



KINGDOM OF CAMBODIA



Cambodia Report to the General Assembly resolution A/Res/72/234 on “Women in Development”

Prepared by the Ministry of Women’s Affairs

Royal Government of Cambodia

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I. Integrating a gender perspective in national sustainable development policies and strategies (OP 2, 5, 50, and 60)

1. The Royal Government of Cambodia (RGC) has demonstrated strong commitment to gender equality principles through integration into national policy frameworks, sector strategies and action plans and Cambodian women have made significant progress along many dimensions of human development.

2. The Government Strategy (the 4th Rectangular Strategy 2019-2023) has highlighted in the priority number one on human resource development – considers strengthening gender equality and social protection as key elements. For instance, when everyone, in particular women and men are benefited from human resource development, welfare and are able to develop their full potential, this allows them to have qualifications and skills for the labor market and increase their productivity and efficiency in highly competitive environments. The government policy has specifically guided to focus on the key areas and approaches below:

- *Mainstreaming gender in the development policies and plan in all sectors and all levels*
- *Further promoting the role of women in society by way of enhancing their capacity and increasing the proportion of women in leadership position*
- *Promoting women’s entrepreneurship through expanded education, technical and vocational training for women;*
- *Uplifting social morality, the values of women and the family by investing in gender equality and strengthening partnership between stakeholders to prevent trafficking of and violence against women and children*
- *Implementing further the National Social Protection Policy Framework 2016-2025 by establishing an occupational risk scheme for civil servants and a pension scheme for workers/employees covered under the Labor Law; reforming the pension scheme for civil servants by integrating the social security operators into the social protection governance framework, in line with the implementation of the National Population Policy 2016-2030 and the National Policy on Ageing 2017-2030.*
- *Preparing the legal framework and supporting infrastructure in order to implement the new social assistance programs and widen the coverage of existing programs to provide better support to the poor and vulnerable groups and to put in place new social security schemes while expanding the coverage of existing ones to provide social protection service to every citizen.*

3. In 2016, the Government has introduced the National Social Protection Framework to ensure that “**No one is left behind**” with the goal of providing support to children and pregnant women, disabled people, elderly people, homeless people; and addressing risk protection for pensions, healthcare, job risk, unemployment, disability and issues in both formal and informal economy. This policy is also to support those living below and near the poverty line. The National Social Protection Strategy for the Poor and Vulnerable 2011-2015 identifies 17 different vulnerable groups. The National Social Protection Policy Framework 2016-2025 comprises two main pillars of Social Assistance and Social Insurance. The updated 2017 National Policy on the Elderly addresses the social welfare, healthcare, economic needs and inclusion of older adults by creating goals within government to address each of these areas.

4. Under the 2002 *Law on Social Security Schemes*, the National Social Security Fund (NSSF) was established in 2007, and the accident insurance scheme was rolled out in 2008, followed by the healthcare incentive scheme in 2016. From 2008–2017, the NSSF registered 9,318 enterprises under the accident insurance scheme covering 1,175,027 employees (820,987 women) and has provided benefits to 170,641 employees (127,309 women) who have had work-related accidents. From 2016 to 2017, 906,461 employees

(750,246 women) have been registered under the health incentive scheme, and 312,682 members (250,146 women) have used the healthcare services provided by healthcare service providers registered with the NSSF. In 2017, this scheme was extended to those working in the informal economic sector, where the majority of women work, as well as to smaller enterprises employing as few as one worker. Previously only employers with at least 8 workers were allowed to register with the NSSF.¹

5. Cambodia has localized **Sustainable Development Goals** called **Cambodia Sustainable Development Goals (CSDGs)** which put “No One is Left Behind” and addressing the needs of people based on the different targets, groups and areas in particular for the poorest group is the highest priority of the framework. All goals are defined and targeted to address all forms of gap and inequality. In particular, the specific targets are defined in CSDG 1 (End Poverty), Goal 3 (Health), Goal 4 (Education), Goal 5 (Gender Equality) and Goal 10 (Equality). In 2016, all line ministries reviewed key indicators on gender mainstreaming to include *SDG 5: Achieve gender equality and empower all women and girls*. MoWA led a series of consultative workshops that resulted in a comprehensive monitoring framework for SDG 5. This framework includes nine key gender targets and 25 indicators linked with the responsible ministries, data sources and data cycles. This information has been integrated into respective line ministries’ Gender Mainstreaming Action Plans (GMAP) and strategic plans.²

6. The *National Strategic Development Plan 2014–2018* emphasizes the cross-cutting nature of gender mainstreaming through policies and programs, and promotes the empowerment of women in all spheres, including education, economic development, legal protection, health, HIV/AIDS and nutrition. The National Strategic Plan on Gender Equality and Women’s Empowerment named “*Neary Rattanak IV*” responds to the Rectangular Strategy to empower women in the economy, education, and public leadership, dismantle negative gender behavioral norms and stereotypes, combat gender-based violence, trafficking and sexual exploitation, and further mainstream gender in policies.³

7. The Five-year Strategic Plan for Gender Equality and Women’s Empowerment 2014–2018, *Neary Rattanak IV*, incorporates the key gender themes from the Rectangular Strategy for Growth, Employment, Equity and Efficiency, Phase III, the NSDP 2014-2018, the Cambodia Millennium Development Goals (CMDG) Report 2013, and the CEDAW Concluding Observations on the fourth and fifth periodic report of Cambodia.

8. Cambodia is a good example on how high-level commitment and partnerships are instrumental to establish and strengthen the institutional gender equality architecture across Government. Since 2005, Gender Mainstreaming Action Groups were created in all line ministries. And 24 ministries and institutions, out of 28, have their own Gender Mainstreaming Action Plan (GMAP). 22 of these Plans received funds from national budget and Official Development Assistance. And we are now moving steadily forward to improve gender-responsive budgeting across Government.

