

2007 Annual Project Report

Partnership for Gender Equity Phase II

Date: 20 December, 2007
Award ID: 00037213
Description: Partnership for Gender Equity, Phase II
Implementing Partner: Ministry of Women's Affairs
Period Covered: 1 January 2007 – 31 December 2007

I. Project Performance

Output 1: To work with the RGC, through MOWA, to ensure that all national policies and programmes are gender responsive

The expected outputs for 2007 are: putting in place the frameworks, systems and capacity for the implementation and monitoring of gender related NSDP targets.

The key results are:

National Strategic Development Plan – cooperation, monitoring and reporting

- Framework in place for monitoring the NSDP gender core indicator related to GMAP development and implementation
- 2006 NSDP Progress Report more gender responsive as a result of PGE support to MoWA Policy Unit analysis and official recommendations to MoP.
- Collaboration strengthened between MoP and MoWA on gender sensitive monitoring and reporting of the NSDP.
- Initial planning of joint donor support to MoP/NIS benefiting from PGE advisory input on gender issues.

Line Ministry Gender Mainstreaming Action Groups (GMAGs) and Gender Mainstreaming Action Plans (GMAPs) (N.B. Development and implementation of GMAPs is one of the gender targets in the NSDP)

- Eight key line ministries (MIME, SSCS, MOC, MWRAM, MEF, MLMUC, MOT and MLVT) developed Gender Mainstreaming Action Plans (GMAPs) with official approvals for their plans
- Seven line ministries (MoInfo, MOT, MLVT, MRD, MLMUC, MIME and MOH) developed budget proposals to MEF for the implementation of their GMAPs. The proposed budgets were integrated into their 2008 ministerial action plan for national budget approval.
- The budget proposals of four ministries (MRD, MLMUC, MOT and MLVT) successfully approved by the MEF for their GMAP implementation
- Improved cooperation between GMAGs, MoWA and development partners in their respective line ministries with the view of further integrating the action plan in ministry activities, and for securing funding.
- Capacity of GMAG members and MoWA staff developed on budget planning, logical framework approaches with the facilitation from the MEF on Program Budgeting (results-based planning).

Review of GMAG/P

- Seven Gender Mainstreaming Action Plans reviewed and the capacity of GMAGs assessed by external expert. (MoH, MoInfo, MOC, MWRAM, MRD, SSCS and MIME - produced under the support of PGE in 2005 and 2006.)
- The review findings were successfully coordinated with the drafting of the CGA chapter on Gender Mainstreaming, and fed into the drafting of the National Gender Mainstreaming Framework, and coordinated with the UNIFEM supported consultancy with the CNCW on the mid-term review of the implementation of the CEDAW committees concluding comments.

Gender research to inform policy advocacy: The New Cambodia Gender Assessment (A Fair Share for Women)

- Comprehensive and in-depth analysis of quantitative data and qualitative research on gender equality and women's empowerment issues in Cambodia compiled, analysed, and disseminated to influence policy development, - the new Cambodia Gender Assessment. PGE has successfully supported MoWA in managing and coordinating the entire assessment. The CGA is supported by 8 different donors. Launch planned for International Women's day celebrations on 8 March 2008.

The National Gender Mainstreaming Framework (NGMF) and other Harmonisation efforts

- The National Framework for GM has been developed with the purpose to document best practices, successful process and mechanism of GM at national and sub-national levels in Cambodia.
- The Framework also serves as strategic tool for resource mobilization for gender equality in Cambodia and to reinforce harmonisation and alignment with government commitments and institutionalised mechanisms for gender mainstreaming
- Improved harmonization of gender mainstreaming efforts. (Collaboration between development partners supporting gender mainstreaming in MoWA such as UNDP, UNFPA and JICA strengthened through strategic meeting and sharing of information.) JICA/PGM at MoWA is now aligning more with the GMAG/GMAPs not only the PGM Policy Advisory Task Force. Joint support to GMAG meetings by UNDP and UNFPA.
- Discussions underway on a MoWA programme-based approach to GM. Modalities for supporting MoWA on this has been discussed with TWG-G secretariat and between co-donor facilitators.

