

KINGDOM OF CAMBODIA

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MASTER PLAN ON GENDER AND CLIMATE CHANGE

2018-2030

GENDER AND CLIMATE CHANGE COMMITTEE

MINISTRY OF WOMEN'S AFFAIRS

February 2018



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Foreword



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I welcome the Master Plan On Gender and Climate Change 2018-2030 (MPGCC) to be implemented over the next 12 years to address Gender issues and Climate Change Impacts; Particularly, to strengthen women's resilience capacity in Climate Change matters in Cambodia. The Master Plan's key objective is to support the respective Ministries , civil society organizations and private sector in enterprises in mainstreaming gender as an integral part of Climate Change adaptation, Climate Change mitigation and Disaster Risk Reduction investment initiatives in Cambodia.

The Master Plan aims at serving as the roadmap in gender mainstreaming policy, program and projects to directly add value in poverty reduction by enhancing women's economic empowerment and reducing climate vulnerability.

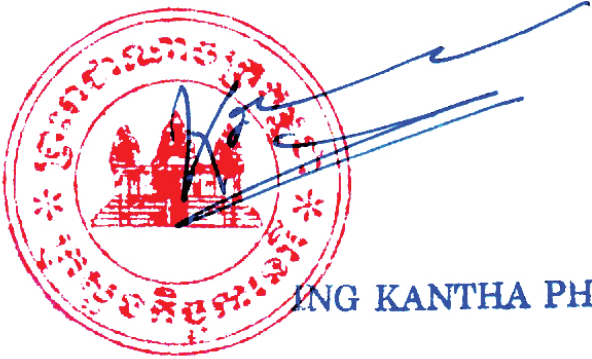
The successful implementation of this Master Plan requires technical capacity, adequate resources, and inputs from the line ministries, development partners, civil society and the private sector agencies. I would encourage the sector ministries, civil society organizations and development partners to carry on their collaborative support and to allocate a proper budget to address gender Mainstreaming in their respective investment initiatives sectors on climate change. In tandem, the Gender and Climate Change Committee (GCCC) of Ministry of Women's Affairs will continue to provide technical assistance in addressing gender concerns, and gender needs to its collaborators for a sustainable and inclusive development.

I strongly believe that these collaborative approaches will promote gender equality and social harmony and strengthen institutional capacities to ensure economic sustainability in Cambodia

I would like to express my thanks to **H.E. Sivann Botum, Secretary of State and Head of the Gender and Climate Change Committee**, the technical team, the representatives of sectors ministries and civil society organizations for their meaningful collaborations and the Asian Development Bank (ADB) for their support in developing this Master Plan.

Phnom Penh, 09 February, 2018

Minister, Ministry of Women's Affairs, Cambodia



ING KANTHA PHAVI

Acknowledgement

The Master Plan on Gender and Climate Change 2018-2030 has been developed based on the outline developed under the PPCR Phase-1 in 2013. The MPGCC offers a clearer vision, mission, goals and objectives along with prioritized action plans for MOWA, sector ministries, civil society and private sector enterprises. It provides guidance for gender mainstreaming in adaptation, mitigation and disaster risk reduction investment initiatives.

I would respectfully express my gratitude to the Ministry of the Environment as the executing agency of this initiative. At the same time, I would like to thank the Gender and Climate Change Committee (GCCC) for taking the lead in the development of this comprehensive Master Plan, as well as the Agriculture, Health, Transportation, Rural Development, Water and other sectors, along with civil society organizations for their incredible support in developing this Master Plan.

My sincere appreciation goes to the Asian Development Bank (ADB) for mobilizing adequate resources from different development agencies, notably the Climate Investment Fund and Nordic Development Fund for their generous support to Cambodia. I am grateful to Dr. Ancha Srinivasan, Principal Climate Change Specialist of Asian Development Bank, for his remarkable support to Cambodia, particularly to the Ministry of Women's Affairs (MOWA) for enhancing and mainstreaming gender issues in CC investments initiatives.

My heartfelt gratitude goes to the officials of Ministry of Women's Affairs Cabinet, MOWA Technical Team members, Gender and Climate Change Committee particularly HE Joy Nita, H.E.Mey Hul, Ms. Chhan Ratha, Ms. Sav Kimseourn, Mr. Rim Chanra and others, line departments, Mrs. Khorn Dinravy, Ministry's Advisor, representatives of civil society organizations' who contributed in developing this plan.

I would sincerely thank the consortium of UN-Habitat, Forum Syd and Save the Earth Cambodia and its technical experts Mr. Akhteruzzaman Sano (lead author) and Chap Sopanha and Dr. Sophon Somolireaksmeay for facilitating the Master Plan development processes

Lastly, I offer my sincere respect to H.E. Dr. Ing Kantha Phavi, the Minister of Ministry of Women's Affairs for her dynamic leadership and support that guided us in developing this Master Plan on Gender and Climate Change (2018-2030).

Phnom Penh, 05 th February, 2018



Sivann Botum

Secretary of State and Head of the Gender and
CC Committee, Ministry of Women's Affairs

Acronyms and Abbreviations

ADB	Asian Development Bank
CBDRM	Community Based Disaster Reduction and Management
CCA	Climate Change Adaptation
CCCA	Cambodia Climate Change Alliance
CCCSP	Cambodia Climate Change Strategic Plan
DCC	Department of Climate Change (MoE)
CCAP	Climate Change Action Plan
CSO	Civil Society Organizations
DRR	Disaster Risk Reduction
GCCAP	Gender and Climate Change Action Plan
GCCC	Gender and Climate Change Committee
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MOE	Ministry of Environment
MOH	Ministry of Health
MOI	Ministry of Interior
MOP	Ministry of Planning
MOWA	Ministry of Women's Affairs
MOWRAM	Ministry of Water Resources and Meteorology
MPGCC	Master Plan on Gender and Climate Change
MPWT	Ministry of Public Works and Transport
MRCDP	Mainstreaming Climate Resilience in Development Planning
MRD	Ministry of Rural Development
NCDD-S	National Committee for Sub-National Democratic Development - Secretariat
NCDM	National Committee for Disaster Management
NCSD	National Council for Sustainable Development
NSDP	National Strategic Development Plan
PPCR	Pilot Program on Climate Resilience
RGC	Royal Government of Cambodia
SPCR	Strategic Program for Climate Resilience
STEC	Save the Earth Cambodia
TA	Technical Assistance
TOR	Terms of Reference
ToT	Training of Trainers

Executive Summary

The current GDP of Cambodia is 18.05 USD billion (Cambodia Economic Forecasts, 2018-2020 Outlook). Cambodia has been maintaining its long-term economic growth since 1994 with (Gross Domestic Product) DGP growth at 6% - 7 % annually. To maintain the targets and commitments of the Royal Government of Cambodia, indicators such as political stability, steady economic growth and steady performance of the export sectors' continue to play major roles (CCCSP, 2014-2023).

Cambodia's Law on Disaster Management (DM Law) was passed in May 2015. The DM Law heralds a major shift to an institutional system for disaster management based on subsidiary legislation, which was passed in 1995. The DM Law assigns legally binding roles and responsibilities, establishes institutions and ensures allocation of resources and mechanisms for coordination amongst different institutions of the RGC. Its key targets include disaster management in Cambodia including prevention, adaptation and mitigation in the pre-disaster period along with arranging emergency response during the disaster and recovery in the post-disaster period. These include both natural and human-induced disasters.

The current development processes of the RGC demonstrates 12.5% growth year on year, more than quadrupling meager 2.4% growth in arrivals in the previous 12-month period (Asian Development Outlook 2017).

However, natural disasters and climate change impacts have negatively affected the national economy of Cambodia and its growth. The natural disaster in 2011 resulted in economic losses to Cambodia amounting to 4.3% of its GDP (International Disaster Database EM-DAT 2016). Agricultural productivity is likely to be affected due to an increase in temperature in the country. According to the International Rice Research Institute, rice grain yields will decline by 10% for every 1 degree Celsius increase in atmospheric temperature during the growing-season. The Mekong Adaptation and Resilience to CC (Mekong ARCC) demonstrated that there would be more rainfall in the provinces situated at higher elevation during the wet season, becoming drier during the dry season, which in turn could hamper the production of coffee and rubber including regular agriculture production, hydro-electricity and daily water supply facilities in Cambodia.

The Mainstreaming Climate Resilience in Development Planning (MCRDP) 2013-2019 aims to address such climate vulnerability issues and enhance economic growth. The objective of MCRDP is to strengthen the capacity of Cambodian institutions and stakeholders to integrate climate concerns into the development plans, programs and projects of the country.

The MPGCC, a product of the MCRDP, has been prepared by the Gender and CC Committee (GCCC) of Ministry of Women's Affairs (MOWA). An outline of the MPGCC was prepared in 2013 under the PPCR Phase-1 with support from the ADB, the work resumed in 2016 under the TA 8179: Mainstreaming Climate Resilience into Development Planning, Package C: Gender, Monitoring and Evaluation (M&E), and Mainstreaming at Sub-national Levels.

The Master Plan envisions the institutionalization of gender mainstreaming in CC adaptation, mitigation and disaster risk reduction investments for contributing to equitable, climate resilience and sustainable society of Cambodia. To make that transformation happen, short-term (2018-19), medium (2019-23) and long-term (2023-2030) goals have been identified to complement the commitments of the RGC in the NSDPs, Neary Rattanak and Cambodia CC Strategic Plan (CCCSP) 2014-2023 along with the relevant Sustainable Development Goals (SDGs). There are seven (7) supportive initiatives to operationalize the Master Plan. The Master Plan focuses on the Government, development partners, civil society organizations and expects to incorporate the private sectors as the key collaborators in Cambodia that have been working in gender and CC related fields.

This document provides an overview of the major issues and elements of the master plan, including the climate vulnerability context, economic and demographic context, and women's role in the nation's development. It provides a review of the role of gender in agriculture impacted by climate change, the context of gender equity in Cambodia and the Gender mainstreaming policy contexts, including milestones.

The plan's development process in the form of desk reviews, consultations, the contribution of the different initiatives implemented in Cambodia, and a capacity needs assessment of key stakeholders is elaborated upon. Building on this, the vision, mission, strategic and specific objectives, and guiding principles are described. Gender mainstreaming efforts and interventions from the perspective of national policy and planning, gender concerns in climate change investments, and gender disaggregation for monitoring of the results framework are also presented. Finally, the means of operationalizing the master plan in terms of preconditions, prioritized initiatives that broadly support women's energy transitions and energy enterprises, and indicators for monitoring, reporting and evaluation are defined.

Contents

Foreword	i
Acknowledgement	ii
Acronyms and Abbreviations	iii
Executive Summary.....	iv
1 Introduction	1
2 Major issues and elements of the Master Plan	5
2.1 Climate Vulnerability contexts	7
2.2 Economic Context	7
2.3 Demographic Context.....	8
2.4 Women and Development Context.....	9
2.5 Gender, Agriculture and Climate Change Context.....	9
2.6 Gender Equity Context	10
2.7 Gender Mainstreaming Policy Context	12
2.8 Institutional Capacity Building Context.....	14
2.9 Institutional Capacity Needs Assessment.....	20
2.10 Key Focus of the Master Plan.....	22
3 The Master Plan Development Processes.....	25
3.1 Desk Review	25
3.2 Consultations	25
3.3 Recognition of contributions from different initiatives	26
3.4 Capacity Needs Assessment.....	26
3.5 Inputs from line sectors, ADB and others	28
4 Strategic Directions	29
4.1 Vision	29
4.2 Mission.....	29
4.3 Strategic Objective	29
4.4 Specific Objectives	29
4.5 Guiding Principles	32
5 Making Gender Mainstreaming a Regular Development Agenda	33
5.1 National Policy and Planning.....	33
5.2 Mainstreaming Gender Concerns in CC Investments	34
5.3 Gender-inclusive Database and Results Framework	35
6 Operationalization of the Master Plan.....	36
6.1 The Operationalization of the Master Plan – preconditions.....	36
6.2 Supportive Prioritized Initiatives from MOWA	36
6.3 Monitoring, Evaluation and Reporting.....	39
7 Conclusion	40
References and Literature	41

Annex 1: Terminology.....	43
Annex 2: Priority Sectors and Provinces for Implementing the Master Plan	45
Annex 3: Gender Mainstreaming in Sectoral CC Investment Action Plans (2014-2018) ..	46

1. Introduction

The Gender and CC Committee (GCCC) of the Ministry of Women's Affairs (MOWA) has prepared the current 'Master Plan on Gender and Climate Change (MPGCC) 2018-2030. The planning process builds on preceding work under the Pilot Program on Climate Resilience (PPCR) by the Ministry of Environment with MOWA as an implementation partner, and provides a basis for the sequence of consultations conducted in 2016-18 by the ADB TA 8179¹. The vision of the Master Plan is to institutionalize and internalize gender mainstreaming in adaptation, disaster risk reduction and mitigation investments which will help achieve an equitable, climate resilient and sustainable society in Cambodia. The mission is to mainstream gender in CC adaptation, mitigation and disaster risk reduction as a part of institutional CC investment policies, strategies, programs and projects for enhancing CC resilience in Cambodia.

