FINAL EVALUATION OF THE PROGRAMME "REDUCING GENDER BASED VIOLENCE IN CAMBODIA: A MULTIDIMENSIONAL APPROACH TO THE EMPOWERMENT OF WOMEN" FOR DAN CHURCH AID/CHRISTIAN AID, CAMBODIA

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Acronyms

ACT  Alliance of 100+ churches
ADHOC  Cambodia Human Rights and Development Association
AG  Accountable Governance (strategy of CA)
CA  Christian Aid
CDP  Cambodia Defender Project
CMN  Cambodia Men’s Network
CWCC  Cambodia Women’s Crisis Centre
DCA  Dan Church Aid
DCA/CA  Dan Church Aid/Christian Aid (joint programming)
DCA/CA RO  The Regional Office of DCA and CA
DV  Domestic violence
GAD/C  Gender and Development/Cambodia
GBV  Gender based violence
LFA  Logical Framework Analysis
LICADHO  Cambodian League for the Promotion of Human Rights
LSCW  Legal Support for Children and Women
MAFF  Ministry of Agriculture, Forestry and Fisheries
MoI  Ministry of Interior
MoJ  Ministry of Justice
MoWA  Ministry of Women’s Affairs
MTR  Mid term review (of programme, 2008/9)
PK  Ponleu Kumar
PP  Programme Platform (for partners of DCA/CA programmes)
PS  Political Space (DCA Strategy)
RBA  Rights based approach
RO  Regional Office (of DCA/CA)
TOR  Terms of reference
UNIAP  UN Inter Agency Project (on Human Trafficking)
Executive Summary

Background and objectives: The Dan Church Aid (DCA) and Christian Aid (CA) supported Political Space Programme in Cambodia has worked since 2007 to reduce gender based violence (GBV) in Cambodia and empower women. Nine Cambodian NGOs have been supported in implementing projects. The overall development objective has been that “women in Cambodia are empowered to enjoy a life free from gender-based violence and with full social, economic and political participation”.

This evaluation has assessed the overall programme, lessons from it, the support provided by the DCA/CA Regional office and makes recommendations for future programme development within the Political Space and Accountable Governance strategies of DCA and CA.

Context: GBV in Cambodian is a major challenge. Women are not accorded equal status with men. A behavioural code for women “Chbab Srey” which sets out norms of respect and subservience of women to men is widely accepted and even used as a basis for social education.

Few girls receive education to the same levels as boys. Many who do not marry at a conventional, early, age take jobs in the entertainment industry, with high risks of abuse. Migration to other countries is common and again may result in abuse. The UN considers Cambodia a high-risk country for trafficking, placing it on its “Tier 2 watch list”. Most communities report that domestic violence is a private affair and that wife beating is acceptable in many circumstances.

The Royal Government of Cambodia (RGC) has outlawed domestic violence but the law is not well implemented. Corruption and economic recession together with low regard for women by many male duty bearers results in widespread impunity for perpetrators of crimes against women.

The programme is relevant to this context and remains so.

Programme achievements: The DCA/CA GBV programme has targeted women and girls, men and duty bearers of government at different levels. Women and girls participating in the projects of the programme have reported greater understanding of their rights and gains in confidence to seek them. Significant success has been achieved in raising the awareness of duty bearers on the rights of women and convincing them to take on their responsibilities to prevent GBV or take action when it occurs. Many duty bearers have been trained, including police and local authority officers. Village level leaders and commune councils are listening to and resolving the complaints women now feel able to take to them. They are also identifying and intervening in situations they would previously have seen as outside their responsibility. These gains may be sustained without the presence of the programme partners in some cases because women are able to demand their rights, and increasing numbers are holding positions on Commune Councils and similar bodies. The information exists, though it is not clearly quantified, on who needs to be targeted and with what messages and training to reduce GBV in communities.

At national level, helped by the advocacy efforts of a number of the programme partners, the RGC is taking decisions that are increasing the
numbers of women in high political and administrative positions. A strategy to mainstream gender into all Ministry programmes has also been announced by the RGC: programme partners have worked with the Ministry of Women’s Affairs (MoWA) to achieve this.

To increase the numbers of girls in school, scholarships and incentives have been provided to families who send daughters to school. Those who drop out of school have been provided literacy and vocational education. Girls in school in targeted areas are achieving higher grades. Those participating in vocational education and who receive support and encouragement to start income earning businesses and many are earning incomes. These initiatives provide a model for wider application and at the same time demonstrate to women, their families and duty bearers that there are realistic options to empower women and reduce their dependence on men. The pressure to take up high-risk occupations or migrate abroad is reduced.

Victim support and protection is a major component of the work of most of the NGO partners. Protection in safe shelters for women and girls at risk has been provided, legal action has been taken against perpetrators, psychosocial counselling and support has been given to victims, and victims have been helped to develop alternative livelihood opportunities.

Through international links and participation in the DCA Regional Safe Migrations Programme, support is being given to victims of unsafe migration and trafficking. Cambodian migrant rights-holders are able to seek support abroad as well as in Cambodia.

**Lessons, gaps and challenges:** The programme has now a great deal of experience on what works and the challenges to implementing prevention and protection for women and girls at risk. The DCA/CA Regional Office compiles detailed annual reports from information collected from partners. These reports provide good descriptions of activities and what has been achieved. A high volume of data is also presented against LFA indicators for the overall programme.

A difficulty remains in assessing progress with achieving the programme’s objectives year on year. It is hard to compare the contributions made by each partner. This arises from the non-uniformity and inconsistency of data provided and presented to the regional office of DCA/CA. Lack of hard data makes assessment of overall programme progress difficult to measure. It also impacts on the capacity of the programme to analyse and produce the evidence needed to advocate for dissemination of the successful approaches of the programme at policy level. Policy makers will not act on case stories and examples alone: they require data that shows the size of the issues – for example: the numbers of people exposed to high risk employment and abuse and the extent to which this can be reduced by educating rights-holders and duty bearers – and how many of these need to be reached in a given province or district. They also want to know how much it will cost to implement a policy advocated. This requires a coordinated and planned approach to the collection of information, its analysis and presentation to key audiences in planned advocacy and lobbying.

These are key lessons to draw from the programme experience and that
feed into recommendations detailed in the evaluation report.

**Programme management and support:** DCA/CA Regional Office (RO) coordination of the programme is strong and greatly appreciated by all partners. Using a cross cutting budget, the RO has been able to assess capacity building needs of partners and organise training to meet these needs. Rights based and gendered approaches to development have been main topics for training, alongside increasing understanding of legal processes, relevant laws and organisational management. The RO has maintained and largely kept to plans for the building of capacity. There are challenges to providing training to adequate numbers of staff of partners and in ensuring staff trained pass their knowledge to their colleagues.

The Platform approach used by DCA/CA to bring programme partners together has worked well at the level of information and lesson learning. Partners state they are ready to be more proactive in owning the Platform and using it to plan coordinated operations at field level and for agreement of advocacy messages and audiences. This step is vital if the programme is to move from its present level of demonstrating successful approaches to reducing GBV in specific targeted locations to achieving broader dissemination and greater support through evidence based advocacy at the national level.

**Recommendations:** Recommendations are presented in two sets: 1) A strategy for a future Political Space/Accountable Governance (PS/AG) Programme in Cambodia; 2) Specific recommendations for the planning of future work on Gender Based Violence, building on the lessons and successes and meeting the challenges from the existing programme. The future PS/AG strategy is based on linking the GBV programme to the HIV/AIDS and Food Security areas of DCA/CA’s Cambodia programme at the level of the Platforms of all three, and also, where there are synergies, at technical and field levels.

Recommendations are then detailed for next steps in developing the GBV programme in the areas of: targeting, partnerships, awareness raising, social and economic support to women and girls, cost effectiveness, legal action and costs, monitoring, reporting and evaluation, capacity building, advocacy, DCA/CA regional office functions, management and coordination.

A Mid Term Review completed in 2009 made recommendations and proposed an Action Plan for implementation by the RO and partners. Several of the actions recommended remain valid. DCA/CA should build these recommendations into the next stages of follow on programme design alongside those suggested in this evaluation.
Introduction

Objectives of evaluation
The objectives of the Evaluation are:

- To evaluate the relevance, effectiveness, impact and sustainability of the GBV Programme
- To assess progress against the Programme objectives
- To analyse what can be learned from the Programme implementation and make recommendations for a future Political Space/Accountable Governance Programme Type in Cambodia.

Scope of evaluation
The evaluation has focused on assessing the overall programme and not the performance of individual projects implemented by each partner. We have assessed the contribution of the partner projects to achieving the overall objective and four immediate objectives. In addition we have studied the ways in which partners have interacted with each other through membership of the Programme Platform and other cross cutting activities coordinated by the DCA/CA Regional Office (RO).

Methodology
The first and second objectives for the evaluation have been addressed through two field visits, Banteay Meanchey and Kampong Cham, collective and individual meetings with partners in the provinces and in Phnom Penh, meetings with DCA/CA Staff (RO and DCA Head Office). Guideline questions were developed for interviews with different rights-holders, duty-bearers, partner staff, DCA/CA staff and other stakeholders. (See Annexes.)

