



**Strengthening a Participatory, Evidence-based
Formulation of a Comprehensive Action Plan to End
Violence against Women and Girls in Cambodia**

and

**Implementation of the 2nd Cambodian National Action Plan
to Prevent Violence against Women**

**Final Progress Report
to the
Government of Australia
June 2012 - November 2015**

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Acronyms and Abbreviations

AOP	Annual Operational Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSOs	Civil society organizations
DFAT	Department of Foreign Affairs and Trade
EVAW	Ending violence against women
GBV	Gender-based violence
GIZ	German Corporation for International Cooperation
MERP	Monitoring, Evaluation and Research Plan
MoWA	Ministry of Women’s Affairs
NAPVAW	National Action Plan to Prevent Violence against Women
P4P	Partners for Prevention
PDoWA	Provincial Department of Women’s Affairs
PMF	Performance Monitoring Framework
TWGG-GBV	Technical Working Group on Gender and Gender-based Violence
UNFPA	United Nations Population Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence against women
VAWG	Violence against women and girls
WHO	World Health Organization
WPS	Women and peace and security

Executive Summary

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) complementary projects “Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia” (project 83187; Australia reference 62966) and “Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women” (90454; Australia reference 69991) were generously funded by the Government of Australia, through the Department of Foreign Affairs and Trade (DFAT). With approval from the DFAT, a combined report has been produced on the two complementary projects. As requested, this final progress report covers the extended period from June 2012 to November 2015, and project implementation will end in December 2015.

Project 83187: Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia

The **overall goal** of the project which began in June 2012, was to prevent violence against women and girls (VAWG) and to respond to the needs of survivors through improved and expanded services. The project sought to contribute to the following **expected outcomes**: (1) The Royal Government of Cambodia’s new National Action Plan to Prevent Violence against Women (NAPVAW) is adopted; and (2) Knowledge is generated to strengthen VAWG prevention and services in Cambodia.

Project 90454: Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women

The **overall goal** of the project which began in May 2014, was to adopt and implement laws, policies, strategies, standards and budgets in line with international standards, and for them to be informed by voices of women survivors of violence, to prevent and respond to VAWG. The project sought to contribute to the following **expected outcome**: The implementation of Cambodia’s 2nd NAPVAW is launched.

Projects 83187 and 90454 worked to ensure that the 2nd National Action Plan to Prevent and Respond to Violence against Women (2014-2018) (2nd NAPVAW) formulation and implementation processes met international best-practice standards by adopting a participatory and inclusive approach. In addition to contributing to significant improvements in the Government’s approach to policymaking on ending violence against women (EVAW) and girls, the process also set a precedent on how national policy can and should be established. The priorities and goals set out in the 2nd NAPVAW were drafted through a series of participatory consultations of governmental and non-governmental actors, a process which was unprecedented in Cambodia, and modelled a democratic approach. The approach was recognized at regional and global levels as a best practice in EVAW policy formulation.

A midterm self-evaluation of the 2nd NAPVAW formulation process was completed in 2014 to assess the effectiveness of the approach and to make recommendations for future support. The project’s support for the 2nd NAPVAW policy formulation helped to transform relations between grass-roots women representatives, gender equality advocates, civil society organizations (CSOs), service providers and government officials. The formulation of the 2nd NAPVAW delivered a rights-based, gender-responsive policy process that was inclusive, substantive and built the long-term capacity of both rights holders and duty bearers in line with international best practice. At the same time, the process focused on establishing governance and monitoring and evaluation structures that will support implementation of the 2nd NAPVAW.

Capitalizing on the UN Women work to date to strengthen the formulation of the 2nd NAPVAW, the final implementation period of the projects continued to build on the model. Given that the scope of the 2nd NAPVAW extends beyond the lifespan of the projects, the contributions made to the outcomes and outputs offer solid building blocks upon which the Government of Cambodia can base implementation strategies.

The key achievements to which the two projects contributed include:

- Approval of the 2nd NAPVAW by the Prime Minister on 5 December 2014 and its official launch by the Deputy Prime Minister and Minister of Interior on 10 February 2015. The comprehensive EVAW policy framework serves as a platform that encourages collaboration and coordination among relevant stakeholders, including CSOs, the private sector, media, development partners and various government line ministries. The 2nd NAPVAW provides a clear framework for interventions to end violence against women, and it covers five key strategic areas: primary prevention; legal protection and multi-sectoral services; formulating and implementing policies and laws; capacity-development; and review, monitoring and evaluation. The project strengthened the coordination and convening capacity of the Ministry of Women's Affairs and the Technical Working Group on Gender and Gender-based Violence.
- A 2015 Annual Operational Plan (AOP) and a 2015 Performance Monitoring Framework (PMF) were developed through a series of project sponsored capacity-development consultation workshops at the national and sub-national levels. The 2015 AOP is the first-ever comprehensive multi-sector operational plan for EVAW policy implementation in Cambodia. It consolidates action plans and strategic interventions from line ministries and CSOs at the national and sub-national levels. The 2015 AOP and PMF allow for joint monitoring and provide a framework for strengthened collaboration and coordination at all levels and among all stakeholders. The process to develop the 2016 AOP and PMF for both national and sub-national stakeholders has been initiated.
- A study on the prevalence of violence against women (VAW) in Cambodia was completed that contributes to better understanding of the scale and severity of VAW in the country. The study made use of the globally recognized World Health Organization (WHO) methodology. It provides stakeholders with reliable information on VAW in Cambodia. The study was successfully launched on 20 November 2015, with a technical roundtable discussion convened by UN Women and WHO. This provided an opportunity for development partners, primarily DFAT grantees, to engage directly with the WHO experts who designed the study to discuss the content of the findings and next steps, including secondary analysis.
- Studies on the media portrayals of VAW and on the mediation of cases of domestic violence were completed. The media monitoring study aimed at improving stakeholders' understanding on how VAWG is portrayed in local printed media, radio and television. The mediation study explored governmental and non-governmental mediation practices in cases of VAWG at the commune and district levels. The preliminary findings from these studies informed several of the interventions proposed in the 2015 AOP.
- Assessments of multi-sector service provision and primary and secondary prevention strategies were undertaken, and are expected to be completed in January 2016.

