



**KINGDOM OF CAMBODIA**

**Nation, Religion, King**

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**Climate Change Strategic Plan for  
Gender and Climate Change (2013-2023)**



**Ministry of Women's Affairs**

**2013**

## Preface

The Royal Government of Cambodia and the Ministry of Women's Affairs are elevating environment sustainability as a key pillar for development. In Cambodia more than eighty per cent of people lives in rural areas and rely on rain-fed rice farming, including natural resources for their livelihoods.

Thereby, women are active in producing, processing and trading of agricultural, forestry and fishery products and supporting family members at the same time. Women also have a key role to play in the management and utilization of natural resources. Therefore, environmental sustainability relies on women's participation and knowledge which need to be considered in policy making and implementation.

In recent times, the debate on management of natural resources is closely linked to the impacts of climate change, such as floods, droughts and weather variability. These impacts create serious threats to rural livelihoods, placing more burdens on women and their families.

The Ministry of Women's Affairs expects that the Gender and Climate Change Strategic Plan (GCCSP) will actively engage line ministries and partners to address gender considerations in adaptation and mitigation of climate change and environmental sustainability.

In this regard, the Gender and Climate Change Strategic Plan (GCCSP) is formulated with the goal of contributing to the Climate Change Response Policy of the Royal Government of Cambodia. This strategy is not a stand-alone strategy but one of the cross-cutting issues which is integrated into the Cambodia Climate Change Strategic Plan and the Climate Change Strategic Plans of different sectors and line ministries.

The formulation of the GCCSP is based on analysis of gender profile and the existing national gender policies, gender vulnerability and adaptation capacities to climate change impacts and profound gender policies and strategic response to climate change. It is important to note that study on gender vulnerability to climate change impacts in Cambodia is still limited. Therefore, some limitation of the strategy can obviously be expected.

The strategic response of the GCCSP focuses on adaptation strategies that seek to respond to the immediate needs of vulnerable women and men in rural and urban areas as well as mitigation strategies that seek to reduce the Greenhouse gas emissions through promoting job opportunities and green and clean economic development.

These strategies are supported by increasing gender awareness, capacity building on climate change impacts, participation in climate change responsive policy and decision-making, research and development and financing.

To achieve the results, this 10 years term strategic plan will be implemented based on five year work plan in harmony with Neary Rattanak IV of the Royal Government of Cambodia and the key national strategies such as the Rectangular Strategy II, the Cambodia Millennium Development Goals and the National Strategic Development Plan.

The Ministry of Women's Affairs owe thanks to many who contributed directly or indirectly to the completion of this strategy. We especially thank the Ministry of Environment and the Climate Change Department for guiding the process of developing the strategy and the UNDP for financial and technical support.

It is my sincere hope that line ministries, government institutions, civil society organizations and development partners will continue their support and close cooperation for the successful implementation of this strategy, which will positively enhance welfare of Cambodian women and the Cambodian society as a whole.

Phnom Penh, 8<sup>th</sup> February 2013

**Minister of Women's Affairs  
Royal Government of Cambodia**



**MINI KANTHA PHAVI**

## **Summary**

### **of Gender and Climate Change Strategic Plan**

### **Ministry of Women's Affairs**

#### **Background**

Women and men experience climate change impacts and natural disasters differently. Women shoulder a disproportionate burden of impacts from climate change and natural disasters, and are at higher risk of death, injury, disability and displacement. This is because they have limited access to resources, are more dependent on natural resources for livelihoods, lack education and access to information, are less mobile, and are less represented in decision-making. Women also shoulder a majority of unpaid care work for family members and tend to prioritize others' needs.

But women do not have to be victims of climate change impacts and natural disasters. With the right policies, decision-making power and investments in place, they will be active agents of climate change adaptation and mitigation.

Starting with the Constitution, the Royal Government of Cambodia's (RGC) national policies and plans acknowledge the promotion of gender equality and women's empowerment. This is epitomized by the Neary Rattanak (Women are precious gems) five-year strategic plan of the Ministry of Women's Affairs (MoWA).

Over the years, significant progress has been made in gender equality and women's empowerment, institutional mechanisms and policies, laws and investments, due to high-level commitment and leadership. This is also the case for climate change adaptation and mitigation.

MoWA is a participating ministry to the formation of the Cambodia Climate Change Strategic Plan (CCCSP) which is being coordinated by the Ministry of Environment (MoE).

#### **Guiding principles**

Gender mainstreaming in the context of CCCSP will be guided by the following principles:

1. Equal participation and benefit at all levels in all issues
2. Equity and inclusion to ensure equal participation of women who are more vulnerable to climate change impacts due to the following backgrounds: rural, relying on rain-fed rice farming and/or off-farm wage labour, ethnic minority, disability, people living with HIV/AIDS and the elderly.
3. Universal human rights standards in compliance with the international human rights conventions that RGC ratified, especially the Convention on the Elimination of Discrimination Against Women (CEDAW).

#### **Approach**

Gender mainstreaming and highly targeted pilot interventions are the two major approaches of MoWA. Gender mainstreaming in the context of CCCSP will be:

1. In alignment with the relevant national policies, including the Rectangular Strategy II, the Cambodia Millennium Development Goals (CMDG), the National Strategic Development Plan (NSDP) and Neary Rattanak IV (NRIV).
2. Integrating gender and climate change considerations into all steps, tools and guidelines of national planning and results frameworks, ensuring their implementation through adequate oversight, monitoring and evaluating the results from gender perspectives.
3. Reflecting women's voices and views through their participation in all processes of the CCCSP, drawing on their valuable knowledge and shaping their potential roles in climate change adaptation and mitigation.

