



ΣmPower

Women for Climate-Resilient Societies



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REVIEW OF

POLICY COMMITMENTS FOR INTEGRATING GENDER ISSUES INTO CLIMATE CHANGE ACTION AND DISASTER RISK REDUCTION IN CAMBODIA

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PREPARED BY AMY REGGERS AND SEREYROTH LIM

KEY MESSAGES

The climate change and DRR policy landscape in Cambodia is extensive and gender issues are addressed, in varying degrees, in almost all of the policies; yet issues persist in implementation.

KEY ISSUES

- Lack of coordination to address gender equality in climate change and disaster risk reduction
- Lack of commonly agreed terminology and understanding of gender equality in the context of climate change and disaster risk reduction
- Social norms and traditional gender roles inhibiting women’s full and meaningful participation in and benefit from climate action and disaster risk reduction
- Lack of sex, age and diversity disaggregated data to inform climate change and disaster risk reduction decisions

KEY RECOMMENDATIONS



Gender analysis should form the basis of vulnerability assessments by bringing gender differentiated vulnerabilities to impacts of climate change.



Push for sex, age, diversity disaggregated data integration into climate change and DRR policy



Gender in disaster management should be reflected in the new National Action Plan for Disaster Risk Reduction (NAP-DRR).



Strengthen UNFCCC submissions by including gender dimensions of climate adaptation and mitigation



Integration of CEDAW General Recommendation 37 on gender-related dimensions of disaster risk reduction in context of climate change into policy

INTRODUCTION

Ranked as one of the most vulnerable countries in the world to climate change and disasters, and one of the countries with the least capacity to adapt, Cambodia's continued growth and sustainable development relies on strategic climate action now. With the increasing severity of floods and droughts in the past decade, Cambodia's gains in socio-economic development are at risk. This is particularly true in rural areas, where 80% of the population live and mostly work in agriculture; one of the most vulnerable sectors.

The Royal Government of Cambodia (RGC) has made notable commitments to addressing gender equality in climate action and disaster risk reduction (DRR) through the integration of gender issues in policy development and planning. Women have been identified as one of the most vulnerable groups whose needs should be prioritised in climate action. Yet, a comprehensive understanding of how gender equality impacts climate change vulnerability and vice versa remains limited.

This impedes policies from being translated into action that equally benefits women and men and works to reduce gender-based vulnerabilities to climate change and disasters. However, stakeholders such as civil society organisations (CSOs) have an important and often unrecognised role to play in this area. CSOs are supporting policy coordination and implementation, and contributing to the evidence base, in order to better integrate issues of gender equality in climate change action and DRR.

OBJECTIVE

The purpose of this brief is to review the current policy frameworks and commitments of the RGC to address gender equality issues in climate change and DRR. The brief will consider the submissions made by Cambodia to international conventions which it has ratified as well as legislation and policies that respond to climate change and DRR. The final sections of the report identify the main challenges in integrating gender equality issues into climate change action and DRR and propose recommendations for moving forward and strengthening Cambodia's policy commitments.

This brief is an output of the EmPower^[1] project implemented by UN Women and UN Environment and as such, the review covers the legislation, policies and plans that are targeted by the project. In addition, the review focuses on selected sectoral plans that are relevant to project activities. This includes policies and plans under the Ministry of Environment (MoE) and the National Council for Sustainable Development (NCSD), the Ministry of Women's Affairs (MoWA), the Ministry of Rural Development (MRD) and the National Committee for Disaster Management (NCDM).

[1] The EmPower project is a regional project of UN Women and UN Environment being implemented in Bangladesh, Cambodia and Viet Nam as well as at the regional level.

CAMBODIA'S GLOBAL COMMITMENTS ON GENDER EQUALITY, CLIMATE CHANGE AND DISASTER RISK REDUCTION

Commitment to addressing gender equality in climate change action and DRR at the global level has increased in the last 10-15 years. With notable achievements at the Conference of Parties under the United Nations Framework Convention on Climate Change (UNFCCC), as well as with the inclusion of gender in multiple strategies as part of the Sendai Framework, guidelines and advice on how to integrate gender issues as part of State Parties' submissions and commitments in the post-2015 agenda are now plentiful.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which Cambodia has ratified, has identified Concluding Observations and General Recommendations (particularly General Recommendation 37 adopted in 2018) to guide State Parties in addressing gender equality and women's human rights in climate change action and DRR. These international obligations[2], in conjunction with the localised Sustainable Development Goals (SDGs), are an opportunity and accountability mechanism for

Cambodia to demonstrate commitment to addressing gender equality in climate change action and DRR.