Lessons learned in relation to activities under output 1:

- Initial difficulties engaging with MoP, advocating for gender responsive indicators and reporting, much of the previous work has been directly with line ministries and GMAGs. Closer collaboration between GMAG MoP with the TWG-PPR for the NSDP monitoring process as well as to engendering the NIS is needed.
- Capacity building of GMAGs in planning as well as gender analysis, gender responsive budgeting, advocacy, and M&E and their involvement proved critical for budget proposal for GMAP implementation. This process can be replicated further.
- MEF should be more engaged in gender mainstreaming in order to support the budget proposals from line ministries that include activities to implement the GMAPs.
- Involvement of the planning and budgeting departments and other development partners in LM in the development of GMAPs is critical.
- The successful process and mechanism for gender mainstreaming through TWG-G and GMAGs in line ministries has generated international attention as a comprehensive mechanism – a step beyond the focal point approach which could be replicated in other countries.
- Selected recommended actions from the GMAG review included building capacity of GMAG members and officials of line ministries and disseminating information about the GMAPs. Some GMAPs with application across sector, such as MoInfo and SSCS, should be given priority for further development and for resource mobilization. The review also showed that GMAGs and GMAPs development were significantly useful to the development of a chapter on gender mainstreaming of the CGA and to the development of the national gender mainstreaming framework (NGMF).
- Advocacy initiatives have to be better tailored to the specifics of the respective ministries to be effective.
- The consultations on the new Cambodia Gender Assessment (including the policy briefs) have provided important opportunities for learning and dialogue on key gender issues and emerging areas of concern both for the MoWA working group actively engaged in it, and more broadly for the members of the TWG-G.
- Two activities were postponed until 2008; Support to review of entry points for gender responsive budgeting and the review of donor funded gender related capacity development programmes. The gender responsive budgeting input was postponed awaiting the findings from the PFM review which included a gender mainstreaming specialist and which was anyway successfully coordinated with

the PGE support to GMAG and GMAP development at MEF. The review of gender related capacity development programmes was postponed due to the workload and many other commitments of the TWG-G secretariat and the many simultaneous external consultancies within MoWA at the time.

Output 2: 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.

The expected outputs for 2007 is that a select group of women civil servants from MOWA and line ministry GMAGs actively participated in PGE training activities and are committed to work on gender mainstreaming issues.

The key results for 2007 are:

- An independent evaluation has been completed, assessing the effectiveness and the impact of the Women's Leadership Program (WLP) and identifying recommendations for further actions. The final report was disseminated and discussed in a workshop with MoWA senior management, CAR, line ministries and relevant development partners. *(Between 2003 and 2006 245 women civil servants from 24 ministries benefited from the MoWA/PGE Women's Leadership Program (WLP) provided by VBNK)*
- The findings show that the participants clearly value the WLP and feel significantly more confident and better equipped to fulfil their roles. However, opportunities to implement their newly acquired knowledge and skills are limited by the low level of understanding and support provided by their (often male) managers and the reluctance of these managers to delegate meaningful work to them. The evaluation report reinforces the direction to move forward on capacity development under the leadership of each ministry and linking this effort into ongoing government reforms and processes, such as further engagement in the government administrative reform.
- The Women's Civil Servants' Association (WCSA), an initiative of the WLP alumnae, was officially established by the women civil servants in line ministries.
- 158 women civil servants from line ministries including MoWA have significantly increased their English language competencies through participation in English language courses at Pannasastra University. *(The WLP evaluation revealed that English language skills were important for their work and their career.)*

(See also achievements linked to GMAGs under output 1 above)

Lessons learned in relation to activities under output 2: (See more under challenges and issues listed above)

- The women and leadership training planned for women managers at provincial level was cancelled due to the finding of the WLP evaluation. The finding suggests linking this effort to the government reform process such as administration reform.
- The WCSA may prove to be an important forum and network for women in the civil service provided it can focus on strategic issues and not only immediate welfare concerns of its members and is not encumbered by political considerations.

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

The expected outputs for 2007 are that a strategic workplan, M&E plan, staff development plan and GM framework are in place.

