

**ASIAN DEVELOPMENT BANK**

**TPA: CAM 2003-06**

**TECHNICAL ASSISTANCE PERFORMANCE AUDIT REPORT**

**ON**

**GENDER AND DEVELOPMENT**

**IN**

**CAMBODIA**

**February 2003**

## CURRENCY EQUIVALENTS

Currency Unit – riel (KR)

			<b>At TA Approval</b>	<b>At TA Completion</b>	<b>At Operations Evaluation</b> (Oct 2002)
<b>TA 2157-CAM</b>	KR1.00	=	\$0.00040	\$0.00040	\$0.00026
	\$1.00	=	KR2,500	KR2,500	KR3,835
<b>TA 2503-CAM</b>	KR1.00	=	\$0.00040	\$0.00037	
	\$1.00	=	KR2,500	KR2,675	
<b>TA 3327-CAM</b>	KR1.00	=	\$0.00026	\$0.00026	
	\$1.00	=	KR3,820	KR3,835	

## ABBREVIATIONS

ADB	–	Asian Development Bank
CNCW	–	Cambodia National Council for Women
GAD	–	gender and development
HRD	–	human resource development
MOWA	–	Ministry of Women’s Affairs
MOWVA	–	Ministry of Women's and Veterans' Affairs
NGO	–	nongovernment organization
NPRS	–	National Poverty Reduction Strategy
OEM	–	Operations Evaluation Mission
SEDP	–	Socioeconomic Development Plan
SSWA	–	Secretariat of State for Women’s Affairs
TA	–	technical assistance
TCR	–	technical assistance completion report
TPAR	–	technical assistance performance audit report
UNDP	–	United Nations Development Programme
WID	–	women in development

## NOTES

- (i) The fiscal year (FY) of the Government ends on 31 December.
- (ii) In this report, “\$” refers to US dollars.

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## BASIC TECHNICAL ASSISTANCE DATA

### TA 2157-CAM: Women in Development

<b>Cost (\$'000)<sup>1</sup></b>	<b>Estimated</b>	<b>Actual</b>
Foreign Exchange	412.0	443.8
Local Currency	134.0	102.2
<b>Total</b>	<b>546.0</b>	<b>546.0</b>

<b>Number of Person-Months (Consultants)</b>	24	26
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**Executing Agency** Secretariat of State for Women's Affairs

<b>Milestones</b>	<b>Date</b>
President's Approval	20 Sep 1994
Signing of TA Agreement	2 Dec 1994
Fielding of Consultants	25 Jan 1995
TA Completion: Expected	30 Aug 1995
Actual	30 Sep 1995
TCR Circulation	9 Nov 1995

<b>Missions</b>	<b>Number</b>	<b>Date</b>
<b>Type</b>		
Fact-Finding	1	27 Jun–5 Jul 1994
Review	2	27–30 Mar 1995 3–5 Aug 1995
Consultation	1	25–28 Apr 1995
Operations Evaluation <sup>2</sup>	1	14–30 Oct 2002

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TA = technical assistance, TCR = technical assistance completion report.

<sup>1</sup> Financed by the Asian Development Bank.

<sup>2</sup> The Mission comprised K. Hardjanti, Evaluation Specialist/Mission Leader; and P. Schoeffel, Consultant/Gender Specialist.

### TA 2503-CAM: Employment Promotion for Women<sup>3</sup>

<b>Cost (\$'000)<sup>4</sup></b>	<b>Estimated</b>	<b>Actual</b>
Foreign Exchange	514.0	492.8
Local Currency	86.0	93.1
<b>Total</b>	<b>600.0</b>	<b>585.9</b>

**Number of Person-Months (Consultants)** 27 30

**Executing Agency** Ministry of Women's Affairs

<b>Milestones</b>	<b>Date</b>
President's Approval	22 Dec 1995
Signing of TA Agreement	12 Jan 1996
Fielding of Consultants	20 May 1996
TA Completion: Expected	31 Aug 1996
Actual	15 Dec 1996
TCR Circulation	—

#### **Missions**

<b>Type</b>	<b>Number</b>	<b>Date</b>
TA Fact-Finding	1	7–10 Aug 1995
Review	1	16–19 Oct 1996
Loan Fact-Finding	1	20 Jan–6 Feb 1997
Appraisal	1	14 May–3 Jun 1997
Follow-Up	1	8–12 Dec 1997
Operations Evaluation <sup>5</sup>	1	14–30 Oct 2002

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— = TCR not prepared.

<sup>3</sup> TA 2503-CAM was a project preparatory TA.

<sup>4</sup> Financed by the Asian Development Bank and cofinanced by the Japan Special Fund and the Government of the Netherlands.

<sup>5</sup> See footnote 2.

**TA 3327-CAM: Capacity Building for the Ministry of Women's and  
Veterans' Affairs**

<b>Cost (\$'000)<sup>6</sup></b>	<b>Estimated</b>	<b>Actual</b>
Foreign Exchange	272.0	289.0
Local Currency	128.0	104.0
<b>Total</b>	<b>400.0</b>	<b>393.0</b>

<b>Number of Person-Months (Consultants)</b>	18	27
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**Executing Agency** Ministry of Women's and Veterans' Affairs

<b>Milestones</b>	<b>Date</b>
President's Approval	8 Dec 1999
Signing of TA Agreement	29 Dec 1999
Fielding of Consultants	8 May 2000
TA Completion: Expected	31 Mar 2001
Actual	31 Oct 2001
TCR Circulation	26 Aug 2002

<b>Mission Data</b>		
<b>Type</b>	<b>Number</b>	<b>Date</b>
Fact-Finding	1	14–22 Sep 1999
Inception	1	8–19 May 2000
Review	2	18–28 Nov 2000
		24 Sep–1 Oct 2001
Special TA Administration	1	4–8 Jun 2001
Operations Evaluation <sup>7</sup>	1	14–30 Oct 2002

<sup>6</sup> Financed by the Asian Development Bank.

<sup>7</sup> See footnote 2.

## EXECUTIVE SUMMARY

In 1985, the Asian Development Bank (ADB) adopted a policy on the role of women in development (WID), calling for more systematic consideration of the role and needs of women in ADB's lending and technical assistance (TA) activities. In the 1990s, the new ADB-wide emphasis on women in ADB's development agenda shifted from addressing women only in social sector projects to considering gender implications in all aspects of ADB operations. In May 1998, the Policy on Gender and Development (GAD), with mainstreaming as a key strategy in promoting gender equity, was instituted.

ADB followed a long-term strategy for achieving the goal of improving the lives of women in Cambodia that entailed three types of activities: capacity building, targeted WID programs, and monitoring of macroeconomic policies from a WID perspective. To influence the national strategic planning processes and develop a national policy for women, Cambodia established the Secretariat of State for Women's Affairs (SSWA) in 1993. ADB provided TA<sup>1</sup> to help establish SSWA and develop its capacity for mainstreaming WID. The TA produced a draft National Policy for Women, which was endorsed by the Government. SSWA was upgraded into the Ministry for Women's Affairs in 1996. A project preparatory TA<sup>2</sup> was completed in 1996, but did not result in a loan by mutual agreement between the Government and ADB, as it was considered premature in the political and institutional environment at that time. However, the capacity building and the promotion of women's employment provided by the TA were useful. In 1999, when the Ministry became the Ministry of Women's and Veterans' Affairs (MOWVA), a third TA<sup>3</sup> was provided. It was designed to build on the achievements of the first TA by linking the policy to action, and by building MOWVA's capacity to assist line ministries in mainstreaming sector gender concerns. The Operations Evaluation Mission, which visited Cambodia in October 2002, assessed the relevance, efficacy, efficiency, sustainability, and institutional impacts of the three TAs. It also identified lessons and follow-up actions for ADB's ongoing and future operations related to GAD. This technical assistance performance audit report presents the findings of the Mission. Overall, TAs 2157 and 3327 are rated successful, and TA 2503, partly successful.

The emphasis on gender mainstreaming arises from the evolution of international thinking on women and gender in development, reflected in ADB's 1998 GAD policy. It is now generally agreed that gender mainstreaming is the best way to address GAD—an approach in which gender-targeted sector policies and strategies are formulated and implemented directly through line ministries and departments. MOWVA's role as a catalyst and facilitator of gender mainstreaming is still constrained by competing priorities and capacity constraints throughout the Government, resulting in low levels of interest and cooperation by line ministries; the problematic operational organization of MOWVA; and its shortage of qualified gender experts with credible sector expertise. Nevertheless, considerable progress has been made. MOWVA now contributes significantly to the formulation of national macroeconomic and social policy. TA 3327 proposed a more efficient organizational structure, which is under consideration, and provided human resource development analysis and a database. Using this database, MOWVA is currently working on a human resource development plan with follow-up assistance from the United Nations Development Programme. Mechanisms to support gender mainstreaming are in place, but are still weak. The Cambodia National Council for Women, which was established by the Government with the assistance of TA 3327, has a strong mandate to oversee policy

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<sup>1</sup> TA 2157-CAM: *Women in Development*, for \$546,000, approved on 20 September 1994.

<sup>2</sup> TA 2503-CAM: *Employment Promotion for Women*, for \$600,000, approved on 22 December 1995.

<sup>3</sup> TA 3327-CAM: *Capacity Building for MOWVA*, for \$400,000, approved on 8 December 1999.

implementation but lacks vision and resources. Gender focal points exist in 12 of 27 ministries. However, they are insufficiently senior to have an impact at policy-making level.

Overall, ADB's support for GAD in Cambodia has been substantial. ADB was the first aid agency assisting GAD activities in Cambodia since 1994, and became a catalyst in this field. It has succeeded in the institutional building of MOWVA, and has had a positive impact on poverty reduction, as demonstrated by MOWVA's growing capacity to influence the national macroeconomic and social policy, as well as on rural development targeting the poor. The impact is reflected in Cambodia's Socioeconomic Development Plan (2001–2005), in which gender issues are linked to both sustainable broad-based economic growth and social and cultural development. MOWVA has also made a substantial contribution to drafting the National Poverty Reduction Strategy, which includes a broad strategic goal for gender equality and the empowerment of women. The Strategy emphasizes cross-sector gender issues and sector gender mainstreaming strategies, including agriculture and fisheries, land, microfinance, nutrition, safe water and sanitation, and civil service.

Three issues need continued attention, building on the foundations laid by the TAs, namely strengthening mechanisms for gender mainstreaming, improving the organizational structure of MOWVA to better support gender mainstreaming efforts, and ensuring close aid coordination. It is recommended that the Government consider reorganizing MOWVA to become a catalyst and facilitator for gender mainstreaming, and review and update the National Policy for Women. The review process should ensure that the policy reflects national priorities, and that an agreed implementation program, indicating which ministries are responsible for implementation, accompanies it. ADB should continue to help build sector capacity for gender mainstreaming by including mechanisms and budgetary provisions to address gender concerns, mainstream gender concerns in the design of its sector projects, and encourage MOWVA to adopt the recommendations on MOWVA's organization proposed by TA 3327. On the issue of aid coordination, since 1999, a total of 9 multilateral and 15 bilateral aid agencies have been assisting MOWVA in its institutional strengthening and GAD activities. This "donor congestion" makes close coordination imperative to ensure that efforts are not duplicated and MOWVA's absorptive capacity is not exceeded.