Cambodia ratified the UNFCCC in 1995. Despite limited resources and increasing changes to reporting styles and programmes at the Convention, the RGC has worked to submit reports and align national adaptation strategies to respond to international treaties and commitments. One of the first of these submissions was in 2006, when Cambodia developed the National Adaptation Programme of Action to Climate Change (NAPA). The primary goal of the NAPA is to identify the priority adaptation activities for Cambodia through a consultative process and assist the RGC in mobilising resources towards meeting urgent adaptation needs of the most vulnerable.

This report identifies the 'vulnerable groups' as key stakeholders, however there is little description or analysis of who makes up these 'vulnerable groups'[3]. Further, one of the three key objectives of the NAPA project is to 'understand coping mechanisms to climate hazards and climate change at the grassroots level'[4], however there is no clarity on who the target groups at grassroots level are. The lack of concrete definition of the 'most vulnerable groups' means that adaptation activities have the potential to fall short in addressing the needs of the most affected by climate change.



[2] Note, only CEDAW is a legally binding agreement, whereas submissions to the UNFCCC and reporting under the Sendai Framework are voluntary for State Parties.

[3] Vulnerability in the report is measured by region and climate hazard. For example, the most vulnerable regions to floods or droughts or areas likely to be affected by malaria. There is no analysis of the socio demographic factors that determine individual's vulnerability, such as access to land and productive resources or income to support medical visits in a malaria prone region.

[4] Royal Government of Cambodia (2006). National Adaptation Programme of Action to Climate Change. Phnom Penh, Cambodia. P.g 2.

The NAPA does not mention gender equality issues in relation to adaptation priorities. While priority areas for the NAPA include both non-health related actions, such as agricultural and water resource issues and also health related actions on malaria education and development of health centres and health posts, sex and age disaggregated information on these priority areas is missing. The report speaks in general terms about what ‘villagers’ are doing to cope with the changing weather patterns based on household survey data. The only section of the NAPA that identifies women as important actors in the adaptation process is under human health, and specifically in relation to training needed to raise awareness and promote behaviour change in relation to the prevention and treatment of malaria. The assumption here is that women are decision makers in the home and responsible for water and sanitation for children.

Another key reporting requirement to the UNFCCC is the National Communication. Cambodia submitted its First National Communication in 2002 and its Second National Communication in 2015. The purpose of the National Communication is to identify the major sources of greenhouse gas emissions and sinks, the vulnerability and adaptation options for the country as well as mitigation measures Cambodia commits to implement.

Focusing on the most recent submission, and similar to the NAPA, the report does not present sex, age or diversity disaggregated data. The sections on the national circumstances, vulnerability and adaptation measures do not present a comprehensive situational and gender analysis of who is most affected by climate change in Cambodia. While priorities such as water use efficiency and improved livelihoods are highlighted as key adaptation measures, the report refers to ‘farmers’ in general and there is no recognition of how water users and managers, mostly women, are involved in adaptation planning and action.



Photo: Stephanie Simcox/ UN Women

The analysis of information and public awareness on climate change is the only section that presents sex disaggregated information based on a 2007 national awareness survey of climate change. Results of this survey indicate men had higher levels of awareness of climate change than women. The other section that identifies a role for women in adaptation planning is in relation to building housewives' capacity to help reduce malaria cases and associated mortality. This is similar analysis and prioritisation to that made in the 2006 NAPA.

The final climate change report reviewed for this brief is Cambodia's Intended Nationally Determined Contribution (INDC) which was submitted to the UNFCCC ahead of the Paris Climate Summit in 2015. This submission outlines the intended greenhouse gas emissions for the country and highlights national mitigation and adaptation efforts. Other than presenting the strategies of the Cambodia Climate Change Strategic Plan, where reducing gender vulnerability features in the second strategy, this report is essentially gender blind. There is no sex, age and diversity disaggregated data presented in the submission and there is no elaboration of which parts of the population will be most impacted based on the most vulnerable sectors identified (which are: agriculture, infrastructure, forestry, human health and coastal zones). It is worthy to note that that, based on the reporting frameworks[5], it is up to the discretion of governments to decide how much information to provide about their existing and planned climate change policies in their INDC in the context of gender.

In terms of DRR, the Sendai Framework for Disaster Risk Reduction is a non-binding voluntary agreement that recognises it is the primary role of the State to reduce disaster risk. Cambodia has submitted its Sendai Framework data readiness review report in 2017[6] which is a report that describes the data that is collected by NCDM that contributes to the implementation of Sendai. The report states that some of the key data collected by NCDM is disaggregated by sex and location, specifically under Global target A: Substantially reduce global disaster mortality by 2030 and Global target B: Substantially reduce the number of affected people globally by 2030.

