Findings on the Research on Challenges Facing Women Administrators in Local Government

By Mr. Sopanhya Chap, National Consultant
Disclaimer

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<tr>
<th>Acronym</th>
<th>Full Form</th>
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</thead>
<tbody>
<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All forms of Discrimination Against Women</td>
</tr>
<tr>
<td>CNCW</td>
<td>Cambodian National Council for Women</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil Society Organization</td>
</tr>
<tr>
<td>DPs</td>
<td>Development Partners</td>
</tr>
<tr>
<td>FCM</td>
<td>The Federation of Canadian Municipalities</td>
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<tr>
<td>FGD</td>
<td>Focus Group Discussion</td>
</tr>
<tr>
<td>GAC</td>
<td>Global Affairs Canada</td>
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<tr>
<td>GADC</td>
<td>Gender and Development in Cambodia Organization</td>
</tr>
<tr>
<td>GMAG</td>
<td>Gender Mainstreaming Action Groups</td>
</tr>
<tr>
<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
</tr>
<tr>
<td>JICA</td>
<td>Japanese International Cooperation Agency</td>
</tr>
<tr>
<td>KII</td>
<td>Key Informant Interview</td>
</tr>
<tr>
<td>LGs</td>
<td>Local Governments</td>
</tr>
<tr>
<td>LGAs</td>
<td>Local Government Associations</td>
</tr>
<tr>
<td>MCS</td>
<td>Ministry of Civil Services</td>
</tr>
<tr>
<td>MoEYS</td>
<td>Ministry of Education, the Ministry of Youth and Sports</td>
</tr>
<tr>
<td>MoI</td>
<td>Ministry of Interior</td>
</tr>
<tr>
<td>MoWA</td>
<td>Ministry of Women’s Affairs</td>
</tr>
<tr>
<td>NCDD</td>
<td>National Program for Sub-National Democratic Development</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Government Organization</td>
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<tr>
<td>NLC</td>
<td>National League of the Local Councils</td>
</tr>
<tr>
<td>PMI-WILL</td>
<td>Partnerships for Municipal Innovation – Women in Local Leadership</td>
</tr>
<tr>
<td>RSA</td>
<td>Royal School of Administration</td>
</tr>
<tr>
<td>Sida</td>
<td>Swedish International Development Agency</td>
</tr>
<tr>
<td>TWGG-WLG</td>
<td>Technical Working Group on Women in Leadership and Governance</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Program</td>
</tr>
<tr>
<td>UN Women</td>
<td>United Nation Entity for Gender Equality</td>
</tr>
<tr>
<td>USD</td>
<td>United States Dollar</td>
</tr>
<tr>
<td>WB</td>
<td>The World Bank</td>
</tr>
</tbody>
</table>
Bibliographic reference

NLC and FCM (2022). The research report on challenges facing women administrators in local Government in Cambodia.
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Further extending my thankful to Ms. Elsie Odonkor, Gender Equality and Social Inclusion Specialist and other colleagues from FCM team for the backstopping supports to the research design, implementation and report development.

I also owe my deep gratitude to the stakeholders from five selected LGs including Kampong Chhnang, Prey Veng, Siem Reap, Kampot and Kep province who participated in this research.

Last but not least, I would like to acknowledge the GAC for the financial support to the research and the PMI-WILL project.

I would like to dedicate this research report to those who are interested in gender equality and women’s empowerment in local leadership works in Cambodia.

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A. Introduction

A.1. Background

The Federation of Canadian Municipalities (FCM) has signed a contribution agreement with Global Affairs Canada (GAC) for a six-year project entitled Partnerships for Municipal Innovation – Women in Local Leadership (PMI-WILL). PMI-WILL intends to contribute to enhanced enjoyment of rights for women and girls, in particular those from marginalized groups, in Benin, Cambodia, Ghana, Sri Lanka and Zambia. The project will use a two-pronged approach to achieve this goal:

- Increasing the participation and enhancing the role of women as leaders and decision-makers in local governance
- Increasing the effectiveness of local governments in delivering inclusive, gender-responsive public services

FCM will implement the project in collaboration with the National League of the Local Councils of the Kingdom of Cambodia (NLC), selected local governments/municipalities and other selected partners, including relevant Ministries, Civil Society Organizations (CSOs) and women's rights organizations.

Research shows that the underrepresentation of women as senior administrators in local government diminishes the capacity of LGs to perform effectively and to deliver inclusive, gender-responsive services. Local governments have significant impact on the quality of life of women and girls through the delivery of basic services such as water, sanitation, public health and community economic development and the protection of security and human rights.

By being more inclusive and gender-responsive, LGs are better able to reach out to and serve marginalized individuals and groups and to respond to the needs of women and girls as distinct from those of men and boys. Inclusive, gender-responsive local governance entails both the substantive representation of women and marginalized groups in decision-making and enhanced response to the specific needs of women and marginalized populations in the delivery of municipal services.

PMI-WILL seeks to address the attitudinal, structural and capacity issues that create barriers to women’s effective and equitable participation in local governance as council members, administrators and community members.

A.2. Purposes of the Study

The objective of this assignment is to conduct a national research study to identify key challenges facing women administrators in local government and make recommendations to FCM and the NLC that will respond to these challenges and help FCM and NLC identify initiatives to develop an action plan.

A.3. Methodology Used for Research

Overall methodology of the research was as follow:
A.3.1. Desk review

Research consultant conducted the review on existing documents from different organizations and institutions to capture the past and existing initiatives/legal instruments which were/are being implemented to promote women’s participation in local administration as well as the good practices and lesson learned on how to ensure the inclusive and gender responsive public service delivery of the local administration. The desk review helped the consultant to shape the design of field data collection focus.

A.3.2. Field data collection

Research consultant prepared the field data collection framework in consultation with NLC and FCM based on the findings from the desk review. The field data collection includes both Focus Group Discussion (FGD) and key information interview (KII) with women’s officials in local administration and the leaders of the institutions as well as different levels of development partners such as PACT Cambodia, GADC, Women for Prosperity etc. Furthermore, the consultant conducted the key informant interviews with some women sampled in local administration from Rolear Piér district of Kampong Chhnang, Mesang district of Prey Veng, Kralanh district of Siem Reap, Teuk Chhou district of Kampot and Kep municipality of Kep province. In order to conduct in depth analysis, the gender analysis tools including 24-hours, access and control over resources, immediate and long term need analysis were conducted on KIIs. The examination of external enabling factors and barriers affecting women in different LGs were assessed through the KII. Since the intensive involvement in PMI-WILL project formulation, the research consultant also reviewed the preliminary findings from the previous assignment identified in August 2021 to dig out more details with above-mentioned tools.

A.3.2.1. Research respondents

The research conducted FGD with 107 participants (100F/7M) in all five provinces including 20 participants (16F/4M) in Kampong Chhnang, 20 participants (19F/1M) in Prey Veng, 22 participants (20F/2M) in Kampot, 25 participants (25F/0M in Kep and 20 participants (20F/0M) in Siem Reap province (Annex 1: List of participants in FGD).