MOWVA's highest priorities until 2005 are to advance the status of women and veterans in education, health, legal protection, economic empowerment, and equitable participation in public life through both advocacy and project implementation. ADB and other aid agencies should consider a multipronged approach that would continue to support the work of MOWVA in its priority areas and its role as facilitator, but in addition provide TA to line ministries to build sector capacity for gender mainstreaming, and ensure that sector projects are designed with mechanisms for gender mainstreaming, accompanied by budgetary provisions.

## I. BACKGROUND

### A. Introduction

1. Gender considerations have been prominent in the focus of assistance provided by the Asian Development Bank (ADB) to Cambodia, and have been reflected in ADB's country strategies since 1995. This has been in line with ADB's 1985 Policy on Women in Development (WID), Medium-Term Strategic Framework (1992), Policy on Gender and Development (GAD) (1997), and Poverty Reduction Strategy (2000). Two decades of war and civil strife placed extraordinary strains on the status of women in Cambodia, resulting in a disproportionately high number of widows, female heads of households, and women in the labor force and in the population as a whole. Traditionally, the female labor force participation rate has been high, but women are often in low-paid, unskilled positions, subject to long hours of work. They constitute 90% of the garment workers in Phnom Penh and 54% of agriculture and fishery workers, but only 9% of senior managers and national decision makers are women. The total fertility rate at 5.2 and maternal mortality rate at 440 per 100,000 live births are high by international standards. Recognizing these issues, the Government has committed to improving the status of women, and ADB has been one of the main donors supporting this commitment. Gender-related indicators for Cambodia are shown in Appendix 1.

2. The Poverty Reduction Partnership Agreement for Cambodia notes gender issues in relation to medium-term goals (2001–2007) for agriculture and human and social development, including education, health services, water supply and sanitation, and governance and public sector reform. It also notes the issue of human trafficking in relation to the goal of social protection. Short-term actions (2002–2005) include mainstreaming gender concerns.<sup>1</sup> Indirectly, in its sector programs of assistance, ADB's country strategy and program for Cambodia has addressed women's needs in projects for the development of basic health services, education, water supply, rural credit and saving, social protection, agriculture, irrigation, and rural development. More directly, ADB has assisted in building the capacity of the Government to develop plans, policies, and implementation strategies for the promotion of gender equity and gender mainstreaming through a succession of government agencies for women's affairs.

3. ADB has played a leading role in assisting gender-related activities in Cambodia since the mid-1990s. In 1994–1995, under advisory technical assistance (TA) 2157-CAM,<sup>2</sup> ADB helped the Secretariat of State for Women's Affairs (SSWA) formulate a National Policy for Women, and produced a draft that was endorsed by the Government. A government subdecree in May 1995 stated that the basic role of SSWA was to implement the National Policy. In 1996, SSWA was upgraded into the Ministry of Women's Affairs (MOWA). ADB supported MOWA with a project preparatory TA (TA 2503-CAM)<sup>3</sup> to promote the employment of women, thus assisting in achieving its goal of economic empowerment. This TA did not result in a loan project by mutual agreement between the Government and ADB, as such a project was considered premature in relation to the political and institutional environment at that time. However, the capacity building and the promotion of women's employment provided by TA 2503 were useful. In 1999, MOWA was renamed the Ministry of Women's and Veterans' Affairs (MOWVA). Advisory TA 3327-CAM<sup>4</sup> provided assistance for developing MOWVA's 5-year strategy (*Neary*

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<sup>1</sup> ADB. 2002. *Cambodia Poverty Reduction Partnership Agreement*. Manila.

<sup>2</sup> TA 2157-CAM: *Women in Development*, for \$546,000, approved on 20 September 1994.

<sup>3</sup> TA 2503-CAM: *Employment Promotion for Women*, for \$600,000, approved on 22 December 1995.

<sup>4</sup> TA 3327-CAM: *Capacity Building for MOWVA*, for \$400,000, approved on 8 December 1999.

*Rattanak-Women are Precious Gems*<sup>5</sup>) into a 5-year plan (2001–2005). The history of the women-related government institutions in Cambodia is described in more detail in Appendix 2.

4. The 5-year plan set three priorities for gender mainstreaming and increasing public awareness of gender concerns: (i) mainstream gender concerns/issues into government and nongovernment institutions; civil society organizations; and private sector policies, plans, programs, and projects at all levels; (ii) increase public awareness of gender issues and change attitudes and practices to promote gender equity and equality; (iii) strengthen the capacity of MOWVA at all levels to be a catalyst and facilitator in integrating gender concerns to be mainstreamed in other line ministries and concerned institutions.

5. In August 1999, MOWVA, with the assistance of the United Nations Development Programme (UNDP), prepared a broad framework for its institution strengthening, *Building Together: Towards Achieving Gender Equity and Social Development*. The framework identified critical areas for which external assistance was required, including staff development, gender training, legal institutions and services, information systems, and community services. The scope of the framework was sufficiently flexible to absorb assistance by other aid agencies, several of which supported MOWVA in selected areas.<sup>6</sup> Institutionalization of the gender mainstreaming framework under TA 3327 was in conformity with the thrust of this framework. The TA fact-finding mission consulted with other aid agencies to avoid duplication of efforts and overburdening of MOWVA with excessive external services and resources.

## **B. Rationale, Objectives, and Scope of the Technical Assistance**

6. The choice of Cambodia for the technical assistance performance audit report (TPAR) was influenced by the leading role ADB has played since the mid-1990s in supporting GAD-related institutional strengthening and capacity building. The TPAR evaluates the three completed TAs that provided a continuum of assistance over an 8-year period characterized by political and organizational change in Cambodia. The advisory TAs 2157 and 3327 had similar objectives and scope. The first placed more emphasis on data collection and policy formulation, while the second had a more explicit focus on policy implementation, developing strategies for gender mainstreaming, organizational development, and financial management. TA 2503 was for project preparation, but it also provided assistance for capacity building and the promotion of women's employment. The objectives, scope, and components of the three TAs are shown in Table 1, and a summary of their outputs is given in Appendix 3.

<sup>5</sup> The slogan was intended to counter the folk-saying "men are gold, women are cloth." (Gold, if dropped in the mud can be polished, but cloth is irreparably damaged. The saying implies that women are more morally accountable than men.)

<sup>6</sup> In September 1999, UNDP approved a project for the development of information systems, gender awareness, advocacy, and gender sensitization training. Canada supported legal awareness and services; the Netherlands financed the preparatory phase of the Building Together framework; Norway and UNDP were responsible for the overall coordination of the framework; and Finland supported the International Office for Migration for prevention of trafficking in women and children.

**Table 1: Summary of Objectives, Scope, and Components**

Item	TA 2157-CAM: Women in Development	TA 2503-CAM: Employment Promotion for Women	TA 3327-CAM: Capacity Building for the Ministry of Women's and Veterans' Affairs
Objectives	Improve the welfare of women by strengthening the institutional capacity of SSWA to formulate, coordinate, advocate, and promote the integration of women into the mainstream of the developmental process.	Prepare a project proposal for capacity building of MOWA and selected provincial WID centers in providing job skills, employment services, and credit to increase women's income-generating abilities. Assist the Government in designing a labor market information system to monitor changing skills requirements for women and draft a comprehensive employment promotion plan to reduce poverty.	Help the Government achieve gender mainstreaming in accordance with the National Policy for Women. Provide capacity-building support to strengthen MOWVA to become a coherent institution that will be able to influence and guide the line ministries and lower level administration units to mainstream gender concerns in their own sector policies, priorities, strategies, programs, and projects.
Scope and Components	(i) Develop a national WID policy, (ii) define the roles of SSWA, (iii) provide staff training, and (iv) improve the communications network between SSWA and five provincial WID centers.	(i) Identify skills needs for women in farming and nonfarm activities; (ii) review and design poverty reduction programs (i.e., microcredit programs); (iii) assist in institutional strengthening of MOWA and provincial WID centers; and (iv) draft an employment promotion plan for women.	Strengthen the managerial, technical, analytical, and administrative capacity, thus enabling MOWVA to implement, monitor, and evaluate its activities identified in the 5-Year Strategic Plan. Develop an institutional framework, systems, and operational procedures to support MOWVA's roles of catalyst and facilitator. The major components were (i) assessing MOWVA's organizational structure, (ii) developing a system for gender mainstreaming, and (iii) supporting staff development (human resource development plan and training).

MOWA = Ministry of Women's Affairs, MOWVA = Ministry of Women's and Veterans' Affairs, SSWA = Secretary of State for Women's Affairs, WID = women in development.

### C. Technical Assistance Completion Reports

7. Technical assistance completion reports (TCRs) were produced for TAs 2157 and 3327; both concluded that the objectives had been substantially achieved. No TCR is available for TA 2503.<sup>7</sup>

8. The TCR for TA 2157 notes that the major achievement of the TA was in formulating a National Policy for Women and details the training and equipment provided that resulted in successful institutional strengthening. It considers that SSWA achieved adequate capacity to implement external assistance projects, and recommends a loan project for Employment

<sup>7</sup> Based on Project Administration Instruction (PAI) No. 7.6, issued in April 1995, and PAI No. 6.08, revised in December 2001, a TCR should be prepared for a project preparatory TA that does not result in a loan project.

Promotion for Women for the newly formed MOWA. This assessment proved subsequently to be overoptimistic.<sup>8</sup>

9. The TCR for TA 3327 indicates that the TA commenced at a time when MOWVA faced a number of institutional constraints in implementing its 5-year plan and coordinating its work with line ministries, and with externally funded and nongovernment organization (NGO) programs of assistance relating to the status of women. It notes the many successful outputs of the TA, particularly in providing interim coordination of aid activities, financial management, human resource development (HRD) analysis and training, and the high degree of ownership by MOWVA. Major foundations for gender mainstreaming were laid during the TA, including the establishment of the Cambodia National Council for Women (CNCW).<sup>9</sup> The TCR comments that, despite the achievement of the TA, there continues to be a big gap in understanding of gender issues among MOWVA staff, who still have difficulties in relating their role of "facilitator and catalyst" to their day-to-day work.

#### **D. Methodology of Evaluation**

10. This TPAR assesses the TAs' relevance, efficacy, efficiency, sustainability, and institutional impacts. It also identifies lessons and follow-up actions for ADB's ongoing and future operations related to GAD. The TPAR presents the findings of the Operations Evaluation Mission (OEM) that visited Cambodia in October 2002. The assessment is based on (i) a review of consultants' reports, ADB project files, and other related documents; (ii) semistructured interviews with key staff of MOWVA; (iii) results of a questionnaire testing the understanding of gender issues among middle managers; (iv) field visits to provincial Women's Affairs Offices and WID centers in Kampong Chhnang and Kampong Speu; and (v) consultations with other aid agencies and NGOs working in partnership with MOWVA. A wrap-up meeting to discuss the OEM's initial findings and assessment and to obtain feedback was held with middle- and high-level managers of MOWVA. Copies of the draft TPAR were provided to the Government through MOWVA and to concerned ADB staff for review and comments, which were taken into account when finalizing the TPAR. Although TA 2503 was a project preparatory TA, it was also evaluated because it included components for institutional capacity building of MOWA and, therefore, required consideration as part of a sequence of support provided by ADB in relation to GAD. A summary of the questionnaire and the responses is given in Appendix 4.

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<sup>8</sup> In 1997–1998, Cambodia experienced major civil disturbances that largely paralyzed government operations until 1999, when the Government was substantially reorganized. The scope and responsibilities of MOWA broadened to include veterans' affairs, and it was renamed accordingly.