Project Title:	(a) Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia (b) Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women
Project Number:	(a) ATLAS 83187; Australia reference 62966 (b) ATLAS 90454; Australia reference 69991
Project Duration:	(a) June 2012 – December 2015 ¹ (b) May 2014 – December 2015 ²
Reporting Period:	(a) June 2012 – November 2015 ³ (b) May 2014 – November 2015 ⁴
Funds:	(a) AUD 1,715,758 (b) USD 597,000
Country:	Cambodia
Funding Partner:	Government of Australia, through the Department of Foreign Affairs and Trade
Executing Agency:	United Nations Entity for Gender Equality and the Empowerment of Women
UN Women Goal:	3. End violence against women (Strategic Plan 2014 – 2015)
MDG:	3. Promote gender equality and the empowerment of women

I. Purpose and New Developments

Purpose

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) complementary projects “Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia” (project 83187; Australia reference 62966) and “Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women” (90454; Australia reference 69991) were generously funded by the Government of Australia, through the Department of Foreign Affairs and Trade (DFAT). With approval from DFAT, a combined report has been produced on the two complementary projects. This final progress report covers the period from June 2012 to November 2015.

¹ Through Amendment 1 of the agreement between UN Women and DFAT, the project budget was increased to AUD 1,715,758 and the project document, workplan and budget were revised, among other provisions. Through Amendment 2, the project end date was extended through December 2015 and the activity plan of Amendment 1 was replaced with a new activity plan.

² Through Amendment 1 of the agreement between UN Women and DFAT, the project end date was extended through December 2015 and the previous activity plan was replaced with a new activity plan.

³ At the request of DFAT, UN Women prepared a combined final report covering through 30 November 2015.

⁴ At the request of DFAT, UN Women prepared a combined final report covering through 30 November 2015.

Project 83187: Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia

The **overall goal** of the project was to prevent violence against women and girls (VAWG) and to respond to the needs of survivors through improved and expanded services. The project sought to contribute to the following **expected outcomes**: (1) The Royal Government of Cambodia's 2nd National Action Plan to Prevent and Respond to Violence against Women (2014-2018) (NAPVAW) is adopted; and (2) Knowledge is generated to strengthen VAWG prevention and services in Cambodia.

Project 90454: Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women

The **overall goal** of the project was for laws, policies, strategies, standards and budgets to be adopted and implemented in line with international standards and informed by voices of women survivors of violence to prevent and respond to VAWG. The project sought to contribute to the following **expected outcome**: The implementation of Cambodia's 2nd NAPVAW is launched.

In recent years there have been significant improvements in the policy environment for ending VAWG in Cambodia. The National Strategic Development Plan and the *Neary Rattanak IV* (Strategic Plan (2014 – 2018) for Gender Equality and the Empowerment of Women in Cambodia) highlight that ending VAWG is a government priority. Strategies to prevent and respond to VAWG are further elaborated in the 2nd NAPVAW.

Projects 83187 and 90454 aimed at ensuring that the 2nd NAPVAW formulation and implementation processes met international best-practice standards. To contribute to the expected outcomes of the two projects, UN Women support focused on awareness-raising; knowledge generation; and the provision of technical, financial and capacity development assistance to the national secretariat of the Technical Working Group on Gender and Gender-based Violence (TWGG-GBV) of the Ministry of Women's Affairs (MoWA), members of the TWGG-GBV, line ministries and civil society organizations (CSOs).

New Developments

The establishment of a higher-ranking policy mechanism than the TWGG-GBV was deemed necessary to facilitate the effective oversight of and decision-making related to the implementation of the 2nd NAPVAW. Therefore, MoWA approved the establishment of a steering committee composed of high-ranking officials from 15 government ministries and representatives from UN Women, DFAT, the German Corporation for International Cooperation (GIZ), the United Nations Population Fund (UNFPA) and CSOs.

UN Women efforts in Cambodia to empower youth to address VAWG proved fruitful. A group of young people – the UNiTE⁵ Young Champions – received training on issues related to ending VAWG and on how to use technology to promote discussions and possible solutions. The Facebook group “Young Champions to End Violence against Women” was created and was regarded as a successful example of the use of technology for social activism. The group made a presentation at BarCamp Cambodia,⁶ which brings together information and

⁵ Launched in 2008, the United Nations Secretary-General's UNiTE to End Violence against Women campaign aims at raising public awareness and increasing political will and resources for preventing and ending all forms of VAWG in all parts of the world.

⁶ Please see: <http://www.unwomen.org/en/news/stories/2014/5/in-cambodia-social-causes-find-new-partner-in-technology> (accessed 16 December 2015).

technology professionals, innovators, businesses, non-governmental organizations and students to network and learn about the state-of-the-art technology.

The projects contributed to advancing implementation of the women and peace and security (WPS) framework by supporting the Government to include references to United Nations Security Council resolution 1325 (2000) in the 2nd NAPVAW. Tailored, preparatory one-to-one sessions with MoWA staff and a joint MoWA-UN Women training for all TWGG-GBV members on the WPS agenda resulted in members' increased understanding of the relationship between the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), resolution 1325 and the 2nd NAPVAW.

UN Women supported MoWA to strengthen the capacity of staff at the provincial level, namely the Provincial Departments of Women's Affairs (PDoWA), through two workshops to address coordination with sub-national actors and monitoring and reporting mechanisms.

II. Key Partnerships

Successful partnerships among UN Women, the project and government actors such as the MoWA, development partners, United Nations agencies and CSOs helped mobilize the necessary technical and financial resources to undertake the two projects.

Effective partnerships enabled the national secretariat of the TWGG-GBV to effectively coordinate the implementation of the 2nd NAPVAW. UN Women maintained a strong partnership with GIZ to provide support to the TWGG-GBV during the 2nd NAPVAW formulation and in the process of developing the 2015 Annual Operational Plan (AOP) and Performance Monitoring Framework (PMF). These achievements reflect the active participation of other key partners, such as UNFPA, the United Nations Children's Fund, the World Health Organization (WHO) and CSOs.