At an inception meeting with the representatives of the majority of partners and DCA/CA RO staff we agreed on a plan of activities and timeline for field visits.

Rights-holders were interviewed mainly in focus groups, with individual interviews added to collect case stories on the impact of the programme on their lives.

The DCA/CA Evaluation Matrix was completed and used as a means to check that information on the objectives and indicators of the programme had been collected.

Annual, partner and other reports have been reviewed including planning documents, frameworks, a Mid Term Review and a baseline survey for the EC block grant funded area of the programme.

Structure of report
An Executive Summary provides an overview of the evaluation findings along with a summary of the main lessons and challenges for new programming.
The Findings and Conclusions are presented against the Key Questions (and Sub-questions where addressed) given in the evaluation terms of reference (TOR).

Based on the findings and conclusions we present lessons and recommendations for future programme design.

A set of annexes provides checklists used in focus groups and interviews field notes and other documentation.

## Background

### Context

Limited education and control over economic resources combined by a demand for unskilled work in bigger cities and a trafficking industry that profits extensively from the recruitment, transportation, transfer, harbouring and receipt of trafficked women contributes to widespread economic exploitation of girls and women in Cambodia. Existing laws prohibiting and criminalizing physical and economic exploitation and violence against women are not enforced. This results from ignorance and the trivialization of cases of physical exploitation of women. Law enforcers benefitting from the trafficking industry themselves has led to impunity for many perpetrators of violence and exploiters of women and girls.

### Problems addressed

Gender based violence (GBV) in Cambodia takes the forms of domestic violence, rape, trafficking (often for the purpose of sexual exploitation) and sexual harassment in the workplace.

### Objectives of the Programme

In relation to the above context and focus of the programme the overall development objective of the programme is that:

"Women in Cambodia are empowered to enjoy a life free from gender-based violence and with full social, economic and political participation".

The Immediate Objectives are:

1. Women and girls are enabled to claim their basic human rights.
2. Women and girls have increased access to protection, rehabilitation, and reintegration in local communities
3. Accountable governance in relation to gender based violence and women’s economic and political participation is promoted among duty bearers
4. DCA/CA added-value evidenced in greater capacity of Cambodian partner organisations for strategic reflections; stronger programme links to the DCA and CA Information/ campaigning in Denmark and the UK; and improved responses to exploitation of women in Cambodia by Danish government.
Activities and targeted beneficiaries

The Programme main interventions focus on:

- Enabling women and girls to claim their rights to freedom from physical, sexual, and mental violence and trafficking into prostitution
- Protection, rehabilitation and re-integration of women who have been subject to physical and economic exploitation
- Responsiveness of duty bearers to the rights of girls and women to freedom from physical and economic exploitation
- Capacity building of NGOs to work strategically and in a more coordinated way for the eradication of physical and economic exploitation of women

Implementing partners

Nine Cambodian organisations are the principal partner organisations implementing a set of projects that form the overall GBV programme coordinated by the Regional Office (RO) of DCA/CA. In addition four further organisations associated with other DCA/CA programme areas participate in the programme.

Programme development and management

The DCA/CA regional office coordinates and supports the implementing partners with their projects. Four staff provide this support, either full time or with shared responsibility for other DCA/CA programmes (HIV/AIDS and Food Security). This provides opportunities for synergy across the country programmes, which are overviewed by a Programme Coordinator and the Country Manager.

Also under the umbrella of the programme are two EU funded projects. These are the GATE (Enhancing Livelihoods for Girls through Advocacy, Training and Employment) Project (2006 – 2010) involving two Partners, PK and CWCC; and the Block Grant Project titled Ending Violence Against Women (also 2006 – 2010) involving three partners: CWCC, CDP and ADHOC.

The strategic frameworks for DCA – Political Space, and for CA – Accountable Governance - are both addressed by the programme and some of the implementing partners also participate in a regional programme of DCA on trafficking in South-East Asia and South-Asia, which was developed in 2006. This relationship is also coordinated by the RO.

Geographical focus of the Programme

The geographical focus of the programme is on four municipalities and provinces: Phnom Penh municipality, Kampong Cham, Prey Veng and Banteay Meanchey provinces. After the mid term review, two more provinces were added: Kampong Speu and Kampong Chnang provinces.
Findings and conclusions

Relevance

Key question:
To what extent is the Programme strategy relevant to the needs identified in the context analysis and especially to the structural causes of rights violations identified?

All partners report cases of GBV in the categories of DV, rape, trafficking and unsafe migration. UNHCR reports continuing corruption and inadequate efforts to protect and assist victims, Box 1.

Box 1 UNHCR Trafficking in Persons report 2009.

Cambodia is placed on Tier 2 Watch List. After enactment of a law that included anti-trafficking provisions in February 2008, the government obtained the convictions of 12 trafficking offenders and initiated 71 trafficking prosecutions over the last year, a significant decrease from 52 convictions obtained during the previous reporting period. The government also failed to prosecute and convict officials involved in trafficking-related complicity, despite a high prevalence of trafficking-related corruption in Cambodia. Efforts to protect and assist victims did not improve during the reporting period, and victims continued to be detained and punished for acts committed as a direct result of being trafficked, including for prostitution. - United States Department of State, Trafficking in Persons Report 2009 - Cambodia, 16 June 2009, http://www.unhcr.org/refworld/docid/4a4214c82d.html

Cases of rape of minors are still reported, albeit usually by perpetrators from outside targeted communities.

ADHOC received reports of 460 rape cases in 2009, a 9% increase on 2008. More than 78% of rape cases are committed to minors. CWCC also reported that 75% of reported rape cases were underage clients – PT1 2009 Annual Report.

Rates of incidence of GBV may indicate higher levels of complaint and reporting rather than levels of incidence. Apart from baseline studies (2008)¹ for the DCA block grant support to 3 partners (ADHOC, CDP and CWCC), which ended 2009, and early baselines in both 1996² and 2005³ up to date comprehensive data on GBV in Cambodia is unavailable. GAD-C CMN further reported in 2007: “Studies (ADHOC, 2007, LICADHO, 2007, UNIFEM et al, 2004:116) also reveal that the incidence and reported case of domestic violence, rape and trafficking of women in the country have not been decreased over the period of at least last five years despite relevant laws and program interventions are in place.”⁴

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¹ M Richardson. Ending Violence Against Women Block Grant Projects, Baseline Study Report, May 2008
² Household Survey on Domestic Violence in Cambodia. PADV/Ministry of Women’s Affairs, Phnom Penh 1996
³ Violence Against Women: A baseline Survey, Phnom Penh 2005
⁴ Chhay Kim Sore, Gender and Development for Cambodia (GAD/C) “Engaging
Furthermore there is evidence of links between HIV/AIDS and domestic violence and rape identified in reports such as that for GTZ in 2005⁵.

Conclusions: While there have been impressive improvements reported in communities where partners are working in lowering levels of DV and other GBV rates there is clear need to continue to implement the strategy, with appropriate changes based on the lessons learned to date. Poverty continues to be a major factor aggravating GBV. Rights-holders continue to need assistance to know what their rights are and how to seek them. Economic recession increases corrupt practices among duty bearers responsible for upholding justice. Pressures to risk unsafe migration and the trafficking of people, especially women, into the sex industry increases as opportunities to earn legitimate incomes decreases.

Sub-questions:

Was the context analysis relevant and appropriate? Is it still?

A review of literature, for example a study on the work of CWCC and PADV⁶, together with the studies for this evaluation shows that the context analysis undertaken for the programme remains broadly relevant. The Final Evaluation for the EC Block Grant⁷ project also confirms the relevance of the context analysis. DCA/CA Annual reports record the progress made with targeted communities with scholarships for girls to attend school, vocational education and literacy. Given a root cause of GBV is identified as poverty there remain many challenges to improving the livelihood situation for women.

Some of the baseline data in the study for the GATE project⁸ demonstrate the scale of the underlying gender inequalities in the Cambodia context. While local level improvements to these figures may be seen in areas where the DCA/CA partner programme, and similar GBV focused programmes, are working the context across all Cambodia is changing only slowly.

Global recession has increased unemployment, aggravated by the loss of tens of thousands of jobs of women in the garment industry alone. Economic recession is also stimulating corrupt practices by duty bearing officials at all levels. Increased pressure on land, evictions of the poor and unscrupulous exploitation by land and property owners further increases poverty.

Conclusions: Thus the context analysis is still relevant and appropriate

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⁵ Gender Based Violence and HIV/AIDS in Cambodia: Links, Opportunities and Potential Responses. GTZ, Global Fund etc. 2005
⁷ Block Grant Project: Ending Violence Against Women: Final Evaluation report
⁸ www2.gtz.de/dokumente/bib/05-0492.pdf

References:

Men to End Men's Violence Against Women: A Cambodian Case”. Men as Partners to End Violence Against Women (EVAW) 3-4 September 2007
United Nations Conference Centre, Bangkok, Thailand

Final report, 7th January 2011
as it enables changes that deepen its impact on the lives of women to be tracked and responses planned, developed and tested by the programme.

As proposed in the MTR (2009), continued and increased support is needed to women’s participation in political and community decision-making structures. This becomes even more necessary in the context of economic recession, which encourages the neglect of the rights of women and their exploitation.