Details of the FGD included 16 women and 4 men in local administration from Rolear Piér district of Kampong Chhnang, 19 women and 1 man in local administration from Mesang district of Prey Veng, 20 women in local administration from Kralanh district of Siem Reap, 20 women and 2 men in local administration from Teuk Chhou district of Kampot and 25 women in local administration from Kep municipality of Kep province. in order to identify the root cause of gender inequality in local government administration. The consultant also coordinated closely with NLC to engage 7 marginalized female officials (4 in Kampong Chhnang, 2 in Prey Veng, 1 in Siem Reap) while Kampot and Kep are not available marginalized female LG officials). The marginalized groups identified during the PIP include disable people, widow, Indigenous People and the people living with disability. The FGD in each province took 1 full day to consult on the tools including 24 hours, access and control over resources as well as the immediate and strategic needs for women in local government offices from different levels (Annex 3. Gender Analysis Tools).
Table 1. Participants in the FGDs

<table>
<thead>
<tr>
<th>Level of LG for FGD</th>
<th>Female</th>
<th>Marginalized Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kampong Chhnang</td>
<td>16</td>
<td>4</td>
</tr>
<tr>
<td>Kep</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Prey Veng</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td>Kampot</td>
<td>20</td>
<td>0</td>
</tr>
<tr>
<td>Siem Reap</td>
<td>20</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total female government respondents for FGD</strong></td>
<td><strong>100</strong></td>
<td><strong>7</strong></td>
</tr>
</tbody>
</table>

The consultant also designed the questionnaires for KII with 2 National Government (NG) officials of which 1 man from Ministry of Civil Services (MoCS), 1 woman from Ministry of Women’s Affairs (MoWA) and Local Governments (LGs) including 17 officials (16F/1M) from Kampong Chhnang, 20 officials (19F/1M) from Prey Veng, 19 officials (16F/3M) from Kampot, 23 officials (21F/2M) from Kep and 19 officials (19F) from Siem Reap. To validate the FGD’s findings on immediate and long-term need analysis as well as the examination of the external enabling factors and barriers affecting women in different LGs (See annex 4, annex 5, and annex 6. Guiding questions for KII).

The consultant also conducted the KII with 98 respondents (91 women) from all the five provinces including 17 officials (16F/1M) from Kampong Chhnang, 20 officials (19F/1M) from Prey Veng, 19 officials (16F/3M) from Kampot, 23 officials (21F/2M) from Kep and 19 officials (19F) from Siem Reap. Also, the consultant did the interview with 2 National Government (NG) officials of which 1 man from Ministry of Civil Services (MoCS), 1 woman from Ministry of Women’s Affairs (MoWA) in order to explore their perceptions on the women’s leadership in LG (Annex 2: List of key informants). The 98 respondents (91F/7M) interviewed are presented in the below table:

Table 2. Key Respondents for KII

<table>
<thead>
<tr>
<th>Level of Respondents</th>
<th># of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Female</td>
</tr>
<tr>
<td><strong>National Government</strong></td>
<td></td>
</tr>
<tr>
<td>Ministry of Women’s Affairs</td>
<td>1</td>
</tr>
<tr>
<td>Ministry of Civil Servants</td>
<td>0</td>
</tr>
<tr>
<td><strong>Sub-total respondents for NG</strong></td>
<td><strong>1</strong></td>
</tr>
<tr>
<td><strong>Local Government</strong></td>
<td></td>
</tr>
<tr>
<td>Kampong Chhnang</td>
<td>0</td>
</tr>
<tr>
<td>Rolea P’ier district</td>
<td>8</td>
</tr>
<tr>
<td>Communes</td>
<td>8</td>
</tr>
<tr>
<td><strong>Sub-total respondents for Kampong Chhnang</strong></td>
<td><strong>16</strong></td>
</tr>
<tr>
<td>Kep</td>
<td>0</td>
</tr>
<tr>
<td>Kep city</td>
<td>17</td>
</tr>
<tr>
<td>Sangkats</td>
<td>4</td>
</tr>
</tbody>
</table>
The research was conducted from 10-11 March 2022 in Kampong Chhnang province, 14-15 March 2022 in Prey Veng province, 17-18 March 2022 in Siem Reap province, and 21-24 March 2022 in Kampot and Kep province.

### A.3.3. Action Plan Meeting

Research consultant will work closely with FCM and NLC to organize the action plan meetings in different provinces in order to present the draft findings of the study to different stakeholders and establish the action plan for five different target sites. The LG officials including women and men as well as marginalized officials will be invited for the meetings.

### B. Literature Review

**B.1. Cambodia Policies and International Conventions**


The Constitution of Cambodia is committed to promoting gender equality. Article 31 of the Constitution, for instance, states that “Every Khmer citizen shall be equal before the law,” and Article 45 reads that, “All kinds of discrimination against women shall be eliminated.” In 1992, Cambodia unconditionally signed and ratified the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW).

#### B.1.2. National Rectangular Strategy IV 2019-2023

During the last two mandates of the Royal Government of Cambodia (the fifth and sixth 2013 and 2018 respectively), government takes high consideration of gender works. In the fifth mandate, the government remarks the Gender Equality and Women Empowerment as the key priority by demonstrating precisely government’s commitment in promoting gender equality and women’s empowerment, considering women as the backbone of economy and society in the previous National Rectangular Strategy (NRS) Phase 3 from 2014 to 2018. In the sixth mandate, the government’s NRS Phase IV from 2019 to 2023 has strongly stressed the

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economic diversification, gender equality and equity remain a cross-cutting priority for all rectangular\(^3\). For instance, Rectangular I: Human Resource Development and sub-rectangular 4: Strengthening of gender equity and social protection.

**B.1.3. Law and National Aging Policy 2017-2030**

The Law and National Aging Policy (2017-2030) has been developed to address the issue of increased vulnerability of the elderly with the aim of ensuring that the elderly enjoy opportunities to participate in development and benefit from development as well as the improvement of the wellbeing of the elderly. The law and National Aging Policy address the needs for social welfare, economic needs and inclusion. Specifically, this law and National Aging Policy extend the retired age of female civil servants up to 60 years old for women.

**B.2. Institutional Policies**

**B.2.1. Neary Rattanak V 2019-2023**

The Ministry of Women’s Affairs (MoWA), of the Royal Government of Cambodia is mandated to improve the status of all Cambodian women. The Ministry works on measures such as, the economic empowerment for women, better access to education for women and girls, legal protection for women and girls, improving health for women and girls, women in decision-making and gender mainstreaming in government policy and program reforms. Lastly, the Neary Rattanak V from 2019 to 2023 which are the ministry’s strategies, focuses on strengthening institutions and capacity development toward gender equality.

**B.2.2. The Policy on Gender Equality for Sub-National Democratic Development 2019**

The Policy on Gender Equality for Sub-National Democratic Development developed by National Committee for Democratic Development (NCDD) has five goals in order to: 1) strengthen the will and commitment for the promotion of gender equality within the lead and management of the reform program for sub-national democratic development; 2) strengthen and improve the management system, procedures and working modalities of the national institutions and sub-national administrations to respond to gender equality needs; 3) strengthen and improve the management system and the development of human resources within sub-national administrations to respond to gender equality needs; 4) strengthen and promote public service delivery and local development at the sub-national level to respond to gender equality needs; and 5) strengthen and improve the financial management system and planning of sub-national administrations to respond to gender equality needs.

In order to achieve these five goals, nine strategies have been established. These are:

**Strategy 1:** Increase number of women in management positions. This strategy is intended to increase the number of women in management positions through identification of potential female candidates to fill management positions and provide capacity building for those female candidates so that they sufficiently qualify for the management positions.

**Strategy 2:** Develop capacity of leaders in promoting gender equality. This strategy is intended to develop the capacity of male and female leaders to be aware of and sensitive to gender equality as well as adopting positive behavior towards gender equality promotion.

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\(^3\) Human resource development, Economic diversification, Private sector and job development, and Inclusive and sustainable development.
Strategy 3: Promotion of gender equality shall be regularly reviewed and discussed by Sub National Administrations (SNA). This strategy aims at strengthening the implementation of various activities related to the promotion of gender equality within sub-national administrations.