9. Key government strategies include increasing the proportion of women participating in civil service through policies and programs such as the draft National Policy and Strategy for the Promotion of Women Leadership in the Civil Service (2018), the GMAP in the Civil Service Sector Phase III 2014–2018 and the National Program for Public Administrative Reform (2015–2018), the National Committee for Sub-national Democratic Development (NCDD) Strategy and Action Plan to Increase Women in Sub-National Management Positions 2017–2019 and the new GMAP of the Ministry of Interior for 2018-2023 which has a focus on strengthening capacity to deliver services at the national and sub-national level in three areas: civil, police and prison services. Embedded in each policy and plan is a strategy to develop and implement capacity

¹ Khmer Times, Nov. 7, 2017

² CEDAW/C/KHM/6, paragraph 185

³ CEDAW/C/KHM/6, paragraph 189, 191

development programs for women on leadership, advocacy, negotiation, and gender mainstreaming to strengthen their capacity to fulfill their leadership roles.

10. In addition, MoWA and the Ministry of Economy and Finance will continue their work under Neary Rattanak V to collaborate with all line ministries to ensure they receive national budget for gender mainstreaming through integrating gender in strategic plans, annual action plans and budgets in line with gender-responsive budgeting processes. An important aspect is both strengthening MoWA's capacity for planning, monitoring and evaluation and sector-specific gender analysis and gender mainstreaming as well as strengthening the GMAGs' capacity to integrate gender equality into line ministries' policies, plans and budgets.⁴

11. Currently, Royal Government of Cambodia is in the process to formulate 03 key documents: 1) National Policy on Gender Equality, 2) the 5th Gender Equality and Women's Empowerment Strategic Plan (2019-2023) and the 3rd National Action Plan to Prevent Violence Against Women (NAPVAW). **“No one is left behind” and incisiveness is the cross-cutting issue of all these key documents.**

12. The first National Gender Policy has been formulated to provide a longer-term policy framework for gender equality in line with the Sustainable Development Goals (SDGs). The policy includes a definition of gender discrimination, based on CEDAW, as “providing differential treatment to individuals on the grounds of their sex. This involves systemic and structural discrimination against women or men in the distribution of income, access to resources, and participation in decision-making.” The National Gender Policy will be finalized in 2019.

13. The 5th National Strategic Plan called Neary Rattanak V (2019-2023) is currently under development and will be finalized in 2019, in line with the Rectangular Strategy for Growth, Employment, Equity and Efficiency, Phase IV the National Strategic Development Plan (NSDP) 2019-2023, and the CSDGs Framework. Neary Rattanak V will incorporate findings and recommendations from the 2018 Cambodia Gender Assessment thematic papers currently under development as well as relevant CEDAW Concluding Observations on the fourth and fifth (and upcoming sixth) periodic reports of Cambodia.

II. Promoting active labour market policies on full and productive employment and decent work for women, eliminating gender-based discrimination in labour markets and enacting and enforcing minimum wage (OP 23, 25 and 29)

Strengthened gender-responsive active labour market policies and programmes

14. The National Employment Policy 2015–2025 provides a framework to improve the livelihoods and dignity of people, promote social harmonization, create decent job opportunities, increase work productivity, and enhance skill and human resource development. Key measures include assessing the employment needs of both men and women at the sectoral and sub-sectoral levels, promoting employment through enterprise development, and transforming informal sector businesses into more formal businesses.

15. The government is providing employment services at the national and sub-national levels through the National Employment Agency (NEA), technical and vocational training programs, and registered private recruitment agencies. In 2016, 116,583 women (55.03% of the total) were provided jobs through the NEA while more than 1.15 million Cambodians were provided with employment services to work overseas.

16. The National Policy on Technical and Vocational Education and Training (2017-2025) was launched in October 2017. From 2014–2016, the Ministry of Labour and Vocational Training (MoLVT) conducted

⁴ Neary Rattanak IV

training courses regarding industrial, technical, handicraft, services, tourism and agricultural skills for 43,195 people and provided career and job services to 99,708 people, including 66,508 females.⁵

Decent Work and Improved Working Conditions

17. The RGC's long-term goal is to create jobs and ensure improved working conditions,⁶ which directly contributes to economic empowerment of women. According to the Global Gender Gap Index 2018, Cambodia scores quite high in female to male labour force participation at 0.93. The percentage of women in wage work increased from 39.3 percent in 2014 to 45.4 percent in 2017, compared to men (49.1 percent in 2014 and 56.6 in 2017).

III. Eliminating gender-based occupational segregation and gender wage gaps, and improving recruitment, retention and promotion policies for women (OP 25, 29, 31 and 48)

18. The Constitution guarantees women's rights to equal employment opportunities and equal payment, assigns housework equal value as work outside the home, and prohibits the exploitation of women in employment (Articles 36 and 45). The 1997 Labour Law prohibits discrimination on the account of sex in hiring, work assignment, training, advancement, promotion, remuneration, social benefits, and discipline or termination of employment contracts (Article 12), and the Criminal Code penalizes discrimination related to employment (Article 267).

19. The Constitution (Article 46) recognizes maternity as a social function and guarantees women's rights to leave and benefits, as outlined by measures to protect women's maternity rights defined in the 1997 Labour Law. These rights include leave entitlements (90 days), wages (half pay) and perquisites, additional one hour per day for breastfeeding, and restrictions on heavy labor following return to work.⁷ Female public service officials are entitled to three-month maternity leave with full pay, and those with children under 1 year of age are entitled to leave work one hour early with full pay.⁸

20. The first *Operational Strategy for Women's Economic Empowerment (2014-2018)* builds on the *MDG Acceleration Framework Cambodia Action Plan 2013-2015*, which prioritizes the enhancement of micro, small and medium enterprises led by women.

21. In 2014, the labour force participation rate was 83 percent, 78 percent for women and 88 percent for men. This is a slight decline from 80 percent for women in 2009. The total unemployment rate for both women and men (0.1 percent) is very low but this statistic does not adequately capture the issues of unemployment or underemployment in Cambodia.

22. In 2015, employment of women in the wage sector was 42.2 percent and employment of women in the agriculture sector was 45.7 percent. The proportion of women employed in the industrial sector decreased to 45.5 percent in 2015 from 73.7 percent in 2010. In services, women represent 32 percent of the labour force.