While the programme should continue to take as its overall objective empowerment of women to enjoy a life free from gender-based violence - with full social, economic and political participation – the increase of pressures outlined above that challenge achievement of this objective require the programme to broaden its focus to address the economic pressures that may weaken women’s positions and gains socially and politically. The political space available to women may otherwise shrink, despite the best efforts of the programme to prevent and protect those vulnerable to GBV.

Future programming therefore should be planned holistically, recognising the increasing challenges faced by women in occupying political, social and economic spaces. This will require continuing support to improving women’s participation and influence in society and its political structures, as well as strengthening their economic opportunities and positions.

**What has been the added value of DCA and the programme approach, particularly in relation to the role of DCA/CA in contributing to advocacy within the programme?**

The Regional Office of DCA/CA (RO) has fulfilled its responsibilities to bring the partners together through joint planning, reflection and sharing of success, lessons and results. This has been achieved through organisation and coordination of meetings of the Programme Platform together with targeted capacity building. Through regular visits to the project partners (in excess in most cases of the required 2 visits per year) the RO has supported monitoring and reporting against prescribed DCA systems and formats. This has enabled production and generation of information and reports that report progress of the overall Programme against its LFA indicators.

Capacity building based on needs assessment through the organisation of training and lesson sharing across the partners has been a significant activity for the RO. Partners have gained considerable additional competence in key areas such as gender and development, rights based approaches, knowledge of civil and criminal law and a range of programme management areas. While the investment in this has been considerable and much has been achieved, some partners, especially at field levels, and the RO staff themselves acknowledge that the full potential of training is yet to be realised. This includes difficulties with getting partners to send the most appropriate staff for training, inadequate action by partners to enable those trained share new knowledge with colleagues, and including too few participants from each partner in training events. The latter risks loss of the new knowledge from the partner if trained staff leave.
The DCA/CA RO has helped coordinate and support campaigns within the Block Grant at national level on marriage registration, based on research on Out of Court resolution of domestic violence cases. The GATE projects promoted literacy and vocational training and the importance of school attendance for girls to provincial level government duty bearers. GATE partners also have radio shows and TV spots promoting GBV issues.

The DCA/CA POs have actively facilitated the building of capacity on microfinance, especially with the work of PK and CWCC. Information on lessons from this have been written up and shared with the DCA/CA international work in a Microfinance Learning Report (author PO Cheoung Yowoth).

The RO work to increase capacity on gender includes working with GAD/C - and a German Gender consultant to develop a gender training material. This increased the capacity of GAD/C who then facilitated a capacity building process on gender for all other DCA/CA partners under the GBV and other DCA/CA programming. As a result LWF developed/revised their training curriculum for their own staff – and others and partners such as CDP, Licadho, ADHOC, PK have also revised their training curriculum and methodologies to justify to the new laws on Domestic violence, gender, trafficking and family law.

Based on the Gender and Rights training modules, which propose action plans to engage men, many partners such as CWCC, ADHOC, PK, and CDP have recognised and addressed the role of men in GBV. They have developed projects that target men with awareness raising and training based on the. Several men are now advocates and positive role models within their own communities and beyond. In some cases these men were perpetrators of violence against women.

A DCA/CA staff (PO) is recognized as a GBV/gender expert. This is confirmed by the many invitations to participate in talk shows, networks and as an advisor (member of steering committee of GADnet for example). DCA/CA staff also engages actively with other stakeholders – Coordination group on GBV, UNIAP, NGO committee on CEDAW and Ministry of Women’s Affair Technical Working Group on Gender.

DCA/CA participates in the GBV Coordination Group, has initiated joint monitoring visits with Diakonia, has good relations to several UN agencies and has also taken the initiative of inviting other donors – both bilateral and NGOs – to an information-sharing meeting.

Through these “external relations” information on DCA/CA programme has been shared with stakeholders, positions have been expressed – and information and windows of opportunities discussed with partners. E.g. GTZ, MoWA and UNDP. GBV training material has been shared with partners.

The MTR, 2009, recommended that the GBV programme should work on the Chhab Srey (Traditional Code for Cambodian Women)⁹, which is an obstacle for women to exercise their rights that leads to gender inequality and heightened risks of gender based violence. The DCA/CA RO brought

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⁹ See [http://carpediemilia.over-blog.com/article-21656482.html](http://carpediemilia.over-blog.com/article-21656482.html) for English language translation by PADV.
this into the discussion during a Platform meeting and found that some partners who have been working on women’s rights and gender are interested in further discussion. DCA/CA organised a discussion with three programme partners (CWCC, GAD/C and ADI) together with KYA (Khmer Youth Association) on what should be done with respect to the code given it is being taught in schools as a guide on how Cambodian women should behave.

**Conclusions:** DCA/CA has brought together a strong and diverse network of partners to implement the programme. It has added value through capacity building in key issue areas and also in project management through needs assessment and organised training. The quality of training materials commissioned by DCA/CA reviewed by the evaluators on gender and RBA is high and has been a significant investment. Its wider use across the programme would increase the value added of this investment.

Furthermore, the tools promoted in the training emphasise the collection of information and evidence of change – key material required for evidence-based advocacy. These tools used systematically by partners, would add value to advocacy messages.

There is potential for the Platform to develop into a more analytical forum that could agree advocacy messages, audiences of duty bearers, and strategies for message delivery – using the range of strengths of the members. These strengths so far have tended to be applied through either individual advocacy work by partners, or through alliances that are working more broadly on rights advocacy. The CEDAW – NGO committee of which most partners are members perhaps provides the strongest example of the added value provided by DCA/CA in the advocacy area so far. DCA/CA is the main and most consistent funder of the CEDAW Committee.

The programme partners include strong advocates for rights who work on broad rights agendas (CWCC, LICADHO, AHOC). There is potential for DCA/CA to strengthen advocacy strategies on GBV of these partners and for them to play leadership roles in taking advocacy forward. For example, partners could develop an advocacy and lobbying strategy to remove Chbab Srey as a code taught in schools.

As was proposed in the MTR, 2009, the DCA/CA RO needs more time and capacity to support partners, especially at field level helping make operational rights based and gender and development approaches as well as increasing the collection of outcome information to help steer the direction of the overall programme and to feed into the planning of advocacy work.

**Is there synergy with other DCA/CA programmes in Cambodia, and with the efforts of other funding agencies? E.g. in terms of improving economic opportunities of survivors as a result of synergy with the Food Security Programme.**

Examples of the programme and its partners forming alliances and sharing learning with other development stakeholders in Cambodia are listed below. Synergies between the DCA/CA programme areas appear to be still at an early stage of development, perhaps because there are more
obvious partners outside DCA/CA working more closely on GBV related issues and with similar target communities.

- Efforts have been made by the DCA/CA RO to link with other organisations and lever additional funding support, for example: "A joint application for EU funding for a project by GAD/C (GBV partner) and LWF (ACT member and Food Security Partner) though not approved provided a basis for future joint programming on gender and food security.” (PT1 2009 Annual Report).

- To improve the quality of capacity building support one DCA/CA Programme Officer has been working with GTZ to plan delivery of training in Behaviour Change for Men in 2010 in cooperation with the Ministry of Women’s Affairs.

- Another PO has been working with Oxfam America to train partners within the GATE project to deliver an improved approach to microfinance titled Savings for Change. DCA/CA and partners have agreed to apply this model of Oxfam America for its community based savings self help groups10.

- Partners have also been encouraged to participate in the NGO Good Practice Project and are supported to engage in relevant networks such as the UN inter-agency coordination to combat human trafficking (UNIAP)11.

- The MTR, 2009, recommended that linkages with the Food Security, and by implication the HIV/AIDS, programmes of DCA/CA should be forged by extending the GBV programme to work in the Provinces where the FSP is active. We understand from the DCA/CA staff that joint working between the two programmes is yet to develop.

- The development of gender training materials was undertaken across two DCA/CA programmes, GBV and Food Security (see above section on DCA/CA Added Value). In addition, LWF Food Security partner staff were sent to Denmark for gender training.

- The booklets and DVDs produced by DCA/CA partners of EU-Block Grant project were shared and distributed to DCA/CA HIV/AIDS program partners to be used for their outreach activities.

- The publication of the HIV/AIDS survey by the ADI/CCC project was developed together with several PT4 DCA/CA partners and the publication "Older-age People Supporting HIV/AIDS Children and Household Relatives on Antiretroviral Treatment" was shared to all DCA/CA of the HIV/AIDS program partners.

- Several partners work with trafficking/safe migrations (CCWC, LSCW, LICADHO) and do link it very well with GBV. However, this is so far not very well documented.

- To help identify opportunities for synergy between the DCA/CA programme sectors two Programme Officers have each been assigned to work across two programmes. In addition DCA/CA RO

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10 Cheoung Yowoth, DCA/CA PO. Microfinance learning report. 2009-10.
11 PT1 Annual Report 2009.
staff meetings are opportunities to identify ways in which programmes can support each other.