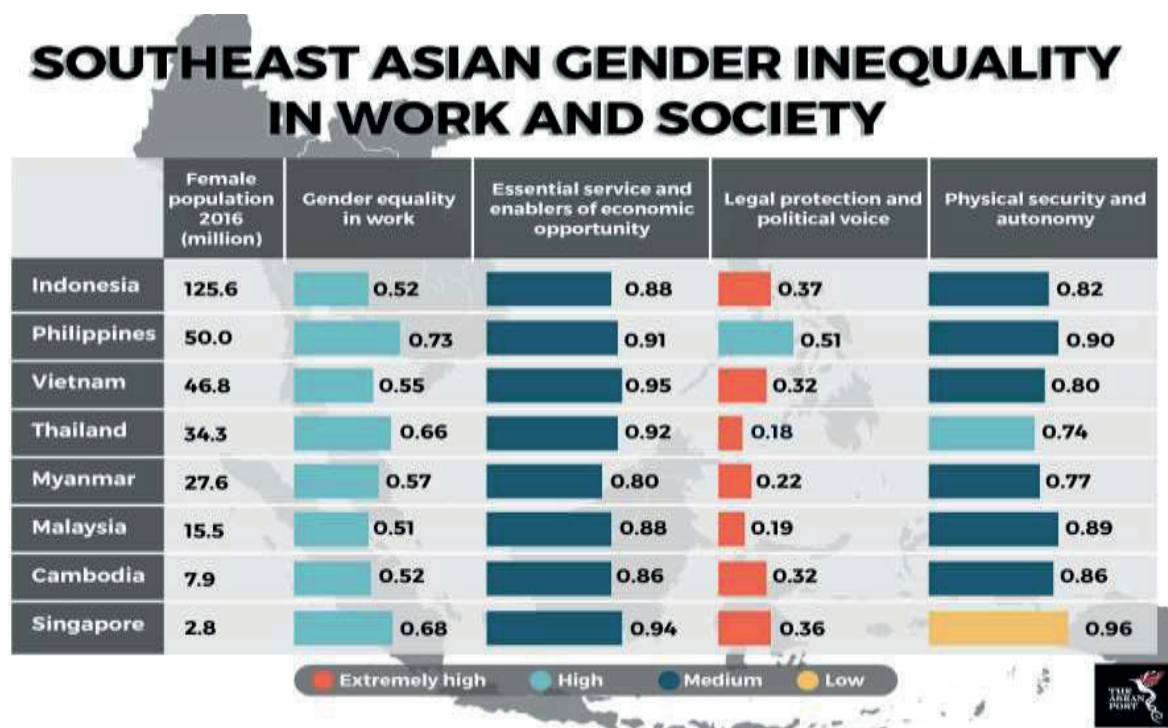
Studies show that gender inequalities as such have direct costs and huge impacts on societies (Figure- 1). Public policies and procedures are developed based on the needs of the social and community needs or on the needs of those who have traditionally been the decision-makers, mostly men. The women's rights movement, an increased presence of women in decision-making, strong commitments to women's human rights at all levels, and the development of gender studies and sex-disaggregated data, have all helped unveiling the fact that public policies often did not take into account women's differing needs and situations.

Addressing gender inequality directly support the vulnerable groups in the societies, as they represent more than half of the population in most societies so overall, there are huge cost savings (Ref. Figure -2). As the gender mainstreaming, a strategy to improve the quality of public policies and program and projects, ensure a more efficient allocation of resources. Therefore, it better results mean increased well-being for both women and men, and the creation of a more socially just and sustainable society

Advancing Women's Equality in Asia Pacific' report released in April 2018 by McKinsey Global Institute (Fig-1), the economies of Southeast Asia could boost their collective gross domestic product (GDP) by US\$370 billion a year by 2025 if the existing inequity between the genders is eliminated. The report's analysis did not include Brunei and Lao PDR. Southeast Asian women contributed 36.4 percent of the combined regional GDP. However, this percentage failed to capture the total welfare and economic activity of women in the region, which also includes the very significant economic value that women create through unpaid care work in the home such as looking after children and the elderly, shopping, cooking, and cleaning (Ref. Ref. Source: McKinsey Global Institute, 2018).

¹ ADB TA 8179: Mainstreaming Climate Resilience into Development Planning, Package C: Gender, Monitoring and Evaluation, and Mainstreaming at Sub-national Levels.

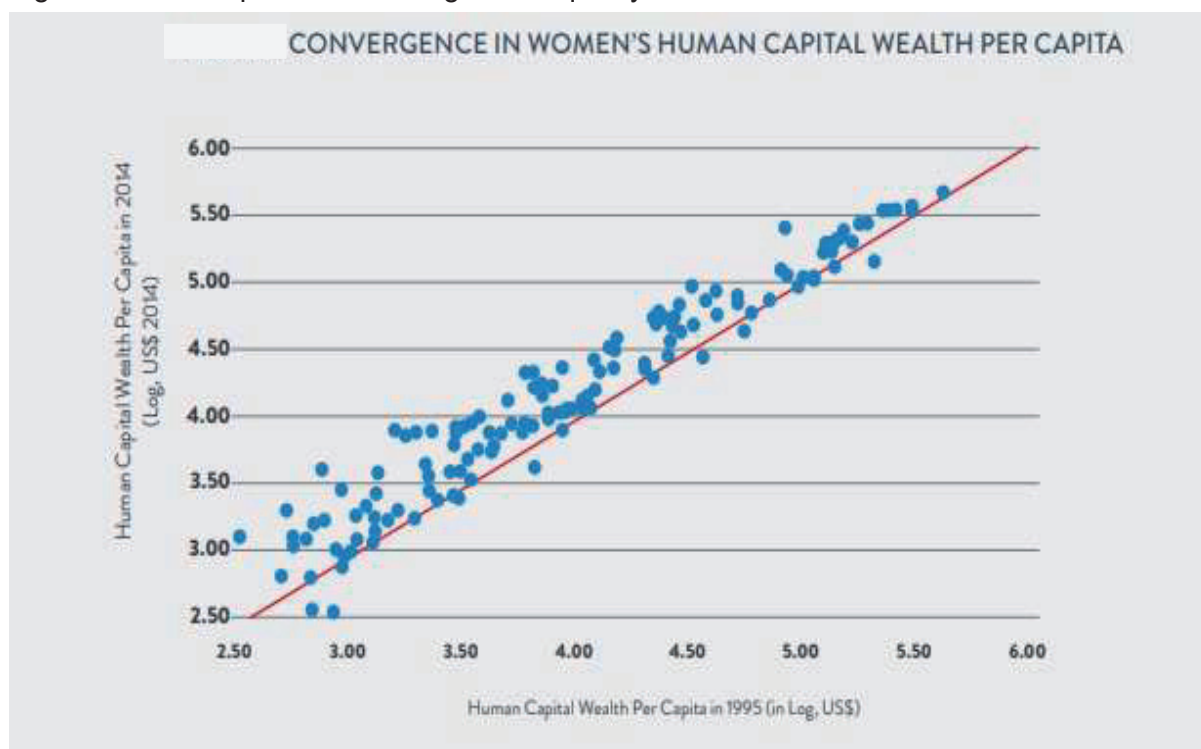
Figure 1: levels of gender inequality impacts in ASEAN region



Source: McKinsey Global Institute, 2018

The huge costs of depriving women and girls of rights and opportunities are borne not only by women and girls themselves, but also by their families, communities, and the entire economy. By investing in women and girls and ending gender inequality, we can eliminate those costs and change the fate of entire countries. There is no doubt that ensuring that women and girls enjoy the equitable rights and opportunities as men and boys is the right thing to do from a moral and ethical standpoint. But it also makes economic sense – \$160 trillion worth, to be precise. A new [report \(https://openknowledge.worldbank.org/handle/10986/29865\)](https://openknowledge.worldbank.org/handle/10986/29865) released by the World Bank Group, with support from the Canadian government, finds that if women had the same lifetime earnings as men, global wealth would increase by \$23,620 per person, on average, in the 141 countries studied, for a total of \$160 trillion. That is a lot of money that could be put toward, say, reducing inequality, expanding the ranks of the middle class, and mitigating the factors that drive social and political instability. Despite this clear opportunity, women still only account for 38% of their countries’ human capital wealth, defined as the value of the future earnings of adult citizens. In poor and lower-middle-income countries, women account for just one-third of such wealth – or even less (Ref. Figure -2).

Figure 2: benefit quantification of gender equality



Source: World Bank, 2018

To facilitate the costs and economic benefit analysis of gender mainstreaming for reducing gender inequality, there is no measurable way forward has been demonstrated including the SDG5 achievements or any of its indicators. Estimating benefits and costs necessitates making lots of assumptions about costs at different sectoral levels, such as how effective the gender mainstreaming happened in agriculture, health, infrastructure or water resources management fields for measuring social value, how reasonable it is to measure, combine or compare disparate life events (e.g. getting a job versus getting married) by using market income gained or cost, and whether prices derived in one community with its own set of institutions, norms and economic structure apply to outcomes in another (Kohler, 2012).

The MPGCC 2018-2030 quantifies the gaps and needs of the sectoral, subnational and civil society organizations levels. It unfolds the opportunity for reducing the gender gaps enhancing gender mainstreaming at all levels of the adaptation planning. Therefore, facilitating the implementation of the MPGCC, directly add values to women's account for only 38 percent of human capital wealth versus 62 percent for men is huge unlikeliness. This gaps in the low and lower-middle income countries are even higher that leads to losses in wealth of \$23,620 per person globally. The gaps in earnings by women versus men (gender inequality) is estimated at \$160.2 trillion in 141 countries i.e. human capital wealth could increase by 21.7 percent globally, and total wealth by 14.0 percent with gender equality in earnings. It is about twice the value of GDP globally (Kohler, 2012). Therefore, the implementation of the MPGCC is essential for the government sector ministries, civil society and private sectors even though,

the private sector is still so far from the current efforts. The private sectors shall have to be included and engaged in the gender mainstreaming processes in implementing the master plan.

Box 1: A checklist for using gender equality indicators

- *Do stakeholders understand why it is important to collect sex-disaggregated information, and to undertake social and gender analysis?*
- *Does the capacity of partners and implementers to collect and analyze sex-disaggregated information need to be strengthened?*
- *Who is the information for? Do key stakeholders understand how it will be used, and is it relevant to their needs?*
- *Are the indicators easy to understand and use? Can the information be easily collected using existing local systems?*
- *Do the indicators impose new reporting burdens on partners, or are they aligned with existing reporting obligations?*
- *Will the information to be collected tell us whether development objectives have been achieved for both women and men, and whether there are any significant differences in the benefits for women and men, boys, and girls?*
- *Will the indicators help to measure gender equality results—such as women’s and men’s participation, benefits, outcomes, and impacts?*
- *Will the indicators help to measure changes and trends in gender relations over time, and the causes of those changes and trends?*
- *Will both quantitative and qualitative methods be used to collect information?*
- *Has gender and social analysis been used to help identify the indicators?*
- *Will the indicators provide information to improve the effectiveness of strategies to address gender inequalities and advance gender equality?*

Source: J. Hunt. 2011. Introduction to Gender Sensitive Monitoring and Evaluation. Unpublished training notes.

There are portfolios of seven (7) specific supportive development initiatives and a set of gender-responsive monitoring indicators for operationalization of the Master Plan (Ref. Section-4: Strategic Direction)

2. Major issues and elements of the Master Plan

Background

Women's economic empowerment takes account of increasing labor force participation rates with a decreasing gender gap, promoting vulnerable women's employment with reasonable pay, facilitating greater transition away from agriculture for men than for women and increasing the number of women with jobs in wholesale and retail trade and services, manufacturing, agriculture, accommodation, and food service activities.

Box 2: Women's Economic Empowerment: The capacity of women and men to participate in, contribute to and benefit from growth processes in ways that recognize the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth. Economic empowerment increases women's access to economic resources and opportunities including jobs, financial services, property and other productive assets, skills development and market information. Women's economic participation and empowerment are fundamental to strengthening women's rights and enabling women to have control over their lives and exert influence in society.

Ref. Organization for Economic Co-operation and Development (OECD), 2016

Cambodia could make significant progress in several areas including women's economic participation and opportunities, educational attainment, health, survival and political empowerment levels. Cambodia recognizes that women's economic empowerment is essential for achieving higher rates of economic growth that are inclusive.

Considerable literature has been devoted to the laudable progress Cambodia has made over the past 20 years in economic participation and opportunity, educational attainment, health, survival and political stability and representation, However, *Table 1* below shows Cambodia's current position against the global average score in regards to HDI. It is notable that, despite many achievements, the country has experienced obstacles to women's economic empowerment and that other countries in the region seem to have achieved more. Further, there are other significant issues to be addressed:

- (i) The amount of time required to fulfill responsibilities in unpaid domestic and caring work and in work necessary for economic empowerment, e.g. in agriculture, health, water resources, all forms of activities, infrastructure, business development, and wage employment.
- (ii) Women's low levels of literacy, education, and skills; and,
- (iii) Access to resources.