#### **Highly targeted interventions will be:**

1. Showcasing Cambodia's gender and climate change strategic plan on both fronts of climate change adaptation and mitigation at national and sub-national levels; and

2. The depository of knowledge, best practices and lessons learned of gender and climate change, including women's participation in decision-making.

### **Institutional mechanism**

MoWA leads and coordinates gender mainstreaming efforts across the RGC. The Gender and Climate Change Committee (GCCC) promotes gender and climate change agendas within the mandate of MoWA itself, and will lead and coordinate gender and climate change mainstreaming with line ministries and other stakeholders, in coordination with Gender Mainstreaming Action Groups (GMAGs) of line ministries.

MoWA leads and coordinates gender mainstreaming efforts in existing government reforms, most importantly Decentralization and Deconcentration (D&D), as the bulk of climate change adaptation and mitigation will take place at decentralized levels.

The Cambodian National Council for Women (CNCW) is the mechanism for coordinating and providing opinions to the RGC on matters relating to promoting the status and roles of women, and the social welfare of Cambodian women, and to eliminate of all forms of discrimination and violence against women.

MoWA engages in dialogue with development partners of the Technical Working Group-Gender (TWG-G) in order to reflect a broad spectrum of perspectives in policymaking and implementation processes. TWG-G comprises donors (bilateral and international financial institutions), United Nations agencies, international NGOs, national NGOs, the private sector, media, universities and faith-based organizations.

### **Programme directions of MoWA**

1. Implementation of Gender and Climate Change Strategic Plan;
2. Promote women into decision-making on climate change adaptation and mitigation and natural disaster management at all levels and domains;
3. Increase the level of awareness on gender and climate change, including natural disasters, within MoWA and its decentralized offices and stakeholders;
4. Increase the level of capacity of MoWA, its decentralized offices and stakeholders on gender-integrated vulnerability and capacity assessment and planning methods for climate change adaptation and mitigation, and natural disaster management;
5. Deliver targeted interventions for women with high levels of vulnerability, to strengthen their climate change adaptation and mitigation capacities and empowerment (e.g. food security, nutrition, sustainable access to clean water, urban and rural livelihoods, waste management, access to information and support group formation);
6. Research and development to increase the availability of data and information on gender and climate change; and
7. Elicit best practices and lessons on gender and climate change for scaling up learning and sharing.

MoWA also ensures, through the above institutional mechanisms, gender mainstreaming into the other participating sectors of CCCSP and cross-cutting issues of CCCSP, namely monitoring and evaluation, media, communication and knowledge management, and climate financing.



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## **Acronyms and Abbreviations**

CCD	Climate Change Department
CCCSP	Cambodia Climate Change Strategic Plan
CEDAW	Convention of Elimination of Discrimination against Women
CMDG	Cambodia Millennium Development Goal
GCCC	Gender and Climate Change Committee
GHG	Greenhouse Gas
GMAG	Gender Mainstreaming Action Group
ISDR	International Strategy for Disaster Relief
MoE	Ministry of Environment
MoP	Ministry of Planning
MoWA	Ministry of Women's Affairs
NRIV	Neary Rattanak IV
NSDP	National Strategic Development Plan
RGC	Royal Government of Cambodia
SCCSP	Sectoral Climate Change Strategic Plan
TWG-G	Technical Working Group on Gender
ARI	Acute Respiratory Infection
OCHA	Office for the Coordination of Humanitarian Affairs
LP Gas	Liquefied Petroleum Gas



## 1. Introduction

This sector review for the climate change strategic plan was compiled by the Royal Government of Cambodia's (RGC) Ministry of Women's Affairs (MoWA) which was established by Royal Decree in 2004. The mandate of MoWA is to promote and protect the rights of Cambodian women in accordance with its policy, Neary Rattanak, (currently in its third phase, 2009-2013). To meet its mandate, MoWA works with RGC line ministries through Gender Mainstreaming Action Groups (GMAG) and with other development partners through the Technical Working Group on Gender (TWG-G).

Climate Change is relatively new to MoWA's development agenda. Preceding other countries in the region, MoWA rose to address the challenges posed by gender and climate change by establishing the Gender and Climate Change Committee (GCCC) in 2011. As part of national efforts to formulate the Cambodia Climate Change Strategic Plan (CCCSP), which was initiated and is being coordinated by the Climate Change Department of the Ministry of Environment (CCD/MoE), MoWA now submits herewith the **MoWA Sectoral Review for Climate Change Strategic Plan (2013-2023)**.

This sectoral review seeks to make an assessment of climate change vulnerability and adaptation capacities from a gender perspective, and based on the findings, propose policy measures covering both adaptation and mitigation, cross-cutting agendas and institutional, organizational and human capacity development, research and development, financing, monitoring and evaluation. The sector review will analyse economic development from a gender perspective, and based on the findings, propose how gender accounts for climate change vulnerability and adaptation and mitigation.

## 2. Sector-related profile

**Gender equality matters to development:** MoWA understands that gender equality matters to development, not only as a stand-alone goal, but as an effective means to achieve the other development goals of the RGC. Cambodian women have contributed significantly to the country's economic growth. Despite this, women are less equipped to participate in development as fully and equally as men are, receive fewer benefits, have fewer opportunities and are less protected. This is particularly so for women from disadvantaged backgrounds, such as those from the poorer segments of the population, including rural, minority and disabled backgrounds. Without sound social policies in place, with commitment to inclusion and equity, to protect and promote the rights of all women regardless of their backgrounds, gender inequality will be repeated to future generations. As indicated in its national policy on gender equality, Neary Rattanak III, the RGC is committed to promoting gender equality and women's empowerment by promoting legal norms and introducing policies and programmes, resulting in improvements in the Cambodia Millennium Development Goals (CMDG). With sound policies, programmes and investment, women benefit more, and fair better, from development.