Conclusions: Care is needed that synergy with other DCA/CA programme areas is not sought mainly through adjustment of geographical focus. It may be as important to continue to partner with the organisations in which it has already invested quite heavily in the current locations of the GBV programme. Identifying synergies and opportunities to achieve mutual support between the programmes are best identified and encouraged through developing joint advocacy actions – for example on the need to support access to livelihood opportunities (GBV and FS), or the rights of women to lead lives free of discrimination (GBV and HIV/AIDS). For technical assistance and capacity building on specific areas, e.g. savings and micro finance support; sharing of experiences with agencies outside the DCA/CA programmes may be as useful as internal linkages. The MTR, 2009, proposed that the programme focus its work on two geographical clusters to achieve synergy with the other two DCA/CA programme areas. This proposal needs to be balanced with the value of continuing to work with communities where the locally active GBV partners have built strong relationships with rights-holders and duty bearers. It may be more productive to build new programming in these locations.
In what way does the Programme strategy contribute to the strategic goals of DCA (Rights Based Approach, Gender Equity, Political Space) and CA (Accountable Governance)

There is strong understanding of the DCA/CA strategic goals at senior levels of a proportion of the partners, although all partners state that their selection to work on the programme was because their own strategies are consistent with those of DCA/CA. Most field level coordinators and staff responded to a question on this in the negative:

"Are you aware of the DCA/CA Political Space Programme and/or Christian Aid’s Accountable Governance Strategies to which your project contributes? Do you feel that you have been able to influence this strategy? How?“ replies at field level: CWCC, TPO, PK, LICADOC do not know about the DCA/CA Political Space Programme and/or Christian Aid’s Accountable Governance Strategies to which partners project contributes. We are all not able to influence this strategy.

Although most partners do not specifically identify with the DCA/CA strategic goals, the participation of some, for example LSCW (although a contributing and not a GBV programme funded partner), in regional and international DCA/CA programming and advocacy demonstrates and provides a link between the other partners and the strategies. LSCW and CWCC, for example, have strong collaboration, and in turn, CWCC is working increasingly closely at field level with other partners, for example PK, ADHOC and LICADHO.

The MTR (2009) the programme identified the need to more closely identify future programme effort with the DCA and CA development strategies:

....in the next generation of the programme, DCA/CA should consider increasing actions towards accountability/advocacy, which is also in line with the DCA policy on long-term rights-based interventions. This could include a stronger emphasis on budget monitoring and a possible increase in funding of partners’ strategic plans rather than specific projects, which would increasingly enable partners to engage in longer-term advocacy plans and strategizing actions for increased accountability.

At this end point of the current programme it continue to be necessary for future programming to be guided by the these strategies. This will require careful planning in identifying partners, their strengths and, where necessary, designing ways to build partner capacity to think and plan strategically. There is need for partners to design and provide prevention and protection for victims and potential victims within the broader strategic frameworks of political space and accountable governance by clearly and closely linking their project activities to institutional changes at the different levels of governance.

Conclusions: All partners have now participated in gender and development (GAD) and rights based approach (RBA) training. As the principles and practice of these approaches are disseminated across the partner staff teams a stronger capacity to understand the DCA/CA political space and accountability of governance strategies can be promoted. Likewise, an increased emphasis on advocacy beyond the rights-holders
and duty bearers with whom the partners work directly will require field and middle level staff of partners to contribute lessons and evidence from their work with communities. This will require the development of appropriate (for some partners: broader) strategies and plans, a process that will require support by DCA/CA and those partners with appropriate experience of strategic advocacy, communications and campaigns.

**Assess significant changes in the context, including government policies and practices and which consequences they may have for the programme in future**

There are measurable improvements to the numbers of women in Commune, District and Provincial Councils and similar bodies alongside senior appointments at ministerial and central departmental posts. His Excellency the Prime Minister has expressed commitment to women’s equality and engagement in government has been expressed. A recent launch of a Five-Year Strategic Plan on Gender Mainstreaming in Public Finance: 2008-2012, 14th October, 2010 also demonstrates high level Government commitment to improving the participation of women in senior central and local government. The country still awaits long promised reforms and laws to reduce corruption and is ranked by Transparency International at =154 of 180 countries assessed (just 15 countries had lower indices for 2010).

**Conclusions:** Economic recession is reducing the value of duty bearers’ legitimate earnings and increasing pressures for poor people to migrate to look for livelihood opportunities, many of which may not be safe. The challenges to receiving fair treatment and judgements will increase. This is despite the improved policy environment declared at highest national levels. New programming will need to develop ways to inform local duty bearers of positive policy changes and their responsibilities to implement these policies.

The model developed by CWCC in which local duty bearers with responsibilities for social development, law and order and other duties have formed committees that work together and share their experiences is one that may prove of wide value as pressures on duty bearers to avoid their responsibilities increase. The positive trend to increase the numbers of women in positions of responsibility, politically and administratively, is a change in context, which the programme should map, and use in its work to empower victimised women. Likewise the work with volunteer monitors and sentinels of other partners can help in holding government structures accountable.

**Effectiveness**

A note on programme monitoring: The evaluation was not required to look in detail at project level achievements. More detailed evaluations of different elements of the programme do that, and Annual Reports collect

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and present information against the indicators for each of the four objectives in the LFA. We have examined the Annual Reports and attempted to extract some data that reflects the quantifiable achievements of the programme as a whole. This is difficult to do because although monitoring tools have been developed for partners, most regard these as either too complex or to duplicate their own monitoring. Examples of the reports of individual partners reveal impressive levels of detailed reporting and analysis. The challenge in assessing effectiveness of the overall DCA/CA supported programme implemented by 9 partners is to request minimal but consistent information from each partner for each reporting period. See recommendations section. The following box gives an example of one partner’s reporting and analysis based on data they have collected:

**Box 2: Example of one partner’s monitoring data and analysis**

<table>
<thead>
<tr>
<th>Year</th>
<th>U/18</th>
<th>18+</th>
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<tbody>
<tr>
<td>2007</td>
<td>16</td>
<td>10</td>
</tr>
<tr>
<td>2008</td>
<td>25</td>
<td>8</td>
</tr>
<tr>
<td>2009</td>
<td>20</td>
<td>5</td>
</tr>
</tbody>
</table>

**Key questions:**

To what extent were the Programme immediate objectives and outcome indicators achieved? Why and why not? Are there any unintended results of the Programme?

Our evaluation at field levels found that indicators for Immediate Objectives 1 and 2 are more fully addressed and reported on by the programme than those for Objective 3. The lack of awareness of advocacy work at national level among field staff suggests weaknesses in communication between central offices and field staff of partners. This may have reduced the availability of reports on progress made with duty bearers at national and local levels. There is, in fact, strong evidence from partners and local government officials interviewed of engagement with duty bearers at local levels, and that the awareness of many relevant
officials has been raised and their cooperation secured in addressing GBV.

In addition, the work of GAD-C and other networks demonstrates the progress made with the engagement of men in the discourse on GBV and, through events like the White Ribbon Campaigns, significant participation of senior and middle level political figures and government officers.\(^\text{13}\)

Most progress for objective 4 is monitored through discussions at Platform meetings.

Linkage with the Regional programme of DCA on Safe Migration is being achieved to a limited extent through the associate partner LSCW, coordinated by a DCA/CA RO Programme Assistant.

Detailed achievements against indicators for the Immediate Objectives of the programme and projects of the partners are to be found in Programme Annual Reports and other documentation so they are not repeated here. More detailed examples of the effectiveness of the programme against each objective are given in a set of tables under the section heading "Impact".

**Conclusions:** Achievements for the programme as a whole are more easily assessed against indicators for **Objectives 1 and 2** than for **Objective 3**. Achievements for **Objective 3** are largely through the projects of partners, especially those working directly with rights-holders and duty bearers at local level.

Achievements against indicators for **Objective 3** are impressive in Districts where partners are working. They have been achieved through engagement with a wide range of duty bearers including police, local authority officials, commune councils and groups of local men.

CPWP, LSCW, NGOs Committee on CEDAW, LICADHO and ADHOC, CWCC have all engaged with government institutions (including Ministries) and networks and have in different ways and to a different extent both given technical support, participated in meetings, and have put pressure on government for legislation and for the implementation of laws and policies.

Thus partners have contributed significantly to achieving several of the Output 3 indicators. There is, however, less evidence of advocacy by groups of partners coordinated through the programme Platform.

Local level work has focused with much success on holding duty bearers accountable for investigating and acting on complaints and in other ways meeting their responsibilities to support women’s access to justice and participation in political processes. There is evidence that the approaches used are transferable, but generating the political will for wider and more universal progress remains challenging. The successes achieved depend on fulfilment of the activities and outputs required to meet Objectives 1 and 2, which are labour intensive and require local level demonstration – a bottom-up-approach. Capitalising on these successes through advocacy and engagement with policy makers responsible for defining political space is a challenge that remains to be fully met.

\[^{13}\text{See WRC Reports, GAD-C, CMN. 2000-2009}\]
In addition, supporting women’s economic empowerment is a challenging area for which most partners are only partially equipped. CWCC and PK have both been introduced to and trained in a new microfinance model, Savings for Change, which fully supports DCA guidelines, and plans are in place to share this (or similar) models with more partners (see next section on cross cutting issues).