<sup>9</sup> In the Royal Decree establishing CNCW, its specified role includes assisting the Government to upgrade the status, roles, and welfare of Cambodian women; overseeing implementation of the United Nations Convention for the Elimination of All Forms of Discrimination Against Women and other international treaties concerning the status of women; advising on laws concerning the status of women; and reporting on the performance and activities of MOWVA. The Honorary President is H.M. the Queen; Honorary Vice President, the Prime Minister; President, Minister of MOWVA; Vice Presidents, Secretaries of State for Interior and Justice; Members: Secretaries of State for MOWVA, Justice, Foreign Affairs, Finance, Social Affairs, Education, Rural Development, Culture, Health, Tourism, Information, and Planning, Deputy Secretary General for the Royal Government, Deputy President and General Secretary of the Cambodian Human Rights Commission, and three advisors from NGOs concerned with gender issues.

## II. ASSESSMENT OF IMPLEMENTATION PERFORMANCE

### A Design of Technical Assistance

11. **TA 2157-CAM.** The design was generally well thought out and appropriate. The emphasis on developing a National Policy for Women and on restructuring SSWA was well targeted to strategic gender needs at the national level, and was instrumental in the subsequent creation of MOWA. Senior staff in MOWVA who were employed in SSWA noted that the vehicles, equipment, supplies, staff training, and study tours enabled SSWA to function more effectively, to develop a higher profile in government, to achieve a clearer vision of their mandate, and to acquire much needed basic skills in computing and management procedures and proficiency in the English language that would enable them to deal effectively with advisors and aid agencies. An omission in the design was explicit provision for publishing and disseminating the Policy in the Khmer language, which would have produced wider awareness and understanding of the goals and provisions of the Policy.<sup>10</sup>

12. **TA 2503-CAM.** The objective of the TA was to prepare a project to strengthen the capacity of MOWA and selected WID centers for providing job skills, employment services, and credit to increase women's income-generating abilities. It provided for the collection of information and preparation of plans relating to women's employment, microcredit, labor markets, employment services, and employment promotion. It was well targeted at MOWA's priority for economic empowerment of women, and helped to build the capacity of its staff in computer applications and English. The TA resulted in a draft proposal for a loan project on employment promotion with an estimated cost of \$42.0 million, of which \$20.0 million was planned to be financed by ADB, with cofinancing of \$10.0 million by the Economic Development Cooperation Fund of the Republic of Korea, \$4.5 million by the United States Agency for International Development, and \$7.5 million by the Government. The project proposed to combine the institutional resources of MOWA and the Ministry of Social Affairs, Labor and Veterans' Affairs, as co-executing agencies, anticipating the amalgamation of Women's and Veterans' Affairs in a reorganization of government in 1999. While the proposed outputs of the project were well matched with Cambodia's national needs for the development of job skills and small industries, MOWA did not have adequate capacity to manage a project on this scale, even with the anticipation of extensive support that was to be provided under the proposed project. Accordingly, the TA did not result in a loan, by mutual agreement between MOWA and ADB.<sup>11</sup>

13. **TA 3327-CAM.** The TA was designed to build the managerial, technical, analytical, and administrative capacity of MOWVA, and to develop an institutional framework, systems, and operational procedures to support its roles as catalyst and facilitator. It included organizational structure assessment, system development for gender mainstreaming, and staff development. This design and the objective of strengthening of MOWVA to become a coherent institution were highly relevant. However, the objective of gender mainstreaming as envisaged by the National Policy for Women, which TA 2157 helped formulate in 1995, proved to be ambitious. The TA team conducted an institutional and HRD analysis, and concluded that the objective of gender mainstreaming, the sector goals, and purpose specified in the TA framework could not be achieved considering the duration and scope of the TA. The two major constraints to mainstreaming identified were (i) the absence of national staff in MOWVA with sufficient sector qualifications and expertise to provide credible advice to the various line ministries on gender

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<sup>10</sup> At that time, SSWA lacked the resources and internal capacity to do translation work.

<sup>11</sup> It is also relevant to this outcome that the years 1997–1998 were a period of political instability in Cambodia.

mainstreaming policies, and (ii) the problematic bureaucratic structure of MOWVA (see Appendix 5).<sup>12</sup> Hence, the TA design was reoriented to address these issues.

## **B. Achievement of Outputs**

14. All TAs achieved their planned output for reports including inception, interim, and final reports. TA 2157 produced 12 reports related to institutional strengthening of SSWA; the National Policy for Women; consolidated reports on education, health, labor standards, agricultural production, research and development, communication skills, microcredit, and microenterprises; and studies on poverty evaluation measures and job prospects. TA 2503 produced five reports related to an employment promotion plan for women, study on past and current microcredit programs and microcredit projects in developing countries, manuals on labor market information issues and employment services for women, as well as a draft report and recommendation of the President for the proposed loan project on employment promotion. TA 3327 produced 14 reports related to gender, human resource assessment, financial management, systemic learning, goals and roles, advocacy planning, external and in-service training, media advisor, and promoting micro and small enterprise development for women.

## **C. Engagement of Consultants**

15. International consultants were selected in accordance with ADB's *Guidelines on the Use of Consultants*. TA 2157 contracted 9 person-months of international consulting services and 16 person-months of domestic consulting services. The consultants commenced services in January 1995, 4 months after TA approval. TA 2503 provided a total of 30 person-months of international and domestic consulting services. The consultants commenced services in May 1996, also 4 months after TA approval. TA 3327 recruited two consultants, an institutional development and management specialist (international) and an HRD and training specialist (domestic), and two United Nations volunteers, for a total of 27 person-months. The international and domestic consultants commenced services in May 2000, while the two United Nations volunteers were fielded in June 2000, 5–6 months after TA approval.

## **D. Organization and Management**

16. The overall organization and management of the TAs was considered satisfactory, with effective coordination among the executing agencies, the consultants, and other stakeholders. For TAs 2157 and 2503, the fielding of consultants was considered timely. For TA 3327, while minor delay in the fielding of consultants was encountered, this did not hinder the efficient implementation of TA activities. The activities were carried out by the consultants with some adjustments in due consideration of the schedules of the executing agency staff involved.

17. SSWA was the executing agency for TA 2157. The Secretary of State managed the TA effectively and worked closely with the consultants. The TA team met weekly with 14 senior counterpart SSWA staff to exchange ideas and review progress. Consultation with other stakeholders, including aid agencies, NGOs, and other ministries, was extensive, and the formulation of the National Policy for Women was conducted in a participatory approach, as evidenced by the reports and outcomes of the TA. SSWA's successor, MOWA, was the executing agency for TA 2503, which involved considerable intersector work effectively coordinated by the TA team and senior officials of MOWA. MOWA's successor, MOWVA, was the executing agency for TA 3327. The project management team included a secretary of state,

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<sup>12</sup> Also described in the final report of TA 2157 with regard to SSWA.

an undersecretary of state, and the deputy director general of technical affairs. There was a strong sense of ownership by MOWVA. The TA was efficiently managed in a highly participatory manner. The TA team leader played a major role in aid coordination for MOWVA throughout the duration of TA 3327.

### **E. Implementation Schedule and Financing Arrangements**

18. TA 2157 was completed with a time overrun of 1 month, while the other two TAs had time overruns of 3.5 months (TA 2503) and 7 months (TA 3327). For TA 3327, adjustments in activities, especially on the training program schedules to accommodate senior staff of MOWVA, necessitated an extension in the TA completion date. The financing arrangements followed the provisions of the TA agreements. Several reallocations of TA funds among expenditure categories were made during the course of implementation, and the total funds were almost fully utilized.

19. TA 2157 financed training seminars and workshops for staff and officials of various government agencies. As originally provided, study tours to Indonesia, Philippines, and Thailand for six staff, including participation of three senior staff in the Fourth International Conference on Women in Beijing, China, were undertaken with support from the TA. Original provisions of TA 2503 were adjusted with reallocations to reflect actual requirements. While savings were realized in some categories (courseware development, reports and monographs, training, workshops), additional allocations were made in other categories (remuneration, subcontracted studies). Under TA 3327, workshops and seminars for senior management as well as operational and support staff were financed. These workshops were designed to train participants in systemic learning process, entrepreneurship development, key and basic gender concepts, introduction to advocacy concepts, and financial management systems. Reports were prepared on the outcome of these workshops.

## **III. EVALUATION OF PURPOSE AND IMPACT**

### **A Adequacy and Quality of Reports**

20. **TA 2157.** Although the inception and midterm reports were comprehensive and of good quality, the final report was poorly structured. A summary of outputs was not provided, and the analysis and overview of achievements tended to be submerged in description and recommendations. Despite this shortcoming, the final report provided some very useful gender-disaggregated statistical information and analysis of gender issues, which complemented the ADB Country Briefing Paper on Women and Development in Cambodia (1996), and was utilized by consultants working on TA 2503. In addition, a draft National Policy for Women with the objectives to (i) integrate women into all sectors of development; (ii) ensure an equitable share of information, opportunities, and the benefits of sustained development; and (iii) provide a framework for overcoming the major problems affecting women in Cambodia was produced under TA 2157 and endorsed by the Government.

21. **TA 2503.** The draft National Policy for Women was finalized and published in English under TA 2503, within an explanatory framework. The Policy was published by ADB under its logo, and although it contained a message from H.M. the Queen, the foreword was by an ADB director<sup>13</sup> at that time, raising a question of ownership. The subsequent reorganization of MOWVA, and the availability of more recent gender indicators, means that the policy paper

<sup>13</sup> With the 2002 restructuring of ADB, this position is equivalent to the current director general.

needs updating. The final report was presented as a project proposal, accompanied by a summary of relevant data. Other reports produced were informative, but in line with the nature of the TA, the final report was intended to assist preparation of the proposed loan project, rather than to offer practical strategies on women's employment that could be applied by MOWVA without a loan project. One of these reports, the *Counselors Manual on Employment Services for Women* (October 1996), was relevant only to the employment needs of educated urban women in Cambodia.

22. **TA 3327.** The midterm and final reports provided a clear analysis of the issues and constraints associated with gender mainstreaming, and the structural problems associated with MOWVA's management and HRD. The final report was of high quality, with detailed analysis of MOWVA's staff capacities in its management systems, HRD, and entrepreneurship development, and recommendations on how to overcome the weaknesses. Other aid agencies and advisers found the report, particularly its analysis and clear insights, to be very useful for their GAD-related activities in Cambodia. All key documents were translated into Khmer, reflecting the process-based approach of the TA and ensuring ownership of its outputs.

## **B. Training/Transfer of Technology**

23. The three TAs supported training, and procurement of office equipment and motorcycles (Appendix 6). A total of 466 people were trained under TA 2157, 234 under TA 2503, and 624 under TA 3327. Training in computer skills, English language, and project planning and implementation was provided by all TAs. Training in HRD management and enterprise development was included in TAs 2503 and 3327. TAs 2157 and 3327 provided training in gender analysis and planning, and TA 2157 supported training in the WID policy and organizational development. Training in career counseling and microcredit were included in TA 2503, and that in financial management and media in TA 3327.