Strategy 4: Review and revise management systems, procedures and the working modalities of national institutions and sub-national administrations to respond to gender equality. This strategy aims at promoting gender equality through reviewing and improving management systems, procedures and the working modalities of national institutions and sub-national administrations to meet the needs of both males and females.

Strategy 5: Promote and support the implementation of management systems, procedures and the working modalities of sub-national administrations to respond to gender equality. This strategy is intended to promote and support the implementation of management systems, procedures and the working modalities of sub-national administrations in order to encourage the promotion of gender equality in the workplace.

Strategy 6: Improve human resource management and development at the sub-national level to respond to gender equality. This strategy aims at reducing gender inequality in human resource management including management, recruitment, analysis, evaluation and capacity development.

Strategy 7: Promote and support the transfer of functions and resources to the sub-national administrations that respond to gender equality. This strategy aims at ensuring that men and women benefit equally from the functions and resources transferred to the sub-national administrations.

Strategy 8: Develop programs, projects, activity plans and budgets that respond to gender equality. This strategy aims to ensure that programs, projects, activity plans and budgets are designed to consider and respond to gender equality needs.

Strategy 9: Develop mechanisms at workplaces to make it easier for female staff. The strategy aims to establish mechanisms that are convenience for women in performing their duties, particularly women with small children so that they are be able to receive the attention of the institution equitably.

Although this strategy is in place but the implementation has not been fully accomplished due to lack of funding supports.

B.2.3. The National Program for Sub-National Democratic Development 2010-2020

The National Program for Sub-National Democratic Development - NCDD (2010-2020) clearly underscores the promotion of gender equality, inclusion, social equity to ensure the effectiveness in delivery of public services and local development that are responsive to the needs of the people, especially vulnerable groups.

B.2.4. Gender Mainstreaming Action Groups (GMAG)

The Government of Cambodia has established an institutional mechanism by forming a ministry based working group ‘Gender Mainstreaming Action Groups (GMAG) in 2005 to mainstream gender issues into respective strategies, polices, programs/projects’. This has resulted in the development of an institutional framework for mainstreaming gender in different
sectors in Cambodia. The active GMAG at national (GMAG) and provincial level (PGMAG) have been working since it was incepted.

**B.2.5. Technical Working Group on Women in Leadership and Governance (TWGG-WLG)**

MoWA established and operated the Technical Working Group on Women in Leadership and Governance (TWGG-WLG) in 2015 as part of the Gender Technical Working Group on Gender (TWG-G), which aims to coordinate the promotion of women’s participation in decision-making and the promotion of gender equality in the process of good governance. It is composed of the following line ministries/institutions: the Ministry of Interior (MoI), the MCS, the Ministry of Education, the Ministry of Youth and Sports (MoEYS), the NCDD Secretariat, the Permanent Secretariat of Cambodian National Council for Women (CNCW), the Royal School of Administration (RSA), the Development Partners (DPs) such as United Nation Development Program (UNDP), UN Women, Oxfam) and Civil Society Organizations (CSOs). The working group holds quarterly meetings to review progress in performance and share experiences related to women's leadership and gender mainstreaming in reform programs.

**B.2.6. Current Achievement of the RGC’s Commitment for Promoting Women in LG**

Through different commitments and supports from NCDD, MoWA, line Ministries, Development Partners (DPs) and Local Non-Government Organizations (NGOs), the women in management positions at the provincial level has increased from 16% in 2017 to 22% in 2019, and specifically at the district level, it was increased from 23% in 2017 to 27% in 2019. However, there are different main barriers in implementing the commitments to achieve the women’s management positions at the LG including: 1) the trend of increasing women’s representation in politics and local government administration is still limited compared to participation of women in the economic and public sectors; 2) gender stereotypes reinforce the idea that household duties and unpaid care works fall under the responsibility of women, and this is still a major barrier to women being able to exercise their rights and participating in public works and holding leadership positions; 3) inflexible support and lack of supportive environments in the workplace for women to achieve work and life balance, which are the prohibited factors for more effective and productive work; 4) lack of continuity to promote women’s representation at LG levels based on the demand; and 5) lack of capacity building to youth and young women while this is the key potential areas.

The Ministry of Civil Services has produced the guideline on the recruitment of civil servants with committed quota between 20%-50% for women following the general conditions stated in the general handbook of civil servant (2010). By 2018, the female government officials increased up to 41% in total while the female government officials in decision making reached to 24% at the Sub-National Administrations (SNAs) including deputy chief of office at the general director levels. Those include: in the capital and provincial board of governors, there are 4% of provincial governors were women, and 17.44% of deputy governors were women (26). In the board of municipality/district/khan governors, there are 6 women are governors (3.06%) and 194 women are deputy governors (25.52%). Furthermore, the recent recommendation from Prime Minister to promote at least one woman to a position of leadership and management in the line ministries and SNAs, it has been observed many government institutions can’t fully follow the recommendation due to lack of female official
candidate with similar range. In general, most of the female officials are at the lower level of position therefore they could not be promoted far beyond 1 step/scale. For instance, the vacant position as deputy governor in one district or province needs to be filled by the female official with similar level/scale in the government, therefore, male will be filled instead. Female officials have to go through different levels/scales promotion in order to obtain this vacant position.

B.3. Social-Cultural and Religious Norms

Women are highly underrepresented in public decision-making and that lower levels of formal education and gender norms have a strong influence on opportunities for girls and women. MoWA argues that, while the social change that has been taking place in Cambodia may have some benefits, women are expected to follow social norms, and beliefs which allow men to enjoy their ‘gender privilege’, while women under-value their own capacity and potential. Invisible social norms continue to confine women to household and childcare duties, while at the same time the family’s economic status pressures women to engage in income generating work.

Currently, Cambodian women are responsible for household chores. Young girls are prepared to be good wives and good mothers, at an early age. These young girls are instructed to respect and obey their parents, and they are expected to assist in taking care of young and elderly family members and household works. Due to a patriarchal system that is male-dominated, women are still a minority at all levels of local leadership participation, and this notion is grounded within a traditional society perpetuating beliefs about the roles and place that are suitable for women. The impact of these traditional and cultural beliefs, therefore, has had a far-reaching impact on how female government officials are viewed. Thus, traditional beliefs about the capabilities of women lead to the notion that they are good in as much as they are more patient than men and are focused on childcare, social, and household tasks.

Low levels of literacy have been an enormous impediment to women’s involvement in the country’s development and have deterred women from expressing views from their own perspectives. Even so, social and economic situations have had an impact on women.

Furthermore, institutional frameworks do not provide sufficient benefits and assistance for women to be effective and efficient in local governance. The lack of social assistance available for women further creates impediments to women who wish to participate in local leadership of the government structure. Lack of adequate and affordable childcare services prohibits women from performing additional activities outside of their primary occupations.

Cambodia remains a hierarchical society with strong ideas about power and status and that “attitudes toward gender roles still emphasize the woman as household manager and the man as provider”. Therefore, women have no chance to be involved in social, economic and political development in Cambodia. Also, the dominant cultural values relating to women’s responsibilities for family and household are a significant barrier to women’s participation in different development activities, including political leadership works. Even though women

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4 Strategic Plan 2019-2023 of Ministry of Civil Services
6 Ibid.
8 Ibid.
9 Ibid.
have vital roles in the formal economic development including government official position recently, the social expectations of women prioritizing family over other responsibilities remain strong\textsuperscript{11}.

Women’s greater engagement with the labor force has not been accompanied by a reduction in their caretaking duties, with the consequence that “women face multiple burdens on their time and energy, and limited mobility and agency”. Household’s chores and management prevent many women from expanding their opportunities in local leadership or government management positions. However, although the number of women leaders have been found in the local government administration, they still have not much influence on decision making\textsuperscript{12}.

