changes in ways of working that are conducive to RBM and standardize management practices that allow for flexibility, but also provide a paper trail (e.g., use of Notes to File, recording of decisions by project management boards).

### *Considerations and Option for a future initiative*

This sub-section presents a series of decision making points and options. They are based on the current situation of gender mainstreaming in RGC:

- RGC is in a different phase of gender mainstreaming than when PGE II started
- there are increasing needs, both quantitative and qualitative, of line ministries at the national and sub-national levels
- MoWA is presently not in a position to address these needs, despite increased capacity; it also has its own capacity building needs that are increasing, quantitatively and qualitatively
- there is uncertainty about a future incentive system, including, but not limited to, MPBI for civil servants working on development projects

### *Decision making points:*

- *Scope:* what should be the coverage of capacity building support for GMAP implementation? All line ministries? A selected number? At sub-national levels, including communities?
  - a future initiative needs to clearly distinguish between the capacity building of MoWA for advocacy and coordinating gender mainstreaming in RGC (which by its very mandate covers all line ministries and sub-national entities), and the role and responsibility of line ministries to mainstream gender in their own sectors
  - there is also the need to prioritize a selected number of line ministries. MoWA is not in a position to support all line ministries to the degree that is required. There are other Development Partners, specifically specialized UN and bi-lateral agencies, with particular areas of expertise, that are supporting certain line ministries. The proposed new, multi-agency project would allow for MoWA to play both an oversight, coordinating role as well as provide more detailed support to specific line ministries directly or through participating Development Partners
  - MoWA, at the sub-national level, through its Provincial Departments and gender focal points, would play a similar role of providing advocacy and

coordination, while supporting particular areas through its work at specific line ministries

- *Modality*: unilateral support to MoWA, pooled funds from among Development Partners or PBA?
  - clearly Development Partners need to harmonize and coordinate their efforts in support of MoWA and gender mainstreaming in Cambodia. Although ideal, a PBA is many years away from becoming a reality<sup>50</sup>. First, there is a lack of common understanding and ownership for a PBA in gender equality. Second, developing a PBA is a complex and time consuming process; it is probably even more complicated for a cross-cutting theme such as gender mainstreaming. Third, certain conditions need to be in place for PBAs to be successful, such as national ownership, accountability and transparency, strong governance structures, and effective and efficient government institutions (Lavergne and Alba, 2003). The existence of such conditions in Cambodia needs to be verified and promoted as required<sup>51</sup>
  - in the interim, a multi-agency mechanism, drawing on pooled funding, is more feasible. Such a mechanism need not include all Development Partners, but can incorporate like-minded, mutually supportive, and cooperative agencies. A key output of the new project should be a PBA for the medium term.
- *Role of Development Partners*: who would lead?
  - UNDP has indicated that, while it will entertain future support for MoWA, it is not in a position to be the lead agency; it would prefer that another UN agency, which can add value to such an initiative, to assume that role
  - given its mandate, and the current MOU with UNDP, UNIFEM is the most appropriate UN agency, especially given the establishment of a new UN gender entity. Moreover, UNIFEM brings a wealth of experience and expertise as well as networks from around the world upon which is can draw to the benefit of the RGC. Preliminary and informal discussions with UNIFEM in Cambodia have indicated that it is interested in exploring a role as lead agency. MoWA has also demonstrated interest in exploring this option
  - UNIFEM, however, is currently under-resourced and has limited managerial and implementation capacity in Cambodia. Furthermore, it is positioned to lead a joint UN project on GBV
  - However, these limitations can be overcome with appropriate human and financial resourcing, preparation and planning. With sensible phasing, it is conceivable that UNIFEM can rise to the challenge to leading two multi-stakeholder initiatives. Doing so would provide potential synergies between the two initiatives, as well as efficiencies and savings through scales of economy.

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<sup>50</sup> Neary Rattanak III includes the development of a PBA to gender mainstreaming by 2013.