Table 1: Cambodia's Human Development Profile Compared to South and Southeast Asian Nations by Health, Education, Gender and Work, Employment and Vulnerability

HDI (2016)	Global Position			Health				Education				Gender			Work, employment and vulnerability	
	Index	Rank	Life expectancy at birth (years)	Adult mortality rate, female (per 1,000 people)	Adult mortality rate, male (per 1,000 people)	Under-five mortality rate (per 1,000 live births)	Expected years of schooling (years)	Adult literacy rate (% ages 15 and older)	Primary school dropout rate (% of primary school cohort)	Gender Development Index (GDI)	Labor force participation rate, female (% ages 15 and older)	Labor force participation rate, male (% ages 15 and older)	Legislators, senior officials and managers, female (% of total)	Employment to population ratio (% ages 15 and older)	Employment in agriculture (% of total employment)	
Singapore	0.925	5	83.2	39	71	2.7	15.4	96.8	1.3	0.985	58.2	76.4	33.9	65.0	n.a	
Malaysia	0.789	59	74.9	80	167	7.0	13.1	94.6	5.8	n.a.	49.3	77.6	25.0	61.5	12.2	
Thailand	0.740	87	74.6	105	207	12.3	13.6	96.7	6.5	1.001	62.9	80.2	25.1	70.6	41.9	
China	0.738	90	76.0	72	98	10.7	13.5	96.4	n.a.	0.954	63.6	77.9	16.8	67.6	2.5	
Indonesia	0.689	113	69.1	147	205	27.2	12.9	93.9	18.1	0.926	50.9	83.9	23.2	63.4	34.3	
Viet Nam	0.683	115	75.9	68	186	21.7	12.6	94.5	10.4	1.010	73.8	83.2	n.a.	76.7	46.8	
India	0.624	131	68.3	145	217	47.7	11.7	72.1	n.a.	0.819	26.8	79.1	13.8	51.9	49.7	
Laos	0.586	138	66.6	176	217	66.7	10.8	79.9	22.4	0.924	77.7	77.0	n.a.	76.1	71.3	
Cambodia	0.563	143	68.8	145	210	28.7	10.9	77.2	53.1	0.892	75.5	86.7	21.0	80.5	54.1	
Myanmar	0.556	145	66.1	173	229	50.0	9.1	93.1	25.2	n.a.	75.1	81.1	n.a.	74.3	n.a.	

Source: Human Development Index, <http://hdr.undp.org/en/countries> accessed 15 August 2018

Based on the country's context, needs, challenges and weaknesses, the Issues and elements considered for the Master Plan are elaborated in the following sections.

2.1 Climate Vulnerability contexts

Climate Change projections for Cambodia 2000 to 2050

With reference to Thomas et al² providing climate change projections for Cambodia from 2000 to 2050, this source provides a baseline for the preceding 50-year period indicating a large variation in annual rainfall across the country. Specifically, this is less than 1,150 millimeters in northern parts of the country, over 3,000 millimeters in coastal areas, and between 2,600 and 3,000 millimeters in the more isolated northeastern region of the country.

For the same period a baseline is provided for the annual high temperatures in Cambodia recorded as the average daily high temperature for the hottest month. Lowest figures indicate 27°C for high elevations in the western part of the country near the coast to over 36°C in the northwestern part of the country near the Thai-Cambodia border.

The same study uses four GCMs³ of the 23 that have been recognized by the Intergovernmental Panel on Climate Change (IPCC) for the Fourth Assessment Report (AR4). While not unanimous in their projections and geographic impact, some general trends are identifiable. All four GCMs indicate an increase in annual temperature from no significant change in the west but hotter in the east, moderate increases in temperature, to hotter or much hotter annual temperatures across the whole country. Regarding rainfall, three of the GCMs indicate much wetter rainy seasons although two of them indicate no change in annual rainfall, therefore, indicating drier dry seasons. The third GCM indicates a much wetter year and wet season for the southwest and south central areas. The second GCM indicates a drier northeast during the wet season, while the fourth GCM indicates a much drier year; much drier in the wet season apart from a slight increase in rainfall in the far northwest.

2.2 Economic Context

The strong economic growth of Cambodia can be attributed to its structural reforms resulting in an increasingly market-driven economy, its significant external assistance, and the country's long-term political stability. It has attained lower middle-income status as of 2015 with a gross national income (GNI) per capita reaching \$1,070. Cambodia has sustained an average growth rate of 7.6% from 1994 to 2015, ranking sixth in the world largely driven by agriculture, garment exports and tourism (World Bank Cambodia, 2018). GDP growth is

² Thomas, T. et al (2013), Cambodian Agriculture: Adaptation to Climate Change Impact, IFPRI Discussion Paper 01285, International Food Policy Research Institute, Phnom Penh

³ GCM may refer to: Science and technology. Galois/Counter Mode, in cryptography; General circulation model, or global climate model

expected to remain strong at over 6.9% in 2018 compared to a region that is anticipated to only achieve a growth rate of 6.3% (ADB Outlook 2017). The National Institute of Statistics (NIS) reports that GDP per Capita is at \$1,330 (2016).

In addition, ESCAP highlights significant changes in the employment profiles of both men and women with similar trends for both genders away from agriculture. Significantly, men and women employed in agriculture have decreased from 83.3% and 76.4% respectively in 1991 to 26.2% and 27.2% in 2017. Female participation in manufacturing has increased from 3.1% to 23.1% compared to 2.6% to 11.1% for males over the same period. Notably, female and male participation in market services has increased from 10.5% to 38.6% and 8.6% to 30.5% respectively.⁴

2.3 Demographic Context

Whilst rapid rural out-migration is leading to urbanization over 78% of Cambodia's population continues to live in rural areas. The population aged between 15 and 64 years rose from 8.3 million in 2008 to 9.6 million in 2013, an increase in the working age population from 62.0% to 65.6% with women accounting for 52% of the total working age population. Interestingly, rapid urbanization has resulted in a higher urban share of the working age population (70.5% in urban areas compared to 64.3% in rural areas). Although the ageing population has reduced dependency ratios, the economy still needs to generate employment with reasonable working conditions, and this demand will be exacerbated by an additional 1.3 million people expected to be added to the population between 2013 and 2020.⁵

Disparities in skill levels between countries in the region will provide further challenges for Cambodia's increasing population. The country's relative paucity in skills will hamper its ability to compete with its neighbors, particularly for unskilled workers and especially women already disadvantaged by their relatively low literacy and educational attainment compared to men and women in other countries in the region. This vulnerability to competition is enhanced by the country's dependence on exports with global economic shocks having direct impacts on women's employment in Cambodia - as seen in the 2007/2008 economic crisis. This highlights the need to develop diversified domestic markets that are more insulated from global economic trends. However, with the onset of climate change and its impacts becoming evident, coping strategies that suggest a return to the land are no longer viable as agricultural production, agricultural employment opportunities, rural livelihoods and households (especially those for women) are regularly affected by extreme weather phenomenon.⁶

⁴ UNESCAP (United Nations Economic and Social Commission for Asia and the Pacific), http://data.unescap.org/escap_stat/#data/ accessed 16th August 2018

⁵ NIS (2013), 'Cambodia Inter-Censal Population Survey 2013 Final Report', Ministry of Planning, Phnom Penh.

⁶ MacPhail. F. (2015). 'Promoting Women's Economic Empowerment in Cambodia', ADB. Phnom Penh

2.4 Women and Development Context

As outlined above and more specifically in MoWA's Climate Change Strategic Plan for Gender and Climate Change (2013-2023)⁷, while men's labor force participation rate is higher than women across all ages, women in rural areas are more economically active than women in urban areas, and women are employed in primary and secondary industries at higher rates than men. Agriculture, forestry and fishery remain highly important livelihood options for a majority of rural Cambodians. In particular, women are employed at higher rates than men in four key industries: (1) agriculture, forestry and fishing; (2) manufacturing; (3) wholesaling and retailing; and (4) accommodation and food services with both employed and self-employed workers make up a significant percentage of the total. Women are also more greatly represented in unpaid family work at 68.4% of rural women compared to 28.4% for rural men although these figures are less distinct in urban areas.

It is noteworthy that women of all ages contribute to Cambodia's economic development with a surprising percentage of over 65 years olds contributing to the economy (45.2%). Male participation in the economy is greater than women's across all age groups except for the 15 to 24 year olds, suggesting higher school drop-out rates for female students (63.2% compared to 57.1%). Approximately 50% of rural, female 15 to 24 year olds are employed, rising to 91.9% of 50 to 54 year olds whereas the highest rate for urban women is 69.7% for 30 to 34 year olds.

2.5 Gender, Agriculture and Climate Change Context

Agriculture is the primary rural industry and employment sector for women exhibiting a gendered division of labor with men responsible for ploughing and women responsible for planting, weeding and winnowing. For such rain-fed agricultural practices access to and management of water resources is essential. However, climate change and its impacts have undermined the existing capacity of national, subnational, community and household practices for weather forecasting, natural disaster preparedness, water resource management, climate change resistant cropping techniques, and off-farm income generation activities.

For a largely rural population highly dependent on rain-fed agriculture, the population is highly vulnerable to extreme weather phenomenon linked to climate change. Farmers of both genders are aware of shorter rainy seasons, more intense rainfall, and more frequent drought periods causing more variable growing seasons and deficits in water. This particularly impacts poor women who generally have a more limited access to resources, restricted rights, limited mobility, and a smaller role in decision-making processes. At the current time, female farmers

⁷ MoWA 2013 Climate Change Strategic Plan for Gender and climate Change (2013-2023), Royal Government of Cambodia, Phnom Penh

are not able to reduce their dependency on climate sensitive and increasingly stressed natural resources, such as their involvement in post-harvest agricultural and fishing activities, and to diversify their income generating practices due to limited capacity and opportunities. This is compounded by their limited access to knowledge of new agricultural production and post-production techniques and technologies, and by their unpaid domestic responsibilities combined with their agricultural livelihood responsibilities that constrain their ability to avoid weather-related disasters.⁸

Climatic uncertainty and a need to reshape adaptation and coping mechanisms has resulted in an increase in migration away from rural areas. In particular, male out-bound migration by seasons or over the long term can severely impact remaining family members, especially young children and the mothers and grandmothers tasked with their care in resource poor conditions. For female migration, the garment manufacturing industry is a common option although the working conditions are considered harsh with the industry contributing to GHG emissions and the pollution of soils and water resources, which negatively impacts the health of the employees. Moreover, female participation in the accommodation, food and entertainment industries, and the informal employment sector can also negatively impact women's well-being and health while the industries they work in contribute to GHG emissions and pollution.⁹

2.6 Gender Equity Context

Women's Vulnerability to the Impacts of Climate Change

Women's greater responsibility for care work suggests that mortality rates for women may increase during periods of extreme weather as women tend to prioritize others' survival over their own, are generally less equipped with necessary survival skills, such as tree climbing, and can suffer from reproductive health complications during such events.

As noted above, women's health can be impacted by climate change and the adaptation practices employed. For women in primary industries working conditions are characterized by a high level of exposure to the sun and heat during long working days with risk of dehydration, heat stress, exhaustion and vector and water-borne diseases. However, the GHG-emitting manufacturing industry that many women choose as an adaptation strategy also impacts their health in the form of heat exhaustion, mass hysteria, urinary tract infections, carpal tunnel syndrome, deafness, respiratory infections, and deteriorating eyesight. Furthermore, women in the workplace can be at risk of violence, harassment, rape, forced drug and alcohol

⁸ Green Climate Fund (2018), Gender Assessment: FP076: Climate-Friendly Agribusiness Value Chains Sector Project, ADB, Phnom Penh

⁹ MoWA 2013 Climate Change Strategic Plan for Gender and climate Change (2013-2023), Royal Government of Cambodia, Phnom Penh

consumption, unprotected sex, sexually transmitted diseases, undesired pregnancies and risky abortions in an environment with limited support available in the form of confidential health care services. Even for those women who establish a micro-enterprise at home, such as food processing, smoking fish, or producing clay pots and stoves, this can have a significant impact on the health of women and children due to the use of firewood and charcoal as a primary energy source. This puts the household members at an increased risk of acute respiratory infection, as well as the opportunity costs associated with collecting firewood, charcoal and water for production and domestic purposes.

As primary caregivers and food providers, women are more dependent on natural resources for food, medicine, firewood and water. However, traditional natural resources, such as forests, mangroves, fisheries and harvests, will be significantly impacted by the rise in temperature, changes in rainfall patterns, and the changes in land use patterns. This will have a significant effect on the opportunity costs for women because when natural resources become scarce and over exploited, additional resources or income will be required to compensate for these pressures on resources

Rural women's reduced access to crucial food production inputs, such as livestock, tools and fertilizers, puts them at a disadvantage when attempting to address the impacts of floods, droughts, cyclones and soil erosion. This can have a direct impact on the provision of food, care for family members, with consequences for children's nutritional status and longer-term cognitive development, and on the ability to pass on cultural values.

As female participation in education falls with the transition from Cambodian primary to secondary schools, women are generally less able to take advantage of climate change and disaster related information and services, such as meteorological information, disaster early warnings, disaster risk management procedures, and commodity market prices and related fluctuations. This can further lead to women becoming financially challenged placing them subordinate to men with less capacity to identify and manage such issues.

Moreover, women's participation in the formal decision-making processes at all levels is lower than men's: for example, in nationally elected offices, provincial governorships, districts, communes, villages and development committees. This situation implies that women's views can be perceived as being family or community issues or even ignored all together.¹⁰

As food providers who are primarily responsible for household cooking, women have a role to play in greening the economy through reducing GHG emissions. As noted, employment opportunities in the formal and informal economy for women can also be industries that

¹⁰ MoWA 2013 Climate Change Strategic Plan for Gender and climate Change (2013-2023), Royal Government of Cambodia, Phnom Penh

contribute to GHG emissions, such as manufacturing and the service sector. By providing better employment opportunities, social and legal protections and entitlements, women's vulnerability to climate change can be reduced whilst the national economy is being restructured to be more climate change responsive.

The differentiated impact of disasters on men and women is primarily caused by the existing gender inequalities manifested. As a 2007 study conducted by London School of Economic shows, taken a sample of up to 141 countries over the period 1981 to 2002, natural disasters and their subsequent impact, on average, kill more women than men or kill women at an earlier age than men related to women's lower socio-economic status (Neumayer and Plümper, 2007).