UN Women broadened the scope of its partnership with GIZ to include the development of minimum service standards across sectors and to strengthen alignment in working to support the MoWA internal governance structures to effectively implement the 2nd NAPVAW. The two projects linked with other DFAT-supported development partners, including the Cambodia Community Justice Assistance Partnership's community policing programme, the Agency for Technical Cooperation and Development, the Partnering to Save Lives, The Asia Foundation and the Australian Broadcasting Corporation. UN Women worked in close cooperation with WHO and UNFPA to support MoWA staff to prepare for the launch of the Cambodia Demographic and Health Survey and the violence against women (VAW) prevalence study in October and November 2015.

The projects forged a key partnership with the National Committee for Sub-National Democratic Development, the inter-ministerial mechanism that promotes democratic development through decentralization and de-concentration reforms. This partnership was developed to increase the responsiveness and accountability of sub-national authorities in preventing and responding to VAW. With this partnership agreement, and financial and technical support from UN Women, the sub-national authorities (piloted in Kampong Chhnang and Battambang provinces) improved their responses to VAW and gender-based violence (GBV) as a function of their duties under the implementation of the 2nd NAPVAW. Moreover, sub-national authorities organized public dialogues in which local people and stakeholders discussed women's human rights and gender issues as central to effective public reforms.

In support of the 2014 and 2015 “16 Days of Activism against Gender-Based Violence” campaign, UN Women partnered with 34 organizations, including the United Nations agencies, MoWA, CSOs and universities. Events were held across the country that brought together more than 9,100 people and highlighted GBV in Cambodia. Through the 2014 campaign, more than half of participants reported increased knowledge and changed perceptions on VAW (see Annex A).

To celebrate International Women’s Day and Orange Day (part of the Secretary-General’s UNiTE Campaign to End Violence against Women), UN Women partnered with the United Nations Resident Coordinator’s Office; UNiTE Young Champions; the People’s Health Development Association; the Ministry of Education, Youth and Sport; MoWA; and the PDoWAs to raise awareness on VAW in three provinces (Kampong Cham, Battambang and Banteay Meanchey) in 2015. More than 1,000 university students, aged 18-25, participated. Analysis of the feedback provided by the participants in Kampong Cham, for example, revealed that those who “knew a lot” dramatically increased from 32 per cent before attending the event to 71 per cent (see Annex B).

The newly established Ending Violence against Women (EVAW) Legal Aid Network, supported by UN Women, worked on knowledge-sharing activities that addressed women’s land rights, human trafficking, sexual offences, gender stereotypes and dispute resolution procedures.

III. Results

Through direct interventions, partnerships and technical and financial assistance, the two DFAT-funded projects achieved or contributed to several major results in line with agreed outcomes and outputs. The section below presents these achievements for each project, covering the period from the inception of each project through November 2015 (see the Performance Tracking Sheet in Annex C).

Project 83187: Strengthening a Participatory, Evidence-based Formulation of a Comprehensive Action Plan to End Violence against Women and Girls in Cambodia

Outcome 1: The Royal Government of Cambodia’s new NAPVAW is adopted.

The Prime Minister approved the 2nd NAPVAW on 5 December 2014. It outlines a comprehensive policy to prevent and respond to VAW and provides a strong and coherent framework for collaborative action between the Government and civil society stakeholders in its implementation. Taking a whole-of-society approach, the 2nd NAPVAW emphasizes effective coordination and partnerships among the full range of multi-sector stakeholders, including line ministries, the justice sector, law enforcement, community-based organizations and CSOs, the media, the local government, traditional and religious leaders and the private sector.

In line with international best practice, the 2nd NAPVAW frames VAWG as a human rights issue, recognizes VAW as a manifestation of unequal power relations between men and women and draws on international definitions of VAWG. It outlines five strategic priorities for preventing and responding to VAWG. The first strategy focuses on primary prevention through coordinated interventions that emphasize working with specific target groups. The second concentrates on increasing access to and the quality of legal protection and multi-sector services. The assessment and revision of VAWG-related laws and policies comprises the third strategic focus. The fourth addresses the capacity development required to support strengthened VAWG prevention and response. Finally, the fifth strategy outlines the

monitoring and evaluation resources necessary to support the effective assessment of the Plan's implementation.

The project's contribution to the formulation and adoption of the 2nd NAPVAW and its sub-national dissemination is described below.

Output 1.1: Increased capacities of stakeholders from government and civil society to formulate the new NAPVAW in line with international standards.

During the 2nd NAPVAW formulation process, UN Women, via the project, held consultations with approximately 90 representatives of the provincial government and civil society in 10 provinces. Each consultation involved a discussion of the proposed NAPVAW as well as presentations on women's rights and international standards on ending VAWG.

The tables below show all the events organized at the sub-national level between October 2012 and February 2013.

#	Location	Date	Number of Women	Number of Participants
1	Stung Treng	25-26 Oct. 12	27	69
2	Siem Reap	11-12 Oct. 12	28	56
3	Kampong Chnang	5-6 Nov. 12	24	54
4	Kampong Cham	7-8 Nov. 12	26	59
5	Prey Veng	12-13 Nov. 12	26	59
6	Kampong	21-22 Nov. 12	33	63
7	Kompong Thom	9-10 Jan. 13	30	52
8	Battambang	14-15 Jan. 13	21	58
9	Sihanouk Ville	28-29 Jan. 13	38	53
10	Kandal	31 Jan.-1 Feb. 13	37	65

In addition, approximately 10 consultations were held at the national level, involving between 35 and 55 representatives of line ministries and civil society (approximately 30 per cent were women).