24. Despite close interaction with counterparts, TA 2157 did not offer as much management skill transfer as SSWA had hoped, according to one senior manager. A problem for the sustainability of capacity building was the extensive turnover of staff during successive reorganizations of women's affairs within the Government, and some of the key trained persons changed jobs, moving to NGOs or other ministries.<sup>14</sup> However, training in management, computer skills, English, management of WID centers, and GAD was reported by beneficiaries during the OEM interviews to have been very useful, as was training under TA 2503 in English, career counseling, and computer applications. Under TA 3327 seminars, workshops, and training for planning; organizational, financial, and personnel management; systemic development; and the application of HRD database made a substantial contribution to building management capacity in MOWVA.<sup>15</sup>

25. A questionnaire to test the results of training provided under the TAs, to broaden the understanding of gender throughout MOWVA, was administered to 11 middle managers in Khmer. Some had a very high degree of understanding of gender-related issues, most had a sound basic understanding, and only few had more limited understanding. Those with the best

<sup>14</sup> Undersecretary of State Mm. Keth Sam Ath had been the General Director for Women and Children in SSWA, and one of the key counterparts in TA 2157. She was one of the few staff in MOWVA who remembered the TA, indicating the many changes in personnel and organization that occurred over the past 7 years.

<sup>15</sup> The State Secretary responsible for managing the TA noted, in retrospect, that she would have preferred more emphasis on, and resources for, administration and financial management in the TA activities.

understanding said they learned more from other training providers<sup>16</sup> than from the training provided by the United Nations volunteer consultant under TA 3327.

### C. Institution Building

26. TAs 2157 and 2503 provided a successive and logically connected sequence of activities to MOWVA, assisting it in four broad areas: (i) establishment, followed by institutional strengthening, of MOWVA and WID centers; (ii) collecting information on sector gender issues; (iii) formulating policies and strategies; and (iv) increasing its standing in the Government, and its public profile.

27. Despite the frequent organizational changes and movement of personnel within the Government, and the period of political instability that followed the first two TAs, the recently completed TA 3327 has helped MOWVA build on past achievements. It supported the development of MOWVA's operational capacity through on-the-job training and training workshops to improve financial and other management systems, HRD and personnel management, and information and media, as well as helping to develop MOWVA's strategy for the economic empowerment of women and entrepreneurship development. It has succeeded in improving understanding of the rationale, objectives, and strategies for gender mainstreaming in MOWVA. Other achievements of MOWVA during the TA period were the formation of CNCW, composed of high-level representatives of key ministries and agencies, and the establishment of gender focal points in 12 line ministries.<sup>17</sup>

28. Among MOWVA's recent achievements are contributions to the Second 5-year Socioeconomic Development Plan (SEDP II: 2001–2005) and the National Poverty Reduction Strategy (NPRS), the review of legislation affecting the status of women, and the drafting of the Domestic Violence Law. MOWVA is also playing a role in a number of sector projects, including the Agriculture Quality Improvement Project of the Australian Agency for International Development, *Seila*<sup>18</sup> of the Ministry of Rural Development, the UNDP-Cambodia Area Rehabilitation and Regeneration, the Special Program for Food Security, and the Reproductive Health Project of the United Nations Populations Fund.

### D. Performance of Consultants

29. The consultants for TA 2157 accomplished their terms of reference effectively. The policy development process was participatory. Even though there is little institutional memory of the team of consultants for TA 2503, the consultants appear to have fulfilled their terms of reference in a satisfactory manner. The team leader of TA 3327 performed outstandingly in the flexible and responsive fulfillment of her terms of reference. The HRD specialist, a domestic consultant, produced work that was very well regarded by senior officials of MOWVA. The United Nations volunteer financial management specialist had no public sector experience, but he quickly learned the requirements of MOWVA, and produced a very useful, good quality output, which was highly praised by senior officials of MOWVA. They expressed the need for more of similar type of assistance. In contrast, the performance of the United Nations volunteer

<sup>16</sup> Including a national NGO, Gender and Development Cambodia, and Oxfam Hong Kong.

<sup>17</sup> In the ministries of Agriculture, Commerce, Culture, Education, Health, Industry, Interior, Justice, Planning, Rural Development, Social Affairs, and Tourism.

<sup>18</sup> *Seila*, meaning "foundation," is a multidonor, intersector project with funding of approximately \$70 million. Its overall objective is to support decentralization and build good governance at the provincial level, with the specific objective of enabling elected local governments at the commune level and their associated village development committees to participate in planning and implementing grassroots development.

project management/gender specialist on the TA team did not meet the expectations of MOWVA. The success of the idea of deploying professionals (the United Nations volunteers) to work side-by-side with their counterparts in MOWVA, although well intended, depended a great deal for its success on their personal initiative and flexibility.

## **E. Supervision**

30. ADB fielded several review missions for the TAs. Missions were timed to coincide with critical events such as participation in national seminars, review of sector studies/plans, as well as review of progress on agreed upon work plans. Review missions for TA 2157 were undertaken in March and August 1995, and the project manager attended the National Consultation on the Draft National Policy for Women in May 1995. Under TA 2503, a review mission was fielded in October 1996, and a loan fact-finding mission in February 1997. Four supervision missions were undertaken for TA 3327—in May 2000, November 2000, June 2001, and September 2001. The project files for TA 3327 indicate regular interaction between the mission leader and the TA team leader.

## **F. Poverty Reduction and Development Impacts**

31. An important indication of the cumulative poverty reduction and development impacts of the three TAs, particularly TA 3327, is the increased capacity of MOWVA to identify GAD and gender mainstreaming policy issues and to influence the formulation of national macroeconomic and social policy. As a result, national plans for poverty reduction include key gender issues and action strategies; hence, national development planning has become more gender sensitive. The TAs have also increased MOWVA's capacity to strategically plan the focus of its own programs, especially in relation to the needs of poor women in rural areas.

32. **National Poverty Reduction Strategy.** The NPRS is now in its third and final draft, and MOWVA has made substantial contributions from the beginning of the policy development process to defining the issues linking gender and poverty concerns. The NPRS includes a broad strategic goal for gender equality and the empowerment of women. Gender concerns, such as lack of opportunity, vulnerability, and social exclusion, are also included as poverty diagnostics, and targets are specified for increasing gender equity in public life. The Ministry of Education, Youth, and Sports has been particularly successful in gender mainstreaming, and linking strategies to actions, so that the NPRS sets out quantitative targets for gender equity and for primary and secondary education. Although other ministries have not, so far, been as responsive to MOWVA's gender mainstreaming initiatives, over the past year MOWVA has succeeded in ensuring that the NPRS emphasizes cross-sector gender issues and sector gender mainstreaming strategies, including agriculture and fisheries, land, microfinance, nutrition, safe water and sanitation, and civil service reform.

33. **National Development Planning.** Unlike the First 5-year Socioeconomic Development Plan (SEDP I), in which gender issues received little attention, SEDP II includes gender concerns in two of its three main development objectives. MOWVA contributed to the development of this policy framework, in which gender issues are linked to both sustainable broad-based economic growth and social and cultural development. Gender inequalities are identified in SEDP II in relation to the definition of overall national development objectives, and gender mainstreaming is included in the guidelines for decision making. Further, gender is emphasized as a concern in the analysis of poverty dimensions and as a strategic consideration for poverty reduction initiatives.

34. MOWVA is represented on the National AIDS<sup>19</sup> Authority Steering Committee, the Labor Board, the National Training Board, and the Food Security Steering Committee. MOWVA's involvement now ensures that gender concerns are included in the development of national policy and strategies to combat HIV<sup>20</sup>/AIDS; to accelerate HRD in line with national priorities; and to coordinate health and nutrition, primary production, and trade policies towards increasing national food security.

35. **Rural Development Targeting Poor Women.** MOWVA's five WID centers were established on a pilot basis to provide skill training aimed to increase employment and self-employment among poor rural women. MOWVA has recently reviewed the centers in partnership with the International Labour Organization and has formulated plans to broaden their scope of activities. This will include new pilot initiatives in two centers for the provision of financial and microenterprise advisory services, in collaboration with rural financial institutions. In the longer term, the goal of MOWVA is to establish women's enterprise development centers in every province.

## G. Sustainability

36. TA 2157 produced the draft National Policy for Women that was endorsed by the Government, and succeeded in upgrading SSWA to MOWA in 1996. TA 2503 did not result in a loan project but produced an employment promotion plan for women that supported MOWA's strategic objectives for the economic empowerment of women. TA 3327 provided basic foundations for two essential developments that will enable MOWVA to implement its policy for gender mainstreaming. These are (i) a plan for organizational reform, and (ii) an HRD analysis and database. The sustainability of TA 3327 has already been ensured by its inclusion in the UNDP Partnership for Gender Equity work plan, which includes the formulation of an HRD plan and policy for MOWVA, and updating the HRD database created by the TA. Further support for the operation of financial management systems established by the TA is being provided by the Japan International Cooperation Agency. Major reports and key documents produced under TA 3327, including training and operational manuals, as well as sector gender checklists, are available in English and Khmer. These documents are utilized by MOWVA, other aid agencies, and NGOs involved in GAD issues. MOWVA has already adopted Khmer gender training reports produced by the TA for use in provincial gender training. Gender mainstreaming training and activities will be continued by MOWVA within the multi-agency, intersector Seila program at provincial levels. A list of multilateral and bilateral aid agencies and their activities in support of MOWVA is in Appendix 7.

37. The recently approved TA 3947<sup>21</sup> has been designed to build on the achievements of all three TAs and contains further capacity building elements with a focus on the provincial level, where understanding of gender planning in the departments of women's and veterans' affairs is generally weak.<sup>22</sup> It will also support intersector gender mainstreaming activities for economic empowerment, in partnership with MOWVA; the ministries of Agriculture, Industry, Commerce, Education, Social Affairs, Labor, and Rural Development; other key agencies including NGOs;

<sup>19</sup> Acquired immunodeficiency syndrome.

<sup>20</sup> Human immunodeficiency virus.

<sup>21</sup> TA 3947-CAM: *Sustainable Employment for Poor Women*, for \$400,000, approved on 24 October 2002.

<sup>22</sup> The OEM noted that the vice director responsible for women's affairs in the Department of Women's Affairs in Kampong Chhnang had a good understanding of gender issues and gender objectives, and was motivated and enthusiastic about implementing them in the province. The OEM also noted that in Kampong Speu, the Department's director and vice director had not attended gender training provided by the mobile gender training team for provincial line departments held on 15–17 October 2002.

and employer and labor organizations. The TA accords well with current MOWVA plans to establish two pilot enterprise development centers based on an International Labour Organization model.<sup>23</sup>

#### IV. OVERALL ASSESSMENT

38. **Relevance.** TAs 2157 and 3327 were highly relevant to ADB's WID and GAD policies, country strategy and program for Cambodia, as well as the Government's national policies and strategy. Although TA 2503 was relevant to the above policies and strategies, it was designed without fully taking into account the capacity of MOWVA and the Government to administer the proposed loan project. Hence, it is assessed as partly relevant.

39. **Efficacy.** TA 2157 was overoptimistic in its assessment of SSWA's capacity to implement a loan project. However, it produced the draft National Policy for Women, which was endorsed by the Government, improved the communications network between SSWA and five WID centers, and upgraded SSWA to a ministry. Therefore, it was efficacious. TA 2503 did not result in a loan by mutual agreement between MOWVA and ADB, but was efficacious in achieving its objectives in training and data collection. On balance, the TA is assessed as less efficacious. TA 3327 succeeded in assessing MOWVA's organizational structure, identifying its institutional constraints, providing a strategy to overcome them, and building capacity through successful management training, financial systems, and HRD database, and a range of other practical activities conducted in a participatory manner. The gender-mainstreaming objective was ambitious given the capacity of MOWVA and the situation in Cambodia at that time. However, the TA achieved its objective in proposing an organizational structure and in developing a gender mainstreaming plan. Thus, it is assessed as efficacious.