However, no disaggregation is currently carried out by age, disability or income under these two targets and no sex, age, disability or income disaggregated data is collected under Indicator B-3: *number of people whose damaged dwellings were attributed to disasters*.

Currently NCDM does not collect data on Indicator B-5: *Number of people whose livelihoods were disrupted or destroyed, attributed to disasters* however there is a commitment that this would begin to be collected from 2020.[7] In conjunction with this data readiness report, Cambodia has submitted the national policies and frameworks that guide DRR in the country, another step towards the implementation of Sendai.

[5] See for example the guidelines on the Fifth National Communications to the UNFCCC, which are available on http://unfccc.int/files/national_reports/annex_i_natcom_/application/pdf/nc5outline.pdf

[6] This report is available at https://www.preventionweb.net/files/53152_cambodiakhm.pdf

[7] It does state in this report that technical, financial and technology transfer are resources that would be needed to collect data against Indicator B5.

The only legally binding international convention which Cambodia has ratified that falls within the scope of this policy brief is the **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**. In the 2013 concluding observations on the fourth and fifth periodic reports submitted by Cambodia, the CEDAW committee highlighted the continuing challenges with women's access to livelihoods, and specifically the impacts of climate change on rural women. The Committee noted under the section on rural women, natural disasters and climate change, that:

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While noting some of the efforts made by the State party to improve the livelihood of women and men living in rural areas through, among others, its sanitation and rural electrification programmes, the Committee is concerned that women living in rural areas continue to have limited access to basic services, latrines, clean and safe drinking water, education, employment, health services, credit and loan facilities. The Committee also notes that the impacts of climate change and natural disasters disproportionately affect women and children, especially in rural areas.

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According to the sixth periodic report from Cambodia to the CEDAW Committee submitted in June 2018, the RGC has stepped up its efforts in this area. In particular, the report highlights the efforts of sectoral ministries, such as MRD and the Ministry of Agriculture, Forestry and Fisheries (MAFF), include developing or better integrating and coordinating gender mainstreaming policies within their respective ministries and expanding and improving access to micro-credit schemes and ICT opportunities for rural women. The report also mentions increasing the participation of rural women on village development committees. In the future there is also potential for the RGC to consider how to address General Recommendation 37, adopted in March 2018, on the gender-related dimensions of disaster risk reduction in the context of climate change to ensure that national policies and plans are CEDAW compliant.

The final global commitment considered in this paper is the localisation of the **Sustainable Development Goals** (SDGs) in the Cambodian Sustainable Development Goals (CSDGs). Goal 5 on Gender Equality and Goal 13 on Climate Change have both been partially adopted as CSDGs. In relation to the CSDG 13, which describes Cambodia's commitment and monitoring of efforts to address climate change, two of the indicators from the SDG framework that are disaggregated to the individual level have been raised to the household and commune level as CSDGs so that Cambodia will not report on vulnerability by sex (Indicator 13.1 Percentage of communes vulnerable to climate change), and a lack of data on number of deaths, missing persons and persons affected by disaster per 100,000 people (Indicator 13.1.1).

While individual level data on vulnerability may be collected in another format by the NCDM for the purpose of Sendai reporting, if this information is then not fed into the SDG monitoring framework at the global level, it will not contribute to official global statistics and achievements against the 2030 development agenda.

In addition, CSDG 13.3 on improved education, awareness and capacity on climate change mitigation, adaptation, impact reduction and early warning is being measured as a percentage of households who have participated in workshops and received training on climate change, which is a missed opportunity to gather some level of disaggregated data, potentially by sex and location, which would greatly contribute to the evidence base on how the RGC is ensuring both women and men from different regions affected by climate change are receiving the required knowledge to make informed decisions on coping and adaptation measures.

NATIONAL LEGISLATIVE AND POLICY FRAMEWORKS ON GENDER EQUALITY, CLIMATE CHANGE AND DISASTER RISK REDUCTION

The Constitution of Cambodia (1993) sets the foundation for the principle of gender equality and acknowledges equal rights for both women and men before the law as well as equal participation and access to political, economic, social and cultural life (Article 35).^[8] Moreover, it explicitly prohibits discrimination against women in Article 45, which states: "All forms of discrimination against women shall be abolished." **Neary Rattanak IV** 2014-2018, produced and implemented by MoWA, is the nation's guiding gender equality policy. As part of this policy, gender, climate change, green growth and disaster risk management are considered cross cutting issues in alignment with the National Strategic Development Plan (NSDP)^[9] and the Rectangular Strategy for the country.



Photo: Prashanthi Subramaniam/ UN Women/ UN Environment

Strategic Objective 3.2 of Neary Rattanak IV is dedicated to promoting gender equality in climate change, green growth and disaster risk management (see Box 1.) and MoWA established a Gender and Climate Change Committee (GCCC) to oversee the work in this area.