23. For Phnom Penh, the share of employment for women aged 18 and above in the industrial sector is higher than other areas, 54 percent compared to 44 percent in other urban and rural areas. The share of employment for women aged 18 and above in the service sector is higher for urban areas than rural areas, 38 percent compared to 30 percent.

⁵ CEDAW/C/KHM/6, paragraph 239

⁶ RGC NSDP 2014-2018

⁷ Articles 182–184, 1997 Labour Law.

⁸ CEDAW/C/KHM/6, paragraph 197

24. The percentage of women who are self-employed or work for themselves without wages was 54 percent in 2014, a slight increase from 52 percent in 2009, and higher than men (45 percent). The share of women as unpaid family workers decreased to 6 percent in 2014 from 24.5 percent in 2009 at similar rates as men (5 percent and 22 percent respectively).¹

25. Under the 2002 *Law on Social Security Schemes*, the National Social Security Fund (NSSF) was established in 2007, and the accident insurance scheme was rolled out in 2008, followed by the healthcare incentive scheme in 2016. From 2008-2017, the NSSF registered 9,318 enterprises under the accident insurance scheme covering 1,175,027 employees (820,987 women) and has provided benefits to 170,641 employees (127,309 women) who have had work-related accidents. From 2016 to 2017, 906,461 employees (750,246 women) have been registered under the health incentive scheme, and 312,682 members (250,146 women) have used the healthcare services provided by healthcare service providers registered with the NSSF. This scheme is being extended to those working in the informal economic sector.

26. One good example in the private sector, Cambodian Federation of Employers and Business Associations (CAMFEBA) supported by ILO has developed and disseminating the Code of Practice and Guidebooks for Employers on Promoting Equality and Preventing Discrimination at the Workplace in Cambodia with their members and private sector.

27. In the public sector, the Ministry of Civil Service (MCS) has issued guidelines for a 20 to 50 percent quota for women in the annual recruitment of staff to work in public institutions and has set a target of 42 percent women civil servants and 25 to 30 percent of women in decision-making positions by 2022. Another relevant regulation is the MCS Guideline 2202 *on procedures of appointment, movement, and termination of sub-national civil servants*, in which: (i) all appointments must consider and prioritize female or disabled civil servants; (ii) at least 2 candidates must be evaluated for each vacant position; and (iii) the Board of Governors is to reach a consensus on the selection of the most suitable candidates.⁹

IV. Accelerating the transition of women from informal to formal employment through access to decent work, social protection, quality childcare, and education and training, including for migrant women workers and domestic worker (OP 10, 22 and 40)

Gender responsive social protection

The Royal Government has developed and implemented a comprehensive Social Protection Policy Framework 2016-2025, in response to national development priorities and including restructuring of the management institutions. Specifically, the government is implementing the food reserve program, school feeding program, scholarship program for poor students with 60 percent for girls, and cash support for pregnant women and children of poor families as part of the social assistance program. In addition, the government has put in place (rolled out) the health equity fund, expanded the national social security on health care and occupational risks for workers and employees under the Labour Law, rolled out a health insurance scheme for civil servants, retirees and veterans and established the Persons with Disabilities Foundation.¹⁰

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⁹ Final CGA 2018, Women in Public Service and Leadership

¹⁰ RS IV, page 25

have been registered under the health incentive scheme, and 312,682 members (250,146 women) have used the healthcare services provided by healthcare service providers registered with the NSSF. In 2017, this scheme was extended to those working in the informal economic sector, where the majority of women work, as well as to smaller enterprises employing as few as one worker. Previously only employers with at least 8 workers were allowed to register with the NSSF.¹¹

Promoting decent work for paid care workers, including migrant workers

28. In 2015, the MoLVT, with support from UN Women and ILO, conducted two sessions to raise awareness on the ILO Convention on Domestic Workers (No. 189) and Recommendations No. 201 with 140 participants from different line ministries, enterprises, CSOs and development agencies. In addition, tri-partite consultations were held to develop a roadmap to identify priority actions towards implementing the Convention. In April 2018, the MoLVT issued Prakas No.235 on Working Conditions for Domestic Workers in Cambodia. The Prakas defines what constitutes domestic work, and includes a description of tasks and responsibilities, the minimum age (18 years and 15 years for light duties), requires written contracts, days off and paid public holidays as per the Labour Law. Employers are required to register their domestic worker with the NSSF.¹²

29. In 2015, the MoLVT held two workshops (140 participants) to promote awareness on the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. The RGC has issued Sub-Decree No. 190 on *The Management of Sending Cambodian Workers Abroad through Private Recruitment Agencies*, and its related *Prakas* and legal regulations, and has secured bilateral agreements on labour migration with other countries.¹³

30. The second *Labour Migration Policy for Cambodia 2015–2018* sets out a framework for effective governance of labour migration, empowerment and protection of the rights of female and male migrant workers, and enhancement of the impact of migration on development. The MoLVT is developing guidelines for the identification and referrals of victims of human trafficking, and has established a Labour Migration Information System (LMIS) with support from partner organizations to collect sex and sector-disaggregated data on the number of Cambodian workers that migrate through regular channels.

31. Cambodian women migrate largely to Thailand and Malaysia, primarily to work in manufacturing, hospitality, domestic work and agriculture, sectors which are the lowest paid and most likely to work without documents.¹⁴ The MoLVT issued eight *Prakas*¹⁵ in 2013 to supplement the implementation of Sub-Decree 190 on *The Management of Sending Cambodian Workers Abroad through Private Recruitment Agencies*. These regulations aim to increase the government's effectiveness in the management of labour migration and companies as well as the processing and resolution of complaints. The legal requirements for establishing and operating Private Recruitment Agencies (PRAs), including minimum standards, penalties, rewards and responsibilities towards migrant workers are defined, including the MoLVT complaint mechanism and standards for inspections for PRAs. In addition, Migration Resource Centers have been established in four provinces to assist migrants and their families. With the support of the International Labour Organization (ILO), a curriculum for pre-orientation was developed and endorsed by the government.