Social perceptions of female inadequacy in local leadership continue to be used as a basis for their marginalization and segregation in management positions. Traditional beliefs which under-value women’s capacities and potential is an invisible barrier to their active participation. This is particularly true for young women who believe they are less capable than their male counterparts and less suited to play a prominent role in local governance\textsuperscript{13}.

C. Research Findings

C.1. Individual Level (Target Groups)

\textbf{C.1.1. Labor Division of Female Government Officials}

The field research is consistent with literature review of which the most critical barriers for female officials in district and commune administrations of the five studied provinces are the time burden for household chores such as cleaning house, taking care of children, food preparation and arranging the household equipment and materials while the male partners only help on irregular basis. In total, women who are employed as the district government officials or even deputy governors spend 6.8 hours compared to 2.7 hours for men of time a day doing those household works. At the same time, women are also working on the public services provision as the government officials together with small business at home with 10.6 hours a day compared to 9.2 hours. Women also have less time to rest (only 6.6 hours) compared to 12.1 hours for the men in social media and social gathering (Figure 1). This current labor division at the household level strongly affects the quality of public and other income generation activities as they lose concentration and focus as well as exhausted during the day. Furthermore, it creates the worse assumption from the male government officials towards female government official’s capacity.

\textsuperscript{11} Ibid.

\textsuperscript{12} Neary Rattanak V, 2019.

Figure 1. Labor divisions of female and male government officials at LG

C.1.2. Communication capacity

The male officials have more chance and adequate opportunities to fraternize themselves with colleagues and community people because they do not face mobility barriers as female officials do. They spend many hours during the course of working hours to have coffee, entertainment and other social gathering to building partnership and networks or express concerns and explore suggestion. While the female officials are normally in hurry to return home for family care. However, there are few cases of female officials from Kampong Chhnang\textsuperscript{14}, Prey Veng\textsuperscript{15} and Siem Reap\textsuperscript{16}. When they are single and young, they do not have to urgently return home and they could fraternize with colleagues from different offices and stay longer with the people who come to receive public services.

C.1.3. Training and capacity development services

The research explored the different access between women and men who are working in the local government in term of access and control over the participation to training and capacity development services. It has been noted that female officials could only participate in the training and event organizes inside the duty station same as the male officials do.

C.1.4. Confidence and level of satisfaction of female officials

Majority (92\% of interviewed respondents) of the female officials confirmed that they feel unconfident to lead the works within LGs because they do not fully understand the Terms of Reference, lack of access to resources, equipment, and materials as well as the motivation to enable them to perform the duty caused by the overwhelming social and gender norms of the male officials and superiors (Table 3). Furthermore, the household burdens caused them less focus, concentration and confidence to ensure effective public services delivery for the population. All of the interviewed female officials confirmed that they are only following the instructions of the male or female who are their superiors within LGs. There is no space for female official to initiate any different working procedures or mechanisms except external interventions from different NGOs and DPs such as JICA's project on gender mainstreaming in Siem Reap and GADC's project on promoting women’s leadership in politics in Prey Veng.

\textsuperscript{14} Ms. Phal Kanha, Vice chief of the office of Rolea Pier district
\textsuperscript{15} Ms. Phea Daneth, Deputy Director of Division of Me Sang district
\textsuperscript{16} Ms. Lom Ratha, Commune Assistant of Kralanh district
Table 3. Level of confidence of female officials to perform the duty

<table>
<thead>
<tr>
<th>Level of Confidence</th>
<th>Number of responses from female officials in each LG</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>KCHH</td>
<td>PVG</td>
</tr>
<tr>
<td>Confidence</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Not confidence</td>
<td>14</td>
<td>17</td>
</tr>
</tbody>
</table>

Almost half of female officials (32% of the interviewed respondents) confirmed that they are satisfied with the current LG as they just obey the tasks and obligations assigned by the government and superiors, therefore, they do not have any objection to the current conditions. However, they recognized the lack of several access to resources, equipment and facilities to perform the work. Many of these respondents are the deputy governors, deputy directors and chiefs of the offices and divisions under the district, municipality, commune and sangkat of the five studied LGs (Table 4).

Table 4. Level of satisfaction of female officials to perform the duty

<table>
<thead>
<tr>
<th>Level of Satisfaction</th>
<th>Number of responses from female officials in each LG</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>KCHH</td>
<td>PVG</td>
</tr>
<tr>
<td>Satisfied</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>Not satisfied</td>
<td>10</td>
<td>12</td>
</tr>
</tbody>
</table>

Other 68% of the interviewed female officials are not satisfied as there is no access to sufficient resources, equipment, and facilities to perform the tasks, lack of sufficient budget and incentive, lack of appreciation and acknowledgement from the male officials and superiors, absence of the affirmative actions toward female officials such as childcare and allowance, lack of feedback mechanism etc.

C.1.5. Level of decision making and freedom of expression in LGs

The research explored clearly that the decision making of LGs works are done in different levels including high level tasks such as policy, plan and strategy development is done by the LG’s councils, policy, plan and strategy execution is done by the board of governors and implementation of the routine works is done by the superiors. However, based on the key informant interviews with female officials, they understand that 88% of the interviewed respondents confirmed that the decision of LG’s tasks is done by the board of governors (32%) and LG councils (56%) while the rest 12% confirmed that all LG decisions are made by the superiors (Table 5). Given this figure, it could be assumed that female officials cannot define clearly which level of duties and tasks should be decided by which level.

Table 5. Perception on the decision making in LGs

<table>
<thead>
<tr>
<th>Decision Making</th>
<th>Number of responses from female officials in each LG</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>KCHH</td>
<td>PVG</td>
</tr>
<tr>
<td>Board of Governor</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>LG councils</td>
<td>8</td>
<td>10</td>
</tr>
<tr>
<td>Superiors</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

In term of freedom of expression by female officials, the research found that 72% of interviewed female officials realized that not all LG’s staff are free to express their opinion in the official meetings such as monthly, quarterly, semester and annual meetings as well as they have no chance to participate in LG’s councils and board of governor’s meetings. They demonstrated the fear of losing positions or being noted and criticized by the superiors and
their allies if the feedback is straight forward to the management. However, the female officials could only express their concerns and demands at individual level with trustable colleagues secretly (Table 6).

**Table 6. Perception on the freedom of expression in LGs**

<table>
<thead>
<tr>
<th>Freedom of expression</th>
<th>Number of responses from female officials in each LG</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>KCHH</td>
<td>PVG</td>
</tr>
<tr>
<td>Yes</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>No</td>
<td>6</td>
<td>4</td>
</tr>
</tbody>
</table>

The rest 28% of interviewed female respondents confirmed that they have full right to express the idea and demand during the official meetings or even during the working time with colleagues and superiors. However, all of these female officials are coming from the management positions of the LGs. Therefore, they do not have any fear of feedback provision.

**C.1.6. Understanding the official’s privilege in LGs**

Based on the interviewed female respondents from five LGs, there are 84% confirmed that there is no one staff is more privileged than the others except they bear the position as governor/deputy governor, director/deputy director, head/deputy head and chief/vice chief of the institution. However, it was noted during the FGDs and key informant interviews that females who hold those management positions are softer and friendly than the male ones due to the fact that they take care of all staff and they do allow lower level staff and officials to contribute to discussions and make decision on routine tasks. These include Mrs. Aok Sophavy, Deputy Governor of Rolea Pier district, Mrs. Mao Chantha, Deputy Governor of Mesang district, Mrs. Ngeth Soseng, Deputy Governor of Teuk Chhou district, Mrs. Sao Phanny, Deputy Governor of Kep municipality and Mrs. Chan Ron, Deputy Governor of Kralanh district. Furthermore, the research realized that the lower or normal officials are not allowed to consult on policy process except the board of governor and LG’s council members.