Strategic Objective 3.2 of Neary Rattanak IV

Promote gender equality in processes and policy implementation related to climate change, green growth and disaster risk management within line ministries and institutions at national and sub-national levels, to reduce the impacts on women and vulnerable women, and to contribute to and benefit from green growth.

Six sub-strategies outlined to achieve strategic objective 3.2 consist of strengthening capacity of government officials in gender mainstreaming in these three sectors and ensuring the equal participation and representation of women in climate change, disaster and green growth activities. The action plan and results matrix present activities for each year of the plan (2014-2018) with both national budget and development partner funding noted as resourcing options, however, the budgetary columns have been left

^[8] Ministry of Women's Affairs (2013). The Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the Twenty-third Special Session of the General Assembly (2000), available online

^[9] While the NSDP 2014-2018 outlines five priorities under gender, climate change and green growth, the only indicator that exists: 'Number of female headed households benefit from the Climate Change programme'. At the time of publishing, and there is no data or targets against this indicator exist. Its also important to note that the new NSDP is expected soon, and there is no indication yet if gender and climate change and green growth will remain in the plan.

blank and therefore the assumption is there is no allocated resourcing at the time of publication.

The strategic analysis that informs strategic objective 3.2 of Neary Rattanak IV is relatively weak in comparison to the other objectives of the policy. This may be due to the newness of the priority area or the lack of evidence. In contrast, the situational analysis in MoWA's Climate Change Action Plan (CCAP) (2014-2018), one of 14 sectoral CCAPs that are part of the implementation of the Cambodia Climate Change Strategic Plan (CCCSP)[10] clearly describes the links between gender inequalities and vulnerabilities and sets out six action areas in order to address them. The CCAP highlights where some of the required resources will come from (the domestic budget and also existing projects funded by ADB) and other potential donors in order to implement all activities. The plan focuses on MoWA's coordination role in the government, with capacity building and awareness raising making up most of the activities.

In addition to the CCAP and developed at the same time as the CCCSP, MoWA's Gender and Climate Change Committee (GCCC) produced the 2013-2023 **Gender and Climate Change Strategic Plan** (GCCSP). Developed in collaboration with the Ministry of Environment and the Department of Climate Change this document brings together the gender strategies outlined in the CCCSP and the strategic plans of other line ministries. As such, this document is designed to be used to engage and coordinate with other ministries as a sectoral review. Gender-based vulnerabilities are well explained in the context section, and despite the lack of primary data on the differentiated

impacts of climate change and disasters on Cambodian women and men, the analysis explores how existing gender inequalities in Cambodia will influence gender-based vulnerabilities to climate change and disasters[11]. This includes an analysis of women's burdensome reproductive roles, their dependency on natural resources for food, medicine and firewood and their limited access to and control over productive resources.

The analysis also points to the important role women have to play in greening the economy, given women make up much of the workforce in 'brown economics, such as manufacturing'.[12] Given that this document is designed to be a sectoral review, and not a plan with an associated budget and monitoring framework, it is difficult to understand how this analysis has influenced planning and projects under MoWA or MoWA's coordination amongst relevant ministries.



Photo: Stephanie Simcox/ UN Women

[10] Both the CCAPs and CCCSP will be presented in detail later in this section.

[11] Ministry of Women's Affairs (2013). Climate Change Strategic Plan for Gender and Climate Change. Phnom Penh.

[12] Ibid. p.g. 8

In the area of environment and climate change, new environmental legislation in Cambodia is still being formulated. The existing 1996 Environmental Protection and Natural Resources Management legislation is currently being replaced by the **Environment and Natural Resources Code** of Cambodia. This legislation is in its tenth draft as of 2018[13]. While this legislation is not yet finalized, Article 14 of the draft refers to the principle of gender equality and states that ‘Gender equity and the participation of women in all aspects of decision-making concerning the environment and natural resources shall be promoted and encouraged’[14]. Further, under Chapter 3 Mitigation Measures, Article 29[15], it states that for any decision that will potentially affect local communities, relevant ministries and institutions shall:



Ensure that mitigation measures are appropriate, sustainable, and governed by a commitment to non-discrimination, including gender discrimination, and that particular attention is given to persons who are vulnerable or most at risk as a result of the potential impacts of the decision.



The key national policy instrument for climate change is the **Cambodia Climate Change Strategic Plan (CCCSP) 2014-2023**. Coordination and support on the implementation of the CCCSP sits primarily with the Department of Climate Change (DCC),

the General Secretariat of the National Council on Sustainable Development(NCSD)[16]. NCSD is an inter-ministerial body made up of Secretary of State of 27 Ministries, Secretary General of seven government agencies and 25 Capital Provincial Governors. The General Secretariat has its office at the Ministry of Environment, and the Minister of Environment is the Chairperson of NCSD.