<sup>51</sup> The Project has already taken a number of steps, including conducting research, holding consultations and providing briefings for MoWA and TWG-G, towards developing a common understanding of PBA. The draft road-map proposed by the Senior Policy Advisor and discussed which outlines steps towards developing a gender mainstreaming PBA, has been presented to senior MoWA officials.

- To this end, the MTR provisionally explored, together with AECID, the idea of supporting a preparatory project for UNIFEM to build its organizational capacities in Cambodia in 2010. This could possibly include, but not be limited to, establishing new offices, hiring and training of support staff, and developing administrative, financial and information management systems.

*Option: a multi-donor 3-year project<sup>52</sup>*

- main components:
  - *advocacy*: focusing on national reforms through key mechanisms, such as TWG-G. This component could support and allow MoWA to continue engaging RGC on national reform processes, such as D&D, PAR and PFMR, through the provision of technical assistance and advice as well as strengthening MoWA analysis, strategy, advocacy and communication capacities
  - *capacity building of relevant departments of MoWA and line ministries*: This includes both cross-cutting activities, with the establishment of a standardized capacity building approaches applicable to all project components to ensure quality, consistency and efficiencies (discussed previously) *as well as* specific capacity building activities to address common and specific needs of project stakeholders and participants
  - *a GMAP fund for priority line ministries*: to be accessed on a bid basis with matching funds from RGC and managed as a RGC peer-reviewed fund through normal budgeting mechanisms. The purpose is to make available funds for implementing GMAPs as well as providing an opportunity to further develop line ministry capacities for resource mobilization
  - *the organizational development of MoWA*: support for optimizing internal organizational structures as well as management policies and practices. The aim would be to assist MoWA to undertake the development of an organizational development strategy and support its implementation
  - *women's economic empowerment*: this component would build on work with WDC Kampong Speu by developing and piloting a model for women's economic empowerment. It would provide a basis for national policy advocacy and inform the work with MIME and MLVT
  - *gender mainstreaming for emerging and priority issues*: this component would focus on emerging issues for RGC by undertaking research and advocacy on gender and emerging issues, such as climate change
  - *project management*: this component would support MoWA's implementation of the project and include the establishment of project management systems and strengthening MoWA's capacity to manage the project

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<sup>52</sup> The ideas included in this section have been developed solely by the MTR team, based on findings of the MTR, but have not been discussed or verified in its entirety with MoWA.

- modality: a nationally executed project, with UNIFEM as the lead agency, using pooled funds from Development Partners and RGC. Ideally, Development Partners would not support individual project components, but provide basket funding. A standardized management, reporting and monitoring and evaluation framework, acceptable to all project stakeholders, would be developed during the inception phase.

- management mechanism: project management unit embedded in an appropriate MoWA department with a senior MoWA official (Secretary of State level) as Director and a management committee comprised of directors general of departments participating in project. The project would include project staff working with dedicated counterpart staff from different MoWA departments, as well as national and international technical advisors led by a chief technical advisor. Short-term technical assistance would be obtained from a select number of pre-qualified international and national consultants, who would be retained on a “standing offer” basis<sup>53</sup>.
- project oversight: provided by a project management board chaired by the Minister of MoWA and consisting of representatives of participating Development Partners, with project staff acting as secretariat. Regular monitoring would be provided by external monitors working with project management and who would report to the project management board<sup>54</sup>.

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<sup>53</sup> This mechanism allows for flexibility and continuity in the provision of consultancy services. Consultants would be contracted to deliver a set number of days of service for specific areas, over a number of assignments, and covering a specified period. The details of each assignment would be determined on an “as-needed” basis.

<sup>54</sup> This is a practice of CIDA. Project monitors would support project management throughout the duration of the Project, providing facilitation and review assistance from an “independent” perspective.