**Women's contribution to development:** Cambodian women participate in economic development across all age groups below 65 years. Table 1 shows the labour force participation rate by five-year age groups, sex and residence. Female labour force participation rates (FLPR), as reported in Labour and Social Trends in Cambodia in 2010, range from 45.2 per cent for the group aged over 65, to 88 per cent for the age group 35-44. Men's labour force participation rates (MLPR) are higher than women's in all age groups, with the exception of 15-24, where FLPR is 63.2 per cent and MLPR 57.1, indicating higher school drop-out rates for girls.

**Table 1. Labour Force Participation Rate**

	1998		2000		2001		2008	
	Male	Female	Male	Female	Male	Female	Male	Female
<b>15-24</b>	56.3	64.9	63.3	71.8	73.6	79.7	57.1	63.2
<b>25-34</b>	96.5	82.4	96.9	85	97.3	90.2	95.4	87.4
<b>35-44</b>	98.4	84.3	97.8	88.7	98.8	91	98.4	88.7
<b>45-54</b>	97.9	83.3	96.6	86.3	98	89.6	97.6	87
<b>55-64</b>	91.6	69.3	86.7	68.9	88.7	73.9	92.9	77.9
<b>65+</b>	62.6	35.2	46	22.4	52.1	27.8	68.4	45.2

Source: Labour and Social Trends in Cambodia, 2010, p.75

Women in rural areas are much more economically active than women in urban areas across all age groups. Table 2 shows the economically active rate by sex, age group and residence. About half the women for the age group 15-24 in rural areas are economically active, with the rate peaking in the age group 50-54 (91.9 per cent), after which a reduction continues over all older age groups. In contrast, about 40 per cent of women in the age group 15-24 in urban areas are economically active, with the rate peaking in the age group 30-34 (69.7 per cent). After this, a reduction continues over all older age groups; when comparing women for the age group 60-64 in both areas, the economically active participation of urban women is nearly half that of rural women (almost 40 per cent in contrast to 80 per cent).

**Table 2. Economically Active Rate**

	Urban		Rural	
	Male	Female	Male	Female
<b>15-19</b>	28.5	39.7	42.3	49.4
<b>20-24</b>	63.1	66.8	84.3	86.9
<b>25-29</b>	87.3	73.3	96.4	91.8
<b>30-34</b>	95.2	69.7	98.5	93
<b>35-39</b>	96.8	68.9	99	93.5
<b>40-44</b>	96.5	67.6	98.8	93.8
<b>45-49</b>	95.7	65.5	98.8	93.5
<b>50-54</b>	92.5	60.5	98.1	91.9
<b>55-59</b>	87.4	53.6	97.3	88.9
<b>60-64</b>	71.7	39.8	93.6	79.2
<b>65-69</b>	60.2	30.8	88.4	68.6
<b>70-74</b>	41.8	17.9	74.7	49.3
<b>75+</b>	26.1	10.9	52.9	31.4

Source: 2008 Census Results Report 8, p.32

In urban areas, both women and men are employed at the highest rates in tertiary industry, followed by secondary and primary. In rural areas the order changes; from primary to tertiary industry, and then to secondary. Table 3 shows the percentage distribution of employed persons by industrial sector, by sex and residence. Agriculture, forestry and fishery remain very important livelihoods for a majority of Cambodians. For both rural and urban areas, women are employed in primary and secondary industries at higher rates than men. At present, tertiary industry in urban areas and primary industry in rural areas provide both women and men with important sources of employment. This will change with the rise of economic growth and diversification of income sources, as seen in overseas labour migration patterns.

**Table 3. Percentage Distribution of Employed Persons by Industrial Sector**

	Urban		Rural		Total Number	
	Male	Female	Male	Female	Male	Female
<b>Primary</b>	13.5	14.5	82.5	86.9	2314348	2620590
<b>Secondary</b>	22.1	28.9	4.8	5.1	271308	314991
<b>Tertiary</b>	64.4	56.6	12.7	8	760034	559648
<b>Total Number</b>	647993	577663	2697697	2917566	3345690	3495229

Source: 2008 Census Results Report 8,p.64

Table 4 shows employed persons aged over 15 by industrial category and sex. The percentage distribution of employed women is higher than men in only four industry categories, namely: (1) agriculture, forestry and fishing; (2) manufacturing; (3) wholesaling and retailing; and (4) accommodation and food services. In all other categories, the percentage distribution of employed men is higher than women, but gender gaps are evident in: (1) construction; (2) transport and storage; (3) public administration; and (4) education.