Gender related issues in the CCCSP Strategic Objectives

Strategic Objective 2: Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts; Prioritize women’s needs in climate change adaptation and mitigation actions;

Strategic Objective 5: Improve capacities, knowledge and awareness for climate change responses; Develop targeted awareness programmes aimed at key audiences such as most-vulnerable groups, women, children, youths and minorities;

Strategic Objective 6: Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change; Integrate gender into climate change response planning.

[13] While online news articles discuss consultations on the Tenth draft in mid 2018, the Ninth draft is the latest version openly available online at the time of writing and therefore the Ninth version is referenced for this brief.

[14] Environment and Natural Resources Code of Cambodia Revised Ninth Draft (Draft 9.1) – 25 July 2017. P.g 5. Available at <https://data.opendevlopmentmekong.net/dataset/eedccd06-df86-45d2-8e96-72afe074284b/resource/adbd2e13-ffbb-43d9-8b73-00bbe837e8e5/download/enr-code-draft-9.1-in-english-25.07.2017.pdf>

[15] Ibid. p.g 10.

[16] Formally, the National Climate Change Committee, NCSD was established in May 2015 and took over the roles and responsibilities of the Committee.

The CCCSP clearly identifies gender equality issues in climate change. Importantly, the plan recognises women's differentiated vulnerability to climate change and presents gender equality as one pathway to reduce vulnerabilities[17]. Women's reliance on agriculture and natural resources is also highlighted, as are women's limited resources and capacity to adapt to the changing climate. Three of the eight strategic objectives of the CCCSP consider gender issues or identify women as beneficiaries (see Box 2). Gender issues are also integrated in the monitoring and evaluation section of the policy, stating that 'women and disadvantaged groups are often among those more severely affected by climate change impacts'[18]. The CCCSP is currently under mid-term review and it would be expected that the evaluation will shed light on how these commitments to reducing gender-based vulnerabilities have been realised and what continued effort is needed in the last four years of the implementation of the plan.

As part of the implementation of the CCCSP and identified above, 14 sectoral CCAPs have been developed. With technical and financial support from the Cambodia Climate Change Alliance (CCCA), a multi-donor initiative which 'aims to strengthen national systems and capacities to support the coordination and implementation of Cambodia climate change response'[19], the CCAPs are short prioritised action plans. The sectoral CCAPs relevant to this brief and to the EmPower project are those prepared by the Ministry of Environment (MoE), the Ministry of Rural Development (MRD), National Committee for Disaster Management (NCDM) and MoWA (already presented above).



Photo: Prashanthi Subramaniam/ UN Women and UN Environment

Reducing sectoral, regional, gender vulnerability and health risks to climate change impacts is the second of six strategic actions of MoE's CCAP. Part of this action includes ensuring gender dimensions are considered in vulnerability assessments in coordination with MoWA. The involvement of vulnerable groups, which include women, minority groups and children, is considered an indicator of success in the CCAP. There is however no situational analysis on the gender differentiated vulnerabilities in climate change and no other mention of gender, gender equality or women's needs and priorities in the CCAP. However, MRD's CCAP (2014-2018) articulates that four assessments will be conducted in the first year of the plan, one of which would be on gender[20]. In addition, the CCAP does mention the need for gender inclusive results frameworks and gender related indicators.

[17] UN Women (2016). ACTION NOT WORDS: Confronting Gender Inequality through Climate Change Action and Disaster Risk Reduction in Asia.

[18] Royal Government of Cambodia (2013). Cambodia Climate Change Strategic Plan 2014-2023. P.g 29.

[19] <http://www.camclimate.org/kh/en/activities/cambodian-climate-change-alliance.html>

Similar to the CCAP of MoE, the plan lacks any significant analysis of how gender inequality impacts the vulnerabilities of rural women and consequently the actions and priorities needed (including resources required) to reduce these gendered vulnerabilities[21].