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## **INTERNATIONAL CONSULTANT FOR A MID-TERM REVIEW OF PARTNERSHIP FOR GENDER EQUITY PROJECT 2**

### **Background**

The Partnership for Gender Equity Project is working with the Ministry of Women's Affairs (MoWA) in developing knowledge and technical capacity within the government for gender mainstreaming and advocacy, and strengthening the Ministry's organizational capacity to effectively fulfil its mandate.

The Project has been implemented since 2001 with technical and financial support of UNDP. The second phase of the Project was initially from 2004 to 2006. It was then extended in 2006, and its scope now includes gender mainstreaming and advocacy work also in government reform programmes, gender responsive statistical system, support to aid management through the joint government donor Technical Working Group on Gender and a programme based approach to gender mainstreaming, addressing societal gender values, and developing sustainable institutional models of skills training and business development services for women-entrepreneurs.

The five key objectives of the Project which support the national framework of priorities and goals as laid out in the Royal Government of Cambodia's (RGC) Rectangular Strategy and in the MoWA's Neary Rattanak II, include:

6. to work with Royal Government of Cambodia, through MoWA, to ensure that all national policies and programs are gender responsive
7. to build the skills of MoWA, project and key line ministry staff to carry out their work more effectively in the promotion of gender equity in Cambodia
8. to work with MoWA in reviewing and refining its Five Year Strategy and Action Plan for Gender Mainstreaming and to improve its organizational structures and management practices to ensure greater efficiency and effectiveness in carrying out its mandate
9. to build capacity for gender advocacy and communication, including formulation of a gender advocacy and communication strategy.
10. to create an institutionally viable and financially sustainable model of skills training and business development service for women as a pilot for replication

The MoWA is the Implementing Partner of the Project and is responsible and accountable to both the Government and UNDP for managing the Project, achieving Project's outputs and for the effective use of Project's resources.

Phase II of the Project ended on 31st March 2009, but was approved by the Project Board to extend until the end of 2010 to be aligned with the UNDP Country Programme Action Plan (CPAP) period.

### **Duties and Responsibilities**

#### **Objectives of the Review**

Agreed in the project document, the Partnership for Gender Equity (PGE) will be undergoing a mid-term review of the overall activities and achievements of the Project. The review will focus on the entire Phase II extension, with the present project document, for the period of 2006-2010. The review will specifically focus on the recommendations for future direction



for the remaining project period and will include considerations for possible UNDP role in any future joint UN support through a new project/programme in this area.

The review is mainly intended to inform MOWA and the UNDP in decisions about necessary adjustments and future directions, and not targeting other stakeholders and partners.

The main objectives of the review are:

1. to assess the performance and achievements of the project. These include:
  - to assess the progress and achievements of the Project against outputs and work plan reflected in the project document objectives
  - to identify and analyse factors that influenced performance of the project such as project ownership, partnership and coordination with other agencies, etc
  - to identify major operational issues that impacted on the achievement of the project objectives as well as working relationships with government counterparts, with a view to strengthen internal work processes and cooperation with counterparts
2. to assess the project's relevance and its alignment with Government reforms, policies and strategies on gender equality, as well as with UN-wide and UNDP corporate strategy and vision on gender equality and empowerment of women
3. to provide recommendations for adjustments and future direction of the project, possible cooperation mechanisms, partnerships and funding modalities, taking into account priorities and emerging issues, ongoing government reforms and policy in Cambodia as well as UN reform.

### **Expected Outputs**

International consultant will produce and present a mid-term review report incorporating all the key findings according to the main objectives of the review, including recommendations for adjustment and future direction.

The international consultant will:

1. Prepare an **Inception Report** outlining the consultant's interpretation of the TOR, detailing modifications proposed and agreed with the PGE, a program of work, through a consultative process. The inception report will include a description of the stakeholders, the methodology and analytical framework that will be used for the review. Changes in the work plan and schedule can be made after consultation and agreement with the PGE. An **outline of the mission report** agreeable to all parties should form part of the Inception report.
2. Present draft report to the PGE team and UNDP management in a debriefing meeting.
3. Produce a final report taking into account comments provided by the PGE, UNDP and relevant project stakeholders.