#	Location	Description	Date
1	Phnom Penh Hotel, Phnom Penh	TWGG-GBV Meeting	28 Mar. 2014
2	Cambodiana Hotel, Phnom Penh	TWGG-GBV Meeting	25 July 2014
3	Hotel Le Royal, Phnom Penh	1 st Inter-ministerial meeting on the role and responsibility of ministries in leading the NAPVAW implementation	21 Aug. 2014
4	Sunway Hotel, Phnom Penh	2 nd Inter-ministerial meeting on the role and responsibility of ministries in leading the NAPVAW implementation	16 Oct. 2014
5	Sunway Hotel, Phnom Penh	Discussion on Gender-responsive	6 Oct. 2014

		Budget and Public Transparency	
6	Phnom Penh Hotel, Phnom Penh	2nd NAPVAW and Concluding Observation 21: Making the Links	28 Oct. 2014
7	Imperial Hotel, Phnom Penh	Operationalizing Primary Prevention Interventions within the 2nd National Plan of Action to Prevent and Respond to Violence against Women in Cambodia	16 Dec. 2014
8	Landscaped Hotel, Phnom Penh	Four meetings with members of the Council of Ministers to review and edit the 2 nd NAPVAW	

As part of this effort, the capacity of all stakeholders involved in the formulation improved with their attendance to the capacity-development workshops and consultations organized by the project.

Output 1.2: Improved coordination of main stakeholders for the development of the NAPVAW.

The 2nd NAPVAW was formulated with inputs from all 55 institutional members of the TWGG-GBV (across different key strategies and areas). UN Women, via the project, and the GIZ worked closely with MoWA to provide technical support in running the TWGG-GBV. UN Women assisted in revising the terms of reference for the TWGG-GBV and the sub-committees on coordinating and leading the implementation of the 2nd NAPVAW. With technical support from UN Women, the MoWA and the TWGG-GBV successfully moved from the formulation phase of the 2nd NAPVAW to its implementation. At the same time, as noted above, UN Women continued to enhance coordination and collaboration among the United Nations partners on ending VAWG efforts.

Output 1.3: Increased participation of CSOs and other relevant stakeholders and rights holders in the development of the new NAPVAW.

The project worked to ensure that the 2nd NAPVAW formulation process was participatory and inclusive. A series of participatory consultations (as mentioned under Output 1.1 above), unprecedented in Cambodia, allowed the drafting of the priorities and goals set out in the 2nd NAPVAW. Specifically, the project ensured that excluded groups, including survivors of different forms of GBV and women with disabilities, and their representatives were consulted in the process. This process set a precedent on how national policy can and should be established.

The policy formulation process was recognized nationally, regionally and globally as a best practice in ERAW policy formulation and democratic engagement.⁷ The MoWA officials and CSO representatives presented the process and lessons learned from the 2nd NAPVAW formulation to regional stakeholders at a workshop organized by UN Women (funded by DFAT) in Bali in October 2014.

Some 13 government line ministries and 22 CSOs are currently engaged in the 2nd NAPVAW implementation (see Annex D).

⁷ See news article: <http://www.unwomen.org/en/news/stories/2014/11/cambodia-confronts-gender-violence> (accessed 16 December 2015).

Outcome 2: Knowledge is generated to strengthen VAWG prevention and services in Cambodia.

The project generated new knowledge around VAW in Cambodia, including a nationally-representative prevalence study on intimate partner violence, *Women's Health and Life Experiences in Cambodia* (see Annex E), which utilized globally-recognized WHO methodology (Output 2.1). It also conducted a media monitoring project, which focused on how information and images of VAW are portrayed in the Cambodian media, including print, television and radio (Output 2.2). At the end of the fourth quarter of 2015, assessments were initiated to produce baseline information on the development and implementation of minimum services standards for victims of GBV, and on developing primary and secondary prevention strategies. These assessments will be finalized in early 2016, and will form the basis for UN Women's continued interventions in these fields.

Output 2.1: A VAW prevalence study in Cambodia is concluded.

A VAW prevalence study employing globally recognized WHO methodology was completed in 2015 and presented its analysis in the form of the report *Women's Health and Life Experiences in Cambodia*. The purpose of the VAW prevalence study was to gather nationally representative data through conduct of interviews across the country between May and July 2015 with 3,087 women, aged 15-64, on their experiences with VAW, risk factors, coping responses and the effects on children.

The WHO implemented the study in partnership with UN Women, the MoWA and the National Institute of Statistics. Representatives from 13 different line ministries, the UN Women and the WHO, among others, comprised the study Steering Committee. UN Women supported the adaptation of the WHO global methodology, including innovations such as inclusion of a VAW Costing Module and questions on experiences of GBV during the Khmer Rouge period and provided inputs to the questionnaire for the *National Survey on VAW Prevalence*. UN Women, in collaboration with project partners, provided training for field supervisors, field monitors and enumerators, developing their knowledge and skills in gender-sensitive and accurate data collection.

Upon completion of the research phase, UN Women participated in a series of Steering Committee meetings to present initial data, organized tailored meetings for the MoWA staff on the data and its policy implications, developed tailored media briefings for Steering Committee members and assisted WHO in its media strategy. It also conducted a peer review of the report, providing extensive comments on early drafts.

In addition to providing extensive support to WHO in preparation for the launch of *Women's Health and Life Experiences in Cambodia*, the two agencies organized a technical round table for development partners and relevant DFAT grantees. This allowed the participants to engage directly with WHO experts who developed the study methodology and discuss steps for moving forward with the data.

The prevalence study generated critical data on the prevalence of intimate partner violence in Cambodia. For example, the prevalence of intimate partner violence in Cambodia is one woman in five, and the prevalence rate for non-partner sexual violence is 10 per cent. The study explored help-seeking behaviour, with analysis showing that only a small number of survivors seek assistance through local authorities, police and health centres. Almost half of the women victims of VAW surveyed had not spoken to anyone, even family members, about the violence suffered. The study revealed the health and economic impacts of violence on individual women's lives and their productivity levels. The study addresses the psychological impact of VAW on children.

Output 2.2: A media monitoring study on VAWG is conducted in Cambodia.

The media study, *Media Monitoring for Ending Violence against Women in Cambodia* implemented by Open Institute aimed at improving Cambodia's capacity to monitor and analyze the way in which VAWG is portrayed in print media, television and on the radio. The project prepared and presented the findings of the media study to development partners, CSOs, the TWGG-GBV members, MoWA and DFAT. Evidence generated from the media study helped to inform the strategies of other development partners, such as the Asia Foundation and the Australian Broadcasting Corporation, in their work to improve practices in reporting VAWG in Cambodia (see Annex F).