32. The government has integrated the topics of labour migration and human trafficking, including safe migration, recognizing signs of human trafficking, and tricks of brokers, into the permanent agenda of the

¹¹ Khmer Times, Nov. 7, 2017

¹² MoLVT Prakas No. 235, 29 April 2018

¹³ CEDAW/C/KHM/6, paragraph 131

¹⁴ ILO; IOM. 2017. *Risk and rewards: Outcomes of labour migration in South-East Asia* (Bangkok)

¹⁵ Prakas: 045/13, 046/13, 047/13, 249/13, 250/13, 251/13, 252/13, 253/13.

‘Safe Village, Safe Commune’ public forum. The aim is to strengthen government officials and citizen participation at multiple levels in the prevention of trafficking and dissemination and implementation of laws and policies to combat human trafficking and provide justice for victims. A total of 57,277 dissemination activities involving 8.24 million participants (3.84 million females) took place from 2013–2016.

Gender Parity in Basic Education

33. The female literacy rate for the key age group 15-24 has increased from 91.3 percent in 2013 to 95.7 percent in 2017.¹⁶ The overall adult female literacy rate has increased from 74.4 percent in 2013 to 78.1 in 2017 and the male literacy rate was 87.7 percent in 2013 and 87.3 percent in 2017.

34. Solid progress has been achieved in primary school enrollment from 97 percent in 2012/13 to 98.4 percent in 2015/16, and gender parity has been achieved at primary level (1:1 ratio). Overall completion rates at primary school increased to 84.1 percent in 2015, with girls’ rates higher than boys at 86.6 percent. In 2017-18, primary gross enrolment rate (GER) was 97.8 percent, and slightly higher for girls at 98.1 percent.

35. The Gender Parity Index (GPI) between 2012-13 and 2016-17 for GER and teaching staff at all 3 levels of basic education, primary, lower secondary school (LSS) and upper secondary school (USS), show improvements in GER at primary level from 0.94 to 0.98, and much more dramatic changes in favor of girls at LSS from 1.02 to 1.14 and in particular for girls in USS from .93 to 1.13. There have also been significant increases in women teachers at primary level, and minor shifts at USS.

Table 1: Gender Parity Index in Basic Education

Gender Parity Index (GPI)	2012/13	2016/17
GPI General Enrollment Rate Primary School	0.94	0.98
GPI GER Lower Secondary School	1.02	1.14
GPI GER Upper Secondary School	0.93	1.13
GPI teaching staff Primary School	0.97	1.26
GPI teaching staff LSS	0.63	0.77
GPI teaching staff USS	0.60	0.65

Source: Ministry of Education, Youth and Sport (2014, 2018): *Public Education Statistics and Indicators 2012-2013, 2016-2017*. Phnom Penh.

Quality Education, training and life-long learning for women and girls

36. The MoEYS Education Strategic Plan 2014–2018 has two main gender equality policies: a) Ensuring equitable access for all to education services, and 2) Enhancing the quality and relevance of learning. The Child Friendly School Policy implemented at primary and lower secondary schools to improve the learning environment, includes safety and security for students and promoting awareness within communities on the importance of education for girls.

37. From 2013–2016, the number of lower secondary schools in communes/sangkats and upper secondary schools in districts/khans increased from 1,622 to 1,684 and 433 to 463 respectively, and 50 percent of lower secondary schools were upgraded to upper secondary schools. Through the national budget, the government policy to provide scholarships for poor students covers 809 lower secondary schools with 70,494 students (60.1 percent female) and another 120 upper secondary schools with 3,600 students (60 percent female). The number of dormitory buildings for students and teachers increased from 7 to 30 in the academic year 2016/17, with capacity to reach 3,788 students. Forty-five percent of the 2,418 students staying in the dormitories are

¹⁶ NIS, MoP (2018): *Cambodia Socio-Economic Survey 2017*. Phnom Penh.

female and this increased to 87 percent of the 938 new students, demonstrating a commitment by the government to support women and girls' access to higher education.¹⁷

38. MoEYS has implemented key policy actions of medium-term salary reform for 2015–2018. The minimum salary for teachers increased from 400,000 riels in 2013 to 950,000 riels in 2017, and will increase to over 1 million riels in 2018. The lowest-ranking teachers working in remote and disadvantaged areas receive a salary of more than 1 million riels. The salaries of basic education teachers and new highest-ranking teachers increased to over 1 million riels in 2017. Incentives for teachers working in remote and disadvantaged areas increased from 80,000 riels to 100,000 riels and 120,000 riels, depending on the location. Contracted teacher's salaries have increased to an average of 660,000 riels per month, and the allowances for contracted staff increased from 140,000 to 500,000 riels per month. The overtime allowances for extra hours and shifts have doubled since April 2017.¹⁸

39. In line with the Policy on Technical Education, MoEYS prepared a master plan on Technical Education development in 2014 and followed up with a technical education curriculum and curriculum standards in 2016 to better serve student and community needs. In secondary schools, vocational training and life skill programs have been upgraded to better equip female students, including those who may not continue with higher education. In 2015, a mechanism for career counseling for secondary students was introduced, including the training of teachers.¹⁹

V. Preventing and eliminating all forms of violence, discrimination, and sexual harassment against women at work, and providing remedies, and support and services for victims and survivors of violence and harassment (OP 14, 32 and 33)

40. The Second National Action Plan to Prevent Violence Against Women 2014-2018 (NAPVAW II) is the key policy framework to end violence against women and girls. NAPVAW II identifies three priorities: a) domestic violence, b) rape and sexual violence, and c) violence against women with increased risk and includes five strategies: primary prevention, legal protection and multi-sectoral services, policies and laws, capacity building, and monitoring and evaluation (M&E). It includes a focus on women, peace, and security, as compliance to the internationally committed promises to implement the United Nations Security Council Resolution (UNSCR) 1325²⁰.

