

評価調査結果要約（英文）

I. Outline of the Project		
Country : Cambodia		Project title : THE PROJECT ON GENDER MAINSTREAMING AND POLICY DEVELOPMENT THROUGH UPGRADING INFORMATION AND RESEARCH CAPACITY (PGM)
Issue/Sector : Gender Mainstreaming/ WID		Cooperation scheme : Technical Cooperation
Division in charge : JICA Cambodia Office, Urban and Regional Development / Peace Building I, Group II, Social Development Department		Total planned cost for assistance : <u>Approximately 378,853,000 yen</u>
Period of Cooperation	(R/D): 2003/4~2008/3	Partner Country's Implementing Organization : Ministry of Women's Affairs(MoWA), Ministry of Planning(MoP), Ministry of Agriculture, Fishery, and Forestry(MAFF), Ministry of Industry, Mine and Energy (MIME), Ministry of Commerce (MoC), Ministry of Rural Development(MRD), Ministry of Labour and Vocational Training (MOLVT)
	(Extension): (F/U) :	Supporting Organization in Japan : Gender Equality Bureau, Cabinet Office
Related Cooperation :		
1. Background of the Project		
<p>Over the past 25 years, Cambodian people suffered from serious strife inside the country. As a result, women occupy 52% of the whole population and 55% of the population over 25 years old. Although women played important roles in the rehabilitation and socio-economic development of the country, their social and economic status is still lower than that of men.</p> <p>In order to improve these gender issues, the Royal Government of Cambodia ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1992. New Constitution was also made in 1993, affirming full protection the fundamental rights of Khmer people, including women's rights. Accordingly, the Ministry of Women's Affairs (MoWA) under current system was established in 1996, and Cambodian National Council for Women (CNCW) in 2001, as a national mechanism to promote gender equality.</p> <p>With this background, the Royal Government of Cambodia requested the technical cooperation to the Japanese Government, and JICA dispatched the Preparatory Study Teams in August (first study) and October to November (second study) 2002. In December 2002, JICA and MoWA signed the Record of Discussions on the Project and the Project began in April 2003 for five-year period until March 2008. The Project has been implemented by MoWA as a core counterpart ministry in collaboration with other line ministries, such as National Institute of Statistics, Ministry of Planning (NIS), Ministry of Agriculture, Fishery and Forestry (MAFF), Ministry of labor and Vocational Training (MOLVT), Ministry of Industry, Mine and Energy (MIME), Ministry of Commerce (MOC), and Ministry of Rural Development (MRD).</p>		
2. Project Overview		
<p>The main objective of the Project is to develop an effective mechanism for gender mainstreaming through upgrading institutional capacity of MoWA and the selected line ministries for promotion of gender equality in the Royal Government of Cambodia.</p>		
(1) Overall Goal		
<p>Gender mainstreaming, as one of the key factors to stabilize peace and development, is promoted in the Royal Government of Cambodia (RGC)</p>		

(2) Project Purpose

Effective mechanism for gender mainstreaming is developed through upgrading institutional capacity of MoWA and the selected line ministries for promotion of gender equality in the Royal Government of Cambodia

(3) Outputs

1. The functions of the Departments concerned of MoWA and the selected line ministries are strengthened by upgrading;
 - 1.1. the capacity to create and maintain gender information pool and to design a research,
 - 1.2. the capacity to analyze gender information and formulate gender responsive projects,
 - 1.3. the capacity to coordinate and facilitate implementation of the formulated gender responsive projects,
 - 1.4. the capacity to monitor and evaluate gender responsive projects,
 - 1.5. the capacity to identify the lessons learned from the project implementation and develop policy recommendations with gender perspective
2. Network is established
 - 2.1. Network is established among MoWA and the related organizations such as the selected line Ministries, NGOs and research institutes.
 - 2.2. Relationships with the relevant organizations such as the National Machineries of Japan and other countries are strengthened

(4) Inputs (as of September 2007)

Japanese side: Total 378,853,000 **Yen**

Long-term Expert 5 person **Short-term Expert** 12 person

Equipment US\$65,231 and 1,035,000 **Yen**

Trainees received 30 person (including trainees through group training and non project C/P.)
(TOPICS: Gender Statistics, Promotion of Gender Equality, Gender Mainstreaming Policy for Government Officers, Women Entrepreneurship Development, Empowerment of Rural Women, Gender Mainstreaming in Fishing Community Development)

Local cost Approximately US\$433,000- including US\$80,400 of Pilot projects' expenses.