The report shall contain analysis, findings, conclusions and key recommendations according to all the key objectives of the review as indicated above. Additionally, the report shall include analysis and recommendations related to the following:

- Key achievements of the projects against its expected outputs
- Any necessary adjustment of the project and how this can be supported by MOWA and UNDP management for the remainder of the project period and key opportunities for future joint support by UN agencies.

- How the work supported by the project can best be sustained/ continued by MOWA and other relevant stakeholders in the context of ongoing developments.
- Review of how the project supports government reforms and strategies and UNDP policies on gender and women's empowerment.
- Recommendations for capacity development support to MOWA and other key partners/ institutions (e.g. GMAG, TWG-G, etc)
- Linked to all of the above, recommendation for future direction, i.e. how UNDP (and UN more broadly) and MOWA could structure future support and cooperation in this field, in light of the new UNDAF,

### **Methodology and coordination:**

The consultant will be responsible for developing appropriate methodology for the review. As this is a review and not an evaluation, it is envisaged that this would include a consultative and participatory methodology making full use of the experience and ideas emanating also from the PGE team, UNDP and key government and donor counterparts:

Review of project documents (phase II extension), annual progress reports, other activities reports and studies, including independent evaluation reports of project components etc.

1. Conduct interviews or focus group discussions with key stakeholders including line ministries, civil society and development partners in Phnom Penh, Kampong Speu Provincial Women's Development Centre, and others if needed.
2. Present the inception report and findings and key recommendations to PGE team and UNDP.

PGE will facilitate the review by participating in consultations and interviews, by providing project documents, annual reports and related studies and literature, by identifying stakeholders, key partners, including UNIFEM, UNFPA, GTZ, JICA and key line ministries that the project has been supporting, and project beneficiaries and sources of information. PGE will support the consultant(s) in organising some meetings with relevant stakeholders, partners and beneficiaries, if necessary.

### **Timeframe of the evaluation**

The consultant will carry out the review activities over a **20-day period**, preferably starting from December 2009. The inception report will be expected within one week of inception. The draft report will be submitted and a debriefing meeting organized to discuss the findings and recommendations at the end of the 20-day period. The final report is expected within two weeks after the end of the consultation.

### **Competencies/Required Skills and Experience**

The international consultant shall:

1. be a senior international development expert with long-term experience in the field of institutional strengthening and gender equality and women's empowerment.
2. have experience of gender mainstreaming and policy development from working with government institutions.
3. be knowledgeable in the area of capacity development, leadership and management training of civil servants.
4. have documented previous experience in assessments, review or evaluations, and shall have experience in organizational and institutional development.
5. have previous experience with UN agencies, preferably with UNDP.
6. be familiar with the regional context, preferably also the Cambodian context.

**Persons Consulted**  
(January 18 to March 4, 2010)

**Ministry of Women's Affairs**

- H.E Dr. Ing Kantha Phavi, Minister of MoWA and Chairperson of TWG-G
- H.E Kheng Samvada, Secretary of State, of Administration and Finance
- H.E Khim Chamroeun, Secretary of State and PGE Project Coordinator
- H.E Keth Sam Ath, Advisor to MoWA
- Nhean Sochetra, Director, Department of Gender Equality and Project Director
- Kim Siphat, Deputy Director General of Gender Equality and Economic Development
- The Chhun Hak, Deputy Director of Gender Equality Department
  
- Chorn Yoeun, Director of WDC, Kampong Speu
- Sao Sitho, Deputy Director of Gender Equality Department and PGE counterpart on Women and Governance
- Kang Viriya, Deputy Director of Gender Equality Department and counterpart for TWGG and Policy
- Pon Puthavika, Deputy Director of Information Department and PGE counterpart on IT
- Ly Pharavy, Department of Economic Development and PGE counterpart on WDC