Achievements for **Objective 4** are the least advanced against indicators and there remain opportunities to be pursued. For example, in the area of linkages to the regional safe migration work of DCA. These are set out in a review of the regional programme (2009). There are both cost and capacity decisions to make in deciding what priority to place on building further links between Cambodia, Regional and other countries participating in the regional programme. DCA/CA in Cambodia appears so far to have developed its interests regionally through alliances with agencies (mainly NGO) in countries to which Cambodian’s choose to migrate for work, mainly Malaysia and Thailand. Playing a fuller role in the regional programme requires trade offs and the identification of synergies between local and regional priorities. Such synergies may include feeding in Cambodian experience and drawing from lessons across the region on women’s economic and labour rights.

Independent strategic planning of GBV work by partners without DCA/CA playing a leading role has yet to be achieved by some partners.

There have been limited uses made of the lessons from the programme by DCA Denmark and CA UK in their campaigns and communications work. Though the RO has contributed learning reports, for example on microfinance experience.

**To what extent did the crosscutting activities, particularly the capacity building efforts, achieve their objectives? Why and Why not? How effective is the partner Platform?**

**Capacity building and training:**

DCA/CA supported a training needs assessment for all partners and developed a training/capacity building plan, which has been updated regularly (at least annually). The training provided has been based on the needs assessments.

Partners reported on training provided, its value and what more is needed in answering the evaluation question: *What training and capacity have you received from the DCA/CA programme? Do you have the capacity to work without support?* The following are typical responses from partners (see field notes in annex for more comments from partners):

- At first DCA/CA staff conducted Training Need Assessment to all partner staff and then DCA/CA organized training according from the TNA results.
- We received trainings in Kampong Cham on Gender and RBA (right-based approach), Kampong Cham on Gender & RBA in-

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depth, Phnom Penh on Gender refresher, Men’s roles, Law on DV, human trafficking, civil code of procedure, succession, and follow up on RBA and M&E (monitoring and evaluation), small scale research, Best practice implementation, counselling, procurement.

- We still need capacity building because there are new adopted laws; modern techniques for investigation, learning about how new crimes are committed.
- Training was provided for the technical staff (not the Provincial Coordinator). If the Provincial Coordinator (of the partner) does not receive training, they cannot push the implementation of the project. Although this was the perception of one interviewee, in fact at least one Provincial Coordinator participated in training.
- Some staff receive training from DCA and then leave the organization. The partners need to select new staff to replace and then build their capacity, which is difficult.
- All partners need more experience on how to apply gender theory into real practical work and develop gender checklists for their organization.

A specific and growing area for capacity building relates to the economic empowerment of women element of Objective 3 and the Overall Programme Objective. To strengthen this area the programme plans an evaluation of the community-based savings models of both GATE partners (PK and CWCC) and the micro finance model of the DCA/CA Food Security partner Lutheran World Federation. By doing this a clearer idea of the most appropriate model will be gained for implementation by both GBV partners working on economic empowerment and LWF (implementing partner for Food Security). Through an extension of the GATE project it is also planned to share lessons from the Oxfam Savings for Change model with other GBV partners.

The Platform for the GBV programme partners has evolved slowly so far: “Ownership of the programme (sic) was minimal up to year 2 but in this 3rd year of the programme partners have been asked to arrange and host the Platform meeting at the province, which contributed to greater ownership. The Platform meeting has not been used as a forum or space for dialogue with the government or to influence any decision on government policies or any initiative on advocacy purpose.” – PT1 Annual Report 2009.

Platform meetings are used to identify issues for dialogue with government, which can then be raised in other forums. For example the issue of marriage certification was highlighted within the MoWA and MoI by gathering the real-life stories of target groups. These were used to encourage the ministries to better understand the issue of marriage registration and to ask them to fulfil their responsibility to establish functioning offices in the provinces and districts for proper marriage registration. Registration is lacking for 80% of the population.

Conclusions: Most successful cross cutting activities are those to build capacity of the partner teams. Excellent in quality though most training
has been (for example special manuals have been developed based on needs assessment for the Gender and RBA training related to GBV) the numbers of staff trained in each organisation is considered too limited for effective implementation of the principles and practices learned by those who did participate.

The Platform is showing signs of becoming an effective forum with several partners saying that it has potential to design advocacy messages and campaigns. Other partners say the Platform provides opportunities to build valuable informal as well as formal links and understanding between them. The challenge is for the Platform to become a pro-active forum, developing questions that need answers through research and study, if necessary, to increase the quality of the programme’s responses to GBV. Then logically can follow a move towards planned, evidence-based advocacy that showcases successes and influences policies and their implementation. The MTR, 2009, recorded a number of actions for the Platform to discuss and on which to plan activities, including the use of increased budgets to commune councils for women and children committees and court monitoring. These are good starting points for Platform to develop joint action to collect evidence for advocacy work. (See recommendations on capacity building and advocacy).

Does the DCA/CA RO maintain an effective programme monitoring system that allows for learning and follow up on challenges? Does the monitoring system set up for the programme allow the PO to follow the progress of the programme in a systematic way?

The Annual Reports for the programme demonstrate that the DCA/CA RO office staff are able to generate adequate reports on progress made across the programme. The partners report that the POs/Assistant are supportive and make more visits to the field than staff of other donors they work with. Some partners are visited and supported more than others, probably because they are engaged in projects with other donor funds managed by DCA/CA, for example the Block Grant, GATE.

We asked the question: How do you perceive the DCA/CA approach to partnership? How does DCA/CA compare to other partners? What procedures, mechanism do you value and which do you least appreciate? What would you like to see the role of DCA/CA programme Officers be in the future? The following are typical of the range of replies to these questions:

- DCA visits more times than other donors
- We want the DCA/CA POs to provide advice and recommendations on project implementation because they have sophisticated skills and information.
- DCA/CA POs should change the partners they support every 3 months – ensuring they visit different partners and not the same ones.
- DCA/CA POs try to encourage the implementers rather than just making strong comments.
- The M&E system is clear.
• Different donors have different styles of approach and partnership such as Terre Des Homme Netherlands, Lotus Outreach, DCA’s POs are active.

• Partners want DCA’s POs to visit their projects to give valued advice on their progress and development.

The RO POs consider the monitoring spreadsheets designed for partners to record details of GBV cases and incidents as too complex and as not used efficiently by partners. Consequently the POs find they have to spend a great deal of time with most partners to collect information for reports.

Conclusions: It is not clear if partners are learning from the support they are given by the RO. It appears likely from answers received from staff of partners that they rely greatly on the RO POs to assist them with the assembly and organisation of monitoring information. If this is the case it may be that partners are not using their M and E processes as a major means to learn about their successes and challenges. This also will influence the value of their monitoring to collect evidence for advocacy, perhaps limiting evidence collected to case stories (which are useful) but missing useful data. (See recommendations on monitoring and evaluation).

Sub-questions:

How well were Partners involved in decision-making regarding the crosscutting activities and the planning and implementation of the Programme?

See sections above on CB needs assessment and the use made of the Platform, also see M and E Recommendations.

Conclusions: Partner participation in agreeing cross cutting issues has been strong. The needs assessment for Capacity Building/Training support undertaken with each partner was undertaken with full partner participation and training has reached most partners that wanted it. All partners participate in Platform meetings at which the main discussions are on discussing ideas for cross cutting issues. A problem identified by the RO POs has been their own lack of decision-making authority. They have had take all proposals for initiatives through a fairly detailed approval process within the RO, thus detaching decisions and plans somewhat from the network of partners and the Platform.

How have partnerships been enhanced as a result of the Programme? (Between DCA/CA and its Partners, between Partners and rights holders, between rights holders and duty bearers, and between Partners themselves)?

DCA/CA partner relations are generally strong due mainly to the efforts of RO POs in maintaining contact through field visits and communication over capacity building/training support. Partners with broad human rights agendas tend to have their own agendas and take relatively little guidance form DCA/CA RO. Rights-holders and duty bearers have been brought together through project activities such as education scholarships and their administration, commune planning processes, sentinel identification.
and the work of sentinels as intermediaries between GBV victims and duty bearers responsible for assisting them. The increasing numbers of women achieving positions in government at different levels is enabling those women to play supportive intermediary roles between rights-holders and duty bearers.

There are good examples of synergy and cooperation between partners. These include the work done by LSCW and CWCC to support returnees from unsafe migration – LSCW providing legal support while CWCC provides physical (shelter) and emotional support and protection. The recent inclusion of the psychosocial specialist agency TPO is resulting in further cooperation at locations where TPO is active with counselling of victims and families alongside the physical, legal and economic support provide by other partners.

Conclusions: Partnerships are working well at all levels, though the field staff of some partners say their scope for cooperation with other GBV programme partners is sometimes limited by the need to take direction from their central offices. This applies mainly to those partners working on broad based rights issues – GBV work has sometimes to compete with their other rights agendas, if the gender issues appear peripheral to them. The Platform is starting to play a fuller role in the development of partnerships, both formally and through the opportunities it gives partner leaders to get to know one another.

Assess to what extent RBA and Gender is reflected and operationalised in projects and project implementation, and what the main constraints are?

As stated elsewhere in this report, while the quality of gender and RBA training is very high the numbers of staff in each partner so far reached is small. Partners say this limits the development of working cultures and systems based on RBA and GAD principles. Though most have strong commitments to both agendas and in some cases have developed GAD working policies. It is not easy to attribute the extent to which these working approaches have been influenced by the support given or would have been developed anyway.