41. NAPVAW II recognizes that increased coordination at all levels with all relevant stakeholders is essential to reducing VAW. The draft *Preventing Violence Against Women and Girls — A strategy to implement prevention priorities in the NAPVAW* was developed in 2017 to enhance coordination efforts. Under NAPVAW II, multi-sectoral Coordinated Response Mechanism (CRM) networks, involving relevant government departments and officials (health, police, justice, social affairs, and local authorities), were established in eight provinces in 2016 and 2017 to facilitate effective, efficient and timely responses for GBV survivors. In 2016, the *Referral Guidelines for Women and Girl Survivors of GBV* and the Implementation Mechanisms was completed, and training on the guidelines was conducted in seven provinces. In 2017 and 2018, service providers at the sub-national level were further capacitated on case management and health sector responses to GBV including forensic examination.²¹

42. In November 2016, MoWA and the Ministry of Justice (MoJ) issued a *Prakas* assigning MoWA and PDWA officials as Judicial Police Officers (JPOs) with the authority and legal competency over the

¹⁷ Ibid, paragraphs 104, 108, 109

¹⁸ CEDAW/C/KHM/6, paragraph 120

¹⁹ ESP 2014–2018, page 36.

²⁰ CEDAW/C/KHM/6, paragraphs 33, 34

²¹ Ibid, paragraphs 57, 58

administrative area of the DV Law.²² MoWA trained the JPOs on legal procedures and multi-sectoral reconciliation processes to legally protect women's rights and continued disseminating the DV Law, reaching 2,899 people (1,970 female). In 2016, *A Minimum Standard for Basic Counseling for Women and Girl Survivors of Gender-Based Violence* document was finalized to ensure the application of a client-centered human rights approach in delivering services to GBV survivors. The rollout of the guidelines and training for service providers was conducted in seven provinces and a nation-wide training plan is being developed.²³

43. Under NAPVAW II, excellent progress has been made in developing policies and guidelines for the prevention and responses to gender-based violence, including establishing coordination mechanisms, training service providers, and implementing pilot programs. As part of prevention of violence programs, the Positive Parenting Strategy and Toolkit developed in 2015 and piloted from 2016-2018 by MoWA and development partners, to promote non-violent forms of child discipline and protect children from violence practices is an opportunity to influence the gender norms of parents, men and boys and provide alternatives to violence.

44. Building on successes, NAPVAW III will strengthen the legal and policy environment to protect women and girls and prevent gender-based violence against women and girls, including strengthening the implementation of prevention and responses to GBV. Prevention of GBV is a long-term objective, which involves the national strategy on the prevention of violence against women and girls, as well as advancing initiatives for long-term positive change in gender relations. This includes addressing negative social norms that tolerate and perpetuate violence against women and girls such as expanding primary prevention of all forms of violence programming targeting social norm change, implementing the updated multi-sectoral strategy, promoting positive masculinities, addressing factors that increase all women's risk for violence and exploitation, addressing pornography as form of violence, as well as continuing to build understanding of the evolving situation of trafficking in women and girls and good practices in prevention and response. Further strengthening of responses to survivors of GBV include implementing the Minimum Standards of Essential Services, ensuring these services are accessible to all survivors of GBV, and increasing access to justice for women and girls through the formal legal system.

45. Women have equal rights to seek legal defense from the Bar Association of the Kingdom of Cambodia (BAKC) as per the Constitution (Article 39), and there are provisions for legal assistance for poor people who cannot afford to pay fees. The BAKC has continued to institutionalize gender-sensitive legal service training at the Lawyer's Training Center. The legal aid policy was drafted by the working group established by the Ministry of Justice in late 2017 comprising all relevant governmental institutions, as well as lawyers, academia and civil society organizations. The draft policy includes specific provisions on the need to ensure adequate, specialized legal aid for women. The policy is expected to be adopted by the Minister of Justice and the Council of Ministers in 2019.

46. The national budget allocated by the MoJ to the BAKC for the provision of lawyers and legal services for the poor increased from 300 million riels²⁴ in 2014 to 400 million riels in 2016, and to 900 million riels for 2018. The number of poor women receiving legal assistance increased from 106 in 2014 to 233 in 2016.

47. Since 2012, the RGC has allocated a budget of 200 million riels per year to the Cambodian National Council for Women (CNCW) to support access to legal services for female victims of all forms of violence. This budget increased to 500 million riels in 2018. This budget is provided to the JPOs of the Provincial Departments of Women's Affairs (PDWA) who are responsible for the implementation. From 2012–2017, the JPOs assisted 283 female survivors of violence to access legal services through the CNCW budget package. In addition, some non-governmental legal aid organizations provide pro-bono services for GBV survivors.

²² Prakas No. 165, MoWA and MoJ, November 2016

²³ CEDAW/C/KHM/6, paragraphs 60, 61; Draft VNR May 2019, page 42

²⁴ 4000 Riels = 1 USD.

48. Under NAPVAW II, multi-sectoral Coordinated Response Mechanism (CRM) networks, involving relevant government departments and officials (health, police, justice, social affairs, and local authorities), were established in eight provinces in 2016 and 2017 to facilitate effective, efficient and timely responses for GBV survivors. In 2016, the *Referral Guidelines for Women and Girl Survivors of GBV* and the Implementation Mechanisms was completed, and training on the guidelines was conducted in seven provinces. In 2017 and 2018, service providers at the sub-national level were further capacitated on case management and health sector responses to GBV including forensic examination.

49. The *National Guidelines for Managing Violence against Women and Children in the Health System* were completed in 2014 and *the Clinical Handbook for Women Subject to Intimate Partner or Sexual Violence* were completed in 2015 by the Ministry of Health. Training on these guidelines and clinical handbook is being rolled out nationally.

50. NAPVAW II includes coordination efforts with police, local authorities, communities and other stakeholders for the implementation of the 2010 Village/Commune Safety Policy Guideline, which includes actions to combat and prevent trafficking of women and children, domestic violence, and other forms of VAW. Protocols have been reviewed to be more gender-responsive and include prevention of rape and protection of survivors.