The media study identified key issues with regard to media messaging:

1. Ethical issues in the media's portrayal of violence, including publishing identifying information about victims and perpetrators, gender bias, victim blaming, and justifying acts of VAWG.
2. Irresponsible reporting on VAW was part of a wider culture and lack of understanding of gender-sensitive reporting. It found an absence of context in reporting, leading to inaccurate, stereotyped depictions of gendered roles that legitimize or encourage VAW and family violence; victim blaming, justifying and down-playing the violence through imagery and coverage that focuses on women's appearance and the degree to which women's behaviour conforms to stereotyped codes of acceptable feminine behaviour; and selective sources of information leading to bias in reporting and misrepresentation of the severity and criminal nature of the cases.
3. Limited regulation of legal frameworks on media reporting and the conduct of journalists. Specifically, it noted the lack of implementation of the existing Code of Conduct for Cambodian Journalists.

The findings drew attention to the important role professional and ethical media could play in contributing to ending VAWG.

Project 90454: Implementation of the 2nd Cambodian National Action Plan to Prevent Violence against Women

Outcome 1: The implementation of Cambodia's 2nd NAPVAW is launched.

The Deputy Prime Minister and the Minister of Interior officially launched the 2nd NAPVAW on 10 February 2015.

Output 1.1: An action plan for secondary prevention is drafted and agreed by VAW service providers' community of practice.

In the final quarter of 2015, UN Women initiated a rapid assessment of stakeholders' capacity in the areas of primary and secondary prevention. The development of primary and secondary prevention strategies through close consultation with national and sub-national actors will follow next year.

Output 1.2: A Multi-sectoral Coordinated Primary Prevention Strategy, including mapping of options drafted.

In December 2014, the project held a one-day consultative workshop with 57 participants from line ministries and CSOs to identify priority prevention interventions, with technical support from Partners for Prevention (P4P).⁸ The secretariat of the TWGG-GBV documented a summary of the consensus on priority prevention interventions for discussion with TWGG-GBV members and incorporated into the 2015 and 2016 AOPs.

UN Women is currently assessing existing VAW prevention work in Cambodia and supporting national stakeholders, including MoWA, to develop an action plan for primary prevention and a secondary prevention strategy. The draft action plan for primary prevention and the secondary prevention strategy are expected to be reviewed and approved during a consultative workshop with TWGG-GBV members at the national level via a different DFAT-funded project to be agreed and signed by late December 2015.

Output 2.1: Minimum service standards are reviewed and developed by the TWGG-GBV sub-committee on Service and Policy and selected service providers (including the justice sector) and agreements fed back into the TWGG-GBV.

Though it contravenes international standards, the mediation of domestic violence cases by local and provincial authorities remains a nearly ubiquitous *de facto* service provided to VAW survivors in Cambodia. Survivors often must participate in mediation with perpetrators on multiple occasions as their complaints move through the system on appeal and must interface with diverse actors, including law enforcement, community elders, religious leaders and court clerks. Mediation is also required prior to obtaining a divorce.

Given the importance of mediation to survivors of VAW as one means to access justice, the project undertook research and produced the study *Mediation as a Response to Violence against Women in Cambodia*, in May 2015 (see Annex G). The study aimed at developing an understanding of informal mediation practices currently being used to address VAW and to make recommendations to move towards a restorative justice process in Cambodia. The study concluded that mediation is a common practice in Cambodia as a standard response to VAW at every level. The quality of the mediation and sensitivity to gender issues and survivor needs depended upon the mediator. The study noted that few mediators received training and further revealed that mediation is not practiced in a way that transforms underlying gender norms and beliefs that perpetuate VAW and women's inequality.

Critical recommendations from the study included: (1) establishing mediation best practices as part of EVAW minimum services by developing standard guidelines for mediation in cases involving VAW; (2) conducting gender-sensitivity training for mediators; (3) reviewing the legal framework, including the Law on the Prevention of Domestic Violence and Protection of Victims and its Explanatory Notes, to strengthen access to protection; and (4) establishing guidelines governing the interventions of the Ministries of Justice and Interior. The study found that the current legal framework related to VAW must be revised to increase harmonization with the new criminal law and criminal procedure, as well as with international law and best practices.

The project is carrying out an assessment of multi-sectoral service provision for survivors of VAW, mapping the current geographical reach of VAW services, the quality of the services

⁸ P4P is a UNDP, UNFPA, UN Women and United Nations Volunteers regional joint programme for the prevention of VAWG in Asia and the Pacific. UN Women work supporting local CSOs' capacity to engage in primary prevention work with young adolescents in conjunction with P4P constitutes a complementary intervention. Although outside the scope of this project (DFAT supports P4P at the regional level but did not finance the UN Women workshop), in collaboration with P4P, UN Women held a workshop to contextualize the manual to be used in primary prevention programmes in Kampong Cham and Phnom Penh, the latter to be supported by UN Women.

provided and their costs. This work draws upon existing guidelines developed for the health sector by the Ministry of Health and supported by the WHO, and guidelines on referrals and psychosocial service provision developed by the GIZ. Based on the results of this assessment, in 2016 UN Women (through a separate DFAT-sponsored project) will support the development of multi-sectoral service guidelines or a service delivery that will be submitted to TWGG-GBV for approval through a separate project funded by DFAT. Recommendations for building service quality will utilize an incremental approach

Women who are human rights defenders can experience a range of violations and abuses rooted in discriminatory practices and social norms that condone VAW. Such abuses are often met with impunity. Several women human rights defenders reported that due to violence, threats and/or harassment, they experience high levels of stress. In light of an emerging critical need related to the dispossession, rights abuses and violence committed against these women, UN Women supported the Cambodia Centre for Human Rights to design and develop a project to support women's human rights defenders with multi-sectoral services: psychosocial support, legal aid and humanitarian assistance.