In terms of climate change action in the disaster management sector, NCDM has highlighted two key issues to focus on under their sectoral CCAP 2014-2018. These are the vulnerabilities of people at sub-national levels and the limited knowledge of people in Cambodia on DRR and adaptation. Despite this focus, the situational analysis in NCDM's CCAP focuses entirely on the impacts of changing weather patterns and there is no mention of the differentiated impacts of disasters on women and men, urban and rural, or any other form of disaggregation. Vulnerable groups, 'especially women and children', are expected beneficiaries from the integration of DRR in development planning (action 1), however it is not made clear how this would happen in practice

Another policy document, the **Climate Change Strategic Plan for Disaster Management Sector** (2013), was produced to promote the relationship between DRR and climate change adaptation (CCA). This policy document links the Hyogo Framework for Action (the predecessor of the Sendai Framework) with DRR and climate change adaptation priorities in Cambodia. This policy has a section on gender issues related to climate change[22], where it is noted that women

have low adaptive capacity to flood and drought risks (including resources, tools and know-how). A section titled Gender Responsive Framework describes women as being the most vulnerable to climate change and suggests that gender equality performance indicators should be included in the monitoring of disaster management and climate change action. As such, two indicators have been included, which are: 'increase number of women ('s) participation in climate change risks and disaster management' and 'number of vulnerable women with better preparedness for coping with climate change risks and disasters'.

In addition to the climate change strategic plans for disaster management, Cambodia has legislation governing DRR. The **Cambodian Law on Disaster Management** (DM Law) was enacted in 2015[23] with the objective to regulate disaster management in the Kingdom of Cambodia. The DM Law formalizes the National Committee for Disaster Management (NCDM) as the main authority on disaster management and the expenditure mechanism for the functioning of NCDM allocated through the national budget[24]

A list of the Royal decrees and sub decrees of the law and recommendations for their implementation can be found in the 2017 report by the International Federation of Red Cross and Red Crescent Societies and UNDP.

[20] At this time, no gender assessment by MRD produced as part of the CCAP can be found or accessed online, however this does not mean it doesn't exist. It may only be available in Khmer. This information may come to light during the CCAP stock take exercise to be conducted in 2018 by NCS and supported by CCCA and UN Women.

[21] No GMAP for MRD can be found on line. It is possible that one exists but is unavailable online or only available in Khmer.

[22] Two versions of the same policy exist online and only one version (the version that is attached to the CCAP on Disaster Management) has the section on gender issues and the gender responsive framework. It appears that these sections are an after-thought, as there is also an additional short section in the M&E framework with no integrated links to gender throughout or a gender analysis in the background section.

[23] An English translation of the law was used as reference for this report.

[24] International Federation of Red Cross and Red Crescent Societies and UNDP (2017). Implementing the Law on Disaster Management in Cambodia: Developing Subsidiary Legislation. Available at:

<https://www.ifrc.org/docs/IDRL/Cambodia%20DM%20Subsidiary%20Legislation%20Report%20LR.PDF>

.Women are mentioned in Article 18 of the DM Law, where it states that in the event of a disaster, relevant authorities need to ‘pay high attention to the needs of women, children, elderly, handicapped, and disabled persons.’ Further, under the Royal Decree on the Organization and Functioning of the NCDM (Article 6) the tasks and responsibilities of NCDM include[25]:



Coordinate the implementation of disaster risk reduction, mainstreaming of climate change, sustainable development, and gender issues by collaboration with line ministries in developing and strengthening the institutions, mechanisms and disaster management at all levels, in particular, at local community level to ensure better response during emergencies.



An analysis of the impact and implementation of this law is out of the scope of this report. However, it would be a valuable exercise to understand what impact of the integration of gender issues has had on disaster management.

The **National Action Plan for Disaster Risk Reduction** (NAP-DRR) 2014-2018 is the key policy instrument that describes the process of DRR in Cambodia. Unlike other policy documents on climate change, the NAP-DRR highlights the need for data disaggregation in DRR, specifically of population groups under Outcome Two where women, men and children in rural, urban, coastal and mountain regions are all identified. In alignment with the DM Law, women’s vulnerability is highlighted, and gender social norms are reported as the underlying cause for this disproportionate vulnerability.

In addition to this, three key gender related commitments are noted in this policy: (1) comprehensive post-disaster damage and needs assessment is in practice with gender disaggregated information, (2) women are included in disaster management committees and, (3) existing safe spaces are upgraded to make them comfortable for men, women and children. On paper, the CCAP on disaster management mentioned above does not align with or address these gender priorities outlined in the NAP-DRR, despite both the policy and action plan being owned and produced by NCDM. Based on the Mid Term Review (MTR) of the NAP-DRR which was completed in early 2017, much of the work to address gender in DRR needs further attention.

A number of key areas have seen achievements, such as an increase in the number of women at the grassroots level involved in climate change and DRR. However, this does not extend to the Provincial and National level, where women remain absent in decision making. Another achievement is regarding Indicator 12 on the availability of gender disaggregated assessment information; this indicator was noted as moderately achieved under the NAP-DRR based on the information on the NCDM website, however, the quality of this information and its collection is not discussed in the MTR. The MTR notes the significant efforts and achievements by CSOs to implement DRR activities, yet there is still a need for NCDM to finalise and adopt subsidiary legislation, particularly related to gender, and to support implementation of the DM Law and associated policies to improve overall DRR.