Conclusions: Several staff of partners feel constrained in that those who underwent the training have not been adequately shared their knowledge. To introduce significant changes in the operational culture and approaches of an organisation requires championing by leaders or others in position of relative power or authority. (See recommendations on strengthening CB).

Efficiency

Key question:

Has the programme approach, in this case, been a cost-efficient way to implement development assistance?

See next question.
**Sub-question:**

**Could we have achieved the same with fewer resources? Or could we have achieved more results with the same resources?**

Most partners identified the DCA/CA RO programme officers as being their main sources of support and capacity building for their work. Although two partners (ADHOC and LICADHO) field staff said they would value closer direct contact with the DCA/CA POs, stating that their work was directed mainly through their central offices.

We are told that currently DCA/CA staff spend more time than partners in extracting information from partners’ monitoring reports and through monitoring visits to feed into the programme overview and progress charts. The DCA/CA RO has worked hard to use the DCA Programme and Project Manual to provide reports that meet the requirements set out. Developing tools for partners to use that will ease the collection of monitoring information needed to provide evidence for progress against objectively measurable indicators is challenging. In new programming a participative approach to monitoring system design, as well as of the LFA itself, should help achieve a more joined up and efficient monitoring and reporting system. This design process must recognise that partners have their own systems and that for many DCA/CA is one of a number of sources of support.

The programme was planned as a “multidimensional approach to the empowerment of women” and as such adopted a wide range of partners able to work in different ways and at different levels. This inevitably has led to challenges in coordination, held risks of duplication of effort (not identified as a risk in the programme matrix) and required the inclusion of some high profile partners with strong support form a range of donors, including DCA/CA.

The last risk was identified in the programme matrix. There is evidence that the small number of staff of some partners with high levels of capacity to engage in communications and advocacy work has been stretched thin. For example the partners with high profiles and work loads on human rights are under constant pressure to deliver results across a wide front – land, labour, environment, natural resources, corruption, rule of law – within which gender is always important but not always directly identifiable in the terms strategized by the programme. New programming needs to take account of the capacity of partners to work on the planned programme as well as that of the DCA/CA RO to provide support.

There are several initiatives on GBV and other donors support women’s empowerment in various forms, and even consortia of donors, (GTZ, UNDP/UNIFEM). The DCA/CA programme partners are probably represented or directly engaged in all of the networks that work on GBV/women’s empowerment/gender relations. As for most key development issues, coordination across donors and between the partners they support is problematic. GBV is not an exception.

**Conclusions:** There could inevitably have been savings in costs through more effective coordination between DCA/CA and GBV programmes.
supported by other donors. This is not easy to achieve in the rather competitive donor/civil society context of Cambodia especially at the early stages of programme design.

The opportunity now exists, based on experience and knowledge gained over the lifetime of the programme to date, to feed programme successes into the building of alliances and collaborations that can make possible sustainable impact. Through this approach it should be possible to reduce duplication of effort, competition for limited resources and to achieve powerful advocacy gains through more collective effort.

To achieve this new programme design should carefully map the priority areas for DCA/CA support, taking account of the work supported on GBV by other donors and actors. This may result in identification of key partners with whom to engage, existing or new, and the formation of alliances with GBV actors (government as well as NGO) able to help DCA and CA achieve their accountable governance and political space objectives in cost-effective ways. (See recommendations on targeting and partnerships).

The adequacy of staffing levels in the DCA/CA office should be assessed alongside the development of new programming. Care is needed not to overload RO capacity and weaken the support provided to partners.

**Impact**

*Key questions:*

**What has been the impact at rights-holders level (outcome)? And at other levels that were supposedly addressed by the Programme?**

The following tables list significant changes for rights-holders and duty bearers achieved over the lifetime of the programme – Immediate Objectives 1, 2, and 3. The impact of the programme on the capacity of the programme partners to plan strategically participate in campaigns on GBV and the wider objectives of DCA and CA – Immediate Objective 4 - are listed in the fourth table. The evaluators have created this table from their fieldwork observations, interviews (see Annex 3 for fieldwork notes), and analysis of baseline studies and programme reports, which provide detailed examples that support the summary assessment of changes and impact presented:

**DCA/CA Programme Objective 1: 1. Women and girls are enabled to claim their basic human rights.**

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<tr>
<td>Most women and girl victims of rape, trafficking, and domestic violence keep quiet and do not let anybody know about their problems.</td>
<td>Most women and girl victims who have problems now ask people to help them.</td>
<td>Applies to settled communities. Difficult to support migrants from other provinces.</td>
</tr>
<tr>
<td>NGOs and local authorities go to village to help victims.</td>
<td>Most Women and girl victims come to NGOs and local authority to ask for help.</td>
<td>As above. Advocacy needed to reach more districts through mainstreaming approaches in</td>
</tr>
</tbody>
</table>
Most vulnerable girls lack access education and few finish secondary school. | Girls have more opportunities to access formal and informal education through scholarship schemes and improved awareness of the value of education. | Pressures to earn income remain. Without incentives to families girls may drop out. Economic recession reduces livelihood opportunities. |
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<tr>
<td>When people see domestic violence they did not intervene. They saw it as a private problem within families.</td>
<td>When people see domestic violence, they report to the police or local authority.</td>
<td>Wealthy and powerful perpetrators influence/ bribe to get achieve impunity. Success of with individual duty bearers needs to be consolidated into local authority structures.</td>
</tr>
<tr>
<td>When women and girls go to work out of Cambodia and have problems they do not know where to go and who to contact with.</td>
<td>Some women and girls who go to work out of Cambodia now have NGO addresses to contact with when they have problems and can get support to return, and are supported when they are back in the country. (LSCW/CWCC).</td>
<td>Stronger links with Malaysia. Tension with Thailand undermines cooperation. Difficult to support migrants from non targeted provinces. Growth in poor standard migrant worker agencies.</td>
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**DCA/CA Programme Objective 2:** Women and girls have increased access to protection, rehabilitation, and reintegration in local communities.

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<tbody>
<tr>
<td>Local authorities and some NGOs co not pay attention to cases of violence against women and children.</td>
<td>Some police and local authorities coordinate with NGOs to support women and children’s problems.</td>
<td>Hard to overcome corrupt practices of some duty bearers.</td>
</tr>
<tr>
<td>Police and local government are not implementing relevant laws and policies to address gender issue.</td>
<td>Increased knowledge of law and policy in address gender issues</td>
<td>Some officials are complicit with illegal trafficking.</td>
</tr>
<tr>
<td>Duty bearers do not participate in the protection of victims.</td>
<td>More participation of duty bearers in protecting victims.</td>
<td>Compliance with policies and laws requires monitoring of police, courts etc. Role for Paralegal volunteers. Commune Council Committees, Police offices at local level started implementing trafficking law and other laws.</td>
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<tr>
<td>Put women and girls’ issues in the Commune Action Plan, but not implementing this.</td>
<td>There are some women and girls’ issues in the Commune Action Plan, with implementation where budgets are sufficient.</td>
<td>Budgets for commune social development remain limited so some agreed plans are not funded.</td>
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</table>
**DCA/CA Programme Objective 3:** Accountable governance in relation to gender based violence and women’s economic and political participation is promoted among duty bearers

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<tr>
<td>Most poor women borrow money from private moneylenders and relatives. They save only small amounts and have few ideas how to use it.</td>
<td>Most women are aware of savings and credit systems (savings groups). - They are establishing and managing self-help groups.</td>
<td>Process to support start up of groups is time consuming. But evidence of spread of interest in forming groups.</td>
</tr>
<tr>
<td>Lack of skills to earn income.</td>
<td>Women victims and vulnerable women and girls increased their vocational skills and earning income.</td>
<td>Marketing of products. Over production.</td>
</tr>
<tr>
<td>Women used to work individually.</td>
<td>Women started to work in groups and help each other. Example, handicraft group.</td>
<td>Middlemen often best option for marketing goods, supply of inputs, loans, repair of equipment. Risk of exploitation</td>
</tr>
<tr>
<td>Women lack confidence to participate in political and local decision-making.</td>
<td>- Increasing role of women in decision-making. - Increasing cooperation between local authorities and NGOs. - Commitment by Cambodian government to improving women and children’s participation in government processes e.g. Increase from RGC from 200 to 1000USD to all communes for support to Women and Children Committee activities. - Female commune and District councillors elected and some working as sentinels on GBV.</td>
<td>Conflict of interest between GBV and political agendas for some sentinels with political positions.</td>
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**DCA/CA Programme Objective 4:** Partners can plan strategically and link to DCA/CA and their campaigns for women in Cambodia in Denmark and the UK.