**Partnership for Gender Equity Project**

- Chenda Nuon, Administration Assistant
- Anna Colins-Falk, Senior Policy Advisor
- Davy Kim, Technical Assistant
- Sieng Leakhena, Project Manager
- Sok Chan Chhorvy, Chief Technical Advisor
- Nhean Sochetra, National Project Director
- Ouk Chan Sopheap, Policy Officer
- Pen Bory, Women and Governance Officer
- Ros Va, WDC Officer

**UNDP**

- Sophie Baranes, UNDP Deputy Country Director
- Heng Socheat, Team Leader of Governance cluster/programme analyst for PGE
- Alex Hiniker, Programme Officer
- Pen Rany, UNDP Programme Analyst

**MAFF Ministry of Agriculture, Fisheries and Forestry**

Ourng Heng, Deputy Director of Admin Dept and deputy chief of GMAG

**Ministry of Education, Youth and Sports**

HE. Nhim Van Chan Kan, Deputy Inspector General of General Inspectorate

**Ministry of Information**

- H.E. Thach Phen, Secretary of State and Chief of GMAG of Ministry
- Chea Phalline, Deputy Director General of National Radio of Cambodia, President of Women Association
- Prak Elyrattana, GMAG Permanent Member and Vice-Chief of Office
- Oum Vannak, Deputy Director of Department
- select GMAGs members

**Ministry of Labour and Vocational Training**

- H.E. Prak Chantha, Secretary of State and Chief of GMAGs
- Ngy Somaneth, Director of Planning and Chief of the GMAG Secretariat
- select GMAG members

**Ministry of Land Management Urban Planning and Construction**

- H.E Yi Chheng, Under Secretary of State, Advisor to Minister of Land Management Urban Planning and Construction
- H.E. Tith Chantarinne, Under Secretary of State
- select GMAG members

**Ministry of Mines, Industry and Energy**

- H.E. Khun Vary, Under Secretary of State
- Mak Poly, Deputy Director of Mine Department
- select GMAG members

**Ministry of Planning/National Institute of Statistics**

- H.E Theng Pagnathun, Assistant of SNEC Member, Deputy Director General Board of the Rural Electrification Fund
- H.E Hang Lina, Deputy Director General of NIS, Deputy Chair of GMAG of MoP
- Chhuo Putheany, Director of Social Planning Department, Programme Manager of IDPoor Programme
- Tith Vong, Director of Survey Department
- Agneta Sandqvist, Advisor on Household Survey, Statistics Sweden based at NIS

**Royal School of Administration**

Soly Vann Pok, Director of Continued Education

**State Secretariat of Civil Service**

- Chhot Mony, Deputy Director General and Deputy Chief of GMAG
- Sao Sokuntheary, Deputy Director of Employment Department

**Other**

- Chea Chandy, Gender Analyst, UNFPA
- Alice Levisay, Country Director, UNFPA
- Nakagawa Kasumi, Advisor to MoWA, JICA
- Koen Oosterom, Trade Promotion Adviser, Office for Asia and the Pacific (OAP), International Trade Centre
- Pok Nannda, Executive Director, Women for Prosperity
- Charulata Prasada, Advisor, UNIFEM
- Ros Sopheap, Director, Gender and Development in Cambodia (GAD-C)
- Thavrith Chhuon, former PGE Project Officer (by phone)
- Jose Vargas, Country Representative, aecid

## List of the Documents Reviewed

### **Royal Government of Cambodia**

National Strategic Development Plan (2006-2010)

National Strategic Development Plan Update (2009-2013 (first draft)

The Rectangular Strategy for Growth, Employment, Equity and Efficiency in Cambodia  
First Cabinet Meeting of The Third Legislature of the National Assembly at The Office of the Council of Ministers (July 2004)