Disasters are inseparable from economic, social and environmental features of Cambodia. The country experiences almost all types of hydro-meteorological hazards such as floods, drought, heavy storms (or typhoon), fire incidents and epidemics. Most geographical regions of the country (i.e. Riverine Central Plains, coastal ecosystems and Dangrek mountain range in the north and Cardamom mountains in the southwest) are exposed to one or more of these hazards. Additionally, climate change is expected to increase the

frequency, intensity and severity of these extreme natural events. As the majority of Cambodians are farmers and their livelihoods mainly depend upon subsistence agriculture, the vulnerability of people living in rural areas is very high and may continue to rise, requiring improved preparedness and planning. The mighty Mekong River that enters the country from Laos and Great Tonle Sap Lake in the middle created the unique flooding feature, and most typhoons originate from the South China Sea towards the south and southeast across Vietnam and Southern China (Ref. Cambodia Country report 2014).

2.7 Gender Mainstreaming Policy Context

The phases of the RGC's Rectangular Strategy have been the guiding framework for the country's poverty reduction policies and strategies promoting the economic empowerment of women. The current Phase III 2014-2018 strategy prioritizes four strategic areas: (i) promotion of agriculture, (ii) development of physical, infrastructure, (iii) private sector development and employment, and (iv) capacity building and human resource development. While these do not explicitly give reference to gender equality, the promotion of women's involvement in the economy, and women's empowerment to do so is supported by mainstreaming gender considerations in the implementation of the government's work and is being given greater priority in the body of that strategy.

Within the RGC, the Ministry of Women's Affairs (MoWA) was a participant in the development of the Cambodia Climate Change Strategic Plan (CCCSP) 2014-2023 coordinated by the

Ministry of Environment (MOE). MoWA and its gender mainstreaming action groups (GMAGs) in each line ministry support women's economic empowerment by preparing and implementing the sectoral gender mainstreaming action plans (GMAPs). In 2013, with the Millennium Development Goals (MDG) deadline fast approaching, the need to stimulate women's economic empowerment to contribute to achieving related MDGs for poverty reduction, health and education was recognized with MoWA developing the MDG Acceleration Framework Cambodia Action Plan. This identified the need to provide job training for women that complemented market demands and developed the capacity of women to identify and grow micro, small, and medium-sized enterprises with more ability to become formal sector businesses, and to improve poor communities' livelihoods (especially for women).

In 2014, the Cambodia Gender Assessment (CGA) and five-year Strategic Plan for Gender Equality and Women's Empowerment (Nearby Ratanak IV) were published by the MoWA. Here, women's economic empowerment is a key policy recommendation and includes agriculture, education, health, political participation, and a specific focus on the links between gender, climate change, green growth and disaster risk management. It also incorporates regional and international cooperation agreements and commitments, such as the CEDAW, signed in January 2011, and the SDGs, specifically SDG5 for Gender Equality but crosscutting themes for all SDGs.

The Women Development Centers (WDC) led by MOWA, started in 1998, primarily served as vocational training centers. Following the progresses, under the NR IV in 2016, the WDC focused on basic business training like ICT-based Business Development Services, Skill Development Program (SDP) for upgrade WDC's training skill at subnational levels. The efforts also focused on the ICT-based Business Development Services "Women's Economic Empowerment through Information and Communication Technologies" etc. To date, WDCs are operative in 14 provinces with a total of 138 administrative and approximately 3,000 women receive vocational and related skills training at WDCs each year, but training services tend to have only limited impact and outreach to rural communities is minimal. In light of the ever-changing economic reality like digital economic of Cambodia, MoWA aims to enhance the WDC's and PDoWA's skills and capacities necessary to provide training, information and other services that are geared toward empowering local women economically through improved access to economic, business, financial and digital-technical literacy, knowledge and skills.

With specific reference to MAFF's (Ministry of Agriculture, Forestry and Fisheries) Gender Mainstreaming Policy and Strategy in Agriculture 2016–2020, the objectives promote greater female participation in the civil service, development of capacity to mainstream and integrate gender, and development of rural women's capacity to access and manage local agricultural resources and inputs. This includes greater equality in accessing extension services, such as

support with social land concessions, access to the private sector, participation in community groups, and access to credit.¹¹

While there is immense potential for mainstreaming gender horizontally across all sectors and vertically through all levels, the opportunities presented by the country's enabling environment have not yet been realized largely due to the lack of a guiding framework that addresses the priority of climate change and how it will impact Cambodian men and women differently whilst providing a 'toolbox' of measures and responses. In order to achieve the RGC's objectives to alleviate poverty, promote market driven economic development, and ensure political and social stability, climate change will need to be addressed in terms of gender. This needs to include how climate change-related investments are planned, budgeted and implemented. This "master plan" will seek to guide the mainstreaming of gender into all relevant activities over the next 12 years as the deadline of 2030 for the SDGs nears. This will also ensure that the forthcoming National Strategic Development Plan (2019-2023), the Neary Ratanak V (2019-2023), and other relevant policies are aligned.

2.8 Institutional Capacity Building Context

To date milestone initiatives include the National Adaptation Programme of Action to Climate Change (NAPA) (2009-15); and the Cambodia Climate Change Strategic Plan 2014-2023 (November 2013), with a related Climate Change Action Plan 2014-2018 and a suite of sectoral action plans. Various specific CCA and DRR initiatives have been (and are being) implemented by the Cambodia Climate Change Alliance (CCCA), the Mekong River Commission (MRC), the National Climate Change Committee, the National Council for Sustainable Development (NCSD), the NCDDS, various civil society organizations (CSOs), and others, with technical and financial support from ADB, the Global Environment Fund, the Japan Fund for Poverty Reduction, UNDP, UNEP, The World Bank, and other development partners and bilateral donors.

Capacity-building: Adequate institutional capacity is a decisive precondition for successful sub-national CCA and DRR. In this connection, 'capacity' is determined by: (i) a strong legal mandate; (ii) user-friendly tools (manuals, guidelines); (iii) skills (to use the tools); (iv) a comprehensive knowledge base (in support of timely and well-informed decisions); and (v) financial resources (to implement the related development initiatives).

Mandate: The 2008 Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans (the Organic Law) provided the basis for the National

¹¹ MacPhail. F. (2015), 'Promoting Women's Economic Empowerment in Cambodia', ADB. Manila

Programme for Sub-national Democratic Development (NP-SNDD), a 10-year programme for decentralization and localization. Accordingly, the NCDD was established by Royal Decree in December the same year with a mandate to implement the Law and the decentralization and localization policy.

The National Committee for Disaster Management (NCDM) was established in 1995, and was strengthened substantially by the June 2015 Disaster Management Law, which also introduced sub-national disaster management committees.

Tools: An impressive number of manuals, guidelines and reference documents has been produced and collated, as exemplified in *Table 2* below. Note, however, the lack of specific reference to gender, apart from limited reference to social inclusion. This suggests a need to improve the integration and mainstreaming of gender considerations into climate change adaptation and mitigation planning, budgeting and implementation.

Table 2: Examples of documents related to sub-national CCA and DRR

<i>Publisher</i>	<i>Title</i>	<i>Project/programme</i>
NCDDS (July 2018)	Innovative financing schemes for mainstreaming climate resilience at provincial, district and commune levels	TA8179, Package C
RGC/NCDD (October 2017)	Commune/Sangkat fund project implementation manual	
NCDDS (September 2017)	Mainstreaming climate resilience in provincial, district, and commune development and investment plans	TA8179, Package C
CamboWP (January 2017)	Water security framework and policy briefs	The GWP Water, Climate and Development Programme (WACDEP)
NCDD (April 2017)	Integrating socially inclusive CC adaptation into the commune development planning and the commune 3-years rolling investment programme process	
Mol and MoP (March 2017a)	Guideline on the preparation of commune/sangkat development plans	
Mol and MoP (March 2017b)	Guideline on the preparation of commune/sangkat investment programmes	

Mol and MoP (March 2017c)	Guideline on the preparation of district development plans	
Mol and MoP (March 2017d)	Guideline on the preparation of district investment programmes	
NCDD (September 2016)	Implementation and procurement handbook for construction/ rehabilitation of the district disaster risk reduction and climate change adaptation small scale infrastructure projects	The Community-Based Disaster Risk Reduction Project (CDRR), Component C
GSNCSD (July 2016)	Promoting private sector contribution to the climate change response in Cambodia	
UNDP Cambodia (December 2014)	Practitioner's handbook: Implementing the Vulnerability Reduction Assessment	
MRC (October 2014)	Climate change analysis in the Lower Mekong Basin	MRC Working Paper No. 52
ADB (May 2014)	Kingdom of Cambodia: Strengthening coordination for management of disasters	Capacity Development Technical Assistance Project No. 46230
MoE (January 2014)	Effective mechanisms for climate change mainstreaming in sub-national planning	The CCCA Vulnerability Assessment and Adaptation Programme
MoE (2013)	Guidance on mainstreaming climate resilience and disaster risk reduction into sub-national development and investment planning	PPCR, Component 2
MoE (2013)	Climate screening toolkit	PPCR, Component 2
MRC (June 2010)	Impacts of climate change and development on Mekong flow regimes	MRC Technical Paper No. 29
MRC (September 2009)	Adaptation to climate change in the countries of the Lower Mekong Basin: Regional synthesis report	MRC Technical Paper No. 24

Human Skills Development: The Local Government and Climate Change (LGCC) project was implemented by NCDDES from 2011 to 2018 with financial support (4.5 million USD) from the UN Capital Development Fund (UNCDF) and the Swedish International Development Cooperation Agency (SIDA). The project has provided comprehensive training, interacting with awareness-building initiatives, development of practical procedures and guidelines, targeted financing, encouragement of collaboration between district/municipal and commune/sangkat councils and administrations, and implementation of pilot and demonstration projects. The present TA 8179, Package C, is being implemented from 2017 to 2019, with one of its components hosted by NCDDES. Activities include a sequence of training workshops, structured into 4 thematic training modules: (a) CC in Cambodia; (b) vulnerability analysis and risk screening as part of the planning and budget process; (c) climate resilience in design and implementation of projects; and (d) monitoring and evaluation of adaptation capacity.

Knowledge base: Cambodia ratified the United Nations Framework Convention on Climate Change (UNFCCC) on December 18, 1995 and acceded to the Kyoto Protocol on July 2, 2002. The country's Initial National Communication was submitted by MoE to the UNFCCC in October 2002, and the Second National Communication was submitted by NCSO in November 2015. These documents provide an overview of Cambodia's evolving agenda for CCA and DRR, supported by detailed information. Further, the Mekong River Commission has made significant contributions to the knowledge base by supporting awareness-building, documentation, capacity-building and good practices related to climate resilience and adaptation planning. Nevertheless, information needs are still apparent with a number of topics highlighted: 1) Demography and livelihoods, including trends, 2) Hydro-meteorology, including normal and extreme rainfall (combining satellite data with a limited number of well-located ground stations), 3) Zoning, land use, vegetation cover, including trends, 4) Outbreaks of water-borne or water-related diseases, 5) Health of habitats and ecosystems/biodiversity, including coastal and marine areas, and including trends, 6) 'Red spots' and 'green spots' (or 'assets'¹².) 7) Adverse events: Floods, drought, forest fires, landslides, pollution spills, pest attacks, etc., including trends, and 8) Climate change exposures and vulnerabilities, including trends and projections.¹³

Scope remains for expanding the knowledge base. This may involve regular stocktaking using primary data collected for the purpose, networking and dissemination of success stories from the numerous pilot and demonstration activities, and strengthened extension services in

¹² An asset is a valuable feature. Some assets are NRE-related, for example a hydropower potential, a wetland, a fisheries area, a waterfall, or a river front of a town. Such assets cannot be moved. Their value - whether economic, social, or cultural - can be immediate or potential. See Muanpong Juntopas (February 2010)

¹³ Modified after MoE (May 2017a)

support of timely and appropriate responses to adverse events as well as emerging challenges and opportunities.

Financing of specific development initiatives: Climate Change adaptation and disaster preparedness requires financing from the national and sub-national levels to the community and household levels, encompassing investments, operation and maintenance, rehabilitation, and crop insurance. Examples of climate change-related financing schemes are listed in the *Table 3* below. These schemes have been vital in building national and local technical capacities for climate resilience measures and undertakings. Nevertheless, a weak technical knowledge for design and implementation of actual climate resilience investments has been identified as a major bottleneck that contributes to slow project execution.

Table 3: Climate change-oriented financing schemes (completed, on-going and planned)

<p>ASPIRE</p> <p>(the Agriculture Services Programme for Innovation, Resilience and Extension)</p> <p>The programme aims at testing climate-resilient innovations for Cambodian smallholder farm with 3 objectives: (i) Sustainably increase agricultural productivities and incomes; (ii) adapt build resilience to climate change; and (iii) reduce or remove greenhouse gas emission w possible.</p>	<p>2017 and onwards, 52 mio. USD</p>
<p>The CCCA Trust Fund, Phase 1</p> <p>(also referred to as the Cambodia Climate Change Financing Framework, CCFF)</p> <p>The fund aimed to support capacity development and institutional strengthening to address climate change, ensure climate change integration into policy, strategy, plans and programmes, and promote climate change knowledge and awareness in Cambodia.</p>	<p>2010-14, 11 mio. USD</p>
<p>The CCCA Trust Fund, Phase 2</p> <p>The facility aims to strengthen the governance of climate change; to support implementation of the Cambodia Climate Change Strategic Plan; and to develop human skills, tools and knowledge management in support of CC resilience.</p>	<p>2014-19, 13 mio. USD</p>
<p>The DAP</p> <p>(the Direct Aid Program) (implemented by AusAid)</p> <p>The DAP is a flexible small grants program, supporting poverty reduction and sustainable development by individuals, community groups and NGOs.</p>	<p>2016-18, budget under advisement</p>

The CCBAP 2010-15, 4.5 mio. USD

(the Cambodia Community Based Adaptation Programme)

Activities included rehabilitation of canals, reservoirs, community ponds and household ponds; construction of wells; support to water harvesting; savings groups; and seed banks. Also, 7 pilot projects on CC mainstreaming into sub-national planning were implemented with support from NCDDES.