VI. Promoting the reconciliation of work and family responsibilities by recognizing, valuing, reducing and redistributing women's disproportionate share of unpaid and domestic work, increasing flexibility in working arrangements, such as part-time work, and making sustained investments in the care economy to expand access to quality childcare and care facilities for children and other dependents (OP 10, 26, 30, 40 and 44)

Expanded childcare services

51. The Early Childhood Education program objective is to expand early childhood services for children aged from 0 to under 6 years old, especially for children from poor families, ethnic minorities and children with disabilities, with priority given for community and home-based schools. The number of pre-schools for children aged 3-5 has increased to 4,014 in 2016/17 up from 2,813 in 2012/13, with 88 percent of the pre-schools located in rural areas. Enrollment increased by 48.5 percent to 190,148 students in 2016/17, with 49.9 percent of girls, up from 128,257 students in 2012/13.²⁵

52. There has been steady progress in access to Early Childhood Education services with 64.1 percent of five-year-olds attending pre-schools in the 2015/16 school year, an increase from 56.5 percent in the 2012/13 school year. The Early Childhood Care and Development (ECCD) Policy, the National ECCD Action Plan, the ECCD National Committee, a Prakas for managing private preschools, and a Prakas for recognition of ECCD national core trainers and sub-national core trainer have laid the foundation for quality expansion of ECE.²⁶

Invested in time and labour-saving infrastructure to reduce the burden of unpaid care and domestic work on women²⁷

53. The Ministry of Rural Development has made important progress in promoting access to improved water supply and sanitation in rural areas in line with NSDP and CMDG targets. The percentage of rural

²⁵ MoEYS ESP 2014-2018; MoEYS EMIS 2016-17

²⁶ ESP 2014-2018.

²⁷ CEDAW/C/KHM/6, paragraphs 153-155, CSES 2017

population with access to improved water supply increased from 44.2 percent in 2013 to 53 percent in 2015 to 58.3 percent in 2017. Access to improved sanitation reached 70.9 percent in 2017, up from 56 percent in 2015 and 37.5 percent in 2013. A National Strategic Plan for Rural Water Supply Sanitation and Hygiene 2014–2025 was approved in January 2014. In 2016, a National Action Plan for Phase 1 (NAP) was created, and each province created their own Provincial Action Plan, with support from the World Bank, UNICEF and Plan International.

54. Ministry of Rural Development (MRD) has made important progress in rehabilitating rural roads at the provincial, district, commune and village level. The number of rural roads registered under MRD totals 45,241 kilometers. Improvements in rural road infrastructure have made travel easier for everyone, and women have better access to health centers, schools, markets and employment opportunities, thereby contributing to overall poverty reduction efforts in rural areas.

55. The National Committee for Sub-National Democratic Development (NCDD) aims to expand the participation of women at the sub-national levels. In 2015–2016, public services were moved closer to local communities via 24 One-Window Service Offices that provide a number of administrative services in 13 sectors. Women have benefited directly from these services. In 2016, One-Window Service Offices in the target areas provided a total of 609,638 administrative services such as small business registration, motorcycle registration, land registration, construction licenses and notary services.

56. The 2013 *Agriculture Census* found that women’s organizations were the most numerous out of all local interest groups, with 34 percent of villages reporting such organizations. As of 2016, 857 Agriculture Cooperatives with 87,986 members (60.4 percent women) were registered, and women are serving in the executive committees. By 2017, the number of women village veterinarians was 963 (out of 12,510 people) and they play an important role in improving the community’s skills in animal rearing and care as well as in producing animal waste for biogas. As a result, 26,450 biogases were established and about 30 percent of all users were women. The total number of biogas beneficiaries was 145,400 people (48 percent women).²⁸ For many rural women, switching to biogas has not only saved them money, but has freed them from collecting firewood and doing domestic chores are much faster, enabling them to have more free time for income-generating activities and participating in community activities.²⁹

VII. Promoting sustainable, inclusive and equitable economic growth strategies that benefit women by shifting employment from low-paid, low-skill and low-productivity sectors to more value-added activities [such as agribusiness, manufacturing, financial and business services], and ensuring that industrial upgrading linked to export expansion includes women (OP 4, 5, 6, 15, 43 and 48)

Improved quality of vocational training and life skills programs

57. In line with the Policy on Technical Education, MoEYS prepared a master plan on Technical Education development in 2014 and followed up with a technical education curriculum and curriculum standards in 2016 to better serve student and community needs. Proposed revisions to the general secondary education curriculum in 2017/2018 will strengthen links between life skills, vocational training, the labour market and higher education institutes.³⁰

²⁸ CEDAW/C/KHM/6, paragraph 262

²⁹ <https://www.unenvironment.org/news-and-stories/story/cambodia-finding-solutions-climate-change-empowering-women>

³⁰ Ibid, paragraph 112

58. In secondary schools, vocational training and life skill programs have been upgraded to better equip female students, including those who may not continue with higher education. In 2015, a mechanism for career counseling for secondary students was introduced, including the training of teachers.³¹

Institutional efforts to enhance the quality of education by training teachers

59. MoEYS has integrated gender into pre-service and in-service teacher training programs at all levels as well as for school management. Gender has been mainstreamed throughout the education system, including for teachers through teacher training programs, with students through the education curriculum, and for leaders and staff in the management and administration sections through professional development activities. MoEYS developed a draft on the teacher training system outlining standards and a conceptual paper on professional career path development for educators. The Phnom Penh and Battambang Regional Teacher Training Centers have been transformed into Institutes of Pedagogy.

60. As part of professional development, especially for increasing the capacity of female educators, MoEYS has encouraged and trained basic education teachers (in primary and lower secondary schools) to receive bachelor degrees, including upgrading the capacity of 1,700 primary school teachers (28.7 percent female), 51 existing education inspectors (21.5 percent female) and appointing 31 new female inspectors (9.6 percent). MoEYS has collaborated with development partners and NGOs to further improve the quality of teaching, especially in math and sciences, labs for science, computer and foreign languages, and library packages through the New Generation School pilot programs in selected secondary schools throughout the country.³²

Improved financial inclusion and access to credit, including for self-employed women

61. The Ministry of Rural Development (MRD) established the *National Action Plan and Provincial Action Plan for the Rural Development Sector* (2014–2018), which incorporated key elements of the MRD GMAP 2012–2016. The plan aims to eliminate gender inequality, reduce poverty and improve the living conditions and livelihoods of women in rural areas.