Cambodian Side:

Counterpart 21 persons C/Ps from MoWA and JCC
37 persons Policy Analysis Task Force (PATF) from MoWA, line ministries, and the pilot province

Land and Facilities Office Space, Parking Space, Meeting Room

Others Approximately US\$ 57,700-

II. Evaluation Team(Members of Evaluation Team)

Mr. Shuichi Ikeda	Team Leader	Director of Gender Equality Team, Office of Gender, Environment and Social Consideration Review, Planning and Coordination Dept, JICA
Ms. Yumiko Tanaka	Gender Mainstreaming	Senior Project Formulation Advisor (Monitoring and Evaluation/ Gender), JICA Regional Support Office for ASIA, Thailand
Mr. Shin Yasuda	Gender Network	Counsellor for Gender Equality Promotion, Gender Equality Bureau, Cabinet Office, Government of Japan
Mr. Kenji Maekawa	Programme / Project	Director, Urban and Regional Development / Peace Building I, Group II,

Ms. Mariko Homma	Analysis Evaluation Analysis	Social Development Dept, Consultant.
Ms. Minori Terada	Evaluation Planning	Project Formulation Advisor (Governance), JICA Cambodia Office
H.E. Dr. Ing Kantha PHAVI	PGM Executive Director	Minister, MoWA
H.E. Ms. Chan Sorey	PGM Project Director	Secretary of State, MoWA
Ms. Chhoy Kim Sor	PGM Technical Project Manager	Director, Planning & Statistics Department, Bureau of Administration & General Affairs, MoWA
Period of Evaluation	16/ 10/ 2007~14/ 11/ 2007	Type of Evaluation: Terminal Evaluation

III. Results of Evaluation

1. Project Performance

-Inputs and Outputs

The achievements of outputs, such as capacity development of C/P and PATF through practical training and establishment of network on Gender Mainstreaming are monitored according to the indicators in the PDM. The Outputs have been achieved as is planned.

-Project Purpose

Project mostly achieved the project purpose by accomplishing the two indicators:

- 1) Gender responsive policy recommendations were formulated based on the lessons learned from the pilot projects implementation through the PGM Methods by MoWA C/P and PATF. All the PATF interviewed have acknowledged the quality and contents the recommendations as useful and important.
- 2) The methods for gender responsive policy formulation, implementation, monitoring and evaluation were developed through practical training, including implementation of pilot projects in Kampong Cham by MoWA C/P and PATF. The methods, named as The PGM Methods, are recognized as useful and practical, because of the well designed structures. They are divided into several steps and each step is composed of instruction of detail procedures with frequent discussions among relevant line ministries and stakeholders coordinated by MoWA and MOP(NIS).

-Implementation Process

All the project activities were implemented and all the inputs were also applied as is planned. The amount and the timing of the input are appropriate.

2. Summary of Evaluation Results

(1) Relevance

- 1) It has reflected the national policy and social needs of Cambodia.
- 2) It has corresponded to the Japanese Government Cooperation policy and JICA strategy under Cambodia Country Implementation Plan.
- 3) The selection of the Project approach was appropriate. The approach focused mainly on the capacity development of the MoWA staff concerned on gender responsive policy formulation, on which they had limited experiences and knowledge.
- 4) The selection of the target ministries were appropriate because both MoWA and line ministries had strong needs for capacity development on gender mainstreaming. The MoWA is a coordination ministry of gender mainstreaming, but their capacity was limited. The staff of line ministries were expected to conduct gender mainstreaming in their

respective ministries as well, however, the capacity was limited.