10-Year National Program for Sub-National Democratic Development with PGE comments (Draft 4 A, August 2009)

### **Ministry of Agriculture, Fisheries and Forestry**

Gender Mainstreaming Action Plan (2006, unofficial English translation)

### **Ministry of Commerce**

Gender Mainstreaming Action Plan in Trade and Commercial Sector for 2006-2010 (draft, 2006, unofficial English translation)

### **Ministry of Information**

Gender Mainstreaming Action Plan in the Media Sector (2006, draft 3)

### **Ministry of Land Management Urban Planning and Construction**

Gender Mainstreaming Action Plan of The Ministry of Land Management Urban Planning and Construction 2008-2010 (draft for consultation)

Implementation Review Matrix of LMUPC-JH-TC Revision

MLMUPC Consolidated Report for 2008 (unofficial Translation)

### **Ministry of Labour and Vocational Training**

Action Plan to Implement the Rectangular Strategy, Phase II 2009-2013

Gender Mainstreaming Action Plan in the Labour and Vocational Training Sectors 2008-

Gender Mainstreaming Report (presentation, English translation, no date)

### **Ministry of Mines, Industry and Energy**

Gender Mainstreaming Action Plan in the Industrial Sector (2006, unofficial English translation)

Report on the implementation of the Prime Minister's recommendations on gender mainstreaming over 9 months in 2009

### **Ministry of Planning/National Institute of Statistics**

Draft Suggested Initiatives to Integrate Gender in NSDP Update (2009-2013) Guidelines

Cambodia Socio-Economic Survey Household Questionnaire 2009 (draft)

Cambodia Socio-Economic Survey Household Questionnaire 2003-2004

### **Ministry of Rural Development**

Gender Mainstreaming Action Plan in the Ministry of Rural Development 2006-2010 (no date, final draft)

**State Secretariat of Civil Service**

Gender Mainstreaming Action Plan in Civil Service Sector 2007-2010 (no date, draft 6, English version)

Gender Mainstreaming Action Plan In Water Resources and Meteorology Sector 2006-2010 (no date)

Reports SSCS results and Challenges (translated excerpts, no date)

**Ministry of Women's Affairs**

Cambodia Gender Assessment (2008)

Communication and Advocacy Strategy Ministry of Women's Affairs Cambodia (Final Draft, 13 September 2007)

Five Year Strategic Plan 2005-2009 Neary Rattanak II (Draft, September 2004)

Five Year Strategic Plan 2009-2013 Neary Rattanak III (September 2009)

The Gender Mainstreaming Framework in Cambodia (March 2009)

MoWA's contribution to NSDP Update (September 28, 2009)

Report on Achievements in Implementation of the Neary Rattanak II, (2004-2008) and Future Directions for Neary Rattanak III (2008-2013) (April 2008)

Terms of Reference for Department of Economic Empowerment (no date)

Terms of Reference for Department of Gender Equality (no date)

Terms of Reference for Department of Planning and Statistics (no date)

*Technical Working Group-Gender*

- select reports to CDC from January 2006 to September 2009
- select minutes from TWG-G meetings November, 2006 to December 2009
- Technical Working Group on Gender Action Plan 2009
- Technical Working Group on Gender Operational Plan 2009 (first draft)

**PGE Reports and Communications**

Comments to the MTR team to clarify GRB, Communication and Advocacy and Gender Studies Centre as it is formulated in the Project Document for Phase II (2010)

Engendering statistics Briefing Note for MoWA's Minister (no date)

Engendering statistics-Gender considerations for NIS on CSES 2009 (September 26, 2009)

PGE Annual Reports and Workplans 2006-2010

PGE Project Management Board meeting minutes from January 2007 to September 2009

Report on Assessment on effectiveness and outcomes of English training courses (2007)

Report on Development of a Gender Communication and Advocacy Strategy

Short Survey on Women Leadership Programme (February, 2010)

Situational Analysis Development of a Communication and Advocacy Strategy (June 2007)

