

Costing a Multidisciplinary Package of Response Services For Women and Girls Subjected To Violence: A Gender Budgeting Approach

**The Case of Cambodia
October 23, 2012**



Australian Government
AusAID



GADC
អង្គការយុវជន និងអភិវឌ្ឍន៍ ជាតិកម្ពុជា
Gender and Development for Cambodia

Preface

Costing an item for purchase can be straightforward. Costing a multidisciplinary package of services for victims of violence, however, has proven to be a complex exercise. When we go to the market we ask questions before we buy something. With the things we are used to buying every day, like salt and rice and petrol, we do not usually have to take much time to think about why we are buying them. We make our decisions based on price and preferences. When we go to the market to buy something we have never bought before, however, we must ask many more questions. As with everything, the price depends on exactly what we want to buy and why we need to buy it. Making policies that prevent, respond and altogether end violence against women is not as easy as buying salt at the market. Nonetheless, Cambodia has taken an historic opportunity to be one of the first to try to at least determine the cost of such policies.

There are many reasons for costing service delivery. Knowledge of the cost of programmes serves as a tool to advocate for policy changes, communicate with stakeholders that manage financial resources, and encourage partners in the government and civil society to make strong, measurable commitments. The Ministry of Women's Affairs, the Ministry of the Interior, the Ministry of Health and many NGOs and communities took part in this participatory study so that we could find out how much it costs to solve the problem of violence against women. Our hope was that if we could just know how much it would cost for all the women in Cambodia to have access to the help they need, then we could find a solution by making better policy and allocating enough funds to the right places.

The extensive consultations with government ministries and civil society is in alignment with the principles of the Aid Effectiveness Approach to development. This approach views international donor aid transfers and development as a two way process in which the donors and recipients are partners with mutual accountability. This costing study has contributed to that goal by providing information that will facilitate the harmonization of aid transfers, especially those that focus on ending violence against women.

Though we were hoping to find an easy number that we could use to budget future programmes, we actually discovered something quite different, and perhaps better. We learned that the cost of ending violence against women is not just a dollar amount required to provide the necessary services. The cost is dependent on the way that we work together to deliver those services. The system of allocation of resources and responsibility as well as the efficiency of coordination between the many stakeholders involved in service delivery is part of the cost. In other words, we know that the cost of providing a multi-disciplinary response package to victims of domestic violence is itself multi-disciplinary. Some costs are financial, some political and some social.

The results of the study still do not yet give us enough information about to calculate unit costs—that is the dollar amount necessary to provide adequate services per victim of violence against women. Instead they reveal further steps that must be taken and further questions that

must be asked. The study also does not give a complete picture of the social cost or economic impact of violence against women. For this study, we used a Gender Responsive Budgeting (GRB) approach to costing, which identified the gaps in our knowledge for supporting gender mainstreaming activities throughout all ministries. This exercise is a prerequisite for obtaining accurate costing figures, as it reveals information about the flow of funds between institutions and agents that are service providers. This exploration of the paths of funds to respond to services for women and girls subjected to violence will help future programming efforts to promote gender equality and women's empowerment.

Despite this accomplishment, we are left with a dilemma. How can we budget for costs that are not just in terms of money? We haven't found the price tag for ending violence against women, but we now know it isn't beyond our means to create a solution. We've shown through a participatory research process that we as stakeholders—ministries, policy makers, advocates and service providers—have the capacity to think together about violence against women. The present study is a tremendous success because we know ourselves better than we did before. We have identified the gaps in our coordination and knowledge as part of the cost of our responses. Consequently, we can reduce costs, and more importantly reduce violence against women, by working together better and having dialogue about gender-responsive planning, budgeting and implementation in every sector and at every level of governance.

This study is only the beginning, because we have learned that a response package for women who are subjected to violence is not something that you can buy at a market, but rather something we must build together. The cost of the materials is only a small component. The cost of working together, however, is up for negotiation.

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Acronyms

AusAID	Australian Agency for International Development
BSP	Budget Strategic Plan
BTB	Battambang Province
CCWC	Commune Committee for Women and Children
CDB	Commune Databases
CDP	Cambodian Defender Project
CIP	Commune Investment Plan
CNCW	Cambodian National Council for Women
CNP	Cambodian National Police
COSECAM	GO Coalition to Address Sexual Exploitation of Children in Cambodia
CSF	Commune Sangkat Fund
CSO	Civil Society Organization
D&D	Decentralization and De-concentration
DMF	District Municipality Fund
DPs	Development Partners
DV	Domestic violence
DV Law	The Prevention of Domestic Violence and the Protection of the Victims
EWMI	East-West Management Institute
GADC	Gender and Development for Cambodia
GBV	Gender Based Violence
GMAGs	Gender Mainstreaming Action Groups
IP3	Three Year Implementation Plan
JICA	Japan International Cooperation Agency
KPC	Kampong Cham Province
LICADHO	Cambodian League for the Promotion and Defense of Human Rights
MEF	Ministry of Economy and Finance
MoH	Ministry of Health
Mol	Minister of Interior
MoJ	Ministry of Justice
MoSAVY	Ministry of Social Affair and Veterans and Youth
MoWA	Ministry of Women Affairs
NAP-VAW	The National Action Plan to prevent VAW (NAP-VAW)
NCDD	National Committee for Democratic Development
NGOs	Non-governmental organizations
NRIII	Neary Rattanak III (2009-2013)
OSSC	One-stop service centers
PDoSAVY	Provincial Department and District Office of Social Affairs
PDoWA	Provincial Department and District Office of Women Affairs
PBA	Program-based approach
PBB	Program-based budgeting
PFMRP	Public Financial Management Reform Program