(2) Effectiveness

- 1) Gender responsive policy recommendations were formulated through the PGM Methods. All the PATF interviewed have acknowledged the quality and contents as useful and important because they were formulated based on the practical lessons learned from implementation of pilot projects in Kampong Cham and discussions among PATF at both the central and provincial levels.
- 2) The PGM Methods for gender responsive policy formulation, implementation, monitoring and evaluation were developed. The PGM Methods are recognized as useful and practical, because of the well designed structures. They are divided into several steps and each step is composed of instruction of detail procedures with frequent discussions among relevant line ministries and stakeholders coordinated by MoWA and MOP(NIS). The PGM Methods were appreciated as effective tools for capacity development of the staff of MoWA and line ministries.
- 3) There were some promoting factors which affected the achievement the Project purpose. For example, gender mainstreaming structures and operational functions was established during the Project period, such as establishment of Technical Working Group(TWGG) and Gender Mainstreaming Action Group (GMAG) in line ministries

(3) Efficiency

The Team evaluated the Project as efficient because of the following reasons:

- 1) The capacity of the C/P and PATF has been improved on development and maintenance of gender information pool, analysis of gender information and gender responsive project planning, coordination and facilitation of implementation of gender responsive projects, monitoring and evaluation of gender responsive projects, and development of gender responsive policy recommendations based on the lessons learned.
- 2) The networking system among the organization concerned with the promotion of gender mainstreaming was established, such as network between MoWA and line ministries and among line ministries The network with these ministries has been established not only at the central level, but also at the provincial level as well. The Project facilitates the TWGG meeting, which is participated by around 80 members from line ministries, donors, NGOs, civil societies and research institutes working on gender mainstreaming. The TWGG enhanced the establishment of GMAGs which are authorized groups for gender mainstreaming in each line ministries.
- 3) The relationship between Cambodian national machinery and Japanese / other national machineries has been strengthened. For example the Project exchanged their experiences and knowledge with Gender Equality Bureau in the Cabinet Office in Japan, through inviting short term experts from the Bureau and conducting counterpart trainings in Japan. It also established the networks with the national machinery in Indonesia.

(4) Impact

- 1) The foundation to achieve the overall goal has been developed. For example, the gender responsive policies and strategies have been incorporated in NSDP and Neary Rattanak II. The action plan for the achievement of CMDGs has already been developed and implemented in each line ministries. The central government structures and function for gender mainstreaming has been established, such as TWGG and GMAG.
- 2) MoWA C/P have developed their capacity and utilized the capacity in their routine work, such as gender statistics. They have organized training on gender statistics and the PGM Methods to the MoWA staff in the provincial level by their own budget.
- 3) Most of PATF who had limited knowledge and experience on gender issues, have improved their understanding of the concept and importance of gender perspectives. As a result, they have changed their behaviour. They also have strong will to share their experience with other staff, including GMAG members.
- 4) Other donors which work with MoWA, such as UNDP and GTZ recognized the effectiveness and importance of the capacity development which the Project has focused on. Also MoWA C/P provided technical support on gender

statistics to the project supported by GTZ.

(5) Sustainability

- 1) The activities for promoting gender mainstreaming will be enhanced by MoWA. Because the PGM Methods developed by the Project is appreciated by C/P and the management, including the Minister of MoWA. The capacity of the MoWA C/P have developed enough to disseminate the PGM Methods.
- 2) Almost all the PATF were appointed to GMAG. They are committed to share the PGM Methods and integrated into the gender mainstreaming mechanism in each line ministry.
- 3) The PGM Methods is accepted by PATF and JCC members in the line ministries. The PATF in Kampong Cham plans to propose to Provincial Rural Development Committee to apply some part of the PGM Methods to their development programs in 2008.
- 4) MoWA has an idea to organize workshops to share the Methods with GMAGs in each partner ministry. The efforts to realize the policy recommendations made through the Methods are expected to be taken into the regular activities in order to confirm the sustainability of the Project and the PGM Methods.

3. Factors promoting sustainability and impact

(1) Factors concerning to Planning

The multi-sectoral approaches to gender mainstreaming, involving several line Ministries, produced synergy effects to effectively promote gender mainstreaming. Furthermore, the MoWA's roles have been crucial to coordinate these processes for gender mainstreaming, both at the central and provincial levels.

(2) Factors concerning to the Implementation Process

The central government structures and function for gender mainstreaming has been established, such as TWGG and GMAG.