S-RET 2017-21, 5 mio. USD

(Scaling up of Renewable Energy Technologies in Rural Cambodia)

The programme aims at promoting renewable energy technologies in the agricultural sector.

GCF Scale-up

2018-22, budget under advisement

(the Green Climate Fund, Enhanced Direct Access Component)

Depending on funds available, GCF financing might support 50-60 districts, based on the Climate Vulnerability Index developed by MoE using the Commune Database (CDB).

The SNIF Planned

(the Sub-national Investment Facility)

The SNIF will serve three levels of sub-national administrations: (i) Provinces; (ii) districts and municipalities; and (iii) communes and sangkats.

Source: NCDDES (November 2017); please refer to this document for details about each scheme

An analysis of the Cambodian experience is very much in line with international discussion and debate, and the existing literature on local climate finance. In the global discourse there is general agreement on four pillars that contribute to the success of local (financial, financial/technical) schemes:

1) An enabling institutional environment for climate finance:

The autonomy and authority that sub-national governments have to respond to climate change will, to a large extent, be determined by a country's approaches to political, administrative and fiscal decentralization.

2) Improved delivery of climate finance:

While providing transfers specifically targeted for climate change projects may be a useful short-term strategy to raise the profile of climate change at a local government level, mainstreaming climate change concerns into on-going expenditures in relevant areas (i.e.

rural development programs, water and sanitation, and agriculture) may bring greater long-term benefits.

3) More effective and equitable planning and budgeting for climate initiatives:

Responses to climate change at the local level will involve different stakeholders: local government, line departments, and CSOs. Similarly, there is a role for national institutions and academia to provide policy guidance. Ensuring the participation of communities in the planning process can make them more responsive to the needs of those communities, and is a core aspect of political decentralization. Transparent financial planning and budgeting and comprehensive budgets will have a key role to play in enabling participation.

4) Monitoring and evaluating the local impact of climate finance

The establishment of a good monitoring and evaluation framework, and creating a process where the information is shared with the public, can be an effective way of holding local governments to account in the use of public resources and how they have contributed to the results.

The expectation is that these four pillars serve act as an overarching framework that can be used as a guide that informs on a suitable approach which will ensure that finance is channelled and used effectively to address climate change at the local level. This includes promoting and ensuring gender considerations as an integral element of any project planning process. However, as noted below, existing capacity on climate change is still limited and this suggests that barriers and opportunities to mainstreaming gender into climate change adaptation and mitigation activities may be overlooked or ignored.

2.9 Institutional Capacity Needs Assessment

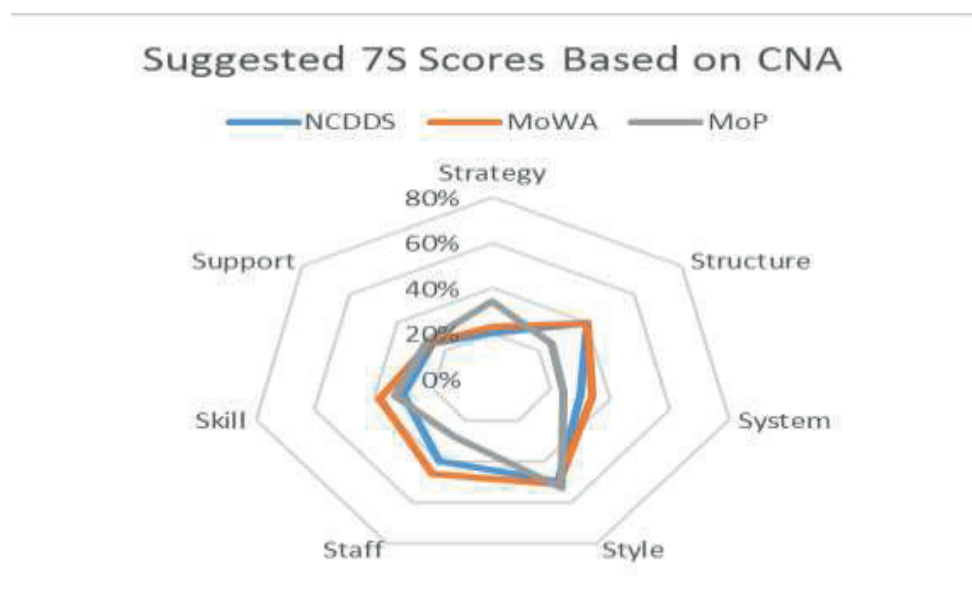
The Capacity Needs Assessment (CNA) for gender mainstreaming and climate change was conducted at MOWA (GCCC -38 officials) with four sectors (at least 10 from each) Ministries and two provinces (16 from each) and representatives of the MOP and the NCDDS in 2016. The CNA was conducted on strategy, structure, systems, style, staff, skills and supports (7-S). Further, a capacity needs assessment was conducted in 2018 with representation from six-line ministries, the subnational level, and civil society organizations.

Key results from both assessments are summarized below:

- (i) Lack of resources required for the effective implementation of activities and, therefore, mainstreaming of gender considerations;

- (ii) Lack of a clear understanding on how mainstreaming of gender in CC investments should be integrated into the roles and responsibilities of officials at national and sub-national levels;
- (iii) Greater awareness of climate change and gender mainstreaming into related activities is reported by CSOs;
- (iv) Need to implement research, and learn from existing CSO activities and from climate change adaptation demonstration or pilot projects in order to identify improved approaches to, and best practice for, gender mainstreaming;
- (v) Need for greater alignment between sectors and relevant climate change adaptation, mitigation and DRR investments in order to improve their efficiency and equality
- (vi) Need for monitoring and evaluation data collection in order to examine gender disaggregated indicators which will ensure gender considerations are fully integrated into climate change-related activities. (Thus, increasing the efficiency and equality of Public Investment Plans (PIP)
- (vii) Need to develop institutional capacity in order to engage effectively and ensure gender mainstreaming in planning, budgeting, implementing, monitoring and evaluation of climate change.

Figure 3: The Capacity of NCDDS, MOP and MOWA on 7-S (MOWA CNA Report, 2016)



Note: The **strategy** refers to the extent to which gender mainstreaming strategy supports and facilitates the institutional capacity strengthening efforts clearly to identify and respond to climate change challenges. Similarly the **structure** refers to gender mainstreaming structure supports and facilitates the institutional efforts clearly to identify and respond to climate change challenges; **system** refers to gender mainstreaming system are able to apply, procedures and processes to identify and respond to climate change challenges; **style** refers to gender mainstreaming style and its leadership

have adequate understanding of climate change and an appropriate approach to meeting the challenge of adaptation; **staff** refers to gender mainstreaming staff possess appropriate responsibilities for climate change; **skill** refers to gender mainstreaming staff possess adequate skills and experience for climate change adaptation and **support** refers to institution possesses adequate access to support, including technical support and financial support, for their climate change investments.

The current and target capacity of NCDDS, MOP, MOWA, target provincial, district and

Box 3: Sex-disaggregated data is a minimum standard for planning, implementing, monitoring, and evaluating all types of development initiatives. If sex-disaggregated data is not consistently collected and analyzed, the reasons for this need to be articulated and justified.

Disaggregating information by sex means that we count males and females separately when gathering information on development activities and benefits. Sex-disaggregated data is important because it helps assess whether an initiative is successful at targeting and benefiting women, men, girls, and boys as planned. Indicators should specify that all data about target groups and beneficiaries will be sex-disaggregated. Information may also be disaggregated according to other key variables, depending on the type of initiative, target group, and context—such as socioeconomic group, age, ethnicity, race, religion, or location (rural or urban).

Source: J. Hunt. 2011. Introduction to Gender Sensitive Monitoring and Evaluation. Unpublished training notes.

commune level (Figure – 1) quantifies the gaps and needs to enhance the institutional capacity for facilitating the reduction of gender inequalities and fostering the economic benefits along with social, cultural, environmental etc. levels. Sex-disaggregated initiatives better help decision makers in policy, program and project formulation.

In ASEAN region, the economies could boost their collective gross domestic product (GDP) by US\$370 billion a year by 2025 if the existing inequity between the genders is eliminated while the report did not include Brunei and Lao PDR. Southeast Asian women contributed 36.4 percent of the combined regional GDP. But this percentage failed to capture the total welfare and economic activity of women in the region. The gender parity in Philippines and Viet Nam comparatively lower than those of other countries in the region (World Bank, 2018).

2.10 Key Focus of the Master Plan

The Master Plan focuses on reducing the capacity gaps between women and men as appears in the *Table 4 enhance social, environmental and economic growth*, in addition to the set goals, objectives and targets. It endorses sector ministries, civil society organizations and private sector enterprises to adopt the gender mainstreaming in their climate change adaptation, mitigation and disaster risk reduction investment related policy, program and projects as their regular development agenda. It aims to enhance the economic growth reducing the huge economic losses (Ref. Figure -1 and Figure -2).

Aims and goals are aligned with the RGC’s policy documents and identified priorities. The Master Plan’s related projects focus primarily on: agriculture, water resources, transportation, and health sectors. However, related priority sectors, such as: energy, education, urban development, rural development, and disaster risk management will need to be included in the alignment with this Master Plan for maximum effectiveness and efficiency to be achieved along with long-term sustainable outcomes. It is recognized that in order to address women’s economic empowerment, climate vulnerability will also need to be addressed in both rural and urban areas as well as those areas in transition as cities expand due to urbanization.

Table 4: Sex-disaggregated capacity at sectoral, sub-national and civil society groups (source; Multi-stakeholder consultations organized by MOP, August 2-3, 2018 (Capacity Needs Assessment of Policy Makers in sectoral, subnational and CSO level).

Table-4: Gender Mainstreaming Capacity in CCA Investments at Sectoral, Sub-national and CSO groups Levels (August 2018)												
	Agriculture		Health		Infrastructure		water		Sub-national		CSO groups	
	women A1	men A2	women B1	men B2	women C1	men C2	women D1	men D2	women E1	men E2	women F1	men F2
Project formulation	27%	32%	24%	28%	35%	41%	29%	36%	16%	21%	36%	42%
CC impacts for decision making	29%	35%	27%	35%	26%	36%	31%	42%	20%	29%	38%	45%
distinguish & develop projects	23%	34%	23%	34%	28%	38%	30%	42%	18%	24%	45%	55%
GM in CCAI	23%	28%	24%	28%	34%	39%	24%	33%	19%	24%	45%	57%
GM in Strategy	24%	28%	25%	28%	22%	30%	23%	33%	16%	22%	38%	57%
GM in System	25%	28%	24%	28%	23%	33%	22%	32%	16%	21%	36%	55%
GM in Style	22%	24%	23%	29%	22%	28%	25%	29%	18%	22%	35%	53%
GM in Structure	24%	35%	27%	35%	24%	24%	25%	27%	25%	32%	36%	46%
GM in Staff	25%	33%	27%	33%	29%	34%	25%	34%	22%	29%	38%	33%
GM in supports	24%	35%	26%	35%	25%	34%	24%	35%	24%	35%	35%	49%
GM in Skill	26%	36%	27%	36%	23%	37%	25%	35%	16%	22%	35%	43%
GM in M&E	27%	37%	26%	37%	25%	35%	27%	38%	26%	33%	37%	48%

This Master Plan aims to support the sectoral Climate Change Action Plan to add value to the initiatives of the ministries, line departments, civil society and private sector enterprises. The seven proposed projects executed by MOWA will add value to encouraging women to transition to clean, renewable energy as well as supporting energy enterprises. This work will

support the sectoral adaptation action plans through the provision of investments in mitigation and resilience. Such investments, will address cross-sectoral, overarching issues relevant to urbanization, health, education, and others. Civil society groups and private sectors are encouraged to engage in the processes for playing transformative roles in reduction of climate risks and enhancing economic benefits.

With this in mind, the Master Plan will encourage investment in the promotion of low-technology, user-friendly climate monitoring tools, such as weather forecasting tools and indicators that can be operated by both female and male headed households. This work will also invest in increasing the management capacity of national and local authorities to manage, operate and maintain such critical information systems beyond the timeframe of the plan and beyond 2030, and this will be coupled with the mainstreaming of gender considerations into the management of such systems.

Local CSOs, community women's groups, and women's development centers (WDC) can be utilized to develop the capacity of women and their communities to better prepare for, respond to and recover from the impacts of climate change-related disasters. WDC should also promote life-skills based circular economy for enhancing resilience at grass root levels. This may take the connect with community-based disaster risk management plans and disaster simulations that actively include representatives of both genders in the planning and implementation of the activities. Similar approaches and local planning can be used to promote climate change related mitigation activities.

Moreover, significant opportunities exist for Cambodia's population to take advantage of innovative forms of energy-saving and renewable power in urban and rural households. Rural households may be particularly helped by this since traditional energy supply systems are expensive or non-existent. With the appropriate regulatory and market support and capacity development, female community members could take advantage of this situation to market and sell renewable energy products, such as small-scale solar panels, and provide maintenance and repair follow-up services.

Climate-friendly, low-carbon economic activities are essential for women, and these may take the form of changes in how home-based food processing or clay pot making is conducted to make the practice more climate-friendly. Industries that employ women in large numbers will be mandated to improve working conditions, reduce GHG emissions in the manufacturing and logistical processes, and prevent soil and water pollution from industrial waste.