In the last quarter of 2015, UN Women commenced an assessment of existing multi-sectoral services provided in several provinces in Cambodia. The assessment will serve as a baseline for recommending minimum service provision based on international standards, but reflective of the reality in Cambodia. The findings will be presented to the TWGG-GBV in early 2016, and minimum standards will be developed in consultation with the full range of relevant stakeholders.

Output 2.2: Costing the 2nd NAPVAW is initiated.

The project advocated for costing implementation of the 2nd NAPVAW. MoWA officials and CSO representatives gained better understanding of the Cambodia Centre for Human Rights by attending the UN Women regional workshop organized in Bali, Indonesia in October 2014. A Cambodian delegation of three members (two from MoWA and one CSO representative) attended this workshop. Subsequently, capacity-development training was organized on VAW costing and gender-responsive budgeting in October 2014 in Cambodia, for approximately 60 members of the TWGG-GBV. Discussions in relation to costing of the 2nd NAPVAW remain ongoing.

While all costs associated with the 2nd NAPVAW have yet to be identified, the project secured a commitment from MoWA to cost the services component of the 2nd NAPVAW for the years 2016-2018. The project incorporated a costing analysis into the work on minimum service standards, as costing of service provision remains a key component of the development of future policy and budget predictions to effectively meet survivor's needs. In addition, costing data was collected as part of the prevalence study *Women's Health and Life Experiences in Cambodia*.

Output 3.1: Interventions that respond to CEDAW Concluding Observations 21 (a, b, c) are identified and integrated into the 2nd NAPVAW implementation and monitoring plan.

UN Women took the lead in drafting, on behalf of the United Nations Country Team, a confidential follow-up report to the CEDAW Committee on its Concluding Observation⁹ 15 on the redress and support provided to victims of sexual violence during the Khmer Rouge regime and the incorporation of resolution 1325 into the 2nd NAPVAW; and Concluding

⁹ Please see: http://gbvkr.org/wp-content/uploads/2013/10/CEDAW-Concluding-Observations-on-4th-and-5th-Report_Oct-2013.pdf (accessed 16 December 2015).

Observation 21 on ensuring the effective protection of victims and prosecution of perpetrators of GBV, fostering the filing of formal complaints by victims, and increased awareness-raising on VAW in rural areas.

The project organized a one-day consultation workshop with the participation of 61 members of the TWGG-GBV on 28 October 2014 to develop the links between the CEDAW Concluding Observations and the 2nd NAPVAW as a tool to guide policy implementation (see Annex H).

Output 5.1: An implementation plan for a participatory system to implement, monitor and evaluate the 2nd NAPVAW is drafted.

Building on recommendations from an evaluation of the 1st NAPVAW, the project prioritized the development of a results-based logical framework for the 2nd NAVPAW and provided technical support towards its development. Consequently, under the leadership and coordination of the MoWA, the project developed, jointly by all members of the TWGG-GBV, a results-based management framework in the form of a logical framework, referred to as AOP and PMF, in line with the 2nd NAPVAW. These tools are being used to implement and monitor the implementation of the 2nd NAPVAW. The PMF offers the MoWA and the TWGG-GBV secretariat the opportunity to also jointly monitor VAW interventions, have greater transparency and accountability in the 2nd NAPVAW implementation and use of the PMF to prepare evidence-based mid-term progress reports for submission to the Council of Ministers.

The project contributed to develop the capacity of the TWGG-GBV members in using results-based monitoring and evaluation frameworks by providing Results-based Management capacity-development training. It provided capacity-development during regular meetings of the TWGG-GBV and in a formal session organized in August 2015 for approximately 30 MoWA officials working in the areas of gender equality and VAWG. As a result of the training, the MoWA and TWGG-GBV members developed better understanding of the 2nd NAPVAW monitoring and evaluation framework and the need for ongoing monitoring and evaluation. Significantly, the TWGG-GBV secretariat provided support to line ministries and CSOs in the 2015 AOP and PMF development process. At its workshops with the PDOWAs in the fourth quarter of 2015 on NAPVAW implementation, the project supported the MoWA to present the AOP framework and operationalize its use at the provincial level.

The AOP and PMF represent new tools to support ending VAW policy implementation in Cambodia, which enables action plans and strategic interventions from line ministries and CSOs at the national and sub-national levels to be consolidated. The AOP and the PMF allow for joint monitoring and provide a framework for strengthened collaboration and coordination at all levels and for all stakeholders. The AOP and PMF will serve as important tools for reporting processes, allowing the TWGG-GBV secretariat to review, consolidate and prepare reports on the implementation of the 2nd NAPVAW.

Output 5.2: Knowledge exchange and information sharing occurs at the sub-national, national and regional levels in selected provinces.

The project organized three half-day presentations for the TWGG-GBV, MoWA and development partners, between February and April 2015 in Phnom Penh, on the findings generated by the studies on media monitoring and mediation, respectively. A total of 150 persons participated. In partnership with the WHO, the project supported the launch of the prevalence study in November 2015 with over 200 participants which included representatives from line ministries, CSOs, youth organizations and development partners.

The project, through UN Women, also participated in capacity-development sessions to prepare line ministry representatives to engage with the press. On the morning of the launch, UN Women and the WHO jointly organized a technical round table to provide an opportunity for development partners to engage with the WHO experts on the content and future use of the report. The UNFPA and WHO experts provided critical information necessary for understanding the data. UN Women, the UNFPA and the WHO adapted this information for a tailored training to the MoWA staff to ensure that they clearly understood the data and how to use it moving forward in policymaking.

After its passage, UN Women supported the sub-national dissemination of the 2nd NAPVAW through 14 sub-national level workshops. The purpose of the workshops were two-fold: (1) to ensure that sub-national stakeholders were well informed of the contents of the 2nd NAPVAW; and (2) to collectively develop the AOP and initiate the 2nd NAPVAW implementation. As in the policy formulation process the 2nd NAPVAW dissemination process involved a wide range of stakeholders, including both duty bearers and rights holders.