The key results for 2007 are:

- MoWA 2006 achievements, weaknesses and strengths were reviewed with recommendations for further implementation identified during the MoWA retreat (funded by UNDP and UNFPA.)
- MoWA 2007 Action Plan was developed and revised with the active participation of all departments within MoWA.
- Recommendations made for use of MoWA management information system recently installed at MoWA/DoP in cooperation with CDC and linked to the CDC database. Existence of system disseminated with PGE support.
- Recommendations to Director of Department and policy brief to Minister of MoWA on the role and function of MoWA's newly established Department for International Cooperation to avoid overlap on planning, reporting and TWG-G.
- TWG-Gender 2007 action plan developed (in line with the new guidelines for the role and functioning of the TWGs) and a Joint Monitoring Indicator agreed on, approved and endorsed by the CDCF.
- Gender issues prominent on the agenda of the first Cambodia Development Cooperation Forum and all of the Government-Donors Cooperation Consultation meetings in 2007, as part of main statements by both the government and the donor sides.
- Annual and quarterly progress reports and comments on the Aid Effectiveness report and Technical Cooperation Study provided by TWG-G secretariat.
- Enhanced coordination and collaboration between the different development partners within MoWA and among TWG-G members. (Cooperated with the MoWA staff and UNFPA project team on development of Gender Analysis Training Manual, including the development of case-studies) and successfully advocated with CNCW, UNIFEM for increased cooperation in training and mainstreaming – both in resources used (training material developed in cooperation with UNIFEM, and in target groups (GMAGs etc), as well as in reporting.
- Gender and Aid Effectiveness on the agenda at MoWA through support and briefing for the Minister's participation in international conference on the topic and PGE participation in Cambodian delegation to regional workshop on gender and aid effectiveness in Bangkok. Draft action plan developed at workshop.
- Intranet cable installation was completed aimed at improving better communication and collaboration within MoWA and its donor supported projects. Second phase of installation remains.

Lessons learned in relation to activities under output 3:

- The new work plan focuses more on coordination and cooperation and will necessitate proactive involvement of the Secretariat and support to the functioning of the small working groups of the TWG-G.
- Active involvement of MoWA staff in the Policy Unit and LM gender mainstreaming is essential for sustainable capacity development efforts.
- The capacity of MoWA staff on planning, policy analysis, reporting and a close coordination between the departments and the projects is still a concern.
- Need financial contribution from MoWA development partners to complete the set up of intranet for better coordination and communication between MoWA departments. Clear arrangements and responsibility for the running of the intranet is necessary.

Output 4: Gender Advocacy and Communication

2007 expected result is *to develop a MoWA Communication and Advocacy Strategy*

Key results are:

- A MoWA Communication and Advocacy Strategy has been completed to support MoWA (A joint UNFPA, UNDP and UNIFEM supported activity.) The strategy guides MoWA's general communication and advocacy work at the strategic level, including approaches to MoWA's overall advocacy efforts, comprising both policy advocacy targeting decision-makers and Information-Education-Communication (IEC) targeting specific population groups or society at large.
- Substantive engagement of MoWA staff ensured in communication and advocacy strategy development through establishment of MoWA working group and core team to work with the communication consultant and research institute. Participation further strengthened by two workshops-cum-learning sessions on communication and advocacy facilitated by the consultant.
- A situational analysis with support from a national research institute was carried out as a prelude to the development of the strategy, and key findings, conclusions and recommendations integrated into the document. Report discussed and endorsed both within MoWA Working Group and high level Advisory Group.
- The dissemination workshop with MoWA senior management agreed to the recommendations in the strategy and will establish a MoWA Communication and Advocacy Committee that will oversee the internal coordination of advocacy planning and implementation in order to avoid duplications and pursue synergy opportunities.

Other advocacy efforts

- Public awareness raised on gender equality as part of PGE support to MoWA's campaign on International Women Day. (The theme for 2007 was "supporting women to be leaders")
- Public awareness raised as part of support to MoWA for 16 day campaign to combat violence against women.

Lessons learned in relation to activities under output 4:

- The communication and advocacy strategy does not aim to provide detailed instructions and directions on routine tasks but aims at creating systematic approaches and coherent use of systems for communication and advocacy. There is thus the need to provide continued support to this and to develop thematic advocacy campaign strategies on specific priority topics identified by MoWA.
- Joint efforts like the UNFPA, UNDP and UNIFEM support to the Communication and Advocacy strategy is good for harmonisation of approaches but the transaction costs in this case remained high with separate contracts and agreements with consultants, research institutes and with MoWA, not mentioning time spent on coordination and negotiating a common understanding among the main stakeholders.

Output 5: Women's Development Centre (WDC)

2007 expected output: market research and development of business plan.