The Master Plan promotes the identification of appropriate forms of information and communication technology (ICT) that can support women working in agriculture and with the development of micro, small and medium-sized enterprises in both urban and rural areas. Of particular relevance is the rise in access to smartphone technology and the expansion of

internet connectivity across large portions of the nation. Such ICTs could be used to disseminate market or weather information, business development topics, and health and disaster related warnings and advice in conjunction with the relevant government institutions managing the alignment and dissemination of such information. ICTs could also be used to promote nonfarm business opportunities for women through increased interconnectivity, such as business associations and women's networks. These improved communications can greatly assist the linkage between consumer market demand and the potential supply of goods and services from women.

Finally, the Master Plan will monitor and report on the progress being made toward achieving the overall gender related objectives as well as those of the individual sectors through the indicators set in the national information management system. This will ensure that national strategies and action plans are regularly updated with the lessons learnt and best practice observed and adjustments made where necessary. To support this, a gender disaggregated database will be established at the National Institute of Statistics and a gender mainstreaming dialogue platform will be established with representatives from national and subnational government, CSOs, and the private sector.¹⁴

Overall, the commitments of the RGC towards the improvements in the inclusion of gender considerations in national and subnational development planning add considerable value to its ongoing poverty reduction activities. Focusing on economic empowerment for both genders will contribute to achieving the goals of the RGC.

3 The Master Plan Development Processes

3.1 Desk Review

The Technical Assistance (TA) team and the counterpart from MOWA conducted a desk review considering existing policies and strategic documents from MOWA and associated sectors, both from regional and global perspectives. The team studied different plans and programs for enriching the Master Plan in order to mainstream gender in the CC investments. However, the team experienced several limitations in having access to adequate data in this sector. The Plan needs to be enriched with more meaningful information and substantial data with, if possible, a longer period for collection and development.

3.2 Consultations

The Master Plan, at its different progress level, was shared for consultation at four (4) formal consultative workshops and meetings hosted by MOWA. There were representatives from

¹⁴ MacPhail. F. (2015), 'Promoting Women's Economic Empowerment in Cambodia', ADB. Manila

sector ministries, civil society and sub-national officials. It took almost 15 months to complete the consultation process.

3.3 Recognition of contributions from different initiatives

The Master Plan has been built based on the Outline of the MPGCC (2013-22) developed under the PPCR Phase-1.

The MPGCC recognizes the overall progress²⁵ made on gender and CC (CC) related issues in the National Strategic Development Plan (2014-2018); the National Council for Sustainable Development (NCSD); the CCCSP (2014-2023); the Neary Rattanak (2014-2018); the sectoral CC Action Plans (CCAPs); and the gender-related policies and strategies from different sectors and civil society organizations from Cambodia. It also learns from the progresses made in MOWA implementing similar projects on CC from CCCA Trust Fund, neighboring countries, both at regional and global levels.

3.4 Capacity Needs Assessment

Gender Mainstreaming in climate change investments varies. Based on policy aims and strategy, identified gaps & needs, and challenges, and the recommended next steps for making/improving a gender responsive CCA Investment policy and strategy.

In December 2016, GCCC conducted a workshop for structuring the MPGCC. There were representatives (total 132, 77 F) from GCCC, Focal Points and Alternate Focal Points from sector ministries, NCDM, NCDDS, 23 provincial directors of Women’s Affairs, Development Partners (ADB, UNDP, GIZ) and civil society organizations. The analyzed data/outputs of the different group discussions reflect in the Table 5 below:

Table 5: Gender Mainstreaming Entry Points, Baseline and Targets at different level after successful implementation of this Manual (Ref. Gender Mainstreaming in Sectoral Climate Change Investments Initiatives)

Gender Mainstreaming Entry Points	approaches	Rationale	Baseline vs. Targets ¹⁵ (average)				
			2016	2018/19	2023	2028	2030
For Policy Level							
Sectoral Policy level	Policy analysis	Policy and strategy analysis, identify gaps & needs and challenges, and recommended next steps for making/improving a gender responsive CCA Investment policy and strategy.	55%	70%	80%	85%	90%

¹⁵ The targets are set based on the project, NSDP and SDG milestones i.e. 2016, represents baseline, 18-2019 study represents the interim progress during the project, 2023 indicates the progress at the end of upcoming NSDP period, 2028 and 2033 similarly follows the NSDP while 2030 follows the SDGs targets.

Institutional Capacity Building	7-S analysis	Strategy, System, Style, Structure, Staff, Supports and Skills (7-S) of CCA Investment decisions	45%	65%	75%	85%	90%
For Program Level							
Program and Project level	Needs assessment and baseline	Gender responsive/balanced and technically sound team members in program and project development	40%	60%	73%	80%	90%
		Gender responsive, quantifiable operation plans (participation, capacity strengthening, implementation, monitoring & reporting, end project evaluation and outcome review)	45%	60%	73%	85%	90%
Institutional Capacity Building	7-S analysis	Strategy, System, Style, Structure, Staff, Supports and Skills (7-S) of CCA Investment decisions	45%	65%	75%	85%	90%

Gender Mainstreaming Entry Points	approaches	Rationale	Baseline vs. Targets ¹⁶ (average)				
			2016	2018/19	2023	2028	2030
For Beneficiaries Level							
Implementation (Implementation progress and beneficiaries)	Progress analysis (scorecard)	Gender balanced and gender responsive technically sound implementation team members	50%	65%	75%	85%	90%
		Checklist/scorecard to monitor the gender responsiveness	55%	65%	75%	85%	95%
		Analyze and recommend for further improvements	55%	65%	75%	85%	90%
Monitoring and Evaluation, outcome review	Achievement/ Impact analysis (scorecard)	Gender balanced and gender responsive technically sound team members	45%	65%	75%	85%	90%
		Checklist/scorecard to monitor the performance	55%	70%	85%	90%	95%
		Analyze and recommend for further improvements	55%	70%	80%	85%	90%
Capacity Building	7-S analysis	Strategy, System, Style, Structure, Staff, Supports and Skills (7-S) of CCA Investment decisions	45%	65%	75%	85%	90%
<p>Note:</p> <ul style="list-style-type: none"> • 2016 – bears the data from Capacity Needs Assessment Report • 2018/19 – data will reflect the status at the end of the TA • 2023 and 2028, – will bear the progress data following the progress of the upcoming NSDP • 2030 will reflect the data based on the progress of the Master Plan on Gender and Climate Change, sectoral line policy and plans, SDGs etc. 							

3.5 Inputs from line sectors, ADB and others

ADB, the key client of the project, along with the comments from NDF, CIF, IGES, has provided technical inputs and offered formal, technical comments on the submitted draft documents. Such technical inputs enabled the Master Plan to be published and disseminated widely. The draft also incorporated inputs from civil society organizations and relevant sectors.

¹⁶ The targets are set based on the project, NSDP and SDG milestones i.e. 2016, represents baseline, 18-2019 study represents the interim progress during the project, 2023 indicates the progress at the end of upcoming NSDP period, 2028 and 2033 similarly follows the NSDP while 2030 follows the SDGs targets.

4 Strategic Directions

4.1 Vision

Institutionalization of gender mainstreaming in adaptation, disaster risk reduction and mitigation investments in order to contribute to an equitable, climate resilient and sustainable society in Cambodia¹⁷.

4.2 Mission

Mainstreaming gender in CC adaptation, mitigation and disaster risk reduction as a part of institutional CC investment policies, strategies, programs and projects for enhancing CC resilience in Cambodia.

4.3 Strategic Objective

Institutionalization of gender mainstreaming in CC investments enhancing gender equality and women's economic empowerment reducing gender gaps for adding value to the SDGs of Cambodia.

4.4 Specific Objectives

Specific goals for mainstreaming gender in CC adaptation, mitigation and DRR investments have been established as follows:

- 1) To strengthen gender responsive policy/strategy and effective coordination between MOWA and sector ministries, civil society and private sectors
- 2) To strengthen gender responsive institutional capacity on strategy, structure, system, style, skill, support and staff (the 7-S concept) for mainstreaming gender in CC investments and adding value to SDGs.
- 3) To demonstrate the gender related differential impacts of CC and the benefits from investing in gender responsive CC initiatives (pilots).
- 4) To enhance emergency preparedness, primary healthcare, first-aid provision etc. for any situation caused by CC and build capacity accordingly for enhancing resilience for the people at higher risk.
- 5) To enhance economic empowerment of women at higher risk because of CC and disaster risks through innovative financing schemes namely micro insurance, community revolving funds, crop insurance, health insurance etc.

¹⁷ Institutionalization refers to (but is not limited to) strengthening of capacity, development of a sex-disaggregated baseline for all CC investment programs and projects, gender disaggregated analysis of progress made over the short, medium and long terms, regular updates of the national action plan, 2023 mid-term review, strengthen the sectoral CCAPs, improvement in CSO and private sector engagement, development and implementation of CC adaptation, mitigation and DRR investment projects, dissemination of lessons learned and best practices from the seven proposed projects.

- 6) To facilitate gender mainstreaming in CC action plans in sector ministries, civil society organizations and private sector agencies for adding value in climate resilience and poverty reduction initiatives in Cambodia
- 7) To make use of a gender-Inclusive Result Framework to monitor gender impacts (aligned with the National Institute of Statistics and Gender M&E Framework of MOP) caused by CC in CC investment project sites and share publicly for greater awareness raising and advocacy purposes.
- 8) To establish gender-mainstreaming in CC investments dialogue platforms to enhance knowledge and capacity of the Government, civil society and private sector agencies in Cambodia linking with regional and global levels.

The Master Plan will be made operational in three phases. The three phases come under three different timeframes below:

Time frame ***Goal***

Short term (2018-2019) The short-term goals focus on the priority actions committed under the TA project implementation period by MOWA.

Medium term (2019-2023) The medium-term goals focus on the RGC’s development programs’ timeframe i.e. aligned with the NSDP implementation cycles, and will continue to support the priority action plans initiated under the short-term goals. In addition, this term’s initiatives will undertake research, outreach, public awareness raising, knowledge management activities on mainstreaming gender in CC investments at sectoral ministries, and monitoring, evaluation and reporting (M-E&R), launching of projects in the key sectors, develop gender mainstreamed CC Action Plans (G-CCAP) in sectors, support gender mainstreaming projects in sub-national planning, budgeting and implementation through innovative financing schemes, strengthen coordination and institutional capacity for mainstreaming gender at all levels.

Long term (2023-30) The long-term goals focus on in-depth research, learning and sharing the progress made, analyze the needs and gaps, recommend robust approaches for combating new forms of climate vulnerability and address disaster risks. Based on the analysis, specific recommendations will be provided to scale-up best practices for mainstreaming gender in CC investments at national and sub national levels. The initiatives will complement the targets of the RGC to gratify the gender mainstreaming commitments in the NSDPs, Rectangular

Strategies and directly contribute into the SDG 5 on gender equality, SDG 13 on climate action, and related goals like SDG 1 no poverty, SDG 2 zero hunger, SDG 6 on clean water and sanitation etc.

To achieve the determined targets set from 2018 to 2030, the Master Plan emphasizes these questions: *WHO* (which agency) should do *WHAT* (targets), and *WHEN* (time frame given as short, medium and long term). This includes the GCCC, line sector ministries, civil society organizations and its networks and private sectors. *Table 6* lists the key assumptions for each specific issue that reflect the current status, baseline and challenges to achieve the targets, supporting the most climate vulnerable communities and their needs in line with the national strategic priorities and frameworks.

Table 6: Strategic Goals for MoWA, Sector Ministries, Civil Society and Private Sector Enterprises

GCCC, MOWA	Sector ministries	Civil society groups	Private sector	Assumptions
Short-term goals (2018-19)				
<i>MPGCC published, GMGM for sectors published, G-CCAP developed, Economics of gender mainstreaming CCA Investments produced, CSOs on gender mainstreaming in CC Investments empowered.</i>	<i>Awareness and capacity on GM-in-CCIs raised, G-CCAP developed and operationalized</i>	<i>Awareness and capacity for the line CSO representatives raised, GM-in-CCI thematic technical working established</i>	<i>Business chambers/ GM-in-CCI meetings and workshops, gender mainstreaming initiatives originated,</i>	<i>Limited time of technical officials in the Government ministries, limited engagement of CSOs and private sector representatives have not yet even engaged in the processes.</i>

Table 6: Strategic Goals for MoWA, Sector Ministries, Civil Society and Private Sector Enterprises

GCCC, MOWA	Sector ministries	Civil society groups	Private sector	Assumptions
Medium-term goals (2019-2023)				
GCCC/Sectors/ CSOs implemented/ initiated to implement the 7 priority action plans, Progress review of the MGCCC and G-CCAP at sectoral, CSOs and private sector levels, GCCC launched initiatives to provide technical and financial resources to sector ministries, CSOs and private sectors for gender mainstreaming in CC investments, Different analyses conducted.	G-CCAPs operationalize, G-CCAP implementation reviewed, Way forward (actions on gender) identified.	CSOs are under thematic technical working group; Adaptation, mitigation and DRR investments are gendered; CSO-Govt.-Private Sectors Dialogue platform functionalized.	Business chambers / Federation developed GM-in-Industry & Trade policy & working procedures	Limited technical and financial resources in the Government, CSOs and private sectors
GCCC, MOWA	Sector ministries	Civil society groups	Private sector	Assumptions
Long-term goals (2023-2030)				
Priority action plans implemented, recommendations from progress review analyzed and way forward identified, Economic and KAP analysis conducted, new Master Plan outlined.	TWG established in sector ministries, GM-in-CCIs became as the common agenda, Sectors conducted progress analysis, Gender mainstreaming in sectoral investments become regular agendas.	TWG for CSOs serve as the resource centers for all CSOs, Dialogue platform well functionalized, Gender mainstreaming in CSOs' investments become regular agendas.	Business federation / chambers established their CCI TWG, Private sectors allocated adequate resources and gender mainstreaming in investments become regular agendas.	Weak policy and inadequate resources slow down the development processes.