The rest 16% of the interviewed female respondents demonstrated that they are not clear who are given privilege because they have not observed and assessed the working environment while they are just focusing on their own jobs.

**C.2. Institutional Policies and Guidelines**

**C.2.1. Recruitment guidelines and procedure**

According to the FGDs and key informant interviews with female and male officials, the research demonstrated that the recruitment process of local government officials for the five studied LGs followed the guideline of civil servant book of Ministry of Civil Services (MoCS). Both male and female candidates have to go through different process including registration, examination and piloting for 18 months after passing the examination. There is no special condition and exceptional case for the female candidate. The candidates who receive the highest score during the examination are granted the jobs. However, there are few special notes from key informant interviews with deputy governors that if both female and male candidates who are active in the community development works in the LG’s areas might be encouraged and given priority to pass through the examination.
C.2.2. Female officials in five studied LGs

Based on the summarized data from key informant interviews and clarifications in the FGDs, the female officials in five different LGs are:

Table 7. Number of female and male officials in five studied LGs

<table>
<thead>
<tr>
<th>Local government</th>
<th>Number of government officials</th>
<th>Women leader</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Kep municipality</td>
<td>18</td>
<td>32</td>
</tr>
<tr>
<td>Teuk Chhou district</td>
<td>31</td>
<td>54</td>
</tr>
<tr>
<td>Kralanh district</td>
<td>16</td>
<td>42</td>
</tr>
<tr>
<td>Mesang district/</td>
<td>8</td>
<td>70</td>
</tr>
<tr>
<td>Rolea Pier district</td>
<td>36</td>
<td>38</td>
</tr>
</tbody>
</table>

All the interviewed female officials confirmed that female officials are far less represented when compared to the male and they are given less number of management and leadership positions. This less consequently affects the quality of the gender responsive and gender sensitive service delivery. Based on the data, it has been observed that only in Kep municipality and Teuk Chhou district where the number of female officials represents 36% of the total number of officials. Furthermore, the female leadership positions are also higher than other three studied LGs due to they are very capable and strong female governor of Kep city and Teuk Chhouk Deputy Governor. They participated in several development projects and they have a very good public speaking and communication skills (Table 3).

C.2.3. Access to resources, working facilities and benefits

C.2.3.1. Salary

According to both FGD and key informant interviews with the respondents, both women and men who are working with the government either national or subnational level receive the same salary scale depending on the position and level. The salary ranges from levels A to D together with grades from 1 to 14. A is the highest range and 14 is the highest grade. The current rate of salary for subnational government officials is between 250USD to 300USD per month inclusively.

C.2.3.2. Benefits from the Local Government

It seems there are no benefits much from the government except the maternity and paternity leave for both women and men officials. However, there is different access between female and male officials of which female officials received 90 days’ maternity leave and male officials received only 14 days’ paternity leave. Besides this benefit, both female and male officials are subjected to receive extra payment to cover the cost of transportation, meal and accommodation once they are going on mission outside of duty station. The transportation follows the government rules (0.2 USD per kilometer of distance) and 34USD per night including meal of 14USD and accommodation of 20USD.

\(^{17}\) 2 Deputy Governors, 3 Head of Unit and 5 Deputy Head
\(^{18}\) 1 Deputy Governor, 1 Deputy Director of Administration, 1 Head of Unit and 5 District Councilors.
\(^{19}\) 1 Governor, 1 Deputy Governor, and 4 Head of Unit.
\(^{20}\) 1 Deputy Governor and 1 Head of Unit.
\(^{21}\) 2 Deputy Governor, and 4 Head/Deputy of Unit.
C.2.3.3. Equipment and tools

The research demonstrated that male officials have more access and control over equipment and tools such as motorbikes, car, computer, printer and other materials than the female officials due to cultural and gender stereotypes equipment are handed to men to use. This equipment is supplied by different government projects such as Asian Development Bank (ADB), World Bank (WB), International Fund for Agricultural Development (IFAD), United Nation Development Program (UNDP) and Swedish International Development Agency (Sida). It has been observed that the male officials are given priority to use as they are frequently going to the community.

C.2.3.4. Affirmative actions by LGs

Although there are policies enabling women’s participation in LGs at the national level, however, they are not well mainstreamed at the local government. Therefore, it is the gap in implementation. Thus, there are no affirmative actions established and implemented in all studied LGs. It seems that LGs are performing the jobs based on the order from superiors and rule and regulation of the government. Besides the recommendation from the Prime Minister to appoint one female official to hold deputy or vice head of different line offices and division; there is no internal rule or enabling environment established to encourage more female officials in the LGs or even decision-making positions. Although the barriers of reproductive works have been demonstrated several times with LG management, there is no childcare initiative, break time or time concession established and implemented to remove the burden of the female officials. There is also no internal rule and regulation to provide the quota or subsidy for female official during the recruitment and assessment process. It has been confirmed that either female or male candidates who receive the high score, will be granted the civil servant position.

C.2.3.5. Childcare

As mentioned earlier, the research demonstrated all five studied LGs do not have established or set up the childcare services for female and male officials in order to address the barriers of reproductive works. However, the respondents from district office of social and women’s affairs reported that at the Ministry of Women’s Affairs (MoWA), the childcare program is being implemented since 2018 and it is very effective to remove the barriers of both ministry’s female and male officials. The five studied LGs noted that there is no budget to run this initiative. The female officials of the district have to bring the small child below 6 years old to the workplace and it is lost the focus on the public service delivery. However, some female officials who have elder mothers at home, they keep the child with them. The consulted and interviewed male official do not seem interested seems do not interest in this childcare initiative as they do not use it or are not familiar with it.

C.2.3.6. Office space

The research found out that all five studied LGs have sufficient and proper office space for both women and men to perform the job. The only difference is position level. If the women or men who are the director of division or office and governor of the district or municipality, she/he is highly given a larger and fancier office with luxurious equipment, materials and private facilities such as toilets, meeting room with full equipped tables and chairs, rest room, lighting and internet connection.
C.2.3.7. Sanitation and healthcare

The research demonstrated that the internal sanitation and healthcare system or mechanism is not in place in all five studied LGs except the ordinary ones (only toilet pan and water) which are not cleaned and properly managed due to lack of clear operational manual and budget. Therefore, female officials are difficult to find the appropriate toilets and other cleaning facilities while male officials could access any spaces around the office.

C.2.3.8. Social assistance and social protection schemes

It seems there is no difference between female and male officials to access to social assistance and social protection schemes as the government provides all civil servants to be eligible in obtaining the National Social Security Fund (NSSF)’s card of which the bearer of the card could access for free healthcare service and injury treatment during the 24 working hours a day. However, both female and male officials have to present the card at the accredited hospitals and medical care centers. Furthermore, there is no special allowance on social assistance and social protection schemes for the disable and widow female government officials except they are infected by COVID-19 disease.

C.2.3.9. Security and safety at workplace

Based on the FGDs and key informant interviews, there is zero case of sexual harassment and abuse at workplace although there is no security and safety system or mechanism in place in all five studied LGs. Therefore, female officials could not work until late afternoon while the male officials do. Female officials have to return home immediately after working time in the afternoon to ensure they are safe on travel and robbery cases.

C.3. Social-Cultural and Religious Norms

C.3.1. Overwhelming social and gender norms in the workplace

The respondents from key informant interviews from female officials demonstrated the current being a woman in the workplace among many male officials is not easy. The female officials are assumed by the superiors that they have less capacity and are shortsighted in performing the duty of the government. Trust is not given to do the high-level tasks such as management and coordination except the logistic arrangement. However, only female officials who have higher position at the workplace such as deputy governor of the district, municipality as well as vice chief of the commune and sangkat are more respected by the colleagues. Therefore, in order to enable female officials to work with comfortability in delivering public services to the people, social and gender norms at the workplace should be removed.