Key results are:

- SME Specialist recruited and joined PGE early 2007, working closely with the Women's Development Centre (WDC) in Kampong Speu province, (liaising with Dept of Economic Development and the ADB project at MoWA)
- Initial assessment of the WDC and of the small business environment/opportunities in select communes in Kg. Speu completed which provided some basic information about women small business in those selected areas.
- Market research and business development plan completed with the comprehensive and in-depth analysis of the qualitative and quantitative data. The objectives included (1) Identification of income

generating activities through job creation/employment or business development activities for women in and around Kampong Speu (2) identification and recommendations on business development services and skills training for the WDC's target beneficiaries, (3) recommendations on the role of the WDC in Kampong Speu and other possible actors in triggering economic development in and around the province and (4) recommendations on possible improvements of WDC program and activities and how these could be adjusted to the identified opportunities from the study. The final report includes recommendations for small and medium enterprises for women in Kg. Speu province. It was shared for comments with management level of UNDP and MoWA. The specific workplan for the support women in SME in Kg. Speu was developed and discussed with the management level of UNDP and MoWA for further implementation.

- Eight MoWA staff and staff of key departments in Kg. Speu province have gained knowledge on facilitation and coordination as well as strengthened the network for the promotion of SME for women through one week field-trip to Thailand.

Lessons learned in relation to activities under output 5:

- Progress in this area including the market analysis and business model development will inform the future prospects and funding needs. Economic empowerment is an important area of MoWA work, but has never been the main thrust of PGE involvement. Need to carefully consider priorities and available resources so as not to create expectations that cannot be met.
- Closer links between the UNDP supported projects and a more coordinated effort for addressing cross-cutting issues like gender may provide opening for links to the UNDP Trade Project.

II. Project Issues:

The status of Project Risks & Risk Management Strategies is as follows:

Risk 1: Joint Advisor : difficulties in responding to the three involved agencies

Recommended actions 2007: Review PGE staff workload and capacity and revise responsibilities and division of labour also within the team.

Update: Renegotiated ToR of Advisor before contract extension Aug 2007. Priority areas defined and agreed on and draft workplan submitted to all parties. Less focus on project implementation more on strategic policy advice. (See Advisor's annual report). Reviewed capacity and ToRs of PGE management and admin staff. ToR for project manager expanded. Technical assistant contract not renewed, new staff recruited with expanded ToR.

Risk 2: Project Finance: delay in resource mobilisation

Recommended actions for 2007: Work on a business case/ promotion and advocacy materials. Develop resource mobilisation strategy and action plan identifying roles and responsibilities.

Update: Initiated work on business case. Cooperation with UNDP regional office communications experts and UNDP Cambodia communications office on PGE achievements, profiling etc. Discussions underway on joint programming involving several UN agencies. Strengthened links and synergies between PGE project and other UNDP projects through the UNDP GM Initiative. However, systematic efforts still required as funding not yet secured.

Risk 3: Public Administrative Reform and Civil Servants

Recommended Actions for 2007: Look into possibilities for developing a more comprehensive capacity development strategy for MoWA. Evaluation of methodology used for capacity development. Training in capacity building, team building and performance assessment methodologies. Identify additional measures to retain qualified & motivated ministry staff, including various forms of incentives.

Update: Capacity issues are being addressed more systematically. PGE supported TWG-G Secretariat and MoWA in contributing to capacity development assessment by CDC on aid management and to CAR on experience of PGM as part of discussion on Merit Based Pay Initiative and/or PMGs. Learning Session and discussion on capacity development (CD) concepts and issues and UNDP's approach to CD as part of PGE Retreat. CD strategy for MoWA not a management priority in 2007 but PGE took a lead in supporting coordination and harmonisation of training efforts (including training manuals), and is supporting MoWA in revising/updating the ToRs of the MoWA departments. The capacity and motivation of the newly appointed staff in the department of Gender Equality remain a factor of concern and is being partially addressed through their involvement in the PMG, in interesting activities and increased learning opportunities. Sustainability of capacity development work with MoWA now a core issue in planning for PGE project team composition for 2008.