**Table 4. Employed Persons Aged over 15**

	Male	Female
A. Agriculture, forestry and fishing	69.2	75
B. Mining and quarrying	0.1	0.1
C. Manufacturing	4.1	8.2
D. Electricity, gas, steam and air-con supply	0.2	0
E. Water supply, sewerage	0.1	0.1
F. Construction	3.5	0.6
G. Wholesale, retail trade	5.9	9.7
H. Transportation and storage	4.2	0.4
I. Accommodation and food service	0.7	1.1
J. Information and communication	0.1	0.1
K. Financial and insurance	0.3	0.2
L. Real estate	0	0
M. Professional, scientific and technical	0.3	0.1
N. Administration and support service	1	0.6
O. Public administration, defence and social security	4.9	0.7
P. Education	2.1	1.2
Q. Human health and social work	0.5	0.4
R. Art, entertainment and recreation	0.3	0.3
S. Other service	2	1.1
T. Use of household as employers	0	0
U. Extraterritorial organizations	0.3	0.2

Source: 2008 Census Results Report 8 p.74

Table 5 shows the percentage distribution of women and men in each employment status category by residence. In both urban and rural areas, women's participation in unpaid family work is much higher than men's (21.4 per cent and 68.4 per cent for urban and rural women respectively, and 8.1 per cent and 28.4 per cent for urban and rural men respectively). In all the other categories of employment status, women are behind men, regardless of residence. In urban areas, more than 50 per cent of

men and nearly 50 per cent of women are employed as paid employees, while more than 35 per cent of men and 30 per cent of women are self employed.

**Table 5. Percentage Distribution in Each Employment Status Category by Residence**

	Urban		Rural	
	Male	Female	Male	Female
Employer	0.4	0.3	0.1	0.1
Paid employee	55.9	47.3	12.3	7.4
Own account worker	35.5	31	59.1	24.1
Unpaid family worker	8.1	21.4	28.4	68.4
Other	0.1	0.1	0.1	0

Source: 2008 Census Report 8, p. 53

**Working conditions:** A majority of Cambodian farmers practice rain-fed rice farming, which relies on the regular patterns of rainfall and other weather conditions. Division of labour by gender has been evident in rain-fed rice farming, with the distinct feature being the division of ploughing for men and planting seedlings, weeding and winnowing for women. Mechanization of agriculture, such as ploughing, tends to reach men first. Management of water resources is one of the crucial factors for good harvests in rain-fed rice farming. Climate change impacts have challenged national, sub-national, community and family capacities of adaptation including, but not limited to, weather forecasting, natural disaster preparedness, water resource management, climate change resistant cropping techniques and off-farm income generation activities.

Male out-bound migration for work, both seasonal and long-term, can reduce the adaptive capacities of female-headed households, especially younger ones. Time and physical labour, which are required to tend crops, can challenge the care work that women are expected to do under resource-poor conditions. Much remains to be understood about potentially different impacts on gender vulnerability and adaptation and mitigation capacities of women and men in contract and other forms of farming due to gender division of labour, and access to and control over resources and benefits. A high level of sun and water exposure characterizes the nature of work in primary industry, with women working long hours under the sun and in the water exposing themselves to a risk of dehydration, heat stress and exhaustion and mosquito bites.

The garment manufacturing industry is characterized by a high level of female labour participation in assembling work. Its working conditions are known to be harsh, as evidenced in other ASEAN countries, and in Cambodia. The garment manufacturing industry contributes to greenhouse gas (GHG) emissions, by the use of electricity and generators. It can pollute the surrounding environment if the waste from plants is not controlled. Shipping, logistics and inland transport, which are associated with the garment manufacturing industry, can also contribute to GHG emissions. Even though the industry is regulated by the Labour Code, it has witnessed numerous disputes between employers and workers' representatives over wages and working conditions. With the introduction of corporate social responsibility and increased capacities of labour inspectors, the extent of compliance with the minimum working conditions has been monitored, infringements have been reported and law enforcement has been intensified, with support from the International Labour Organization and importers. Women in this occupational category are said to have been suffering from health conditions including, but not limited to: heat exhaustion, mass hysteria, urinary tract infection, carpal tunnel syndrome, deafness, respiratory infections and deteriorating eyesight. These conditions are caused by production processes which emit GHGs.

Female participation is high in the accommodation, food and entertainment industries, and in the informal sector, with women working as waitresses, beverage promoters, cleaners, receptionists,

managers and chefs. Some of these occupations, particularly in the food and beverage industry, can expose workers to harassment, coercion for commercial sex and associated civil and criminal offences, by restaurant owners and patrons. These industries are contributing to GHG emissions by inefficient use of energy (e.g. use of firewood, low-energy-efficient stoves, wholesale use of water, towels and amenities). Due to the nature of workplaces, women can be exposed to violence, rape, including gang rape, forced drug and alcoholic intake, non-consensual and unprotected sex, sexually transmitted diseases, including HIV, undesired pregnancies and abortion. They can also risk being trafficked into commercial and sexual exploitation. Some segments of the informal sector, such as collection of urban waste, recycling and nurseries are green jobs where women are active. More in-depth studies should be conducted to gain insights into value-chains by gender, to ascertain which gender-specific strategies should be developed.

In Cambodia, women should most of carework at households due to gender division of labour. According to the Cambodian Human Development Report (2010), 83.5% of households still rely on firewood as energy sources, mainly for cooking. Most micro-enterprise activities that take place at home such as food processing, making smoked fish and producing clay pots/stoves also use firewood as main energy sources. Due to the exposure of smokes from burning woods, women and children are at a higher risk of acute respiratory infection and physically taxing labour work of firewood and water collection.

**Existing sector policies, plans and measures for gender equality and women's empowerment:** Cambodia developed and adopted several laws and policies which protect the equal rights, freedoms and welfare of Cambodian women and men. These are explained below.

**The Constitution of the Kingdom of Cambodia (1993)** enshrines equal rights for women and men in all aspects of the socio-economic, cultural and political lives of the people of Cambodia (Articles 31, 34, 35 and 45.2).