40. **Efficiency.** The management and use of the resources provided by the TA teams, and MOWVA and ADB supervision of the three TAs were efficient. There was effective coordination among MOWVA, the consultants, and other stakeholders. All TAs were efficiently managed in a highly participatory manner.

41. **Sustainability.** TA 2157 is likely to be sustainable, as demonstrated by government endorsement of the draft National Policy for Women and by upgrading of SSWA to a ministry. Although a loan project did not materialize from TA 2503, the employment promotion plan for women as a result of the TA is a useful tool in planning the economic empowerment of women. Hence, it is likely to be sustainable. TA 3327 is most likely to be sustainable. The HRD database produced by the TA is being used as a basis for the UNDP Partnership for Gender Equity in formulating an HRD plan and policy for MOWVA. Gender mainstreaming training is included in the Seila program throughout Cambodia.

42. **Institutional Development and Impact.** MOWVA has moved from an orientation towards women's welfare to becoming a catalyst for gender equity. The two advisory TAs (TAs 2157 and 3327) made a substantial contribution to the cumulative and successive institutional development of SSWA, MOWA, and MOWVA, despite frequent political and organizational changes over the past 7 years. The project preparatory TA (TA 2503) did not lead to a loan, but it had some training impact; therefore, its overall impact was moderate.

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<sup>23</sup> Women's Empowerment through Enterprise and Skills' Development in Cambodia, International Labour Organization/East Asia Multidisciplinary Advisory Team, Bangkok.

43. **Overall Assessment.** The OEM's overall assessment for TAs 2157 and 3327 is successful, and for TA 2503, partly successful. TA 3327 could have been rated highly successful if it had been designed with objectives that were more realistic and could be accomplished within the period of its implementation. Nevertheless, after revision of its design based on the institutional and HRD analysis of MOWVA, the TA produced outputs beyond expectations. These outputs have been very useful for MOWVA, other aid agencies, and NGOs. In general, ADB's support for GAD in Cambodia has been substantial. It has succeeded in the institutional building of MOWVA, and has made a positive impact on poverty reduction and development. This is shown by MOWVA's growing capacity to influence the macroeconomic and social policy, and the impact on rural development targeting poor women.

## V. CONCLUSIONS

### A Key Issues

44. Three important issues need continued attention in order to build on the strong foundations laid by the TAs. These are (i) strengthening mechanisms for gender mainstreaming, (ii) improving the organizational structure of MOWVA, and (iii) closely coordinating GAD-related assistance from multilateral and bilateral aid agencies.

45. **Mechanisms to Support Gender Mainstreaming.** These are in place but are weak. Gender issues integral to poverty reduction often continue to be ignored. CNCW has a strong mandate to oversee gender mainstreaming policy implementation but it lacks capacity and resources to play its role effectively<sup>24</sup> and also appears to lack vision. CNCW is a government body with an overlapping mandate with MOWVA. Although gender focal points have been established in 12 out of 27 ministries, the persons responsible are insufficiently senior to have an impact at the policy-making level. CNCW should encourage each line ministry to establish gender teams that link policy and operational levels, so that sector gender policies are formulated and accompanied by implementation strategies and operational plans, endorsed at the highest levels. Further external support will be required to enable CNCW to perform this role.

46. **Critical Organizational Issues.** The structure of an organization should flow from its mission, priorities, and strategies. At present, lines of responsibility in MOWVA skip organizational levels, particularly the general director level (Appendix 5, Figure A5.1). While the official structure appears hierarchical (Appendix 5, Figure A5.2), the actual assignment of responsibilities and working relationships are much less structured. MOWVA has identified four priority sectors plus "women in decision making" as a cross-cutting theme, yet support for these sector priorities is unclear. Only two of these sector priorities (health and economic empowerment) have their own departments. There is also lack of specialized technical expertise that could provide support to the sector units. Multiple projects contributing to a single sector or functional area further complicate coordination and communication efforts. No mechanisms are in place for detailed work planning and monitoring of overall unit plans. Instead, work planning and monitoring are driven by currently funded projects, and other stated priorities tend to be ignored. Training alone is not going to solve these problems. The TA 3327 team worked closely with senior managers on a plan for reorganization, but as of 30 October 2002, there had been no ministerial endorsement of the recommended organizational changes (Appendix 5, Figure A5.3).

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<sup>24</sup> This was the opinion expressed by the secretary general of CNCW to the OEM.

47. **Aid Coordination.** Since its formation in 1999, MOWVA has received massive assistance for its institutional strengthening and in the GAD-related areas of gender and advocacy training, legal protection, health, education, and economic empowerment (Appendix 7). One can speak of “donor congestion” because a total of 9 multilateral and 15 bilateral aid agencies have been involved in these areas. Close aid coordination is, therefore, essential to ensure that efforts are not duplicated and MOWVA’s absorptive capacity is not exceeded.

## B. Lessons Learned

48. **Gender Mainstreaming.** This was the explicit objective of TAs 2157 and 3327 but has proved difficult to achieve, despite the success of these TAs in policy development and building operational capacity. The reason for this difficulty goes beyond deficiencies in MOWVA’s organization and HRD (which are found in most ministries in Cambodia). It is also related to MOWVA’s ambivalence about its core mission as catalyst and facilitator, while at the same time most staff in MOWVA have a preference to implement projects, as this gives more status and power. Without gender mainstreaming, gender issues integral to poverty reduction will continue to be marginalized. However, the constraints to the achievement of gender mainstreaming through MOWVA do not imply that it should not continue to receive external assistance. Its strategic priorities and associated activities are well conceived, and cooperation with line ministries with overlapping concerns is improving. At present, MOWVA is the sole government agency in Cambodia with full commitment to the improvement of women’s status and gender equity, and its input to national policy-making is becoming increasingly effective. Instead, ADB and other aid agencies should consider a multipronged approach in which (i) continued support is given to MOWVA related to its five priority areas<sup>25</sup> and its role as facilitator; (ii) TA is provided to line ministries to build sector capacity for gender mainstreaming; and (iii) sector projects are designed with mechanisms for gender mainstreaming, accompanied by budgetary provisions.

49. **Success Factors.** TA 3327 demonstrates that with (i) early identification of the key constraints; (ii) early, objective analysis of achievable goals and revision of the objectives; and (iii) responsive, efficient, and participatory management by the mission leader and team leader, a TA design, although ambitious, after revision could be successful and achieve beyond its objectives.

50. **Timing of Loan Proposal.** TA 2503 resulted in a loan project proposal that was well matched to the needs of Cambodia for skill development and employment promotion, but was not feasible, being premature in relation to the political and institutional environment at the time it was proposed. This was recognized by ADB and MOWVA, and failure was averted.

## C. Follow-Up Actions and Recommendations

### 1. For the Government

51. **Consider Reorganization of MOWVA.** To become a catalyst and facilitator for gender mainstreaming, MOWVA needs to achieve high-level horizontal interdepartment information sharing and planning linkages, both within MOWVA and with its focal points in the line ministries. To enable this, the Government and MOWVA should implement the

<sup>25</sup> In 1996, the priority areas were economic empowerment, education, health, and legal protection, to which equity in decision making was added in 1999.

recommendations of TA 3327 to reorganize its structure and operational arrangements by April 2004<sup>26</sup> (Appendix 5).

**52. Review and Update the National Policy for Women.** The National Policy for Women was published in English under TA 2503 in 1996, with an explanatory framework. The subsequent reorganization of the ministry, the formulation of its five strategic priorities, and the availability of more recent gender indicators means that the English version of the policy paper needs updating. A Khmer translation of the policy itself was made under TA 3327 but has not been published. The Government and MOWVA should review the policy in consultation with all the stakeholders by April 2004. The review process should ensure that the policy reflects national priorities, and that an agreed implementation program, indicating which ministries are responsible for implementation, accompanies it. Any new policy document should be produced in Khmer.

## **2. For ADB**

**53. Build Sector Capacity for Gender Mainstreaming.** ADB should further support the design of sector projects in Cambodia that include mechanisms, accompanied by budgetary provisions, to address gender concerns and build sector capacity for gender mainstreaming. Also, ADB should consider providing TA for gender mainstreaming to those line ministries most closely associated with its country strategy and program for Cambodia.

**54. Improve the Organization of MOWVA.** Under the forthcoming TA 3947 (footnote 21), ADB should strongly encourage MOWVA, as the executing agency, to adopt the recommendations on organization made by TA 3327 to streamline the assignment of responsibilities within the senior management team and introduce changes in the way activities are coordinated, on a teamwork basis. A more comprehensive restructuring should be possible by April 2004.

**55. Give Gender Training a Sector Focus.** At present, MOWVA provides basic gender awareness training to groups of officers from different sector provincial departments responsible for a wide variety of projects. To facilitate mainstreaming and a more strategic focus on gender issues, the forthcoming TA 3947 should strongly encourage and assist MOWVA to offer separate, department-by-department gender training with a practical focus on sector gender planning. Use should be made of the Khmer versions of the relevant ADB gender checklists as tools for the development of better understanding of sector gender issues. The TA should ensure that the checklists are published and distributed widely within the appropriate ministries.

**56. Help the Government to Review, Publish, and Disseminate its National Policy for Women.** To ensure continuity of outcomes of its TA, ADB should assist the Government, under TA 3947, to review and update its National Policy for Women. This should be done in consultation and partnership with other aid agencies, NGOs, and stakeholders. The revised policy should be published in English and Khmer, and widely disseminated by the end of 2003.

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<sup>26</sup> This is in consideration of the general election scheduled for June 2003.

## GENDER-RELATED INDICATORS FOR CAMBODIA

Indicator	1995	Latest Year
<b>Social</b>		
Population (millions)	10.0	13.1 (2000)
Female (%)	—	52.0 (2000)
Male (%)	—	48.0 (2000)
Total Fertility Rate (per woman)	4.5 (1998)	5.2 (2000)
Maternal Mortality Rate (per 100,000 live births)	470 (1998)	440 (2000)
Infant Mortality Rate (below 1 year; per '000 live births)	104.0 (1998)	95.0 (2000)
Life Expectancy at Birth (years)		
Female	54.2	58.6 (2000)
Male	51.4	53.9 (2000)
Access to Health (%)		
Female	—	66.0 (2000)
Male	—	81.0 (2000)
Households Headed by Women (%)	—	30.0 (2000)
Landless Families Headed by Women (%)	—	50.0 (2000)
Adult Literacy (%)		
Female	53.0	57.1 (2000)
Male	80.0	79.8 (2000)
Primary Enrolment		
Female ratio as % of male ratio	81.3	88.0 (1998)
Secondary Enrolment		
Female ratio as % of male ratio	58.8	54.0 (1998)
Gross Tertiary Enrolment		
Female ratio as % of male ratio	—	29.0 (1998)
<b>Employment</b>		
Senior Managers and Decision Makers (%)		
Female	—	9.0 (2000)
Male	—	91.0 (2000)
Agriculture and Fishery Workers (%)		
Female	—	54.0 (2000)
Male	—	46.0 (2000)
Garment Workers in Phnom Penh (%)		
Female	—	90.0 (2000)
Male	—	10.0 (2000)

— = not available.

Sources: Ministry of Women's and Veterans' Affairs; United Nations Development Programme. 1995 and 2002.  
*Human Development Report*. New York.