[25] International Federation of Red Cross and Red Crescent Societies and UNDP (2017). Implementing the Law on Disaster Management in Cambodia: Developing Subsidiary Legislation. P.g 9. Available at: <https://www.ifrc.org/docs/IDRL/Cambodia%20DM%20Subsidiary%20Legislation%20Report%20LR.PDF>



Photo: Stephanie Simcox/ UN Women

MAJOR CHALLENGES IN INTEGRATION OF GENDER EQUALITY INTO CLIMATE CHANGE ADAPTATION AND DISASTER RISK REDUCTION

Lack of coordinated effort to address gender equality in climate change and DRR

Across the region, Cambodia stands out as having some of the most gender sensitive climate change and DRR policies and plans[26]. However, given the significant number of policies and plans and the differing levels of integration of gender and gender mainstreaming, it is difficult to understand where the responsibility of addressing gender equality sits. While MoWA has an obvious role to play in mainstreaming gender in climate change and DRR, and according to the CCCSP MoWA has a lead role in increasing the awareness of public policy makers to the issues, a collective response is needed in order to ensure national and international climate change investments benefit women and men equally and reduce vulnerabilities of all people. This includes government, development partners and civil society.

Lack of commonly agreed terminology and understanding of gender equality in the context of climate change and DRR

There continues to be a challenge around defining what gender equality means in the context of climate change and DRR and what the priorities should be in order to reduce gender-based vulnerabilities. 'Reduce sectoral, regional and gender vulnerability' is a phrase that is presenting in the CCCSP and repeated in multiple plans. However, a definition of 'gender vulnerability' is lacking, as is a description of how gender-based vulnerabilities will be reduced. Further, monitoring and evaluation frameworks become redundant despite including

gender to some degree in the policies, as there is no agreed upon concept and definition of gender vulnerability and therefore no way to measure any improvement.

Social norms and traditional gender roles inhibiting women's full and meaningful participation in and benefit from climate action and DRR

Currently, traditional gender roles and social constructs of gender tend to form the basis for analysis of gender in Cambodian climate change and disaster policies and plans. This can be seen where policies note that women's increased vulnerability is tied to their susceptibility to diseases due to their lack of preparedness to cope with climate hazards. There is also a section of the CCCSP on women's roles as mothers and caregivers and the need for increased awareness raising for these women on mosquito-borne diseases which can be linked to changing climate patterns. However, there is a lack of analysis and recognition of the active role women can and already do play in climate action and DRR. Data, followed by recognition, is needed to highlight what diverse women are already doing in order to cope with and adapt to the changing climate and further, the role women should be playing in decision making on environmental matters that impact them (see box 3 for the case study on how a consortium of CSOs in Cambodia are generating evidence and identifying differentiated needs and priorities for women and men in disaster management[27]).

[26] UN Women (2016). ACTION NOT WORDS: Confronting Gender Inequality through Climate Change Action and Disaster Risk Reduction in Asia.

[27] ActionAid, DanChurch Aid, Christian Aid, Oxfam, People In Need and Save the Children (2015). Gender Sensitivity in Disaster Management.

Box 3: Research report on Gender Sensitivity in Disaster Management

A consortium of civil society organisations, including DanChurchAid/Christian Aid, Oxfam, People in Need, Save the Children and ActionAid Cambodia, produced a gender audit and participatory study which looked at how gender is integrated in sub-national disaster management and reviewed women's participation in decision making processes. One particular set of findings from this research described the current role and perception of women in disaster management. The report found that there was a low awareness of the important role of women in DRR and DM in communities. While some representatives of the Provincial Committee for Disaster Management (PCDM) acknowledged women have a role to play in DRR, men and women both reported that women are generally less educated and lack the skills and capacity to sit on committees and take up leadership roles. There is an agreement among women and men that men should be leaders in this space. In addition, the report notes that concepts of gender are still associated with 'women' and traditional cultural and social norms underpin the perceptions of women's role. Unpaid domestic and care roles are considered women's domain and these traditions and cultural stereotypes are cited as reasons for the lack of women's participation in disaster management. Yet, despite these challenges, the report did highlight some positive examples of women role models that are beginning to emerge. A number of case studies explored how women in administrative roles in the PCDM have been involved in NGO projects with a specific focus on strengthening women's capacity. After a number of years of involvement, these women have moved up the ranks and been promoted into District Governor and even Provincial Vice Governor roles.