**The Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase II (2009-2013)** recognizes the interconnection between gender equality, women's roles, poverty reduction and socio-economic development of the country. The fourth rectangle of the strategy is divided into four development commitments, reflecting RGC's priorities on gender equality and women's empowerment across all sectors: 1) strengthening the quality of education; 2) enhancing health services; 3) implementation of gender equality; and 4) implementation of the National Population Policy. The Rectangular Strategy reiterates that '...women are the backbone of the society and the economy' and that RGC will promote women's and girls' education opportunities, and women's economic empowerment. It is emphasized that RGC will increase women's role and capacity in decision-making at all levels of governance, and prevent violence against women and human trafficking by effectively enforcing the 2005 Law on Domestic Violence and Protection of Victims.

**Cambodia Millennium Development Goals (CMDGs):** Cambodia's commitment to fill gender gaps and promote gender equality and women's empowerment is reflected in the CMDGs. The CMDGs adapted the eight main global Millennium Development Goals to address the specific needs of the people of Cambodia. The commitment to gender equality and women's empowerment is not only reflected in CMDG3 (Promote gender equality and women's empowerment), but almost across all CMDGs.

**National Strategic Development Plan Update 2009-2013:** The CMDGs and the Rectangular Strategy provide the basis for the promotion of gender equality and women's empowerment in the National Strategic Development Plan (NSDP) 2006-2010, and its update 2009-2013. The NSDP Update emphasizes the implementation of gender policy and women's empowerment in all sectors of development. In addition to providing employment opportunities and promoting education and skills

training for women, and protecting the rights of women in employment, a key task for RGC is to promote women's roles and capacity in politics and decision-making, by increasing the proportion of women in all government offices and engaging in advocacy at all levels throughout the country.

**Neary Rattanak III – Five-Year Strategic Plan 2009-2013 of the Ministry of Women's Affairs:** Neary Rattanak III 2009-2013 focuses on five strategic areas: 1) Economic empowerment of women; 2) Education of women and girls, attitudes and behaviour change; 3) Legal protection of women and girls; 4) Health and nutrition of women and girls, HIV/AIDS; and 5) Women in public decision-making and politics, along with a gender mainstreaming programme for national policies, reform programmes such as Decentralization and Deconcentration (D&D reform), Public Finance Management Reform and Civil Service Reform and a set of cross-cutting interventions.

**The Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans, 2008:** This Law, also known as the Organic Law, was adopted by RGC on 22 May 2008. The principles of gender equality, women's rights and empowerment are clearly expressed in the Organic Law in Chapter 3, Section 1, and in a number of articles (39, 42, 114, 118, 127-135, 176 and 215). The Law provides the basis for the promotion of women's roles, participation and representation in politics and decision-making at the capital, provincial, municipal, district, khan, commune and sangkat levels.

**The National Programme for Sub-National Democratic Development 2010-2019:** The 10-year (2010-2019) National Programme for Sub-National Democratic Development (NP-SNDD) clearly outlines that sub-national democratic development can only be effective and sustainable when gender equality issues are adequately addressed. Both the national programme and its first three-year Implementation Plan (IP3) have their own gender strategies, with the overall goal to achieve a gender-responsive local government, as well as local development that promotes gender equality and women's empowerment in all aspects of the sub-national democratic development process.

**The Labour Code:** Working conditions for those who are employed as fixed & unspecified duration contract casual employees, part-time employees, probationary employees, volunteers, interns and trainees, independent consultants and apprentices are regulated under the Labour Code and internal regulations of the employers.

**Level of Funding:** Despite significant gender gaps, MoWA is the smallest ministry of RGC, both in terms of staff numbers and budget. The majority of funding for gender equality and women's empowerment has been sourced externally, and a gender-responsive budget was introduced only recently. With sound policies, programmes and budgets, women can do better in development, and fair equally from development.

### **3. Sector's climate change impacts, climate change vulnerability and adaptation and mitigation capacities**

#### **How does gender matter to Cambodia's climate change vulnerability and adaptation and mitigation capacities?**

Climate change affects men and women differently, due to gender division of labour in households, communities and societies, and access to and control over resources and benefits. Climate change impacts are a greater burden on women as women are less endowed economically, less educated than men, and often excluded from political and household decision-making processes. In addition, women have fewer assets and depend more on natural resources for their livelihoods. Their health status can be much lower than men's due to specific conditions peculiar to women (e.g. pregnancy, anaemia and ARI) or gender differences in physical strengths. All of these factors contribute to

women's greater vulnerability to climate change impacts than men's. Here, the implications of gender to climate change vulnerability and adaptation capacity are discussed.

**Women shoulder care work disproportionately:** Cambodian women contribute to the country's development by their active roles in the three domains of reproduction, production and community. Women dominate the care work of family members; this is mostly unpaid, unrecognized and unaccounted for by the formal economic system. Women do a majority of housework such as buying/shopping, cooking, washing, cleaning and care work, with over 65 per cent of females participating in these activities, in contrast to 16 per cent of males (Ministry of Planning National Institute of Statistics 2007). Pregnant women can be at a heightened risk of malaria and dengue infection because of their anaemic condition and decreased level of immunity. Due to gender division of labour, women tend to take care of others and most likely prioritize others' survival over theirs in a crisis. So, they are less likely than others to survive, and are at risk of reproductive health-related complications or sexual and gender-based violence during natural disasters.