4. Factors inhibiting sustainability and impact

(1) Factors concerning to Planning

The participants of the JCC meeting were limited especially from the other department in MoWA, which limited the opportunities for the Project to share the activities information.

(2) Factors concerning to the Implementation Process

- 1) The expert on Gender Responsive Policy Analysis and Implementation who was dispatched as short term expert should have been dispatched for a long term.
- 2) Considering the capacity development and establishment of mechanism, the PGM Methods might have been better that another cycle of the PGM Methods should be repeated to review the steps.

5. Conclusion

The Project focuses on the two aspects; 1) capacity development of the staff of MoWA and line ministries on gender responsive policy formulation, through practical training, including implementation of pilot projects in Kampong Cham, and 2) development of the methods for gender responsive policy formulation, implementation, monitoring and evaluation.

Their capacity was developed not only based on workshop typed training, but practical training, including implementation of field research, and planning, implementation, monitoring and evaluation of pilot projects. As the staff of MoWA and line ministries has limited experience on implementation of projects in the grass roots level, the practical training provided them of understanding the needs of the people and established their confidence. These approaches are appreciated as effective.

The Project established a networking system between MoWA and line ministries and among line ministries. It was first time for both MoWA and line ministries cooperated to implement projects. These opportunities can be evaluated as it provided for both of the idea to recognize the importance and effectiveness of the cooperation.

Regarding the PGM Methods, the quality and effectiveness are recognized. It should be disseminated to the staff in the other departments in MoWA and GMAG in line ministries.

Gender mainstreaming structures and operational functions was established during the Project period, such as establishment of Technical Working Group(TWGG) and Gender Mainstreaming Action Group (GMAG) in line ministries

6. Recommendations

Activities to be recommended for the rest of the Project period

- 1) The MoWA and the Project to disseminate the information about the PGM Methods through publication of the manual, implementation of a Regional Symposium and sharing at meetings
- 2) The MoWA and the Project should take action to realize the policy recommendations formulated under the PGM Methods, such as organizing a workshop

Activities recommended to be taken for the longer term

- 1) Capacity of GMAGs should be developed as a key institutions for the enhancement of gender mainstreaming, in order to realize policy recommendations formulated through the Project activity and disseminate the PGM Method
- 2) In order to disseminate the PGM Methods, the MoWA should improve the communications and coordination among the departments which coordinates activities for gender mainstreaming in MoWA.
- 3) In order to integrate the NGOs experiences in the grassroots level and improve the accountability of the MoWA's activities, the networking between MoWA and NGOs / civil societies should be strengthened.
- 4) The Project should further consider the development of more effective mechanisms for gender mainstreaming through integrating its efforts and experiences into strengthening of the existing mechanisms and functions in the future.

7.Lessons Learned

5.1. Effectiveness of Practical Sectoral Engendering Approaches of the PGM Methods:creating synergy effects on development as well as for promoting gender equality:

The Team learned that the PGM Methods based on the lessons learned through the practical hands-on PGM cycle, including implementation of pilot projects, were effective and useful in Cambodia. The PGM Methods provided valuable opportunities for MoWA and PATF to implement projects with the people at the grassroots level based on their needs, through which they have gained experiences and improved the capacity to plan, implement, monitor and evaluate projects and recommend sector policies and programs with a gender perspective.

The design and structures of the PGM Methods were also effective, which were divided into several concrete steps and each step composed of instructions and detailed procedures. The multi-sectoral approaches coordinated by the MoWA and MOP(NIS) were also extremely effective both at the central and provincial levels to generate synergy effects on development as well as for promoting gender mainstreaming.

5.2. Further Efforts for Well-Establishment of PGM Methods

The PGM Methods have been so far implemented effectively. However, considering the capacity development and establishment of mechanism, it might have been better that another cycle of the PGM Methods should be repeated to review the steps. It was effective that the Project selected PATF at the decision making levels in respective line Ministries in order to disseminate the Methods effectively and conduct pilot projects successfully.

5.3. Multiple Effects and Functions of the JCC meeting

The JCC meeting functioned effectively. It did not only monitor the Project progresses, but also provided strategic advices on the policy recommendations and the PGM Methods for the integration into each line ministry.

8. Follow-up Situation

No