According to a feedback assessment carried out and analyzed by the MoWA, more than half of the participants in the sub-national consultation process now feel confident in sharing the 2nd NAPVAW with others, preparing a workplan, actively reporting and carrying out VAW activities. However, there remains room for further improvement in stakeholders' capacity. For example, almost half of the participants believed that the MoWA was the only institution responsible for the 2nd NAPVAW implementation and that it only focuses on current survivors of violence.

To mark the "16 Days against Gender Violence" campaign to end VAWG in Cambodia, the project made use of diverse communication platforms to reach a variety of audiences with a particular emphasis on the youth population of Cambodia. The localized theme, "Violence is Never Acceptable: Shift the Blame", was continuously emphasized and mainstreamed throughout all of messaging, ranging from press releases to social media postings, interviews and opinion-editorial pieces in print media.

The project supported the MoWA to organize a five- and eight-kilometer run in Sihanoukville and Siem Reap where each run drew hundreds of youth participants. It also assisted the MoWA in organizing a dance event in Phnom Penh, which was attended by over 1,000 participants from the public at large. In collaboration with a partner, UN Women participated in an inter-active panel discussion on VAW with university students in Battambang.

While the primary audience of the campaign's communication strategy are the youth, CSOs, development agencies and other partners working to eliminate VAW, the social media package targeted broader audiences and actors to facilitate for further outreach and behavioural change. The 16 Days Campaign was well covered in the print media, with the localized theme emphasized throughout the various outlets. The different activities, funded by the DFAT and arranged by the MoWA, was highlighted in social media, particularly on Facebook. The event resulted in various key partners in the local, regional and global levels relying on Cambodia's commitment and engagement during the 16 days, ensuring further an organic reach and engaging more than 50,000 persons worldwide (see Annex I).

Independent Evaluation Findings

UN Women, under the current DFAT's funding support, hired an experienced international consultant to carry out an independent evaluation of the two projects. It is expected that the final report will be available by March 2016. The evaluation will assess: 1) relevance,

including planning, design, implementation and coherence of the project vis-à-vis the specific country contexts, and their development needs in the area of ending VAW; 2) effectiveness, that is, examining factors contributing to the achievement of the results in time. In this regard, the evaluation is also looking at the level of ownership among the stakeholders in the programme, and identifying lessons learned; 3) efficiency in the strategic use and allocation of resources and in the managing, monitoring and documentation of the programme; and 4) sustainability in the continuation of the results of the programme post-implementation.

Observations on these aspects of the projects are set forth below, and may differ from the findings of the independent evaluator.

1. Relevance

The formulation of the 2nd NAPVAW was extremely relevant, responding to real policy requirements in Cambodia. UN Women offered strong comparative advantage in engaging in this work, given its strong working relationship with the MoWA. Given its governance approach, it offered added value to the design of the project of developing EVAW policy by ensuring that the process modelled a democratic approach, namely broad-based participation, including by line ministries, civil society actors and representatives of VAW survivors. This approach reflects UN Women's position that gender equality cannot be achieved without good, gender-responsive governance.

With respect to knowledge generation, UN Women's support to the national prevalence data on intimate partner violence using globally recognized WHO methodology, as well as its mediation and media monitoring reports, were extremely relevant to the Cambodian context. Reliable data on prevalence, risk factors and coping strategies among victims, including elderly victims and victims of the Khmer Rouges regime. UN Women's research on mediation constituted a critical first step in addressing women's access to justice in this widespread, *de facto* practice in the Cambodian context. Finally, the media monitoring report revealed clear, significant violations of the existing media ethics code in relation to reporting practices on GBV incidents. The results of the report provided an evidentiary basis for subsequent programmes by DFAT development partners.

2. Effectiveness

Having as its outcome the development of a comprehensive policy on eliminating VAW that encompasses the full range of sub-policies and issues related to VAW, the project was considered highly effective. Moreover, the 2nd NAPVAW incorporates references to Cambodia's international commitments to CEDAW and resolution 1325, as requested by the CEDAW Committee's Concluding Observations. At the same time, UN Women provided capacity development of the TWGG-GBV and the MoWA as the central bodies in ending VAW policymaking. Its avoidance of capacity substitution increased the challenges in its day-to-day work with these organs. Despite its capacity-development efforts, lack of political will continues to impede commitment to effective implementation of the NAPVAW across line ministries.

Significantly, UN Women recruited a P4 staff member to lead the UN Women Cambodia Country Office's EVAW Programme, in which the two DFAT-funded projects are executed, ensuring the application of high-level technical expertise to its work in strengthening the capacity of local stakeholders to improve the systemic response and prevention to VAWG.

Open Institute's limited capacity on data analysis and writing up of the media monitoring report was also a lesson learned. Some results were shared with relevant partners through a presentation session, which required significant support and capacity development from

UN Women. It did yield some useful discussion of the role of media and fed into ideas for future programming.

It should be acknowledged that significant technical and advisory support is needed for the effective implementation of the AOP and PMF due to different degrees of capacity and ability among various stakeholders to conceptualize and use the tools.

3. Efficiency

Time and resource efficiency constituted constant concerns in partnering with line ministries, especially in process-intensive endeavours such as the TWGG-GBV. It should be noted in this regard that the consultative processes inherent in democratic decision-making are not characterized by their efficiency, and should be evaluated by other criteria. However, given the lack of efficiency in those processes, and the need to focus on policy implementation,

Marking an important milestone in UN Women EVAW Programme's capacity, the hiring of a fixed-term Programme Manager resulted in brief, yet foreseeable delays in the project implementation, as she got up to speed and took over the duties of her predecessor. Delays in the hiring process, not attributable to UN Women, also resulted in her joining the EVAW team later than expected, and was thus not aligned with project implementation as initially expected.

4. Sustainability

UN Women's efforts to build the capacity of national-level actors on the substance, process and monitoring and reporting on EVAW strive for long-term sustainability. Its technical support towards the development of the AOPs and PMFs, a comprehensive monitoring framework, constituted an important achievement toward lasting policy implementation. Furthermore, its nascent work at the sub-national level in the fourth quarter of 2015 aimed at establishing sustainable coordination processes at the provincial level.