- ⇒ **This implies that** mortality and morbidity risks of women during natural disasters are higher, as they tend to prioritize others' survival over their own. They are less equipped with survival skills, such as climbing up trees, swimming and self-defence in the event of assaults (which are reported to increase during natural disasters) (OCHA Taskforce on Gender in Humanitarian Assistance 2005). Pregnant women can be at increased risk of premature delivery, miscarriage and other reproductive health complications during natural disasters (WHO 2012).

**Access to and control over resources and benefits are gendered:** Access to inputs for production by women and men can be influenced, and limited, by the embedded gender imbalance in official agriculture extension services, which tend to be dominated by men. They can also be influenced by age and marital status of women and men within households. Customarily, women in Cambodia have had equal rights as their male siblings to inherit land from parents. Cambodia's economy is diversifying, with a departure from a land-based economy, and mechanization of agriculture is becoming evident. Women have much lower access to crucial inputs to food production, such as livestock, tools and fertilizers.<sup>1</sup> Women play key roles in food security, food-related lifestyles (e.g. religious rites) and wellbeing of the family. Yet, they may be losing their ground.

- ⇒ **This implies that** climate change impacts, for example natural disasters such as cyclones, floods (including those in urban areas after heavy rain), soil erosion and droughts, can add more layers of burden to the already thinly stretched capacities of women who are providers of food, carers of family members and bearers of cultural values.

**Women have less access to education, training opportunities and information:** While girls and women are rapidly catching up with their male counterparts, the opportunity cost of girls' education remains high in Cambodia. There have not been sufficient incentives for girls' education, from a lack of female role models, to scholarships, to infrastructure. The reduction of girls' enrolment is evident in the transition from primary to secondary levels in Cambodia, as the distance for commuting becomes longer and takes longer, due to a lack of motorized vehicles. Unlike boys' schools, there is a shortage of dormitories for girls. Due to the risk of kidnapping, parents tend to stop girls' enrolment at this transition. As adults, women have fewer opportunities for education and training, and less access to information.

- ⇒ **This implies that** women are less able to understand and act on critical information as it relates to climate change and natural disasters, for example, meteorological information,

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<sup>1</sup>They are, for example, livestock, tools, seeds, fertilizers, pesticides, machineries, and capital/credit.



early-warning of natural disasters, evacuation orders and commodity price indices in the market;

- ⇒ **Women are** more likely to end up in financially challenging situations which place them in subordinate positions to men; they have less capacity to understand climate change impacts, adaptation and mitigation.

**Women are more dependent on natural resources as sources of food, medicine and firewood:**

Women are primary users and managers of natural resources. In rural areas, they, along with children, are responsible for fetching and carrying firewood and water for household consumption. They also collect trees, herbs and fruit for medicinal purposes. These are typically feminine tasks that men normally do not do. Women tend to rely on natural resources that are most at risk from climate change impacts. In addition to changing land use patterns for the private sector, the availability of natural resources such as forests, mangroves, fisheries and harvests, will be affected by climate change impacts, such as the rise in temperature, wind and rainfall patterns, and infestation.

- ⇒ **This implies that** women may be physically taxed more to collect and process essential commodities such as water, food, medicine and firewood for care work and consumption by family members. They will need to have access to additional natural resources or income to compensate the loss of forests, fisheries and harvests due to climate change impacts.

**Women engage in reproductive and economic activities which produce GHGs, predominantly low-cost wage labour in manufacturing, precarious occupations in the service industry, and self-employment in informal sectors:**

There is a high proportion of women in 'brown economies' such as manufacturing, especially garments and shoes; precarious occupations in the service sector such as restaurants, entertainment sites, massage parlours and on-call services at anonymous sites; and self-employment in the informal sector. These are industries which not only contribute to GHG emissions, but are sensitive to changes in public policies of importing countries, global financial situations,<sup>2</sup> and which offer little social and legal protection to workers. Women are responsible for a majority of household cooking which contributes to GHG emission. In addition to emissions, GHGs harm women's and children's respiratory health, due to their proximity to open fire. Women and children, and at times men, from very disadvantaged backgrounds depend on urban waste and recycling for their livelihood. This is another source of GHG emission and health hazard.

- ⇒ **This implies that** women do have major roles to play in greening economies and must secure not only employment opportunities, but social and legal protection rights and entitlements during the restructuring of Cambodia's economies into greener and cleaner ones.

**The level of women's participation in formal decision-making is much lower than men's:** The proportion of participation by women in formal decision-making bodies is much lower than men at all levels. Gender inequality in voices and representation persist in national-level elected offices; as governors of provinces, districts and communes, as village chiefs and local development committees.

- ⇒ **This implies that** women's views, based on their distinct experiences, knowledge and awareness of natural resource management, employment, education and social upbringing, are potentially bundled as families' and/or communities' needs, or can be ignored completely.

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<sup>2</sup> For example, the number of foreign visitors to Cambodia for tourism declined during the period of financial crisis between 2007 and 2008.

#### **4. Principles of the sector's policies and strategic responses to climate change**

Gender equality and women's empowerment deserve the specific attention of climate change decision-makers in Cambodia, both as cross-cutting development issues and specific interventions. This is in addition to Cambodia's commitment to the United Nations Framework Climate Change Convention 1994 (UNFCCC).