Terminal Evaluation Report: PGE 2001-2004 (Melanie Beresford and Long Panhavuth, 2004)

**PGE Documents**

Briefing Notes on the GM Progress with MLMUP by Jayne Haile (no date)

Consultancy to Review Gender Mainstreaming Action Plans (GMAPs) of the Ministry of Land Management Urban Planning & Construction (MLMUPC) and the Ministry of Tourism (MoT), Royal Government of Cambodia (24 November 2008 to 20 March 2009) by Jayne Haile (April 2009)

Evaluation of the Women's Leadership Programme Partnership for Gender Equity Phase II Ministry of Women's Affairs/UNDP by Kong Vutheary Adam Platt (April 2007)

GMAG Survey Results: Progress of gender Mainstreaming in LMs. GMAG Annual Meeting (17 December 2009)

GMAP Implementation Review Discussion Note by Jayne Haile (no date)

ITC's technical proposal towards economic empowerment of women in Kampong Speu Province by ITC (17 December 2008)

Kampong Speu Market Assessment by Emerging Markets Consulting (November 2007)

Mapping and Needs Assessment of Gender-Based Violence Interventions in Cambodia by Aida Santos Marana (December 2008)

Monitoring Framework and Budget Partnership for Gender Equity Programme 2010 - 2011 DRAFT - for discussion by ITC (no date)

Outline of Concept Note on Capacity-Building by Jayne Haile (draft 2, September 2009)

Report on the Consultative Meeting to Review the Implementation of the Gender Mainstreaming Action Plan (GMAP) of the Ministry of Labour & Vocational Training (MLVT) Himawari Hotel, Phnom Penh by Jayne Haile (24 November 2009)

Report of Gender Mainstreaming Consultative Meeting, Ministry of Land Management Urban Planning & Construction (MLMUPC) by Jayne Haile (02 June 2009)

Report on the Training Program on Gender at the Royal School of Administration (English translation)

Report on Value Chain Analysis on Food Processing Krama production Garment making Madhurjya Kumar Dutta (no date)

Review and Assessment of Gender Mainstreaming Action Plans (GMAPs) in Seven Line Ministries: recommendations for future implementation (2007)

*SUCCESS!* for Businesswomen in International Trade Report on validation mission to Cambodia 27-30 October 2009 by ITC (no date)

Support to Cambodia Ministry of Women's Affairs on "Gender and Statistics" (UNDP) Mission 1, 23-25 June 2008 (draft report) by Patricia Alexander, Regional Gender Coordinator, UNDP Regional Centre in Colombo (Asia-Pacific) (no date)

Support to Cambodia Ministry of Women's Affairs on "Gender and Statistics" (UNDP) Mission 2, 7-16 September 2008 (draft report) by Patricia Alexander, Regional Gender Coordinator, UNDP Regional Centre in Colombo (Asia-Pacific) no date)

2010 Annual Operation Plan for WDC in Kg Speu province

"Women's Economic Development" A concept note to guide UNDP Cambodia in local economic development initiatives for women May 2008

#### **UNDP**

Partnership for Gender Equity Substantive project revision (9 May, 2006)

UNDP Cambodia Country Programme Action Plan Results Assessment 2006-2008 by Thomas Winderl (15/04/2009)

#### **Other**

Managing for Gender Equality Results in Partner Countries. Gender Equality, Women's Empower and the Paris Declaration (DAC Network on Gender Equality (May 2009)

Cambodian Sector-wide Silk Project. ITC project document with RGC. (no date)

Cambodia's Silk Road to Poverty Reduction. ITC brochure. (no date)

Common Country Assessment Cambodia 2009 (final draft, July 2009)

Reducing Poverty Through Exports. ITC brochure. (no date)

UN Development Assistance Framework 2006-2010

UN Development Assistance Framework 2010-2015

UNIFEM and UNDP MOU (2009)

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