## HISTORY OF WOMEN-RELATED GOVERNMENT INSTITUTIONS IN CAMBODIA

1. The Ministry of Women's and Veterans' Affairs has its historical roots in the Women's Association of Cambodia established in 1988.<sup>1</sup> The Women's Association of Cambodia had linkages from the village to the national level. The new government in 1993 established a Secretariat of State for Women's Affairs (SSWA) after a national women's congress, which absorbed and combined most existing women's groups. SSWA's mandate was to (i) develop and promote policies to advance women's welfare, and (ii) formulate and implement targeted programs that did not fall under other sector ministries.

2. In 1994, SSWA had four departments: women's rights, women's health, women in development, and research. It listed its basic tasks as advisory, coordination, gender and skills training, and participation in the implementation of village-based action programs. A 1995 study notes that, although SSWA saw itself as a catalyst for enabling other ministries to address women's issues, women's issues continued to be referred to SSWA.<sup>2</sup> The Government provided a minimal budget, SSWA worked in cooperation with nongovernment organizations, and its programs were assisted by external aid agencies. SSWA formulated a plan to establish women in development employment skill training centers in every province. Only eight became operational, established with assistance from the Embassy of Japan.<sup>3</sup> Although SSWA was an active participant in an interagency study of the impact of socioeconomic transition on women; undertook many local public awareness campaigns; and took part in international events, including the Fourth World Conference on Women in Beijing (1995), its management and technical capacity to fulfill its mandate was weak, as most of its staff had low levels of formal education.

3. In January 1996, SSWA was upgraded into the Ministry of Women's Affairs (MOWA), with a similar mandate to that of SSWA. MOWA had 22 provincial offices in 19 provinces and 3 municipalities. There were 160 staff at central level and 376 at the provincial and municipal levels. MOWA produced a position paper on its national strategy for women, based on the Beijing Platform for Action. The strategy was linked to four priority areas: education (particularly nonformal and literacy training), health (particularly improved access to services), legal protection (including trafficking, domestic violence, and legal review of the status of women in relation to the Civil Code, land law, and family and inheritance laws), and economic empowerment of women.

4. From 1999, under the Second Mandate,<sup>4</sup> the scope of responsibilities of MOWA was broadened to include veterans' affairs, and it was redesignated the Ministry of Women's and Veterans' Affairs in October 1999. The four priorities were extended to include veterans, and a fifth priority concerning decision making was added to ensure that women and veterans are able to benefit equitably from all aspects of social, economic, and political decision making.<sup>5</sup> In 1999,

<sup>1</sup> Until 1988, it was known as the Revolutionary Women's Association of Kampuchea, a mass party organization mobilizing women for various activities including literacy training, fund raising, battlefield support, and assisting war widows.

<sup>2</sup> Ledgerwood, Judy L. 1996. *Women in Development: Cambodia*. ADB Country Briefing Paper. Manila.

<sup>3</sup> Located in Kampong Speu (two centers), Kampong Chhnang, Kampong Cham, Kandal, Kampot, Preah Vihear, and Pursat provinces.

<sup>4</sup> The First Mandate (1993–1998) was a coalition government headed by the First and Second (Cambodia People's Party [CPP]) Prime Ministers. In 1997–1998, civil disturbances disrupted the work of the Government. Following elections in July 1998, and under the Second Mandate from 1999, the CPP was the majority party in the Coalition Government, headed by the CPP Prime Minister.

<sup>5</sup> An outcome is the requirement that a male and a female representative of village development committees attend budgetary planning meetings of commune governments.

the first national conference on gender and development was held.<sup>6</sup> Thirty-seven national speakers from the Government and from nongovernment organizations identified gender issues and strategies for gender equity in relation to agriculture and food security, environment and natural resource management, health, education, labor and the economy, the disabled, legal and human rights, enterprise and management, politics, and governance. A second national conference on gender and development (*Securing Our Rights*) was held on 18–19 September 2002. It prepared a platform for action to secure women’s rights covering the economic rights and access to legal protection, the rights of vulnerable groups in law, and women’s empowerment at the national level.

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<sup>6</sup> *Looking Back: Moving Forward*. Proceedings of the first National Conference on Gender and Development in Cambodia, 7–9 September 1999.

## SUMMARY OF TA OUTPUTS

<b>Item</b>	<b>TA 2157-CAM: Women in Development 1994–1995</b>	<b>TA 2503-CAM: Employment Promotion for Women 1995–1996</b>	<b>TA 3327-CAM: Capacity Building for the Ministry of Women's and Veterans' Affairs 2000–2001</b>
Organizational assessment	Review of roles and functions of SSWA	Review of employment promotion role of the Ministry of Women's Affairs at all levels	Study of organization and management
Organizational development	Proposed organizational development for SSWA	Analysis of organizational development needs	Proposed plan for reorganization and restructuring of MOWVA
Policy development	Draft national policy for women	Policy review, employment promotion plan for women	5-year plan with gender objectives and implementation strategy; economic empowerment strategy, gender mainstreaming framework
Identification of skill needs	Work program for SSWA	Assessment of training programs in handicrafts, tourism, and food processing	Human resources development study and needs analysis, external and internal
Data collection	Statistical data on women in development	Microcredit labor markets, employment services	Inventory of external assistance to MOWVA
Databases	Not applicable	Labor market information system and manual courseware	Computerized financial management systems, human resource development database
System development for gender mainstreaming	Plan for implementation of national policy for women	Not applicable	Gender mainstreaming plan

MOWVA = Ministry of Women's and Veterans' Affairs, SSWA = Secretariat of State for Women's Affairs, TA = technical assistance.

## SUMMARY OF QUESTIONNAIRE AND RESPONSES

### Questionnaire

1. Where did you learn most about gender and development?
  - 1.1 From TA 3327-CAM gender specialist?
  - 1.2 From another person (who, when, where)?
2. What is the difference in meaning between “gender” and “sex”?
3. What is the difference between “women in development” and “gender and development”?
4. What does “gender mainstreaming” mean? Can you give an example?
5. What is the difference between practical and strategic gender needs? Can you give an example?
6. Do you think it is useful to know about gender for the work you do? Is it very useful, a little bit useful, or not useful?
7. Write down the reason for your thinking on question 6.

### Results of a Questionnaire Administered in Khmer to Middle Managers of the Ministry of Women’s and Veterans’ Affairs

Gender Training Source ("Where I learned most about GAD")	Total Respondents	Respondents Rated "Excellent"	Respondents Rated "Good"	Respondents Rated "Fair"
Trained under TA 3327	2	1	0	1
Trained by another source	9	3	5	1

Question	Total Answers by Quality Rating		
	Excellent	Good	Fair
What is “sex”?	5	5	0
What is “gender”?	4	8	0
What is the “women in development” (WID) approach?	3	6	2
What is the “gender and development” approach?	3	6	2
What does “gender mainstreaming” mean? Give an example?	3	4	3
What are practical gender needs? Give an example?	3	0	8
What are strategic gender needs? Give an example?	3	5	4
Why do you need to know about gender and development in your work?	3	6	2
<b>Total Responses</b>	<b>27</b>	<b>40</b>	<b>21</b>

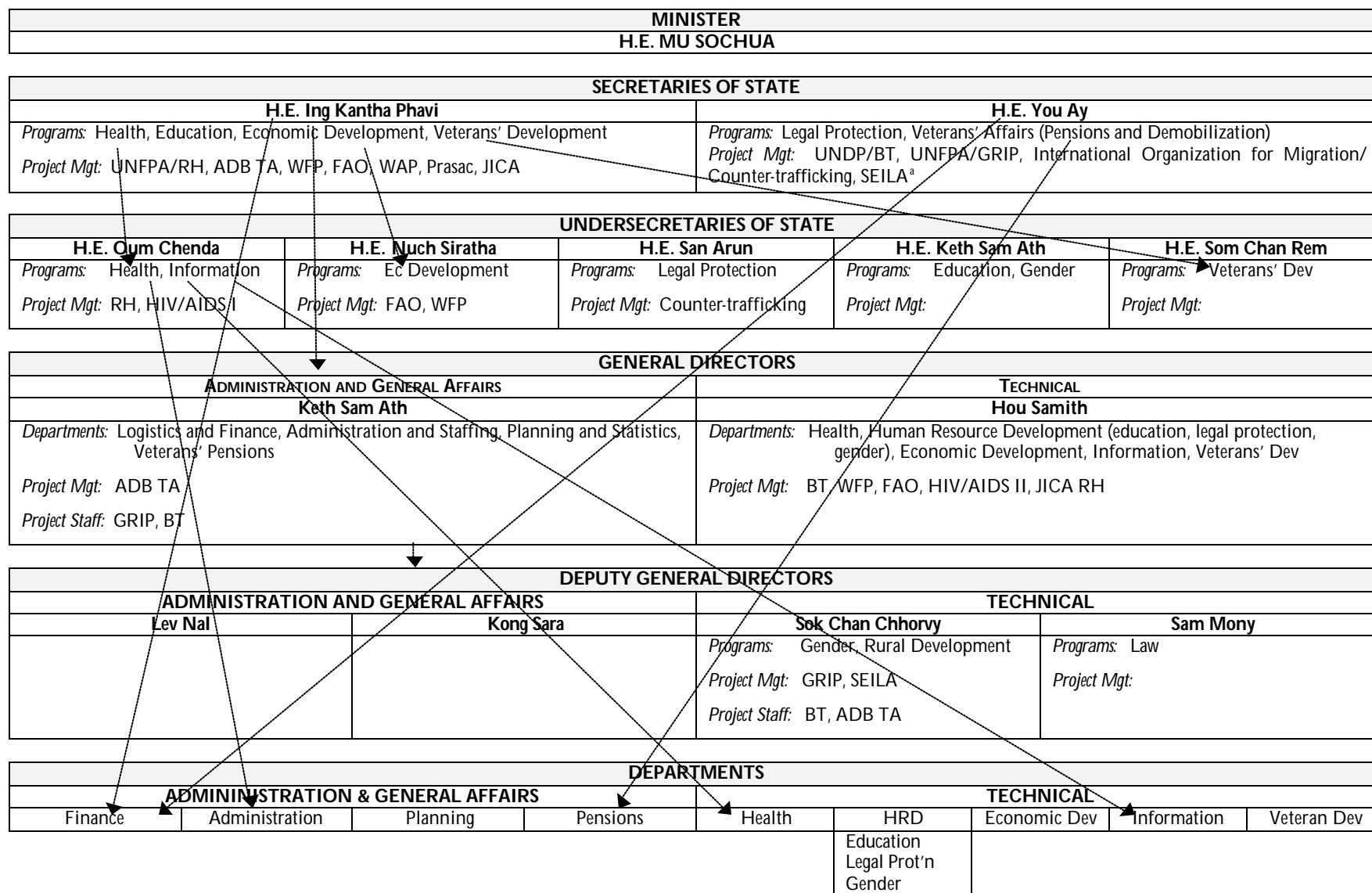
Note: Responses in Khmer translated to English by a United Nations Development Programme Partnership for Gender Equity translator.

## **ORGANIZATION OF THE MINISTRY OF WOMEN'S AND VETERANS' AFFAIRS**

1. There is a need to rationalize and consolidate existing program and project plans of the Ministry of Women's and Veterans' Affairs (MOWVA) if MOWVA is to be able to function as a coherent institution. TA 3327-CAM assessed the existing official and apparent operational structure of MOWVA as well as how responsibilities were assigned within MOWVA (Figure A5.1).