62. The greatest outreach of financial services in rural areas is through Micro-Finance Institutions (MFIs), with 68 MFIs registered with the National Bank and NGOs providing credit and loans. In 2017, these institutions provided over 3.99 billion USD in loans, an increase from 2.95 billion USD in loans in 2015. According to the Cambodia Microfinance Association, more than 70 percent of loans were provided to women, who now have as much access as men to financial services from both commercial and MFIs.³³

63. The Ministry of Rural Development (MRD) has expanded a micro-credit scheme with low interest rates to enable people in rural areas, especially women, to obtain loans for small businesses and agriculture activities. In 2017, the credit scheme released capital totaling 1.31 million USD to 6,035 clients (4,989 women or 82.7 percent) in 15 provinces.³⁴ Women run 65 percent of all enterprises, yet men's businesses are bigger than women's enterprises on average. Therefore, women are engaging in less profitable businesses than men, and access to financial and business development services are crucial to the growth of women's enterprises.

64. From 2013–2017, the MRD conducted trainings with rural communities on the roles of Village Development Committees (VDCs) and community development activities for 880 VDCs in 6,160 villages with 30,806 villagers, including 9,104 women (29.6 percent). Vocational training programs provided skills

³¹ ESP 2014–2018, page 36.

³² CEDAW/C/KHM/6, paragraphs 118, 119

³³ CEDAW/C/KHM/6, paragraph 149

³⁴ Ibid, paragraph 151

training and services, such as business information to support women’s rural entrepreneurs, job creation, animal raising, food processing, agricultural education and technology transfer. From 2015–2017, a total of 9,270 people have participated in trainings, including 4,481 women (48 percent).³⁵

65. In 2017, the percentage of women employed in the agriculture sector decreased to 39.0 from 43.9 in 2014, while the percentage increased for women employed in the service sectors to 35.9 in 2017 from 31.4 in 2014. In industries, the percentage of women employed increased slightly to 25.1 in 2017 up from 24.5 in 2014.³⁶

66. For wage employment, women’s share in the agriculture, industrial and service sectors is shown below for 2014 and 2017, showing decreases in agriculture and industry sectors. In 2017, women’s share of wage employment in services was significantly higher in Phnom Penh (70 percent) and urban areas (66 percent) than in rural areas (24.9 percent) compared to 2014, which were closer in range, at 38.2 percent, 39 percent and 31/6 percent respectively.

Table 2: Women’s share of wage employment by sector (18 years and older)

Women’s share of wage employment by sector	CSES 2014	CSES 2017
Agriculture	45.2%	40.1%
Industry	46.1%	24.4%
Service	34.7%	35.4%

Source: NIS, CSES 2014 and 2017

67. The garment industry has generated more than 600,000 jobs for people, 90 percent of whom are women. The monthly minimum wage for workers in the garment and footwear industry has increased steadily over the last five years from 100 USD in 2014 to 170 USD in 2018. With other benefits, workers earn between 187 USD and 198 USD per month.³⁷

Supported women’s entrepreneurship and business development activities³⁸

68. The RGC’s long-term goal is to create jobs and ensure improved working conditions,³⁹ which directly contributes to economic empowerment of women. According to the Global Gender Gap Index 2018, Cambodia scores quite high in female to male labour force participation at 0.93, while the rate of women in professional and technical positions is lower but has increased from 35 percent in 2014 to 42.7 in 2018.⁴⁰ In 2017, the labour force participation rate for women (80 percent) has remained lower than men (88 percent), while the total unemployment rate for both women and men is very low (0.1 percent).⁴¹ In 2017, more women (50.1 percent) than men (39.1 percent) were self-employed or worked for themselves without wages, which is a slight decrease from 2014 (54 percent women and 45.4 percent men). The percentage of women in wage work increased from 39.3 percent in 2014 to 45.4 percent in 2017, compared to men (49.1 percent in 2014 and 56.6 in 2017).

69. Neary Rattanak IV included a focus on Women’s Economic Empowerment with the key objective to improve women’s status in the economy, particularly in formal employment, with increased incomes, livelihoods and social protection, and equal economic and social rights and opportunities. The first *Operational Strategy for Women’s Economic Empowerment* (2014-2018) builds on the *MDG Acceleration*

³⁵ CEDAW/C/KHM/6, paragraph 152

³⁶ CSES 2014 and CSES 2017

³⁷ CEDAW/C/KHM/6, paragraph 122

³⁸ CEDAW/C/KHM/6, paragraphs 156-157

³⁹ RGC NSDP 2014-2018

⁴⁰ WEF, GGG Report 2014 (pages and 2018

⁴¹ CSES 2017.

Framework Cambodia Action Plan 2013–2015, which prioritizes the enhancement of micro, small and medium enterprises led by women. Importantly, MoWA, as a catalyst and provider of capacity development and technical advice on gender mainstreaming in the economic sector, aimed to ensure line ministries and economic actors were systematically addressing specific targeted gender gaps in their economic, business and financial services.

70. Annually, the 14 Women Development Centers (WDCs), in conjunction with the PDWA, have provided vocational skills training, which includes financial literacy, small business enterprise, and sewing/tailoring, for about 3,000 poor women. Many women have since applied their skills towards income-generating activities and obtaining employment at factories.

71. Furthermore, 399 producer and saving groups were formed with 5,629 villagers (4,860 women or 86.3 percent) in 11 provinces to expand the variety of income-generating activities. As part of the WDC vocational training program, 354 women were trained on budget management, savings and loans. These efforts have led to increases in household income and improvements in livelihood.

72. The National Employment Policy 2015–2025 provides a framework to improve the livelihoods and dignity of people, promote social harmonization, create decent job opportunities, increase work productivity, and enhance skill and human resource development. Key measures include assessing the employment needs of both men and women at the sectoral and sub-sectoral levels, promoting employment through enterprise development, and transforming informal sector businesses into more formal businesses.