4.5 Guiding Principles

The following guiding principles apply for the operationalization of this plan:

- Alignment with the RGC's policies and strategies
- Alignment with the requirements of related SGDs for enhancing climate resilience
- Gender mainstreaming across CC investments
- Attention to sex-disaggregated impacts caused by CC

5 Making Gender Mainstreaming a Regular Development Agenda

5.1 National Policy and Planning

Gender mainstreaming in climate change adaptation, mitigation and DRR investments may be considered as the primary step to empowering women and men to reach the goal of the RGC and satisfying the key requirements of the national SDGs.

The RGC's Rectangular Strategies recognize the need to mainstream gender in CC policies and demonstrate the ways forward. A lack of gender mainstreaming in various provinces and insufficiency in budget and materials for disseminating policies/laws related to equity between male and female workers both in the labor market and in vocational training are two of the key gaps, NSDP 2014-2018.

Strengthening the capacity of state and non-state development agencies for gender mainstreaming in: environmental programs and CC policies, and national environmental action plans is fundamental to making gender part of the regular development agenda. However, the national policy landscape needs to support this strongly. Several actions are needed: for example; promoting the role of women in the economy by strengthening vocational training programs; equipping women with technical and entrepreneurial skills; promoting the role of women in the public sector through increasing the female sex ratio in in-line posts in ministries;; strengthening women's ability to pursue leadership; ensuring the relevant policies and strategies on CC are implemented and that green growth, and disaster risk management are gender responsive; increasing efforts on CC resilience at community levels especially for women and girls; taking proper initiatives for reducing the impacts on women's and children's health, especially during flood and drought; increasing women's knowledge on mitigation measures to ensure natural resources are sustainable and the environment is protected, etc.

The policy document on Gender Equality and Women's Empowerment perceives gender equity as one of the drivers of change, and has become the foundation for achieving the targets of the NSDP 2014-2018. Hence, gender mainstreaming, as a part of the regular development agenda in all forms of CC investments, is a cornerstone of building climate-resilient communities in Cambodia.

5.2 Mainstreaming Gender Concerns in CC Investments

The implementation of Neary Rattanak and gender inclusive strategic policies and strategies in the MOWA, line sector ministries and civil society organizations has contributed to the recognition and reaction to gender concerns in Cambodia.

Noteworthy progress has been made in certain sectors including: introducing gender-responsive laws, policies, programs and projects at national and sub national levels; promotion of women’s economic empowerment; progress towards the elimination of all forms of discrimination against women; women’s and girls’ participation in education, social morality, women and family values; and women’s participation in decision-making at all levels. These achievements serve as a solid foundation for mainstreaming gender in CC adaptation, mitigation and disaster risk reduction investments in Cambodia.

Gender mainstreaming in CC investments needs to be considered as a systematic process, i.e. a step-by-step sequence of activities that ensures the efforts made in gender mainstreaming remain sustainable and add value to the RGC’s policies, targets and outputs. The Gender Mainstreaming Guidance Manual defines five (5) steps for mainstreaming gender in adaptation investments. These can serve as a model for gender mainstreaming in mitigation and disaster risks reduction as well. *Table 7* outlines the progresses and challenges for making gender mainstreaming a regular development agenda in Cambodia.

Table 7 Progress and Challenges for Making Gender Mainstreaming a Regular Development Agenda in Cambodia

Topic	Progress	Challenges
Awareness on gender & gender mainstreaming issues	There is a certain level of awareness and initiatives have been taking on gender & gender mainstreaming in different planning fields e.g. CC and DRR	Gender mainstreaming in CC investments is new to the sector ministries, civil society organizations and other sectors.

Topic	Progress	Challenges
<p><i>Institutional and community capacity</i> and cross-sectoral coordination with a focus on women’s role in CC adaptation and mitigation</p>	<p>The NSDP and national level Rectangular Strategy, Neary Rattanak, the Gender Master Plan on Gender and CC, the Cambodia CC Strategic Plan (CCCSP), and the CC Action Plans are sector and theme specific policy documents.</p> <p>The PPCR Coordination Team, TWGs, etc. are strengthening institutional capacity and cross-sectoral coordination measures.</p> <p>The Gender and CC Committee (GCCC) was established to facilitate gender mainstreaming in CC investment initiatives.</p>	<p>Limited technical and financial resource limits the planned initiatives.</p> <p>Gender mainstreaming in CC investment initiatives have yet to become part of the regular agenda.</p> <p>Lack of defined roles in CC adaptation, DRR and mitigation.</p>
<p><i>Gender mainstreaming in CC</i> investment becomes a regular part of the development agenda</p>	<p>The RGC recognized gender concerns as a part of all development initiatives.(NSDP 2014-2018)</p>	<p>No specific initiative has yet been taken to incorporate gender mainstreaming in CC investments as part of the regular agenda.</p>
<p><i>The Government, CSO and private sector dialogue platform</i></p>	<p>There are different networks, gender and development network etc. that have been working focusing on different targets</p>	<p>Absence of the platform that brings national policy makers from the Government, DPs, CSOs and private sectors and individual experts for the discourse on gender mainstreaming in CC and economics of gender mainstreaming in CC etc. fields.</p>

(Ref. Gender Mainstreaming Guidance Manual, MOWA 2017)

5.3 Gender-inclusive Database and Results Framework

Based on the gender and climate resilience indicators at national, sub-national and local levels (Ref. Table -9), the GCCC (MOWA) and the MOP aim to maintain the gender disaggregated

database in NIS and to work collaboratively. This will allow efficient monitoring, reporting and evaluation of the impacts on gender made by the CC investment projects.

6 Operationalization of the Master Plan

6.1 The Operationalization of the Master Plan – preconditions

There is a need to establish an enabling environment for mainstreaming gender into climate change investments. GCCC should be empowered to serve as the Gender Mainstreaming Trust Fund Secretariat for serving as the proactive entity for enabling environment to mainstream gender in government, civil society and private sector enterprises' investment initiatives to advocate and facilitate to operationalization this Gender Master Plan. The following are some pre-conditions for successful operationalization of the MPGCC:

- Promotion, advocacy, awareness raising and capacity building on the MPGCC are needed at sector and sub-national levels, and by civil society organizations and private sector agencies. The GCCC should support them to come out with a 4-year long strategic plan for respective institution to create an enabling environment for operationalizing the Master Plan.
- The RGC, development partners and Implementing Agencies need to consider gender mainstreaming in adaptation, mitigation and disaster risk reduction investment projects as a key part of their common agendas.
- Sector ministries, civil society organizations and private sector agencies must allocate substantial resources each year for implementation of gender mainstreaming into their respective policies, programs and projects.
- Adequate resources are needed to for all involved to comprehend the Master Plan and its prioritized initiatives.

6.2 Supportive Prioritized Initiatives from MOWA

Seven (7) prioritized projects have been identified based on a desk review, the capacity needs assessment, consultations, and feedback from different meetings, consultations and workshops at the national and sub national levels conducted in 2016-18.

Based on the available resources and opportunities, GCCC aims to implement the prioritized development initiatives. Also, any interested collaborator may participate in the implementation if they can find resources and have the technical capabilities to implement the projects. *Table 8* lists the priority actions under the defined themes. Due to limited resources or other issues, GCCC implementation may extend beyond the short-term time horizon (2018-2019).

Table 8: Gender Mainstreaming Prioritized Themes and Proposed Initiatives

Project 1: Strengthening institutional capacity on gender mainstreaming in CC investment initiatives in Cambodia	
Objectives	Expected outputs
1) To assess institutional capacity needs of key stakeholders on gender mainstreaming in CC investments	1) Institutional capacity needs assessment, capacity building initiatives conducted for key stakeholders
2) To strengthen capacity of key stakeholders on gender mainstreaming concerns	2) Awareness raising initiatives, trainings, TOT etc. conducted for key stakeholders on gender mainstreaming concerns
Implementation: SPCR investment projects implemented by MAFF, MOWRAM, MPWT and MOH, and their project implementation sites	
Duration: 3 years	
Budget:	
Project 2: Strengthening formal institutional coordination within sectors ministries, civil society organizations, private sector agencies and inter-agencies for gender mainstreaming in CC investments	
Objectives	Expected outputs
1) To strengthen the newly established formal gender mainstreaming coordination within sectors ministries, civil society, private sector agencies	1) Well-functioning formal gender mainstreaming coordination mechanism established
2) To initiate advocacy, awareness raising plan and dissemination of best practices, lessons learned to stakeholders	2) Advocacy, awareness raising plan and dissemination of best practices, lessons learned to stakeholders undertook.
Implementation: SPCR investment project sites – encompassing sectors of MAFF, MOWRAM, MPWT and MOH, City Halls, districts and communes, civil society organizations and private sector agencies in the SPCR investment provinces (Battambang, Pursat, Kampong Chhnang, Kampot, Kampong Thom, Koh Kong, Mondolkiri, Kampong Cham)	
Budget:	
Project 3: Piloting gender-responsive water management for enhancing community resilience focusing on water, agriculture, health and urban transportations/WASH	
Objectives	Expected outputs
To assess gender-disaggregated status of women's empowerment, access to information, decision-making, contribution to sustainable climate-friendly livelihoods etc.	Gender-disaggregated status of women's empowerment assessed; access to information, decision-making, contribution to sustainable climate-friendly livelihoods etc. facilitated.
To mainstream gender into the adaptation pilots with defined roles and responsibilities	Adaption pilots with defined roles of women and men mainstreamed
To assess how gender mainstreaming benefited empowerment, access to information, decision-making, contribution to sustainable climate-friendly livelihoods etc.	Gender mainstreaming achievements and challenges in regard to empowerment, access to information, decision-making, contribution to sustainable climate-friendly livelihoods etc. strengthened.
To conduct a study on economics of gender mainstreaming in adaptation investments	Comprehensive and comparative study conducted in the 4 pilot areas on the economics of gender mainstreaming in adaptation investments
Implementation: Battambang, Kampot, Kampong Thom and Prey Veng have been selected as the most vulnerable province.	
Budget:	USD 120,000

Table 8 continued: Gender Mainstreaming Prioritized Themes and Proposed Initiatives

Project 4: Gender mainstreaming for adaptation, mitigation and DRR initiatives in sub-national policy, program and projects	
Objectives	Expected outputs
To study current status and approaches of gender mainstreaming in sub-national planning processes	Current status and approaches of gender mainstreaming in sub-national planning processes studied
To mainstream gender issues into existing policies, strategies and guiding documents for sub-national planning processes	Gender mainstreaming issues into existing policies, strategies and guiding documents for sub-national planning processes by NCDDS incorporated
To implement action plan on gender mainstreaming issues in sub-national policy, strategy and programs	Gender mainstreamed action plan (pilot) developed and implemented on policy, strategy and programs
Implementation: Provinces, capital/city halls, districts and communes covered by the NCDD-S and the SPCR	
Budget:	
Project 5: Gender-disaggregated database system for enhancing sustainable development in National Institute of Statistics (NIS)	
Objectives	Expected outputs
To assess current status of NIS from gender-responsive perspectives	Current status of NIS from gender-responsive perspectives assessed
To develop a strategic position for mainstreaming a gender responsive NIS database system	Strategic position for mainstreaming gender-responsive NIS database system developed
To implement a gender-responsive NIS database system that will enhance sustainable development	A gender-responsive NIS database system developed
Implementation: NIS and its partner institutions/agencies	
Budget:	
Project 6: Gender mainstreaming indicators set in national M,R &E systems	
Objectives	Expected outputs
To assess current M,R&E status from gender-mainstreaming perspectives	Current M,R&E status from gender mainstreaming perspectives assessed
To develop a strategic position for mainstreaming gender-responsive M,R&E systems	Strategic position for mainstreaming gender-responsive M,R&E systems developed
To implement gender-responsive M, E & R systems to enhance sustainable development	Gender responsive M,E & R systems for sustainable development enhanced
Implementation: National M, R & E system, the MOP	
Budget:	
Project 7: Gender Mainstreaming Dialogue Platform for complementing gender mainstreaming commitments of the RGC	
Objectives	Expected outputs
To conduct stakeholder analysis of gender mainstreaming dialogue platform	Stakeholder analysis of gender mainstreaming dialogue platform was conducted
To develop a strategic position for establishing and maintaining of gender mainstreaming dialogue platform	A strategic position for establishing and maintaining of gender mainstreaming dialogue platform was developed
To facilitate the implementation of the gender mainstreaming dialogue platform	Gender mainstreaming dialogue platform operationalized
Implementation: The Government, CSOs, the private sector (any capable CSO/ agency can be the lead of the platform)	
Budget:	

6.3 Monitoring, Evaluation and Reporting

The monitoring, evaluation and progress reporting of gender mainstreaming activities are aligned with the RGC's development agenda. It recognizes monitoring, evaluation and reporting as essential aspects of good governance to improve development effectiveness, efficiency, transparency, accountability and informed decision-making in achieving equitable and gender-responsive development results for the people of the Kingdom of Cambodia.