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<td>No support to women migrating outside of country.</td>
<td>Links established to DCA regional safe migration programme. (LSCW, CWCC)</td>
<td>Limited resources for regional programme and issues of priorities for use of Cambodia budget and fund raising effort in country/regionally. (Regional Safe Migration Review 2009)</td>
</tr>
<tr>
<td>Limited use made of Cambodia GBV programme experience in DCA/CA</td>
<td>- DCA/CA RO staff and partner participation in regional and international Political Space and Safe Migration programmes.</td>
<td>As above.</td>
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media and other publicity
- DCA/CA PO Microfinance Learning Report shared with DCA/CA internationally.
- A DCA/CA Cambodia programme officer has contributed to radio talk shows on the role of men to end GBV.
- Under the EU Block Grant project, the series of national Campaign on marriage registration has been shown in the Cambodia TVs.
- The Educational Video to local authorities on domestic violence has been shown on national TV.

DANIDA supports both civil society and Government programmes but limited links between the two and limited use of lessons from GBV in DANIDA’s engagement at Policy level in Cambodia.

Situation is considered little changed.

Establish links with other programmes (mainly Government) supported by DANIDA to discuss GBV advocacy messages and feed into DANIDA policy dialogue with RGC.

**Conclusions:** Protection and prevention of GBV are the areas in which the Programme has achieved greatest impact. The most recent achievements have been in improving the economic situation of victims of GBV by supporting their livelihood opportunities through vocational training and help with enterprise development and marketing. There remain needs to strengthen marketing support, linkages to livelihood technical knowledge, and difficulties in achieving incomes comparable with those from migration and unsafe entertainment and work. Impact on duty bearers is limited to the targeted areas and is mainly targeted at individual duty bearers and not structures and institutions. Partners working on rights advocacy have targeted high-level officials and political figures.

**What are the most significant changes in the lives of the rights holders, their relation to the duty bearers, or the practice of the duty bearers that can be attributed to the Programme (either wholly or in part)?**

As listed in the tables above and detailed in Annual and other reports there have been significant gains in confidence of women (rights holders) to report on abuses to duty bearers. Duty bearers are demonstrating greater readiness to respond to DV situations previously seen as private and internal family matters. Reports from the work of GAD-C CMN with men’s groups (grass roots as well as provincial levels) show that there is significant commitment in high places to improving the roles of duty bearers towards eliminating GBV:

“...high ranking officers from relevant institutions, MoI, PDoWA, PDoLA, and district governors expressed their strong commitment and support to the campaign by calling for participation from all local actors, local authorities and the community to act together to stop violence.”

Specifically, Her Excellency H.E. Mean Sreino, secretary of state of Ministry of Women’s Affairs – MoWA - speaking on TV said “that MoWA
also has strong cooperation with local and international organizations in providing capacity building training for line authorities at sub-national level, particularly juridical officials/agencies who works closely to help victims in the respective localities. Furthermore, some of those organizations have also done public awareness raising activities regarding violence, the root causes and consequences of violence, drugs, alcohol and life skills.  

Key partners, such as GAD/C have played very critical roles in pushing forward work with duty bearers at all levels so they gain understanding of their responsibilities and how to perform them.

There are reports of increased accountability and challenges to corrupt practices, impunity in dealing with abuses and legal cases due to strength and confidence of women, status of rights based organisations who represent particular cases, and/or the threat that they may do so.

The programme has improved integration of women’s groups with local authority structures, with successes in gaining inclusion of support to women’s activities in Commune Development Plans.

Support to sentinels, peer educators, youth groups is proving a key means to raise awareness and improve the behaviour of men.

Through including men’s groups in programme strategies there is raised awareness that all men, including those who do not abuse, have a responsibility to address GBV.

By helping women occupy political spaces – commune councils, other democratic structures – improvements with GBV can be sustained through their presence in decision-making fora.

**Conclusions:** See recommendation on M and E for proposal to use most significant change (MSC) approaches to capture results from project levels, including unexpected impacts.

**Sustainability**

**Key Question:**

Are the benefits from the Programme, especially at rights-holders level, likely to continue after the finalization of the Programme? Why and why not? What could have been done to improve sustainability of benefits?

Gains in confidence in terms of knowledge of rights, how to deal with abuse etc are likely to be sustained and built on, without external support. Educational improvements (formal and non formal) for those who have participated through scholarships and vocational training are of potential long-term benefit as are the knowledge of alternative livelihood strategies – small businesses, savings groups, self-help groups.

Specific livelihood activities face challenges of competition, marketing, exploitation by middlemen and loan sharks when DCA/CA support ends, and loss of access to resources – especially land. These challenges will

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require on going support that would ideally be provided through mainstreaming women and girls into larger scale programmes of support to poverty reduction, livelihood development, protection of rights to productive assets (land etc) and access to microfinance, grants and credit.

Improvements in the knowledge, attitudes and actions of (mainly male) duty bearers may require longer-term attention if they are to be sustained. Increased focus is needed on local authority structures to institutionalise gains in duty bearer awareness of responsibilities. Men’s groups are likely to continue to be active without DCA/CA support as they are increasingly self-motivated, and through their White Ribbon campaign work are firmly established in the Cambodian and international calendar – these campaigns will help ensure ground is not lost on GBV. The work of the CEDAW committee will ensure that the RGC meets its commitments to report on progress. Again, by mainstreaming gender issues into improvement to rule of law and anti corruption programmes, for example those supported by USAID/PACT and others, sustainability of DCA/CA GBV programme lessons can be improved.

Conclusions: Future DCA/CA support should focus on consolidating gains through more deliberate and planned advocacy and campaigning work, coordinated through the Platform, with clear links to wider networks with shared objectives and to Government run and other programmes designed to support development of the poor. A more institutional approach to working with duty bearers will also sustain gains achieved with individuals. (See recommendations on targeting, advocacy etc.)

Lessons learned

The projects of the programme implemented by the partners have made progress in all areas of the immediate objectives. The diagram below shows the relationships between:

- Identified activities and achievement of the programme in the primary areas of protection and prevention - Box 1.
- And the support provided by DCA/CA in funding, advice support and cross cutting areas – i.e. the Platform, technical advice, capacity building and coordination of the “Platform”.
- Gaps in programming and obstacles to implementation as listed in box 2 of the diagram – “lessons learned”.

In box 3 some of the possible solutions that can strengthen achievement of the objectives of the programme are identified. These are expanded in the next section – Recommendations.
Box 3 GBV programme actions, gaps and solutions

1. DCA/CA Current Program
   - Intervention
   - Refuges
   - Legal Aid
   - Conflict resolution
   - Counseling
   - Treatment
   - Shelter
   - Support migrants
   - Advocacy
   - Capacity Building
   - Vocational Training
   - Networking
   - Health (Mental and Treatment)
   - Counseling (confidence, business, livelihood)
   - Education
   - Microfinance
   - Agricultural program
   - Business program

2. Gaps and obstacles in implementing project activities
   - Limited Funding
   - Target areas
   - Implementation of same activities by different partners in one location
   - Lack of Awareness
   - Not enough victims supported
   - Corruption
   - National network
   - Quality staff able negotiate to government
   - Livelihood support

3. Possible Solution and recommendations
   - Ensure funds do not support duplication of effort
   - Focus on fewer target areas
   - Review target areas of programme
   - Lobby these agencies to provide services to victims
   - Share successes and lessons through advocacy, networking and campaigning programmes
   - Investigate possibility of reducing cost of legal support
   - Build alliances with agencies that work on livelihood promotion and support
   - WID centre for vocational training

Recommendations

Our recommendations are presented in two sets: 1) A strategy for a future Political Space/Accountable Governance Programme in Cambodia; 2) Specific recommendations for the planning of future work on Gender Based Violence, building on the lessons and successes and meeting the challenges from the existing programme (See TOR).

1. Political Space – Accountable Governance Strategy for DCA/CA GBV programme linked to HIV/AIDS and Food Security

To build the GBV programme into a Political Space/Accountable Governance strategy we suggest the following:

- Continuing to develop and demonstrate practical solutions to achieve reductions in GBV through increased empowerment of larger numbers of women and girls, recognition of their rights by duty bearers, including men in their families.

- Analysing and addressing the root causes of GBV and focusing on eliminating or reducing their impact through cooperation with the other DCA/CA supported programme areas and those of
other actors.

- Linking the three programme areas supported by DCA/CA (GBV, HIV/AIDS and Food Security) into a coordinated strategic Political Space/Accountable Governance action. Action can be at the levels of technical assistance, advocacy and sustainability. Each programme retains its identity, plans, LFAs and financial support.

- The Regional Office working with the three Platforms and partner members to develop overall advocacy strategies and ways to achieve impact and sustainability through combining the lessons, successes and technical skills developed by the three programmes. This should be in addition to programme by programme advocacy strategies and may require specific plans and resources.

- Increasing the focus on stronger evidence based advocacy from the activities of the three programmes. Advocacy should be for the introduction and implementation of laws and government commitments to international rights agreements that support equity, equal opportunities for women and girls and the removal of barriers to their full participation in social, political and economic life. Again, additional country programming and resources may be needed for this.

- Increasing sustainability and dissemination of the work supported by DCA/CA by ensuring relevant poverty focused programmes of government and other actors (donors, UN etc) mainstream the lessons from GBV (and the other two programme areas) into their programming. For example by including GBV victims in microfinance and livelihood support programmes.

The following diagram illustrates the ways in which we recommend the programme develop its future strategy:
Box 4 Political Space – Accountable Governance Strategy for DCA/CA GBV programme linked to HIV/AIDS and Food Security

Notes to Box 4.