##### **Article 14, Convention of Elimination of Discrimination against Women (CEDAW)**

Cambodia signed CEDAW in 1980 and ratified, acceded and succeeded CEDAW in 1992 (The United Nations Division for the Advancement of Women 1979). Article 14 of CEDAW refers specifically to the particular problems which challenge rural women and their significant contribution to the economic survival of their families. It says State parties shall take all appropriate measures to ensure the application of the provisions under CEDAW to women in rural areas, such as the elimination of discrimination against them, and ensure their equal participation in, and benefit from, rural development and their rights as follows:

1. To participate in the elaboration and implementation of development planning at all levels;
2. To have access to adequate health care facilities, including information, counselling and services in family planning;
3. To benefit directly from social security programmes;
4. To obtain all types of training and education, formal and non-formal, including relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;
5. To organize self-help groups and co-operatives to obtain equal access to economic opportunities through employment or self-employment;
6. To participate in all community activities;
7. To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform, as well as in land resettlement schemes;
8. To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

##### **Hyogo Framework for Action 2005-2015: Building the resilience of nations and communities to disasters by the International Strategy for Disaster Relief (ISDR)**

The Hyogo Framework is the international legal instrument which defines the roles of state members on disaster risk management and relief. The Hyogo Framework calls on member states to integrate gender perspectives adequately in disaster risk management and relief at all stages, namely risk assessment, early warning, information management, and education and training. In addition to gender, it calls for the integration of perspectives, bearing in mind cultural diversity, age and vulnerable groups in disaster management and relief plans and actions (International Strategy for Disaster Relief 2006).

## **5. Sector's policy and strategic response to climate change**

### **A. Vision**

Women and men in Cambodia are equally empowered and resilient to climate change impacts, including natural disaster risks and impacts; they join in climate change adaptation and mitigation equally; and participate in policy-making processes to transform economies into greener ones.

### **B. Mission**

GCCC/MoWA advocates for and catalyses gender and climate change mainstreaming across government ministries, civil society organizations, professional associations, academia, faith-based organizations, media and the private sector. This is to ensure public policymaking fully takes into account different needs, resources, benefits and opinions that women and men have in climate change adaptation and mitigation, and disaster risk management.

Bearing in mind Cambodia's large young population, inter-generational influence on youth, including gender values and norms, and the fact that youth largely decides the outlook of Cambodia's future economic growth, consumption patterns and lifestyles, GCCC/MoWA ensures full participation of both female and male youth in consultation, decision-making and climate change adaptation and mitigation.

In relation to the specific vulnerabilities of ethnic and religious minorities in terms of socio-cultural and linguistic barriers and marginalized geographic locations, GCCC/MoWA ensures their full participation, both female and male, in consultation, decision-making and climate change adaptation and mitigation initiatives.

GCCC/MoWA advocates with pertinent development partners for pro-poor equity measures, in relation to widening economic inequalities in Cambodia's population, in terms of economic status, consumption patterns and lifestyles, and the higher costs that women bear as a result of climate change impacts.

Taking into account the rise of foreign nationals living in Cambodia for tourism, business and official duties, and their different consumption patterns and lifestyles, GCCC/MoWA ensures full participation of this group, both female and male, in consultation, decision-making and climate change adaptation and mitigation.

### **C. Goals and Objectives**

GCCC/MoWA seeks to ensure that gender and climate change agendas are fully integrated into public policymaking on climate change within MoWA for Neary Rattanak IV (NRIV), line ministries for sectoral strategic plans, and RGC for CCCSP, by ensuring that national and sub-national institutional mechanisms for gender mainstreaming are fully charged; GCCC/MoWA and Gender Mainstreaming Action Groups (GMAGs) are fully capacitated and articulating key policy messages and benefits expected by the integration of gender equality and women's empowerment.

Gender and climate change mainstreaming in public policymaking on climate change is expected to result in gender-integrated policies, namely NRIV, sectoral strategic plans and CCCSP, across all sections, starting from problem analysis, goals, objectives and outcomes, policy measures, results and resource frameworks, work plans, and monitoring and evaluation.

### **D. Strategic Framework**

## **a) Strategic Analysis**

### **Why the sector(s) is important within the context of sustainable development of the country:**

⇒ Gender equality and women's empowerment is a matter of international commitment, constitutional rights and policy principles

Responses to climate change require the integration of gender equality and women's empowerment, both as the development goal on its own and as an effective means to achieve other development goals.

### **Why responses to climate change are needed:**

⇒ For the purpose of responding to gender-specific vulnerability and adaptation

Gender-integrated climate change policies are needed because vulnerability and adaptation capacities of women and men differ. Women in particular require additional investments due to gender division of labour and limited access to and control over resources, benefits and decision-making.

⇒ Partnership and delivering together across RGC and society

Much remains to be done to achieve gender equality and women's empowerment. Consistent and constant efforts are still needed in collaboration with line ministries, sub-national administrations, civil society, the private sector and development partners.

### **Strategic objectives of the proposed policies are as follows:**

1. Women's participation in climate change policymaking is increased;
2. The funding rules for gender and climate change initiatives are established and made operational through gender-responsive budget in the current and upcoming projects/programmes/policies (both external and national sources);
3. The level of awareness of public policymakers is increased on the importance of gender equality in climate change adaptation and mitigation, to achieve sectoral goals in climate change;
4. Women's climate change adaptation and mitigation needs are met by strategic and catalytic initiatives on gender and climate change on a priority basis, following the development of criteria, based on the findings of vulnerability and adaptation analyses;
5. National capacities are enhanced to plan, implement and monitor gender-integrated climate change adaptation and mitigation initiatives;
6. Effective mechanisms for scaling up the proven experiences on gender and climate change are identified; lessons and best practices of gender and climate change are elicited and analysed for sharing and learning in national, regional and global forums.