The civil society organizations and relevant sectors may consider additional indicators based on their priorities and project objectives. Gender-responsive monitoring indicators are listed below in *Table 9*.

Table 9: Gender-responsive Monitoring Indicators

Indicator	Logic
#1: Number and percentage of women/men meaningfully attended activities, trainings & meetings	Reflects male and female access to meetings, seminars and any decision-making discussions.
#2: Number and percentage of women and men could utilize their lessons learned in their daily activities from the trainings & meetings	Reflects the number of women and men could utilize the lessons learned from the training in their daily activities.
#3: Number of men and women benefitting from the project	Reflects the number of benefited women and men from the project
#4: Number and percentage of men and women reduced their health risks and gained health benefits from the project	Reflects the number and percentage of women and men gained health benefited from the project
#5: Number of men/women demonstrate leadership at the project implementation	Reflects the number of leaderships grew from the initiatives
#6: Number and percentage of women with increased incomes	Reflects how the CC investment project increased income
#7: Number of jobs created for women and men	Reflects on created new jobs for women and men
#8: Changes in income disparities between women and men (wages gaps)	Reflects on the reduction of income gaps
#9: Sector ministries, CSOs and private sector allocated annual budget for implementation of the gender mainstreaming in CCI's.	Institutionalizing the gender mainstreaming in CCI's as the regular development agenda.
#10: Coordination initiatives with sectors, CSOs and private sectors conducted regularly	Coordination initiatives at least once a year maintains the vibrant approaches for gender mainstreaming issues into CCI's.

Indicator	Logic
CCI – CC Investments, CSO – civil society organizations	

Ref. PPCR Core Indicators, NR-IV, MOE CC Monitoring and MOP Gender Monitoring Framework

7. Conclusion

The Master Plan on Gender and CC (MPGCC) has been developed through a comprehensive consultative process with national, sub national and local level representatives. The Government and development partners and civil society organization representatives actively participated in the consultation process. The vision, mission and strategic objectives of the plan are aligned with the current NSDP 2014-2018, the NR-IV 2014-18, the CCCSP 2013-23; and the gender linked SDGs. The plan is compatible with upcoming NSDP (2019-2023) and NR-V (2019-2023). The mission of the Master Plan is 'to make gender mainstreaming in CC adaptation (CCA), CC mitigation and disaster risk reduction (DRR) a part of the common agenda in institutional CC investment policies, strategies, programs and projects for enhancing CC resilience and DRR in Cambodia'.

The MPGCC focuses the challenges of institutional capacity building at the national, provincial, district and commune levels in support of gender mainstreaming in CC adaptation, mitigation and disaster risk reduction investment initiatives for Cambodia for the period of 2018 to 2030. The MPGCC urges the Government ministries, development partners, civil society organizations and private sector agencies to include gender mainstreaming in their regular agendas for dealing with CC investment initiatives.

Overall outcomes from the work to align efforts under this master plan will support the Climate Change Adaptation Plans by adding value to the implementation of the ministries. The seven proposed projects provide additional value to gender mainstreaming efforts by encouraging women to transition to clean, renewable energy as well as supporting energy enterprises established by women. The sectoral adaptation action plans will be informed and strengthened through the provision of investments in mitigation and resilience. Such investments, will address cross-sectoral, overarching issues relevant to urbanization, health, education, and others.

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Annex 1: Terminology

The terminologies below are from ADB's different knowledge products published in different time.

Adaptation refers to *'the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities.'* CC adaptation aims to lower the current and expected risks or vulnerabilities posed by CC. For a project to be counted towards MDB adaptation finance, it must: a. set out the climate vulnerability context of the project b. make an explicit statement of intent to address climate vulnerability as part of the project, and c. articulate a clear and direct link between the climate vulnerability context and the specific project activities

CC means *'a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.'*

Gender refers to *'the social differences between women and men [...] that have been learned, are changeable over time and have wide variations both within and between cultures.'* Gender shapes roles, rights, relationships, and responsibilities ascribed to women and men in a specific society and cultural context. Gender refers to both men and women.

Gender analysis is *'the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men on their assigned gender roles'*

Gender equality refers to the equal rights, responsibilities, and opportunities of women and men and girls and boys. It is *'the concept that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behavior, aspirations and needs of women and men are considered, valued and favoured equally'*. *'Gender equality does not mean that women and men have to become the same, but that there should be no differences in the rights, responsibilities and opportunities of individuals.'*

Gender equity is *'the process of being fair to men and women, boys and girls. It refers to differential treatment that is fair and positively addresses a bias or disadvantage that is due to gender roles or norms or differences between the sexes.'* To ensure equity, policies must often compensate for historical and social discrimination that disadvantages women in accessing income and resources. Gender equity includes *'fairness in women's and men's access to socio-economic resources.'* Gender equity leads to gender equality.

Gender mainstreaming refers to integrating a gender equality perspectives at all stages and levels of policies, program and projects. Women and men have different needs and living

conditions and circumstances, including unequal access to and control over power, resources, human rights and institutions, including the justice system. The situations of women and men also differ according to country, region, age, ethnic or social origin, or other factors. The aim of gender mainstreaming is to take into account these differences when designing, implementing and evaluating policies, program and projects, so that they benefit both women and men and do not increase inequality but enhance gender equality. Gender mainstreaming aims to solve –sometimes hidden- gender inequalities. It is therefore a tool for achieving gender equality. Gender mainstreaming is a long term strategy that goes hand-in hand with specific policies for the advancement of women. Therefore, it has been considered as the key element of the gender master plan. It counts every integrated step towards the change of approach for policy-making.

(Source: <https://www.coe.int/en/web/genderequality/what-is-gender-mainstreaming>)

Sex-disaggregated data are the collection and separation of information of men and women to identify inequalities for effective gender analysis.

Sex in contrast to gender refers to *'the biological characteristics, which distinguish human beings as female or male'*

Sustainable development is *'development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'* *'Sustainable development calls for improving the quality of life for all of the world's people without increasing the use of our natural resources beyond the earth's carrying capacity. ... [T]he efforts to build a truly sustainable way of life require the integration of action in three key areas.'* These are economic growth and equity, conserving natural resources and the environment, and social development.

Women's empowerment is central to achieving equality. Empowerment means removing power imbalances and giving women greater capacity to access resources and manage their lives unconstrained by their sex/gender.

Annex 2: Priority Sectors and Provinces for Implementing the Master Plan

Selection Criteria

The analyses for selection of the provinces, sectors and issues have been conducted following the consultations organized with MOE, line SPCR investment project implementing ministries and civil society organizations during the Inception Period of the project. *Table 10* is copied from the Inception Report Table-12. It defines cause of vulnerability, provinces and affected sectors. Priority TA team has defined the steps and extent of selection processes. Under this criteria CC, drought, flood, impact from the Tonle Sap /Mekong, Coastal area and SPCR Target provinces have been considered.

Further discussions took place with MOWA as the implementing agency of the sub-component of Package C, indicating the following target provinces: Battambang, Pursat, Kampong Cham, Kampong Thom, Kampot and Prey Veng.

Table 10 : Selection of the target provinces for MOWA

Vulnerability and affected sectors	Affected provinces	Comments
CC, and affected sectors water, agriculture, health and local infrastructures	Battambang, Pursat, Kampong Spue, Prey Veng, Kampong Thom, Kampot, Stung Treng, Siem Reap etc.	1) Battambang and Pursat provinces bear with all forms of risks caused by CC, drought, flood, impact from Tonle Sap, lightning etc.
Drought, and affected sectors water, agriculture, health and local infrastructures	Battambang, Pursat, Prey Veng, Kampong Spue, Kampong Thom, Kampot, Stung Treng, Siem Reap etc.	2) Kampong Thom and Kampong Cham provinces are vulnerable because of CC, drought, flood, impact from Tonle Sap/Mekong etc.
Flood, and affected sectors water, agriculture, health and local infrastructures	Battambang, Pursat, Prey Veng, Kampong Thom, Kampot, Stung Treng, Siem Reap etc.	3) Kampot and Koh Kong provinces bear risks caused by CC, drought, flood, saline water inclusion.
Impact from Tonle Sap /Mekong; and affected sectors water, agriculture, health and local infrastructures	Battambang, Pursat, Prey Veng, Kampong Thom, Kampot, Stung Treng, Siem Reap etc.	4) Prey Veng province bears risks caused by CC, drought, flood, lightning
Coastal Area, and affected sectors water, agriculture and health	Kampot, Koh Kong	
Based on the climate variability and disaster risks, SPCR targeted provinces are Battambang, Pursat, Prey Veng, Kampong Thom, Kampot and Kampong Chhnang		
Based on the geographical diversity and MOWA target provinces Battambang, Prey Veng, Kampong Thom and Kampot provinces are recommended as the target provinces for the Master Plan implementation.		
Remarks: <ul style="list-style-type: none"> The proposed 4 provinces represent the five main ecological zones of Cambodia (i.e. mountain, plateau, coast, delta and Tonle Sap) They have high poverty rankings (ADB 2014) They have a valuable terrestrial biodiversity (forest cover) 		

Annex 3: Gender Mainstreaming in Sectoral CC Investment Action Plans (2014-2018)

The GCCC, the sectoral Focal Points and the Alternate Focal Points from respective line agencies, along with development partners and civil society organization representatives, will develop their respective Annual Action Plans on Gender and CC aligning with their gender mainstreamed CCAPs.

The scope of the action plan is classified into three levels with indicators:

- Gender mainstreaming at the policy & institutional level: Sectoral policy supports gender-responsive policy and framework development, contextualization and government allocation adequate resources;
- Gender mainstreaming at program level: gender responsive programs are developed and support gender responsive participation, the time-line, implementations, resources allocations etc.;
- Gender mainstreaming at project operations level: pre-assessment/baseline, project designing, implementation, M&E and post-assessment etc.

Table 11 below lists the gender mainstreaming entry points into some sectoral CC Action Plans (CCAPs), comparing current and suggested policy elements.

Table 11: Current vs. Suggested Gender-responsive Policy Elements of CCAPs of Key Sectors

Sector CCAP 2014-2018 reference	Current policy element	Suggested policy element
Agriculture		
Action number 8, page 24	Institutional capacity development for natural disaster coordination and intervention	Institutional Capacity Development for natural disaster coordination and intervention considering gender sensitivity
Action number 9, page 25	Strengthening capacity of agricultural and agro-industry development entrepreneurs and agricultural cooperatives in low-emission development	Strengthening capacity of agricultural and agro-industry development entrepreneurs and agricultural cooperatives considering gender issues in low-emission development.
Indicators for MAFF's CCAP, page 32	Institutional readiness indicators: 4. Capacities for CC mainstreaming 5. Availability and use of data and information	Institutional readiness indicators: 4. Capacities for CC mainstreaming 5. Availability and use of data and information 6. Sex-disaggregated indicators
Propose to add		Promoting CC resilience in agriculture through building sea dikes in coastal areas

Table 11 continued: Current vs. Suggested Gender-responsive Policy Elements of CCAPs of Key Sectors

Sector CCAP 2014-2018 reference	Current policy element	Suggested policy element
Health		
Strategy 1, page, page iii under Executive Summary	To increase resilience capacity of the population in combating vector-borne and water-borne diseases arising from CC	To increase resilience capacity of the population in combating vector-borne and water-borne diseases arising from CC taking gender into consideration
Strategy 1, page, page iii under Executive Summary	Development and implementation of Dengue Control Program in provinces with high CC and risk	Development and implementation of Dengue Control Program in provinces with high CC and risk taking gender into consideration
Strategy 2, page, page iv, Executive Summary	Development and implementation of data collection system on health outcomes arising from natural disasters and related issues.	Development and implementation of sex-disaggregated data collection system on health outcomes arising from natural disasters
Strategy 3, page, page iv, Executive Summary	To build knowledge of the population and health personnel to cope with CC impacts	To build knowledge of the population and health personnel to cope with CC impacts taking gender into consideration
Strategy 3, page, page iv, Executive Summary	Updating Health Database with inclusion of CC variables and related issues	Updating sex-disaggregated Health Database with inclusion of CC variables and related issues
Strategy 3, page, page iv, Executive Summary	Health impacts, surveillance- and research-based training needs assessment .	sex- disaggregated health impacts, surveillance- and research-based training needs assessment.

Table 11 continued: Current vs. Suggested Gender-responsive Policy Elements of CCAPs of Key Sectors

Sector CCAP 2014-2018 reference	Current policy element	Suggested policy element
Infrastructure		
Strategy 4, page 23	Goal: The capacity of ministry officers, civil society and the private sector will be strengthened to meet the challenge of CC	Goal: capacity of ministry officers, civil society and the private sector will be strengthened, taking gender concerns into consideration , to meet the challenge of CC.
page 32	STRATEGY 1: To raise public awareness about CC caused by the emissions of greenhouse gases from transport sector	STRATEGY 1: To raise gender responsive public awareness about CC caused by the emissions of greenhouse gases from transport sector,
Water		
Strategies for CC adaptation, page 6	3. Capacity development for Ministry technical staff and for farmers in CC-related topics	3. Capacity development for Ministry technical staff and for farmers in CC-related topics, taking gender into consideration
3.1 Action Plan Matrix, page 7		
Irrigation related works	Climate risk management and rehabilitation of small, medium and large-scale irrigation infrastructure	Climate risk management and rehabilitation of small, medium and large-scale irrigation infrastructure taking gender into consideration
Add for this section		3. Assessment of potential impact of sea level rise and salt water intrusion in coastal areas and coastal adjacent areas
		Awareness raising at coastal and coastal adjacent areas of the potential sea-level rise impacts mainly on women and children, as well as more generally farmers and line stakeholders