This case study example highlights the important role of CSOs and their work, particularly at the sub national level, in advancing the position of women as leaders in disaster management and contributing to changing traditional gender and social constructs that continue to inhibit women's full and meaningful participation in DRR.

Lack of sex, age and diversity disaggregated data to inform climate change and DRR decisions

Finally, and possibly one of the biggest barriers to the successful integration of gender issues in climate change and DRR, is the lack of sex and age disaggregated data (SADD) or further, sex, age, diversity disaggregated data (SADDD).

This includes the lack of information and data collected and capacity to manage and use this data. Therefore, accurately and holistically measuring the impacts of climate change vulnerability in Cambodia remains a challenge. According to the Second National Communication, more technical and scientific capacity is needed, as well as financial resources, in order to improve vulnerability assessments and climate risk projections. Situational analyses in policies and plans would also benefit from the use of SADDD to present a comprehensive picture of vulnerability and help identify the social stratifiers (such as age, ethnicity, location, disability, wealth quintile) that make some women and some men more vulnerable.

Box 4: Cambodia Development Resource Institute (CDRI) project: Women for Local Climate Resilient Societies

As part of this project, CDRI is trying to improve the availability of gender disaggregated data on knowledge, attitudes and practices (KAP) of local women and men in relation to climate change. As such, CDRI has worked to consider evidence from the KAP survey, as well as female and male only focus groups, to understand gender- differentiated knowledge on climate change. A research paper currently being produced under the project presents data that points to local women's limited access to reliable information on climate change and therefore their lack of adaptation measures. The paper suggests that women generally struggle to find climate related information and as few as 26% of women from the study have participated in any formal training or workshops specifically on climate change or adaptation run by NGOs. Compounded by women's limited participation in farmer field schools and associations as well as public forums in general, the study notes that it is no wonder that women continue to plant the same crops as usual. While the study found more local women than men concern themselves with weather forecasting to understand potential hazards, it seems many local women and men are going on with their daily lives in much the same way.

The type of study presented in Box 4[28], and the analysis that can be drawn from it, demonstrate the importance of collecting sex disaggregated information in relation to climate change. Disaggregated information helps inform the development of robust situational analyses so that subsequent plans and projects are designed in a way to support those most vulnerable to the impacts of climate change and disasters.

[28] Cambodia Development Resource Institute (Cambodia Development Review 22 (3)). Women's Adaptive Capacity for Local Climate Resilience in Cambodia's Four Agroecological Zones.

RECOMMENDATIONS

The climate change and DRR policy landscape in Cambodia is extensive and gender issues are addressed, in varying degrees, in almost all of the policies. Given 2018 represents the end of one government mandate and the beginning of a new one, many of these policies will be reviewed and revised. In light of this, the following recommendations have been made:

- Further commitment to collecting and using sex, age and diversity disaggregated data (SADDD) is needed to better inform policies and planning. This data will help better define the 'vulnerable groups' who are impacted the most from the effects of climate change and help formulate policies and plans that actively address gender-based vulnerabilities.
 - The lack of gender analysis to inform situational analyses in policies and plans has resulted in relatively weak and generic commitments on reducing gender-based vulnerabilities. Robust gender analysis should form the basis for the next round of climate change action plans and include a guidance on agreed terminology on gender equality in climate change and DRR.
 - The NAP-DRR 2014-2018 outlined important contributions to reducing gender inequality in DRR. It will be essential that the new NAP-DRR 2019-2023 considers the successes and challenges of implementation of the previous NAP, and works towards comprehensively addressing gender equality issues in DRR in Cambodia.
 - International treaties and obligations represent an opportunity for the RGC. Aligning national policies and sectoral plans with international obligations and reporting is needed, including the integration of General Recommendation 37 of CEDAW on gender-related dimensions of disaster risk reduction in the context of climate change into the next round of policies as well as into the UNFCCC and Sendai submissions.
 - Submissions to the UNFCCC can be strengthened to be more gender responsive by providing clarity on the 'most vulnerable', including exploring what social categories and intersections contribute to gender-based vulnerability. Existing toolkits to aid State Parties in enhancing the gender responsiveness of Cambodia's national communications and biennial update reports should be leveraged in this effort.
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**EMPOWER: WOMEN FOR CLIMATE-RESILIENT SOCIETIES
IS A PARTNERSHIP BETWEEN**



Sverige



FOR MORE INFORMATION

INKAR KADYRZHANOVA
inkar.kadyrzhanova@unwomen.org

ANNETTE WALLGREN
annette.wallgren@unenvironment.org

SEREYROTH LIM
sereyroth.lim@unwomen.org

www.empowerforclimate.org



UN Women Asia Pacific
UN Environment Asia Pacific



@unwomenasia
@UNEnvironmentAP