The management and technical issues arising during implementation:

- Internal learning process for PGE on results-based management progressing smoothly. Very positive external audits of the project.
- The functional capacity for effective management and efficient administration within MoWA remains weak, with PGE staff taking on support functions and sometimes engaging in "capacity substitution" rather than capacity development, also for administrative functions and coordination. Delegation of responsibilities is a core problem. There is a marked reluctance to sharing information, and a well-entrenched project based approach with limited cooperation between departments, often reinforced by the donors, placing separate demands on MoWA (agency specific processes and rules that create obstacles and high transaction costs for MoWA despite coordination efforts and high level commitment to the aid effectiveness agenda)
- While PGE has been actively facilitating MoWA's engagement in the gender mainstreaming processes, it is recognized that capacity development at policy level, especially on gender issues, is also an inherently political and complex process, and that it cannot be rushed. Besides, a lag will always exist between any investment in capacity development, the emergence of new capacities and their translation into performance improvements. Progress and results in capacity development on gender equality issues are very much about attitude and behavioral change, about shifts in roles and responsibilities and are more difficult to measure than conventional development results.
- There is still limited support for long-term process thinking and capacity development efforts, focus remains on training and workshops instead of competency-based learning opportunities, and prioritising among staff capacity development - where skills and ToRs and MoWA mandate are clearly linked. Initial plans for supporting the development of a capacity development strategy based on both the institutional and organization levels and mandate of the Ministry has had to be shelved, but approaching the need to update the MoWA strategic plan (Neary Rattanak 2) this could be revived. Work is ongoing on revising the ToRs of the departments. Incentive issues are already addressed in a systematic and coordinated manner aligned with nationally led schemes such as the Priority Mission Groups (PMG) although the PMG for the Policy Unit experienced considerable delay.
- The support to TWG-G has relied heavily on PGE. This is among the most active TWG of all, and with its broad cross-cutting mandate and ambitious action plan there is need for strengthening the Secretariat with both administrative support staff and with advisory input for coordination and monitoring purposes in order to achieve its objectives and the JMI, but also to move forward on the gender and aid effectiveness agenda.
- In 2007 PGE has been involved in a broad range of activities, at times resulting in a very heavy workload for the staff and counterparts. Need for a more focused workplan for 2008 that still retains the flexibility to respond to opportunities as they arise.

III. Priority Areas for 2008:

PGE Overall Output 1: National policies and programmes are gender responsive

- Support MoWA in working with MoP/NIS (MOP GMAG) on engendering statistics
- Support MoWA to work with GMAGs and planning departments in Line Ministries in developing sectoral gender indicators, and advocating for inclusion in NSDP monitoring framework.
- Support MoWA to assist and guide Line Ministries GMAGs and planning dept staff on gender sensitive reporting
- Work with select line ministry GMAGs in developing detailed action plans & funding proposals around selected topics (MoInfo, Secretariat .Civil Service)
- Assist select GMAGs in integrating action plan into sectoral plan or strategy
- Policy advice to Minister and senior management of MoWA on draft Organic Law for D&D, gender budgeting, gender statistics and emerging issues.

PGE Overall Output 2: A critical mass of staff from MoWA and other government ministry and institutions capable to carry out work in promotion of gender equality in Cambodia

- Work with GMAG of State Secretariat of Civil Service, and select Line Ministries on HR & gender equality, and CEDAW concepts (using MoWA gender analysis training manual)
- In close cooperation with Royal School of Administration & CAR, agree on and implement activities to engender the curriculum and increase enrollment of women
- Organize alumnae meetings and study tour for former Trainees of Women's Leadership Programme & members of Women's Civil Servants Association
- Organize/support training on 'Gender and Governance/Women in Decision making for MoWA and select Line Ministries
- Design and implement media activities to promote the image of 'Women as Leaders'
- Regional networking and study tours (explore strengthening south-south cooperation)
- Assist MOWA in provision of English language training for select women leaders and MoWA staff

PGE Overall Output 3: Organisational development of MOWA

- Assisting TWG-G secretariat in organizing bi-monthly meetings, reporting and administrative functions
- Support TWG-secretariat in monitoring TWG-G Action Plan, advocacy and aid-effectiveness& harmonization
- Assist MOWA in harmonizing gender mainstreaming training manuals, methods, tools, etc
- Support the review of donor funded gender related capacity development program
- Support development of NR III
- Introducing programme based approach and assisting MOWA in developing a programme on GM
- Disseminate newly published Cambodia Gender Assessment (CGA) report and policy briefs; and Policy advocacy on CGA policy briefs

PGE Overall Output 4: Improved Gender Advocacy and Communication

See separate workplan for proposed Joint UN Gender based violence programme (to be developed)

PGE Overall Output 5: Women's Development Centres – Supporting Economic Empowerment

See separate workplan for Kampong Speu Women's Income Generation and Employment programme