2. Major gaps were identified between what MOWVA is trying to accomplish, as summarized in the Table, and how it is organized to carry out this work (Figure A5.2). The senior management of MOWVA has agreed in principle to the recommendations on an operational structure made under TA 3327-CAM, but no ministerial approval has been given, and it is unlikely that approval will be obtained before the national elections in July 2003. Compared with the present operational structure, the proposed structure is more streamlined, and the responsible departments for the sector priorities and cross-cutting issues are clear (Figure A5.3).

**Figure A5.1: Lines of Responsibility Within MOWVA**



ADB = Asian Development Bank, BT = building together, Dev = development, FAO = Food and Agriculture Organization, GRIP = Gender Resource Information Programme, HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome, HRD = human resource development, JICA = Japan International Cooperation Agency, MOWVA = Ministry of Women's and Veterans' Affairs, RH = reproductive health, TA = technical assistance, UNDP = United Nations Development Programme, UNFPA = United Nations Populations Fund, WAP = Widows Assistance Program, WFP = World Food Program.

<sup>a</sup> Seila, meaning "foundation," is a multidonor, intersector project with funding of approximately \$70 million. Its overall objective is to support decentralization and build good governance at the provincial level, with the specific objective of enabling elected local governments at the commune level and their associated village development committees to participate in planning and implementing grassroots development.

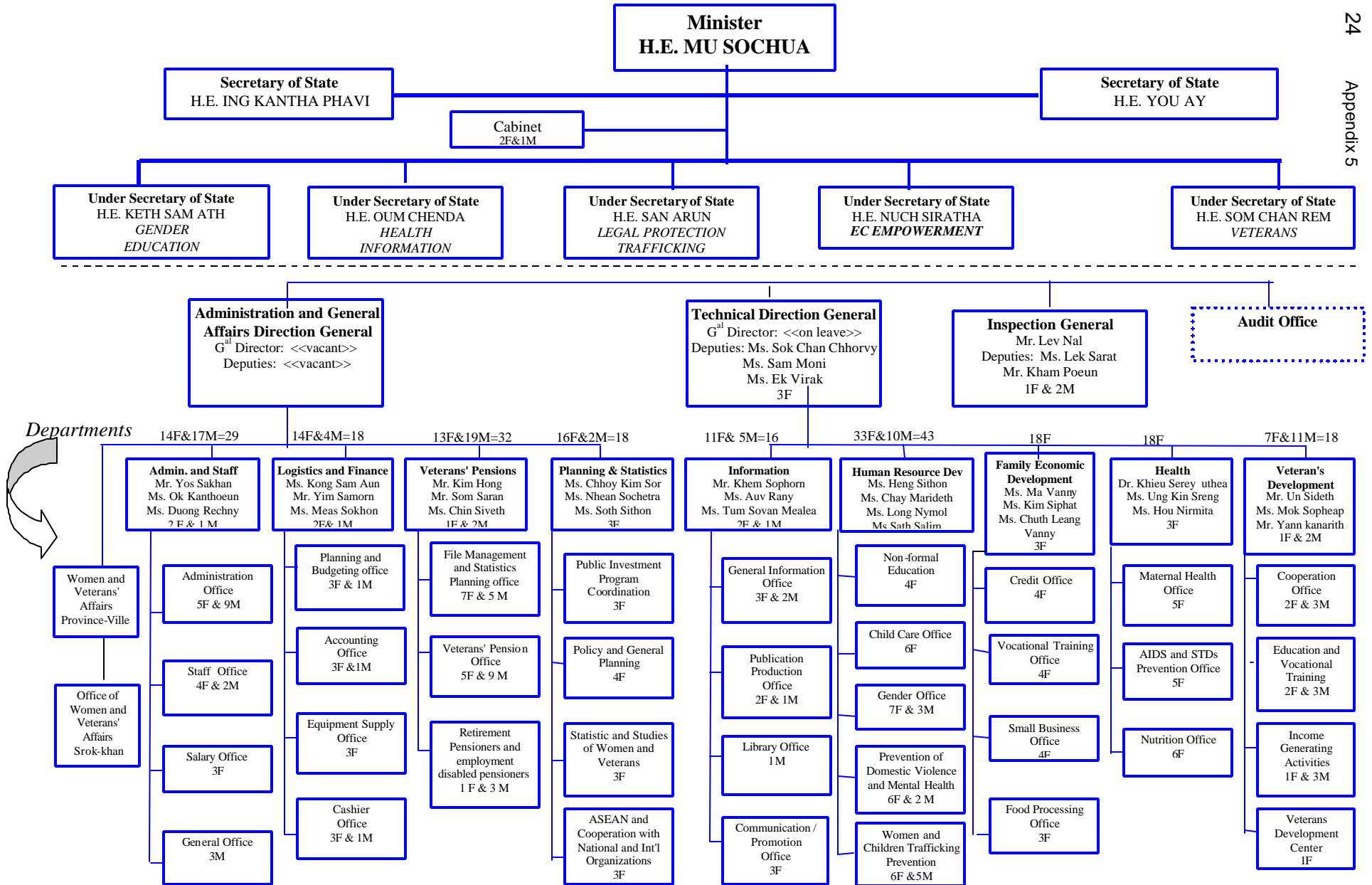
Source: Final report of TA 3327-CAM: *Capacity Building of the Ministry of Women's and Veterans' Affairs.*

## Ministry of Women's and Veterans' Affairs' 5-Year Plan (2001–2005)

Health	Education	Legal Protection	Economic Development
<p><b>Goal</b> To ensure the rights and the empowerment of women, girls, veterans, and their families, concerning access to primary health care, especially reproductive health, throughout their life cycle, based on equality and equity</p>	<p><b>Goal</b> To ensure that women, girls, and veterans receive full rights in education and skills training at all levels in order for them to become active human resources in promoting equality in society</p>	<p><b>Goal</b> To ensure that women, girls, and veterans receive full legal protection with equity in all aspects according to governmental laws and the principle that women's rights are human rights</p>	<p><b>Goal</b> To ensure the equal rights of women and veterans to access economic resources and opportunities to participate equitably in national development and poverty reduction</p>
<p><b>Objectives</b></p> <ol style="list-style-type: none"> <li>1. To promote women's awareness and use of rights to gain access to primary health care services, especially reproductive health and HIV/AIDS prevention</li> <li>2. To increase the support of leaders of related departments to facilitate the integration of gender and women's concerns into their health plans and policies</li> <li>3. To promote understanding among communities, society, and related departments of the importance of reproductive health to youth</li> <li>4. Relevant departments will provide quality health care services and rehabilitation free of charge</li> <li>5. To strengthen and expand mental health services all over the country, especially services for demobilized soldiers and women victims of domestic violence</li> <li>6. To strengthen and improve managerial and technical skills that can fulfill the above goals</li> </ol>	<p><b>Objectives</b></p> <ol style="list-style-type: none"> <li>1. To collect data on gender problems related to education inside and outside of the system</li> <li>2. To improve student school enrolment of female students continuously starting from the primary school to the university</li> <li>3. To support and participate in expanding and improving care and development of children under 6 years old</li> <li>4. To support and join with the Ministry of Education, Youth, and Sports in order to expand and improve the educational curriculum outside of the system for women, girls, veterans, and their families who do not have the opportunity to get inside the school system</li> <li>5. To promote gender equality at all levels and within every department of the educational system</li> <li>6. To promote and strengthen the ability of staff at all levels who are involved in implementing education activities</li> </ol>	<p><b>Objectives</b></p> <ol style="list-style-type: none"> <li>1. To ensure rights as legal citizens</li> <li>2. To develop policies to seek support for anti-trafficking and violence against women, girls, veterans, widows, families who lost members in war, and vulnerable victims</li> <li>3. To provide legal training at the national and provincial levels</li> <li>4. To improve legal knowledge, morals in civil society and economics, and promote anti-trafficking and migration</li> <li>5. To provide information on trafficking, migration, violence against women, children, veteran, widows, families who lost members in war, and vulnerable victims</li> <li>6. To give veterans priority and free access to public services managed by the government</li> <li>7. To push for support on drafting of laws related to veterans and domestic laws by reviewing, editing, and advocating for adoption</li> <li>8. To develop national policies on veterans, handicapped people, and families who lost members in war</li> <li>9. To push for amendment of laws and suppression of kidnapping, trafficking, and exploitation of people</li> <li>10. To push for amendment of subdecrees on trafficking and national council for women in order to adopt the law soon</li> </ol>	<p><b>Objectives</b></p> <ol style="list-style-type: none"> <li>1. To facilitate and promote equal rights for women and veterans in accessing resources, employment, markets and trade, and in control over economic resources</li> <li>2. To promote and strengthen the economic environment for women and veterans through groups and associations</li> <li>3. To promote and advocate for the elimination of discrimination in employment, ensure worker safety, and respect for the labor law</li> <li>4. To facilitate the creation of policies, plans, and projects in the economic sector that respond to gender concerns</li> </ol>

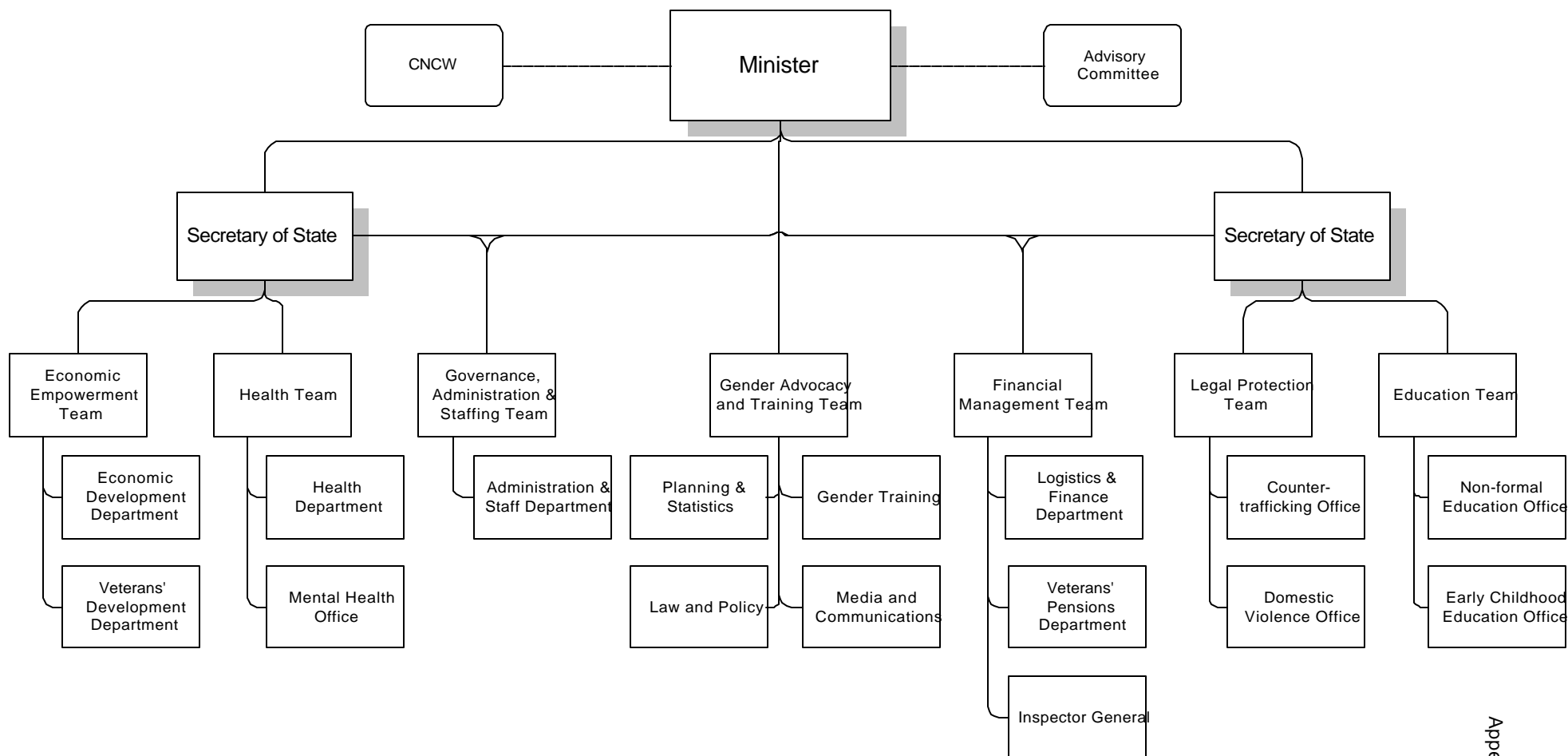
HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome.