- Link the achievements and lessons of the GBV programme with work supported by UN agencies, and other donors – for example by lobbying donors like DANIDA, to influence policies of the RGC to address GBV.

- Mainstream GBV (and other programme area lessons and successes) into relevant programmes of RGC Ministries and Departments at national, provincial and local levels. Examples of relevant programmes are listed under Ministry names.

- Use the three Platforms as a unified forum for discussing and planning how to establish and develop these links – through advocacy and widening cooperation with Government to achieve national outreach, eventually.

- Strengthening links between rights-holders and provincial, district and commune councils, and village leadership. With the programme partners at local level promoting and facilitating these links through coordinated project activities.

2. Next steps in developing a follow on GBV Programme

For the DCA/CA GBV programme to contribute to the achievement of this
overall DCA/CA Cambodia Political Space – Accountable Governance Strategy we propose the following specific steps in developing and planning the next stage of the GBV programme:

**Context**

1. In developing new political space/accountable governance programming related to the GBV experience a revised context analysis should be undertaken to assess the effect of economic recession and political changes on the lives and livelihoods of women and girls. Attention should be given to factors such as level of interest and commitment of the RGC and donors in budgeting for the implementation and monitoring of laws, including the Organic laws on D and D, anti trafficking and Domestic Violence. Changes in employment and livelihood opportunities also require analysis.

2. Focus the practical support partners provide at community level on GBV to specific target areas where the GBV programme partners have experience and can work together to plan and achieve solutions. Choosing to work in Provinces where other DCA/CA supported programmes work (HIV/AIDS and Food Security) should be a secondary criterion for planning the new GBV programme response. However, the GBV programme should draw on relevant experience from the HIV/AIDS and Food Security programmes as well as feeding into these programmes gender and rights based experiences. See Recommendations section 1 and Box 4.

3. Map the range of expertise available across the current partners of the programme at the different target locations, identify gaps and look for ways to fill those gaps, e.g. through deployment of existing partners, or if necessary, identifying additional partners.

4. Map the activities of other GBV related programmes – MoWA, UNIFEM, and ADB etc and enter into discussions on how to increase overall effectiveness, efficiency and coverage/impact on GBV reduction though cooperation, alliances and geographical targeting.

**Awareness raising**

5. Continue to develop the awareness of duty bearers of their responsibilities to implement laws and policies that reduce GBV and empower women.

6. Continue support to partners promoting the formation of men’s groups at different levels, with emphasis on increasing understanding of men’s responsibilities to reduce GBV, whether they are perpetrators or not, and their recognition of gender equality as a right.

7. Extend awareness raising through collaboration with other GBV
and rights focused actors and networks.

**Social and economic support**

8. Focus community level project activity on establishing the rights of women and girls to equal participation in and opportunities to education and freedom from violence.

9. Where support is needed to women’s livelihoods, partner with agencies skilled in livelihood promotion activity, including other DCA/CA supported programmes.

10. Identify the programmes of government\(^{16}\) and other actors (NGOs, CBOs, faith based organisations, microfinance agencies, banks etc) that aim to support social, economic and political development of the poor and vulnerable and demonstrate to them how they can support and include women and girls – both those who are victims of GBV and those who may be vulnerable to GBV.

11. Share lessons from the GBV programme with those responsible for the above development programmes to show them how to include women and girls. In this way, mainstream the successes of the GBV programme into livelihood development programmes of government and others, so increasing the numbers that can be supported.

**Cost effectiveness**

12. To increase cost effectiveness of the support DCA/CA provides to partners check that the partners are working collaboratively in each target area, and not repeating or doing the same things. While there may be different solutions to test for effectiveness and efficiency that can be tried by different partners, this should be planned and monitored.

**Legal action**

13. To reduce costs of legal cases and ensure more cases can be completed, consider ways to support victims requiring legal action, such as recruitment and training of paralegal volunteers and the setting up of community level alternative dispute committees. The Community Legal Education Centre (CLEC) Access to Justice programme included "The establishment and strengthening of paralegal services at the local communities"\(^{17}\). UNDP has strengthened domestic violence awareness with local authorities has resulted in the creation of local committees for

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\(^{17}\) CLEC web site at [http://www.clec.org.kh/A2J.html](http://www.clec.org.kh/A2J.html)
14. Use partnerships with rights lobbyists to campaign against corruption, impunity of perpetrators and the engagement of officials and others in unlawful trafficking, unsafe migration and the sex industry.

**Monitoring, reporting and evaluation**

15. Develop a monitoring spread-sheet or similar tool to collect the data provided by each of the partners so that it is possible to give overall figures, year by year, on the numbers of rights-holders, men, duty bearers etc supported with prevention, protection, education and training and other activities. Limit the number of figures required from partners, but make sure they understand that this data is required to help show the overall progress of the programme.

16. The DCA/CA RO should help partners to develop a gender checklist for each of their projects to collect and feed disaggregated M and E information into their monitoring reports.

17. Design participative monitoring systems based on most significant change principles that permit field staff and rights-holders to tell about successes and challenges, as well as answer questions from managers and DCA/CA. This builds a two way reporting process with mutual respect and collects unexpected results and material for advocacy as well as an assessment of progress against indicators.

**Capacity building**

18. Continue with implementation of CB and training based on needs assessment undertaken with full partner participation

19. Review progress and update CB plan reflecting the impact of training as well as recording that it has been completed through follow up on the impact of training.

20. Review participation in training and ensure that sufficient numbers of people are trained from an organization, either directly or through follow on training within the partner.

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In Cambodia, the (Access to Justice) project carried out an in-depth needs assessment. This mapped links between formal and informal justice systems, and chronicled disparities in access to justice. That, in turn, led to programming that targeted indigenous peoples and women, with a focus on land rights and **domestic violence**.

19 Most Significant Change (MSC) [http://mande.co.uk/special-issues/most-significant-change-msc/](http://mande.co.uk/special-issues/most-significant-change-msc/) AND [http://www.mande.co.uk/docs/ccdb.htm](http://www.mande.co.uk/docs/ccdb.htm) An evolutionary approach to facilitating organisational learning. Rick Davies 1996. Basis for MSC
21. Where training is designed to achieve changes in operational culture (e.g. RBA and GAD) ensure that there is adequate buy-in from leaders of partners and sufficiently influential people are trained.

22. Build on the progress made with men’s groups, whose roles as advocates against violence have been well demonstrated in the work of some partners.

23. Increase and institutionalise the improvements gained with specific officials (police, court officers etc), supporting those who understand the issues as role models in influencing their fellow workers. The aim should be to develop and improve codes of practice, policies and rules, and to provide training in their implementation and adherence.

24. The platform members should be supported in their efforts to become a pro-active forum, able to develop questions from their work that need answers. Plan and undertake research to answer these questions to provide evidence for advocacy.

**Targeting and partnership**

25. New programme design should carefully map the priority areas for DCA/CA support, taking account of the work supported on GBV by other donors and actors.

26. This may result in identification of key partners with whom to engage, existing or new, and the formation of alliances with GBV actors (government as well as NGO) able to help DCA and CA achieve their accountable governance and political space objectives in cost-effective ways.

**Advocacy**

27. Strengthen the capacity of partners to undertake advocacy at all levels through training, mentoring and if necessary supporting extra posts for communications and advocacy in partners or in the RO team.

28. Use the Platform and other coordination meetings to agree key messages and target audiences for advocacy on GBV and design campaigns.

29. Discuss with partners who work on wide rights advocacy and campaigning (e.g. ADHOC, LICADHO) how they can play lead roles in GBV campaigning based on the experiences of the programme, providing additional support if necessary.

30. Based on improved monitoring systems, agree the key information to collect across the programme for use as evidence for advocacy. When necessary, undertake or commission studies to collect evidence.
31. Build stronger links with the international head offices of DCA and CA in designing and implementing communications and campaigning work that draws on and promotes the successes and lessons from the programme on GBV. Establishing more coherent links across the three areas of DCA/CA, as outlined in part 1 of the recommendations, can provide more robust and broader information for national, regional and international campaigns. Interactions between the platforms of the three sets of partners facilitated by DCA/CA can help achieve this.

DCA/CA Regional Office

32. Review regional office staffing levels and duties to increase time and capacity available to:

a. Support partners in shifting emphasis from community level work to analysis of causes and solutions.

b. Strengthen the programme’s focus on the collection of evidence for advocacy and provide training on advocacy methods and approaches.

c. Build partner capacity to monitor and report on their projects using agreed tools and to agreed schedules.

d. Meet other capacity building needs of partners, including the identification of sources of technical assistance and expertise with areas such as vocational training, livelihoods, marketing and small investment financing.

e. Use DCA/CA’s position as an INGO to lobby UN and donor agencies to support the programme’s advocacy and influencing strategies with RGC.

f. Develop and manage links with the DCA and CA regional and international strategies.

g. Raise additional financial support for the programme.

Annexes – Part 2

Annexes – see separate file. Annex 1: Evaluation Guidance notes

Annex 2: Evaluation Matrix

Annex 3: Field notes

Annex 4: Terms of Reference for Evaluation

Annex 5: Launch of Five-Year Strategic Plan on Gender Mainstreaming