C.3.2. Less acknowledgement and appreciation of the work of female officials at workplace

The research identified the different responses from female officials between FGDs and key informant interviews in term of the acknowledgement and appreciation of the work from the male colleagues. During the FGDs especially in Kampong Chhnang and Prey Veng where the high level male officials participated in the discussion, there is no feedback on the acknowledgement and appreciation from the male colleagues, however, key informant interviews showed that all of the female officials demonstrated that male officials especially the superiors do not appreciate the ability and quality of works done by the female officials due to social and gender constructed mindsets. Trust in female official’s capacity is invisible.
C.4. Motivation Factors

C.4.1. Motivation factors – at individual levels

The key informant interviews with female officials demonstrated that they have chance to participate in the training and capacity development services unless it has been organized in the duty station – in the district or community level due to the barriers of mobility. Besides this, they are not subjected to send by the superior to participate the training and capacity development activities if the topics are not related to gender. In all cases of the invitation from the host agencies without addressing the direct name of the female officials, the superior normally goes by herself/himself or nominates the male officials. The female officials require to have a chance in participating trainings or capacity development in an equitable way. 

C.4.2. Motivation factors – institutional policies and guidelines

The research in five LGs demonstrated various current factors and intended priorities in order to enable women in local administration governments to work smoothly, actively and happily. The most notable factors reported from key informant interviews that are very sensitive and urgent to address include: 1) additional and adequate benefits in cash for field work and community trips, 2) sufficient and adequate equipment and tools to perform the public service delivery, 3) sufficient budget for duty performance in order to deliver public services on time and effective, 4) establishment and implementation of childcare center or initiative in order to remove the barriers of reproductive burdens, and 5) implementation of regular couples awareness raising on women’s empowerment and gender equality in the workplace in order to raise awareness on gender equality and women’s empowerment in local leadership.

C.4.2.1. Additional and adequate benefits in cash

The respondents from key informant interviews demonstrated the current allowance of benefits is very limited – only salary and daily support allowance (DSA) during the field work of which it does not allow them to perform the duty in delivering public services effectively and on time for the community population who are not able to reach to LG office. Unless the female officials go to the community with distance more than 40 kilometers, they are granted the DSA of 34USD per overnight stay. Besides this distance condition, the LG does not have much budget available for female officials to conduct the mission frequently. It has been reported approximately two times per year. Therefore, the interviewed respondents require the LGs to propose sufficient budget for the mission annually in order for them to perform the job well. The female officials of district women and children committees (DWCCs) reported that they do not have budget for supporting young girls, women and children at the community as the committee does not have budget. In several cases the members of the DWCCs have mobilized personal cash and money in order to address the gender-based violence (GBV), sexual harassment, and domestic violence at the community.

C.4.2.2. Sufficient and adequate equipment and tools

The female respondents from key informant interviews demand the sufficient equipment such as motorbike, computer, printer, office phone, stationaries and other necessary materials in order for them to perform the duty with acceptable and effective manners. Currently, there are only tables, chairs and whiteboard available for the officials while transportation and Information, Technology and Communication (ICT) equipment and materials are much less accessible. Therefore, it strongly affects the quality of service delivery to the people on time. The necessary equipment and materials should be fairly allocated to both female and male officials by the local government but it is supplied by different government projects such as
Asian Development Bank (ADB), World Bank (WB), International Fund for Agricultural Development (IFAD), United Nation Development Program (UNDP) and Swedish International Development Agency (Sida). It has been observed that the male officials are given priority to use as they are frequently going to the community.

C.2.4.3. Sufficient budget for duty performance

As mentioned in the previous section that female officials do not have enough budget to perform the duty such as advocacy, awareness raising, community training and partnership and networking building. Except the officials and the superior who are in charge of budget administration, all female officials can’t have access to the public budget in order to run their jobs. Specific case of DWCC, there is no budget at all except two times a year of the DSA and refreshments for meeting per annual. It seems that the issues of women, young girls and children are at very low performance due to lack of budget from the LGs. The five studied LGs’ respondents confirmed that to ensure the effective public services delivery to community people and especially the women, young girls, children and other marginalized groups, sufficient budget should be allocated.

C.2.4.4. Childcare initiative

The interviewed female official respondents in five studied LGs confirmed that they have suffered a lot from small childcare either at home or at workplace. They do not have full concentration and the level of duty performance is because they have to take small children to the workplace or even feeling worried about her/him once she/he is staying at home with elder mother. Therefore, they are all suggesting having the childcare initiative visible and at good performance at workplace. So that it helps to enhance women’s focus and concentration on public service delivery.

C.2.4.5. Couples awareness raising at workplace

The research explores that there is no couple awareness raising at workplace either district/municipality, commune and sangkat except the fragmented gender awareness raising delivered by Gender and Development in Cambodia (GADC) Organization in Prey Veng province. Although there is no gender bias in the workplace, the level of understanding of male officials on gender equality in local governance is at the lowest level especially on the equitable gender’s roles in the household and workplace. Therefore, to ensure female officials deliver the public services on time and efficient, the female official respondents demand the regular couple’s awareness raising at workplace.

The research highly noted the case of Mrs. Mao Chantha, Deputy Governor of Mesang district in charge of DWCC whose husband is the district commissioner of police and used to be trained and coached by GADC organization on the couple dialogue. Her husband understands well gender equality in household and workplace and the husband changes his roles to support household chores so the wife can perform her official duty effectively.

Table 8. Motivated factors for female officials – baseline and priority

<table>
<thead>
<tr>
<th>Factors</th>
<th>Score (Average)</th>
<th>Justification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender bias and discrimination (do you feel discriminated because of your gender) why and why not.</td>
<td>2 Baseline 5 Priority</td>
<td>Female capacity Social and gender norms</td>
</tr>
</tbody>
</table>

22 1 is lowest and 5 is highest.
C.5. Enabling Factors for Successful Careers

The respondents demonstrated seven prioritized enabling factors for obtaining the successful careers of the female officials in the five studied LGs. Those include: 1) provision of sufficient cash and benefits for pregnant female officials, 2) allocation of adequate equipment and materials especially the ICT tools to the female officials from the project, 3) establishment and implementation of childcare initiative within all LGs, 4) provision of sufficient budget for annual activities plan proposed and developed by the female officials, 5) establishment and implementation of affirmative action on quota in the recruitment policy of LGs, 6) provision of capacity building to LG’s female officials on ICT and relevant technical knowledge such as law, public administration, communication, management and monitoring and 7) establishment and implementation of the regular couples awareness raising on gender equality and women’s empowerment (Table 9).

All of the interviewed female officials confirmed that if the LGs could provide those priorities, it is assured that the public service delivery from LGs to community must be effective and efficient as most of the female officials’ barriers are addressed.