**Figure A5.2: Official MOWVA Structure**



----- = Stations above the dotted line are political appointees; below it are civil service.  
 [Dotted Box] = The Audit Office is part of the National Audit Authority but with offices within each ministry. (This is not actually functional yet.)  
 Source: Final report of TA 3327-CAM: *Capacity Building of the Ministry of Women's and Veterans' Affairs.*

**Figure A5.3: Proposed Operational Structure (October 2001[Draft])**



CNCW = Cambodia National Council for Women.

Source: Final report of TA 3327-CAM: *Capacity Building of the Ministry of Women's and Veterans' Affairs.*

## TRAINING AND EQUIPMENT

### Table A6.1: Training Participants

Training Provided	TA 2157	TA 2503 <sup>a</sup>	TA 3327
Computer Skills	53	12	24
Office Skills	0	0	29
Advocacy	0	0	31
English Language	93	32	55
HRD Management	0	40	31
Career Counseling	0	30	0
Credit	0	40	0
Financial Management	0	0	59
Media	0	0	22
WID Policy	150	0	0
Organizational Development	50	0	0
Gender Analysis and Planning	30	0	175
Enterprise Development	0	40	42
WID Management	75	0	119
Project Planning and Implementation	15	40	37
<b>Total</b>	<b>466</b>	<b>234</b>	<b>624</b>

HRD = human resource development, TA = technical assistance, WID = women in development.

<sup>a</sup> Precise numbers are not given in reports. Indicative totals are based on the stated participation of staff from the Ministry of Women's Affairs headquarters, 21 provincial offices, five WID centers, and other agencies.

### Table A6.2: Equipment and Vehicles Procured

Description	TA 2157		TA 2503		TA 3327	
	Estimate	Actual	Estimate <sup>a</sup>	Actual	Estimate	Actual
Computer, Desktop/Laptop	9	9		5	2	5
Printer	9	9		5	1	1
Cassette Player	20	20		0	0	0
Voltage Stabilizer	10	10		0	0	0
Photocopier	6	6		1	0	1
Motorcycle	7	7		5	0	0
Telephone Line	3	3		0	0	0
Mobile Phone	6	6		0	0	0
Facsimile Machine	7	7		2	0	0
Generator	5	6		1	0	0
Audio-Visual	0	0		1	0	0
Air Conditioning Unit	0	0		2	0	0
Report Binding Machine	0	0		1	0	0
HERO Authoring Tool	0	0		1	0	0
Filing/Storage Cabinet	0	0		0	1	4
Projector	0	0		0	0	1

HERO = Higher Education and Research Opportunities, TA = technical assistance.

<sup>a</sup> TA paper did not provide quantity of motorcycles and description of office equipment to be procured.

**EXTERNAL ASSISTANCE  
TO THE MINISTRY OF WOMEN'S AND VETERANS' AFFAIRS SINCE 1999**

Donor	Program	Period	Amount Committed (\$)	TA (Advisors) Planned	Present Status
<b>Gender and Advocacy Training</b>					
UNDP/Royal Government of the Netherlands	Partnership for Gender Equity (formerly Partnership for Building Together)	3 years (2001–2003)	200,000 (UNDP) 500,000 (Royal Government of the Netherlands)	- Program Advisor - Legal Advisor (April–July 2001) - Media Advisor (January–March 2001)	Ongoing
UNFPA	Gender Resource Information Program	1 year (2000)	219,000	Program Advisor	Ended (March 2001)
UNDP Channel	Seila <sup>a</sup>	1 year (2001)	100,000 (provincial and national)		Ongoing
UNFPA	UNFPA Subprogram on Advocacy (Preparatory Phase)	3 months	45,800	- Advocacy Advisor (September–December 2001)	Ongoing
UNFPA +others	Main Phase	4 years (2002–2005)	2,000,000		
UNIFEM Friedrich Ebert Stiftung (an NGO)	Media Advocacy Project to Promote Participation of Women in Governance	1 year 2001 (possibly + 2 years)	50,000	Media Advisor	Proposal submitted to UNIFEM and Friedrich Ebert Stiftung
JICA	Supporting Gender Mainstreaming in the Royal Government of Cambodia	5 years		- Project Manager/ Gender Policy Specialist - Gender Information & Advocacy Specialist - Social & Gender Statistics Specialist - Social/Gender Training Specialist	Project development expert to arrive early 2002
JICA	Photography Expert	6 months (1999–2000)	—		Completed

— = not available, JICA = Japan International Cooperation Agency, NGO = nongovernment organization, TA = technical assistance, UNDP = United Nations Development Programme, UNFPA = United Nations Populations Fund, UNIFEM = United Nations Development Fund for Women.

<sup>a</sup> *Seila*, meaning "foundation," is a multidonor, intersector project with funding of approximately \$70 million. Its overall objective is to support decentralization and build good governance at the provincial level to enable local governments at commune level and their associated village development committees to participate in planning and implementing grassroots development.

Source: Ministry of Women's and Veterans' Affairs.

Donor	Program	Period	Amount Committed (\$)	TA (Advisors) Planned	Present Status
German Development Service	Media/Communication Volunteer		—	Media/Communication Advisor	Under recruitment
<b>Legal Protection</b>					
Canadian International Development Agency	Legal Advisor	February–June 2000	—	Legal Advisor	Ended
International Organization for Migration/ Government of Finland	Prevention of All Forms of Trafficking in Women and Children	3 years (2000–2003)	1,031,112	- Project Coordinator - Information Advisor (July–September 2000/June–August 2001) - Advocacy Advisor (June–December 2001)	Ongoing
GTZ/Government of Germany	Gender and Legal Protection	3 years (2002–2004)	1,500,000	- Legal Advisor mid-2001 - To be determined	To begin early 2002
<b>Health</b>					
UNFPA/AusAID	Health Education in Communities	2 years (1999–2000)	120,000		Ended (2000)
UNFPA/National Maternal and Child Health Clearinghouse	Community Birth-Spacing Program	2 years (until March 2001)	64,500	- Reproductive Health Advisor	Ended (2001)
UNFPA/MOH	Reproductive Health Outreach	2001	250,000 500,000		Component 1 under way/ Component 2 under negotiation
Joint United Nations Development Programme on HIV/AIDS via UNFPA	HIV/AIDS	1999–2000 (extended to 2001 with balance of money)	65,000 (?)		Ending in 2001
USAID	HIV/AIDS				Under discussion
<b>Economic Empowerment</b>					
ADB	TA Capacity Building and Economic Empowerment	18 months (2002–2003)	400,000		Implementation stage

ADB = Asian Development Bank, AusAID = Australian Agency for International Development, GTZ = German Agency for Technical Cooperation, HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome, MOH = Ministry of Health, USAID = United States Agency for International Development.

Donor	Program	Period	Amount Committed (\$)	TA (Advisors) Planned	Present Status
ILO	Strategic Review of the Operations of Training Centers of MOWVA	1 month (January/February 2001)	—		Completed
GTZ and ILO	Integrated Economic Empowerment, Entrepreneurship and Employment for Women in Cambodia	3 years	1,652,000		Project document prepared by ILO team. Germany/GTZ committed funding. Assessment mission early 2002.
FAO	Empowering Vulnerable Groups through Training on Village Level Food Processing	18 months (start third quarter 2001)	351,720		Agreement being finalized
FAO	Household Food Security and Family Economy	2 years	269,750		Agreement finalized November 2001
Swiss Development Corporation	Rebuilding Livelihoods in a Post-conflict Environment: Oddar Mean Chey Province	3 months	60,000		Agreement signed in June 2001  Field work started in October
British Embassy	Creating Alternative Livelihood Opportunities for Vulnerable Women through Market Development and Improvement	1 month	7		Completed
New Zealand Ministry of Foreign Affairs and Trade	Creating Alternative Livelihood Opportunities for Vulnerable Women in Poipet	6 months (start third quarter 2001)	29,900		

FAO = Food and Agriculture Organization, ILO = International Labour Organization, MOWVA= Ministry of Women's and Veterans' Affairs.

Donor	Program	Period	Amount Committed (\$)	TA (Advisors) Planned	Present Status
	through Market Improvement				
ILO/Japan	Expansion of Employment Opportunities for Women	5 years	700,000		Agreement finalized October 2001
International Organization for Migration /Government of New Zealand	Widows Assistance Project: Survey	4 months (June–October 2000)	22,000	Project Manager	Completed (2000)
Government of New Zealand	Widows Assistance Project: Implementation	3 years	225,000		Project design to be reformulated
ADB	Agriculture Sector Development Program: Project Preparation TA	6 months (January–June 2002)	—		Memorandum of understanding signed May 2001
JICA	Poverty Alleviation Advisor	2 years (1999–2001)	—	Poverty Alleviation Advisor	Completed September 2001
JICA	Textile Designer	6 months (September 00–February 01)	—	Textile Designer	Completed February 2001
German Development Service	Agronomists and Microcredit Specialist		—	Agronomist Credit Specialist	Assessment mission in December 2000. Awaiting further information.
JICA	Microcredit Specialist		—		Awaiting response
<b>Education</b>					
UNICEF	Early Childhood Education and Literacy				Ongoing
<b>Institutional Strengthening</b>					
JICA	Advisor	2.5 years (1997–1999)	—		Completed

HRD = human resource development, UNICEF = United Nations Children's Fund.

Donor	Program	Period	Amount Committed (\$)	TA (Advisors) Planned	Present Status
ADB	Technical Assistance for Capacity Building	1.5 years (May 2000–October 2001)	400,000	- Team Leader - Gender Advisor (ended May 2001) - Finance Advisor (ended April 2001) - HRD Advisor	Completed
World Bank	Economic Capacity Building Learning and Innovation Loan	2 years	—		Appraisal/negotiations under way
JICA	Senior Experts/Volunteers		—	- Administration - Financial Management - Computer Systems	Recruitment under way for administration expert
SVO Programme	Volunteers	1 year (Proposed: October 2001–October 2002)	—	Volunteers: - Planning Advisor - Labor Lawyer - Public Administration Advisor - Financial Management Specialist - Market Research Specialist - Education Planning Advisor - Resource Center Advisor	Request submitted to SVO May 2001
Australian Volunteers International	Administrative Training Volunteer			Administrative Trainer	Volunteer identified.  Terms of reference being finalized.

SVO = Singapore Volunteer Overseas.