IV. Challenges and Lessons Learned

Challenges

Securing commitment from relevant line ministries presented challenges. The TWGG-GBV continues to face challenges in securing commitment from the relevant line ministries. Representation of each line ministry changes frequently and is often performed by non-decision-making officials. It is unclear to what extent meeting conclusions are fed back to each ministry's focal points for follow-up. To address this challenge, a Steering Committee composed of high-ranking officials from 15 government ministries, and representatives from UN Women, DFAT, GIZ, UNFPA and CSOs was initiated within the TWGG-GBV. MoWA received the terms of reference of the Steering Committee for review and approval. According to the draft terms of reference the Steering Committee will make key decisions on the review and oversight of the implementation of the 2nd NAPVAW.

There is also limited commitment from several key line ministries, especially the Ministry of Interior, to implement the 2nd NAPVAW. Often, the police do not view VAW as within their jurisdiction, except in cases of severe injury.

Securing political commitment for VAW budget allocations requires a longer period of time than anticipated. While MoWA and six other ministries that are members of the TWGG-GBV were listed as among the top-10 funded ministries in Cambodia, the national

budget allocation to these ministries remains very low. In 2015, the Government allocated only 0.38 per cent of the total national budget to MoWA. Furthermore, there is no transparent data on the percentage of this allocation that will be dedicated to the implementation of the 2nd NAPVAW and to the assistance of VAW survivors.¹⁰ Indeed, Cambodia ranks at the very bottom of countries worldwide with regard to budget transparency.¹¹ Budget allocations have already arisen as a key issue of concern in early efforts to promote implementation of the 2nd NAPVAW at the sub-national level.

Coordinated advocacy initiatives among both duty bearers and rights holders appear to be a necessary strategy for seeking an increase in the national budget allocation dedicated to preventing and ending VAWG, especially in light of shrinking donor budgets. Questions remain as to whether progress can be made in the area of gender-responsive budgeting in the period leading up to the elections. UN Women plans to link with other development partners in public finance reform efforts as an entry point.

Challenges related to the coordination role of PDoWAs in 2nd NAPVAW

implementation at the sub-national level. During the debriefing meetings with the Deputy Provincial Governors and Directors of the PDoWAs, it became apparent that stronger coordination between the PDoWAs and other provincial departments of line ministries was needed. The project recommended that the MoWA organize a consultative workshop with all the PDoWA Directors and Deputy Provincial Governors (responsible for social affairs) to agree on the roles and responsibilities of the PDoWAs in the 2nd NAPVAW implementation at the sub-national level. The project supported the MoWA to hold two sub-national workshops with the PDoWAs and Deputy Provincial Governors to coordinate national policy implementation and monitor and report on the 2nd NAPVAW implementation at the sub-national level. These were held in Sihanoukville and Siem Reap and involved provincial authorities from all 25 provinces.

Shifting modalities in UN Women's engagement with TWGG-GBV members to emphasize policy implementation. With the passage of the 2nd NAPVAW, the TWGG-GBV role and responsibility shifted from policy formulation to policy implementation. While the 2015 AOP and PMF have been developed and approved as measurable tools for the implementation of the 2nd NAPVAW, more remains to be done to ensure that NAPVAW is meaningfully implemented. Consequently, UN Women engagement in the future with the TWGG-GBV and MoWA will focus on supporting their effectiveness in guiding policy implementation at the sub-national level.

Lessons Learned

Overly complicated performance monitoring tool. The PMF developed for stakeholder use was overly-complicated. There is a need for this to be simplified and made more user-friendly.

Time consuming processes result in delays. Working with government counterparts requires involving the informal processes (meetings) to support and fortify the formal processes and consuming staff time occasionally resulting in delayed deliverables. Unexpected activities and constant changes should be expected, to envisaged programmes and strategies prompted by stakeholders, requiring flexibility and quick responsiveness.

¹⁰ The Cambodian National Council for Women receives an annual budget of approximately USD 50,000 to assist victims throughout Cambodia.

¹¹ Cambodia received a score of eight out of 100 for budget transparency. See: <http://internationalbudget.org/opening-budgets/open-budget-initiative/open-budget-survey/country-info/?country=kh>, (accessed 16 December 2015).

While working with and building the research capacity of a local CSO is important, this needs to be balanced with ensuring a quality result, and in the future another modality such as hiring specific technical assistance for lead research roles should be considered.

UN Women plans to capitalize on specific lessons related to inefficient processes, to reconfigure the TWGG-GBV in the future.

V. Next Steps

Implementation of projects 83187 and 90454 will come to an end on 31 December 2015. Nonetheless, as agreed with DFAT, the current combined report represents the final report for each project. UN Women intends to build on the achievements of the two projects through upcoming programming. Specific focus areas include:

- UN Women will continue to work with the WHO and other partners to utilize the findings of the study to guide future programmatic work. Specifically, it plans to conduct secondary analysis of the data, including on costing. It will also assist its national counterparts, such as MoWA and the TWGG-GBV to develop evidence-based policies supported by the data.
- UN Women will use the findings of the media study to promote gender-sensitive coverage of VAW and to strengthen the media's understanding of how the Government can be held accountable on gender-related policies. The results of monitoring will be shared through traditional and social media, and will form the basis of training workshops with media and policymakers. Building on this methodology, UN Women will continue to work with the Government, CSOs, journalists and media institutions to alter perceptions on gender and its representation in the media in Cambodia.
- In partnership with the Government, civil society and other United Nations agencies, UN Women will continue to develop knowledge products and develop capacities on VAWG prevalence and effective prevention.
- UN Women plans to continue its work addressing mediation provided to VAW survivors. Building on the evidence generated by this research, UN Women plans to develop mediation guidelines to ensure that survivor rights and needs are not violated in the process.
- UN Women plans to continue to work with MoWA and the TWGG-GBV into the future to raise members' capacities to engage in costing and to secure commitments to gender-responsive budgeting.
- UN Women will work closely with partners in utilizing the prevalence data gathered on costing, including costs to health care and productivity, in its work with policymakers.

VI. Financial Report

Based on the agreement with the Government of Australia, through DFAT, UN Women will submit an interim financial report through 31 December 2015 in January 2016.