## **b) Sectoral response strategies to climate change**

**Gender and adaptation strategies seek to address immediate climate change needs of female-headed households and other vulnerable population groups in rural and urban areas:**

- ⇒ Advocate with relevant development partners within RGC and beyond for the allocation of budget to climate change adaptation, mitigation and natural disaster preparedness, specifically for women and gender-responsive activities
- ⇒ Develop eligibility criteria for initiatives (e.g. special initiatives will be means-tested for households, communities and businesses)
- ⇒ Together with relevant development partners within RGC and beyond, introduce climate change adaptation and natural disaster preparedness activities (both women-specific and gender-responsive activities), and monitor and evaluate the results from a gender perspective.

**Gender and mitigation strategies seek to: reduce GHG emission from households, commerce and manufacturing, and other economic activities related to transport; protect women's health; secure and promote employment opportunities in greening and cleaning Cambodian economies:**

- ⇒ Advocate with relevant development partners within RGC and beyond for the allocation of budget to reduce GHG emission in economic activities and industries where women are employed. Protect women's occupational health and promote their economic empowerment
  - ⇒ Together with relevant development partners within RGC and beyond, introduce cost-effective, low-emission and health-conscious energy sources, use, work and lifestyles to reduce GHG emission in economic activities and industries where women are employed. Protect women's health and promote their economic empowerment
1. Protect women's and children's health and reduce GHG emission **in households** (e.g. energy-efficient stoves, bio gas, LP gas and alternative energy sources, reduce the use of air conditioners)
  2. Protect women's health and reduce GHG emission in commerce, **both at market places and in informal sectors** (e.g. energy-efficient stoves, LP gas and alternative energy sources, and reduction of the use of air conditioners)
  3. Reduce GHG emission, protect environment and protect occupational health **in manufacturing and service industries** (e.g. introduction of environmentally friendly technology, and climate change adaptive work practices)
  4. Reduce GHG emission, create economic opportunities for rural women and protect health of Cambodians who use motorized vehicles and are beneficiaries of **transport infrastructure** (e.g. car-pooling, medium-sized public transport systems)

**c) Cross-sectoral strategies:**

- ⇒ Coordination, institutional development and capacity-building

Conduct a comprehensive capacity analysis, covering organizational, institutional and human capacity, of gender and climate change at national and sub-national levels within RGC and beyond; identify gaps and develop measures to fill gaps to respond to gender and climate change pragmatic and strategic needs.

Pay special attention to the development of gender capacities in the National Committee for Disaster Management.

For effective coordination on gender and climate change with relevant development partners within RGC and beyond, MoWA will build on the existing national institutional network for the promotion of gender equality and women's empowerment, namely the GMAG and TWG-G.

To strengthen gender and climate change capacities at sub-national levels, in partnership with development partners within RGC and beyond, GCCC/MoWA will develop the capacity of relevant personnel at decentralized levels.

⇒ Awareness-raising

Together with relevant development partners, both within RGC and beyond, design and deliver awareness-raising activities for decision-makers of sectors, local governments, civil society, private sectors and women and men in communities, about gender and climate change, by using the most appropriate communication methods, which are customized to the needs of each target group.

⇒ Other equity agendas

Age, ethnic, religious and/or economic status can influence vulnerability and adaptation capacities of women in climate change responses. Specific initiatives will be made to respond to the diverse needs of, for example, youth and women from minority and disadvantaged backgrounds, in climate change adaptation and mitigation.

⇒ Financing

Advocate with like-minded development partners to earmark gender and climate change investment in national, regional and global climate change financing facilities.

Through the promotion of a programme-based approach, co-financing and partnership agreements, seek to enhance development effectiveness among RGC partners and development partners.

Promote the use of a gender-responsive budget system to analyse and evaluate gender-responsiveness of development budgets (both national and external sources).

⇒ Research and Development

Strengthen national monitoring and evaluation capacities of climate change adaptation and mitigation. Introduce and develop knowledge management systems to learn and share lessons and best practices.

Build national capacities of universities and other relevant institutions in research and development on gender and climate change adaptation and mitigation.

Document and analyse lessons and best practices of gender and climate change responses for learning and sharing at national, regional and global forums, for example conferences, seminars and workshops. Share relevant knowledge from the field, up to policy levels. Set up the approach of scaling up proven experiences on gender, climate change and natural disaster prevention and management.

Commission research and development projects on gender and climate change focused on Cambodia; both adaptation and mitigation. Share relevant knowledge from the field, findings, and elicit lessons to policymaking and practice improvement.

**d) Financing strategies/mechanisms:**

MoWA seeks to address gender and climate change through two financing mechanisms: (1) to advocate with like-minded development partners for the adaption of gender-equal specific funds in national, regional and global climate change facilities; and (2) request national stimulant budgets specifically on gender and climate change (accessible financing mechanisms for MoWA).

In particular, MoWA seeks to take full advantage of ongoing initiatives under the Partnership for Gender Equity (PGE) III and national priorities, which offer pertinent entry points for gender and climate change initiatives to be advocated for and implemented. They are namely: the MDG Acceleration Framework, with an emphasis on women's economic empowerment; Gender and Capacity Development for Aid Effectiveness, using a programme-based approach; the Public Financial Management Reform Programme (PFMRP); and the upcoming decentralized facilities under the Sub-National Investment Funds (SNIF).

Upon request, GCCC/MoWA may support the establishment of mechanisms and selection of projects as assessors; monitor the implementation; track the level of investment in gender and climate change; and support evaluation from gender and other equity perspectives.



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