Table 9. Enabling factors for successful careers of female officials in LGs

<table>
<thead>
<tr>
<th>Enabling Factors (Multiple choices)</th>
<th>Number of responses from female officials in each LG</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quota established in the recruitment policy within LGs</td>
<td>KCHH</td>
<td>PVG</td>
</tr>
<tr>
<td>-------------------------------------</td>
<td>--------</td>
<td>-----</td>
</tr>
<tr>
<td>Childcare at LG workplace</td>
<td>16</td>
<td>15</td>
</tr>
</tbody>
</table>
D. Conclusions and Recommendations

D.1. Conclusions

The research was successfully implemented with full participation and expression from the respondents at both national and local governments as planned. The research captured different barriers and constraints of the female officials in performing the duty in relation to the gender and social norms which consequently is affecting the increase of household burden, lack of access to resources and opportunities as well as decision making. Also, the research identified the female official’s perception on the current condition and future demands of motivated factors in order to ensure their effective and efficient public service delivery such as: 1) Overwhelming of social and gender norms in the workplace, 2) additional and adequate benefits in cash for field work and community trips, 3) sufficient and adequate equipment and tools to perform the public service delivery by the project, 4) provision of equitable training and capacity development to female officials on specific skills linked to the term of references, 5) Less acknowledgement and appreciation of the work of female officials at workplace, 6) sufficient budget for duty performance in order to deliver public services on time and effective, 7) establishment and implementation of childcare center or initiative in order to remove the barriers of reproductive burdens, and 8) implementation of regular couples awareness raising in the workplace in order to raise awareness on gender equality and women’s empowerment in local leadership. Furthermore, the research confirmed that low level of confidence and satisfaction of the female officials in performing the current duties in LGs. Also, the research demonstrated the feasible enabling factors for encouraging and improving female official performance in public service delivery.

Last but not least, although the research explored that Government of Cambodia have high commitment to promote gender equality in local administrations through several institutional arrangements with different line Ministries, but the local practices are not fully incorporated. Therefore, the efforts to provoke the provision of motivated factors and the implementation of enabling factors for female officials in LGs in order to ensure effective public service delivery must be materialized.
D.2. Recommendations

Based on the research findings and the conclusions, series of recommendations have been proposed by respondents and research consultant in order to ensure the effective public service delivery with gender responsive and inclusiveness from the female government administration officials. Those include:

**Policy level**

- Given the fact that National Government already established the quota system between 20%-40% of women in public administration, but yet the implementation at the sub-national level is not effective due to lack of awareness, concrete manual and system as well as the motivation and readiness. Therefore, with the support from FCM and NLC, the Local Government should establish their own local quota system and include in the current recruitment process in order to encourage women to participate in the local government administration. LGs should coordinate with MoCS to organize the pre-recruitment awareness forums with all recruitment panels in order to discuss and include the local quota system in the recruitment process.

- Due to the gender and social barriers on the labor division of tasks within the female administration officials of which women have to take care of household works and especially the small children. Therefore, LGs together with Provincial Department of Women’s Affairs should establish and run of childcare initiative in order to reduce this barrier. LGs and PDoWA should explore the funds from different partners to cover the cost of nanny and facilities of the childcare.

- Enhancing the implementation of NCDD gender equality strategy with focus on quota system in recruitment process at the LG

- Advocating to establish the concrete policy on increasing women’s strategic leadership position in all LG at least 20% and in middle leadership level at least 25%

- Establishing and implementing the policy for childcare services in LG

- Organizing regular meeting to advocate for budget increasing in gender equality and social inclusion service delivery works

**Institutional arrangement level**

- Establishing and implementing the standing committee with participation from all relevant divisions at the LG level to implement gender equality and social inclusion service delivery with the focus on marginalized groups.

- Strengthening the Women and Children Committee to fully perform the Terms of Reference

**Individual level**

- Given the fact that women feel themselves incapable or even lack of skills in local administration management which is the required skills for being the leader of LGs, the National government – MoCS, and the LGs should create the scholarship scheme or programme to specific percentage of female government officials who hold the lower or lowest position in LGs in order for them to enroll in the Royal School of Administration. After they have equipped with LGs management skills and knowledge with RSA’s diploma of 10 months, they will be eligible in officially promoting to hold the leadership positions in LGs. This scholarship must be provided by the National government – MoCS and FCM in collaboration with other development partners such
as UN Women and Department of Foreign Affairs and Trade (DFAT) of Government of Australia.

- Creating and implementing the long-term capacity building program for women in Royal Academy School
- Creating and implementing the regular capacity building on communication, leadership, public speaking, local administration, laws, financial management, digital working system
- Providing opportunities for women in LG to participate in different workshops, meetings, seminars and consultations.
- Due to female government officials require more support from LG during the pregnancy, the National Social Security Fund (NSSF) and the LG should provoke to the Ministry of Economic and Finance (MEF) to increase the cash and benefits package for women during 9 months and 10 days of pregnancy and the 90 days after birth delivery. Besides the full salary, the regular 50USD additional cash should be provided to the female officials during this period.
- Since the female officials have limited access to materials and equipment for performing the jobs, LGs management should revisit the inventory list and reassign necessary equipment and materials to the female officials. Moreover, LGs management should also develop the guideline and manual for allocation of equipment and materials with gender responsive approach. By doing this, the female government officials will have chance to access fairly to the facilities for effective tasks performance. This support of this equipment and materials should be financed by the local governments and development partners’ funds.
- Due to limited access of female government officials in accomplishing their work plan, the LGs should revisit and allocate annual budget to provide sufficient amount for annual activities plan implementation which have been proposed and developed by the female officials. Besides the local government public, LGs should mobilize the investment budget from development partners in their own areas.
- With the support from FCM and other development partners, LGs should establish the capacity building scheme or programme on ICT and relevant technical knowledge such as law, public administration, communication, management and monitoring to LG’s female officials as these skills are very important for them to effectively perform the daily jobs.

**Social norm level**

- Implementing the gender transformative approach including gender analysis tools with female official’s family and LG colleagues and leaders
- Establishing and implementing the radio talk show on social, cultural and religious norms in LG
- Establishing the women’s leadership award programme in LG as well as exchange visits among the LG and participating countries of PMI WILL project
- LGs with support from FCM and development partners should establish and implement the regular couples’ awareness raising on gender equality and women’s empowerment in order to increase the women value and reduce the female official’s burden at household and work place. This forum will also increase the understanding of man allies to recognize the women’s participation in leadership position is crucial. The forum should be funded by the local government through public and investment budget from
different development partners such as GADC, PACT Cambodia, ACCESS project of MoWA etc.

- LGs with support from FCM and development partners should establish and implement the advocacy program on women’s leadership at all LGs through success stories and case studies demonstration through regular monthly meetings.
# E. Action Plan

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<td>Enhancing the implementation of NCDD gender equality strategy with focus on quota system in recruitment process at the LG</td>
<td>LG, NCDD, MCS and PMI WILL project</td>
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<td>Advocating to establish the concrete policy on increasing women’s strategic leadership position in all LG at least 20% and in middle leadership level at least 25%</td>
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<td>Establishing and implementing the policy for childcare services in LG</td>
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<td>Organizing regular meeting to advocate for budget increasing in gender equality and social inclusion service delivery works</td>
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<td><strong>Institutional arrangement level</strong></td>
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<td>Establishing and implementing the standing committee with participation from all relevant</td>
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<td><strong>Social, cultural and religious norms level</strong></td>
<td>Divisions at the LG level to implement gender equality and social inclusion service delivery with the focus on marginalized groups</td>
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<td>Strengthening the Women and Children Committee to fully perform the Terms of Reference</td>
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<td>Implementing the gender transformative approach including gender analysis tools with female officials’ family and LG colleagues and leaders</td>
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<td>Establishing and implementing the radio talk show on social, cultural and religious norms in LG</td>
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<td>Establishing the women’s leadership award programme in LG as well as exchange visits among the LG and participating countries of PMI WILL project</td>
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<td>Providing opportunities for women in LG to participate in different workshops, meetings, seminars and consultations.</td>
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References


NCDD (2019). Policy on Promotion of Gender Equality For Sub-national Democratic Development

Local Administration Reform Councils (2010). Hand Book for Civil Servants.