73. Women entrepreneurship advocates play a vital role in contributing to the creation of gender-responsive eco-system for enterprise development as well as in bringing the priorities on women entrepreneurs to policy dialogues, national laws and regulations as well as in the design and implementation of programs. The most prominent women’s business advocates are the Cambodian Women Entrepreneurs Association (CWEA) and the Cambodian Women Business Federation (CWBF). They provide an important platform for women entrepreneurs for networking and mentoring as well as for business development and growth. MoWA was instrumental in their establishment, and will continue to collaborate and support their engagement in policy dialogue, capacity building, networking and exchanges, including in the Government-Private Sector Forum, to ensure women entrepreneurs needs and priorities are recognized.

Quality Education, training and life-long learning for women and girls

74. The MoEYS has developed and adopted the National Education 2030 Roadmap so that global targets are aligned with national policy and planning. Improved general education, vocational and competence skills, entrepreneurship, creativity and innovation and a healthy life-style are core components in Rectangle 1 of the Rectangular Strategy IV 2019-2023. In addition to strengthening the quality of education, science and technology to ensure a quality, equitable, inclusive education (Side 1), and expanding technical training to ensure “every young person has at least one-life long skill (Side 2), one of the four priority areas of Rectangle 1 is improving gender equality and social protection to enhance the social economic situation and strengthen the role of women (Side 4).⁴²

75. The Royal Government of Cambodia has initiated a number of key policies and interventions for 2019-2023. Key gender related actions include 1) systematically increasing coverage of early childcare and education to reach 82 percent, primary school completion to 91.1 percent, lower secondary school completion to 61.1 percent, Upper secondary school completion to 45 percent, TVET GER to 35 percent and Tertiary Education GER to 25 percent by 2030, 2) systematically implementing teacher reforms addressing the issues of recruitment, training, deployment, continuous professional development, mentoring/on-site support and

⁴² Draft VNR May 2019, page 16

career pathways 3) strengthening implementation and monitoring of inclusive education policies, including the provision of targeted scholarships for learners from all disadvantaged groups to ensure equity and no-one is left behind, and 4) encouraging learners to enroll in STEM education in tertiary and higher education.⁴³

Strengthened the provision of formal and technical vocational education and training (TVET) in media and ICTs, including in areas of management and leadership

76. Annually, the 14 Women Development Centers (WDCs), in conjunction with the PDWA, have provided vocational skills training, which includes financial literacy, small business enterprise, and sewing/tailoring, for about 3,000 poor women. Many women have since applied their skills towards income-generating activities and obtaining employment at factories. Information, Communication and Technology (ICT) centers have conducted training for the service providers at the 14 WDCs on computer skills and e-communication to enhance understanding of social media and technology.⁴⁴

77. From 2009 to 2015, women accounted for 21 percent of all students enrolled in formal Technical and Vocational Education and Training (TVET) programs. The proportion of women enrolled in priority sectors increased from 14 percent to 26 percent. This is skewed towards ICT/business with women accounting for 50 percent of all students studying in this sector. Women overall represent 18 percent of graduates from formal TVET programs. As of 2015-16, women represented 31.5 percent of enrolled TVET students, and almost half of those in the provinces and almost 55 percent of short course students. Women represent between 11 to 24 percent of students enrolled in certificate and higher level courses, with 22.6 percent enrolled in bachelor degree programs.

78. Currently more men than women work in the media, including in management positions, it is estimated that women represent 25 percent of media staff. Women have joined the industry in greater numbers in recent years. While male journalists had marginally greater access to training than women, the great majority of both women (83 percent) and men (86 percent) had received some training over the previous two years.⁴⁵

79. The Ministry of Posts and Telecommunications (MoPT) developed its second Gender Mainstreaming Action Plan 2014-2018, building on achievements from 2009-2013 including increased understanding of gender among ministry officials, establishing gender focal points in each department, increased percentage of women civil servants (3.85 percent) and increased participation of women in both domestic and overseas training in technical areas and management. The MoPT GMAP 2014-2018 includes 6 strategies: 1) Strengthening capacity of the gender network within the ministry 2) Continuing development of human resource and management 3) Continuing to mainstream gender in telecommunication, post and ICT, 4) Continuing to support and provide opportunity to women staff and employee in obtaining decision making position, 5) Continuing to disseminate information related to gender equality through ICT and 6) Monitoring and Evaluation.⁴⁶

Strengthened access to quality education, skills development and training

⁴³ Draft VNR May 2019, page 17

⁴⁴ CEDAW/C/KHM/6, paragraph 156

⁴⁵ Fojo Media Institute, Linnaeus University (2018): *Towards Gender Equity, Women and Media in Cambodia*. Phnom Penh.

⁴⁶ MoPT GMAP 2014-2018

80. MoEYS has developed a Gender Mainstreaming Strategic Plan 2016-2020⁴⁷. The overall goals of the MoEYS GMAP are to a) Ensure gender equality in access to education and good quality learning outcomes at all levels in both formal and non-formal education, b) Ensure the increase of women's participation in delivering education services, c) Ensure the establishment of a gender-sensitive educational environment and social behavior. Specific targets related to equal access to education measured by the gender parity index, have been met. The MoEYS Scholarship Program for Poor Students in Lower and Upper Secondary Education has a quota of 60 percent female students, which is being met.

81. The mid-term review (MTR) of the Education Strategic Plan 2014-2018 conducted in 2016, and includes updated strategies, actions, indicator targets, and a financial projection until 2020. In recognition that there is almost no bias against girls in basic education, the key measure for promoting women in education have focused on Higher Education and MoEYS staff and faculty⁴⁸.

ⁱ CSES 2014, page 70

⁴⁷ Ministry of Education, Youth and Sport (2015): *Gender Mainstreaming Strategic Plan in Education 2016-2020*, Unofficial Translation. Phnom Penh.

⁴⁸ Ministry of Education Youth and Sport (2016): *Mid-Term Review Report in 2016 of the Education Strategic Plan 2014-2018 and Projection to 2020*. Phnom Penh.