## Annex 1. List of participants in the FGD

**FGD respondents in Kampong Chhnang (20 participants including 16 women)**

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**FGD respondents in Prey Veng (20 participants including 19 women)**

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### FGD respondents in Kampot (22 participants including 20 women)

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### FGD respondents in Kep (25 participants – all are women)

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FGD respondents in Siem Reap (20 participants – all are women)

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# Annex 2. List of key informant interviews

**Key Informants in Kampong Chhnang (17 participants including 16 women)**

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**Key Informants in Prey Veng (20 participants including 19 women)**

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### Key Informants in Kep (23 participants including 21 women)

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**National Level Key Informants**

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<th>POSITION</th>
<th>INSTITUTION</th>
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<td>F</td>
<td>DIRECTOR OF PLANNING AND STATISTICS</td>
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Annex 3. Gender Analysis Tools

24 hours of female local government administrators

Demographic Information

<table>
<thead>
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<th>FGD code</th>
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<table>
<thead>
<tr>
<th>Date of FGD</th>
<th># of participants</th>
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<tbody>
<tr>
<td></td>
<td>1. Age:.....Marital status:........., Social status:..........Level of Education:......... Social group: .............,</td>
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</tbody>
</table>

Activities of female and male local government administrators in AM and PM

- When do you normally get up?
- What do you do from get up to sleeping (activities you are doing since get up until go to bed)?
- When do you normally go to bed?
- Why do you have to do those tasks?
- Do your couples or partners help in doing any tasks instead of you? If not, why?
- How do you feel as the local government administrators when doing these tasks?
- How these roles interfere with their work if any?

Access and control over resources related to local government administration

Please rate the score from 1-5 (1 lowest and 5 highest) between women and men

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<tr>
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<th># of participants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1. Age:.....Marital status:........., Social status:..........Level of Education:......... Social group: .............,</td>
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</table>
- Please list down all resources that men and women have access and control over
- Provide the score between women and men in the LGs
- Please explain if there is unequal access and control over

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<tr>
<th>Resources</th>
<th>Access</th>
<th>Control over</th>
</tr>
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<td></td>
<td>Women</td>
<td>Men</td>
</tr>
<tr>
<td>Salary</td>
<td></td>
<td></td>
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<tr>
<td>LG official’s benefits from the LGs</td>
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<td></td>
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<tr>
<td>Equipment and tools for performing the duty</td>
<td></td>
<td></td>
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<tr>
<td>Communication</td>
<td></td>
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</tr>
<tr>
<td>Training and capacity development</td>
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<td></td>
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<tr>
<td>Affirmative actions by LGs:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Childcare</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office space</td>
<td></td>
<td></td>
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<tr>
<td>Sanitation and healthcare</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social protection schemes</td>
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<td>Security and safety</td>
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Explanation
Annex 4. Guiding questions for KIIIs for women in LGs

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<td>Date of KII</td>
<td></td>
</tr>
<tr>
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<td>Name:…………….Age:……Marital status:………. Social status:……………</td>
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<tr>
<td>Position</td>
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<tr>
<td>Institution</td>
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<td>Contact</td>
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- What is your role in LG?

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- Do you know of your full TORs with LG? Please list down those duties:

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- How many years are you working with LG?

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- How did you enroll this position? What was the process? What was your entry level?

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- What are the current status in place to support and encourage you to work? Could you score by each parameter with justification? (1 is worst and 5 is the best)

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<tr>
<th>Parameters</th>
<th>Score</th>
<th>Justification</th>
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<tbody>
<tr>
<td>Gender bias and discrimination (do you feel discriminated because of your gender) why and why not.</td>
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<tr>
<td>Health insurance</td>
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<tr>
<td>Sanitation and hygiene stuffs (how comfortable are the washrooms)</td>
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<tr>
<td>Benefits in cash</td>
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<td></td>
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<tr>
<td>Equipment and tools</td>
<td></td>
<td></td>
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<tr>
<td>Appropriate office space and environment</td>
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<tr>
<td>Sexual harassment policies, i.e. complaints and redress mechanisms in place at your LG</td>
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<tr>
<td>Training and capacity development (equal opportunities to participate in trainings and capacity development?)</td>
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<td></td>
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<tr>
<td>Acknowledgement and appreciation by male partners</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sufficient budget for duty performance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Child care below 6 years old</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Allowance of maternity leave (90 days with paid wage)</td>
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<tr>
<td>Allowance of paternity leave (14 days with paid wage)</td>
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<tr>
<td>Couples awareness raising at work-place</td>
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<tr>
<td>Safety and security</td>
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- Are you satisfied with your LG institution? If not, why?
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  - …………………………………………………………………………………………………………
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  - …………………………………………………………………………………………………………
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- Do you have any specific suggestions to LG male colleagues to ensure that female government administrators are safe and comfortable to work?
  - …………………………………………………………………………………………………………
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- Do you have any specific suggestions to LG leaders to ensure that female government administrators are safe and comfortable to work?
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- Do you have any specific suggestions to national government to ensure that female government administrators are safe and comfortable to work?
  - …………………………………………………………………………………………………………
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  - …………………………………………………………………………………………………………
  - …………………………………………………………………………………………………………
• Do you have any specific suggestions to revise the laws, policies and strategies to ensure that female government administrators are safe and comfortable to work?

• what is the level of participation of women in decision making in your LG?

• Are all staff members given the chance to voice their concerns in a fair manner and participate in decision making that affects the welfare of staff?

• Do you consider some staff members more privileged than others (male/female)?

• Are lower staff members consulted on policy issues of the LG?

• How many women administrators are in your LG?
• In your opinion why do you think there are not enough women administrators in senior positions in your LG?

• What are the roles played by them?

• What in your opinion are the push factors/ enabling factors to a successful career in the local government?

• What are the hindrances to a successful career in Local government?
Annex 5. Guiding questions for KII for men in LGs

<table>
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<th>KII code</th>
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<th>Date of KII</th>
<th>Respondent Name: ………..…….., Age: ……. Marital status: ………., Social status: …………</th>
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<td>Position</td>
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<td>Institution</td>
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<td>Contact</td>
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- How many women administrators do you have in your LG?

- How many of these women are in decision-making positions?

- What are the roles predominantly played by men and women in the LG? example

<table>
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<tr>
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<th>Women</th>
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<tbody>
<tr>
<td>Planning officer</td>
<td>Secretary</td>
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- ………..……..
• As the colleagues in LG, have you provided any support to women administrators in the LG? Why?

• Are all staff members given the chance to voice their concerns in a fair manner?

• Do you consider some staff members more privileged than others for career advancement (male/female)? Explain why?

• Are junior staff or female members consulted on policy issues of the LG?

• What in your opinion are the push factors to a successful career of women in the local government?
What are the hindrances to a successful career of women in LG?
Annex 6. Guiding questions for KII for NG

<table>
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<td>Position</td>
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<tr>
<td>Institution</td>
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<td>Contact</td>
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</table>

- What are the current procedures for recruiting LG’s officials? Could you please describe.

• Do you think that NG provides enough space for women to be recruited? Why?

• Are you aware of existing legal instruments enabling women to have better chance in recruitment procedure? Please describe the main sections/articles.

<table>
<thead>
<tr>
<th>Level of legal instrument</th>
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</tr>
<tr>
<td>Responsible government entity</td>
</tr>
<tr>
<td>Main gender responsive articles/sections</td>
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If there is, how would you rate the execution of the legal documents?

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• Have you ever received any feedback from the women in LGs in the current mandate?

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• Is the feedback taken into account? Why?

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• What in your opinion are the push factors to a successful career of women in the local government?

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• What are the enabling factors for a successful career of women in the LG?

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• What are the hindrances to a successful career of women in LG?

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Annex 7. Pictures of research field works