PMU	Project Implementation Unit
RGC	Royal Government of Cambodia
TAF	The Asia Foundation
TWGG	Technical Working Group on Gender
UNDP	United Nation Development Programme
UNFPA	United Nations Population Fund
UN WOMEN	The United Nations Entity for Gender Equality and the Empowerment of Women
UQAM	L'Université du Québec à Montréal
VAW	Violence against women
VCS	Village and Commune Safety
VHSG	Village Health Support Group
WCCC	Women and Children Consultative Committee

Executive Summary

Background

In order to support the work of the Royal Government of Cambodia in its commitment to partner with civil society and donors to formulate and implement policies dedicated to Ending Violence Against Women (EVAW), this study uses a Gender Responsive Budgeting approach to costing response services for women and girls subjected to violence. The purpose of this research is to understand the institutional arrangements and flow of financial resources to support EVAW programmes. The first National Action Plan to Prevent Violence Against Women was launched in September, 2009 and expired in February of 2012. One of the limitations to the plan was its lack of budgeting for activities. This study is the first step in the process to provide concrete, budgeted activities in future EVAW policy.

It is important to note that the approach used in this study does not identify unit costs per beneficiary, but rather maps formal and informal institutions as entry points for investment in service delivery. Currently there are extremely limited resources allocated specifically to the gender sector, and most services for victims of violence, when available, are provided for and financed informally. While unit costs were not obtained, this study successfully expands existing knowledge about public finance and the gender sector and arguably contributes more to the goal of ending violence against women than an estimation of unit costs of goods and services alone. Indeed, undertaking this type of study is a prerequisite for effectively completing unit and impact costing exercises.

Methodology

The study draws on data from a variety of sources, including the National Committee for Sub national Democratic Development (NCDD), IDA and NGO databases, budgets and policy from relevant line ministries, in addition to fieldwork in case communes in two provinces, Battambang, and Kampong Cham. The limitations of the data are in many ways more informative than the data itself, as they reveal gaps in policy implementation as well as strategic opportunities for EVAW programming efforts.

This study utilizes a Gender Responsive Budgeting approach to costing—developed by UN Women¹ in parallel to the elaboration of this study—which emphasizes participatory methods. As budget information and policy analysis alone provides only a fragmented picture, qualitative data are also gathered through case studies and consultations with a wide variety of stakeholders. In combination, these elements inform analysis of the costs of a multi-sectoral

¹ UN Women (2011). "Manual for costing a multi-disciplinary package of response services for women and girls subjected to violence: A gender budgeting approach."

package of response services, which include health care, mediation, rehabilitation and access to justice. Relevant actors from the Ministry of Women's Affairs, Ministry of the Interior, Ministry of Justice, Ministry of Social Affairs, Veterans and Youth and the Ministry of Justice, as well as local authorities, were consulted in this study. Additionally, non-state actors involved in service provision and advocacy were consulted. The study did not focus on bilateral and multilateral institutions, though AusAID and UN Women were stakeholders in providing funding and technical support respectively.

Key Findings and Recommendations

Indeed, there is extremely limited state budget explicitly allocated for services to respond to VAW. Support for the gender sector in general is limited and fragmented. Evidence from fieldwork supports the conclusion that some services exist for victims of violence against women; however, specific services and costs per beneficiary are not disaggregated in a way that allows for costs to be accurately calculated. Moreover, NGOs tend to be the main social service providers, as only the Ministry of Health has a substantial budget dedicated to social intervention, and funding to the sub-national level is almost entirely dedicated to infrastructure development. International donors fund the NGOs that provide social services such as shelters, rehabilitation, legal aid and mediation; however, local authorities and local actors often provide referral services and informal mediation within their limited means, often at their own expense. **Until accurate costs estimates of providing services are ascertained and financed, this report argues that the best strategy to improve services in the immediate term is to earmark a portion of the recurrent budget to support activities specifically related to ending violence against women, while simultaneously continuing to support gender responsive budgeting activities across all sectors.**

Qualitative research revealed a large degree of concern and controversy related to costs associated with transportation, coordination and case processing. Because these are inadequately budgeted for, often result in out of pocket expenses on the part of victims and individuals. The most common out of pocket expenses relate to informal fees and transportation costs. There are no formal ethics protocols and standards of care for victims; therefore the care they receive varies considerably from commune to commune. Local authorities believe that it is their responsibility and duty to respond to cases of domestic violence because of the Village and Commune Safety Policy, which is seen as a directive from the Prime Minister. Awareness of other laws and policies relating to domestic violence is much less widespread. Though domestic violence can only be interpreted as a crime if it results in serious injury, police and local authorities often intervene by providing informal mediation and referrals. **Because of the wide variety and varying quality of informal services and referrals**

available, this report concurs with previous studies² that there is a need for the introduction of minimum quality standards and ethics protocols, accompanied by resources for capacity development.

There is a lack of harmony between service provision and policymaking for a variety of reasons. First, financing is centralized while implementation is expected to be decentralized. Secondly, there are major gaps in available information about flows of finances to implement policies related to violence against women, such as those stated in the NAP-VAW. Thirdly, policy rarely explicitly mentions the role of state and non-state actors in providing and funding specific services. Though resources are concentrated at the central level, responsibility to provide services falls on individuals and communities at the local level. Despite gaps in implementation, mechanisms to mainstream gender in all sectors and levels of governance have recently been established, especially in the context of three reform agendas: Public Budgeting and the Public Financial Management Reform Program, Decentralization and Deconcentration, and Public Finance at the national level, and Aid Effectiveness. **Recognizing the importance of non-state actors, sub-national governance structures, and donors in policy planning and implementation, this report recommends that budgeting include expenses for direct service provision as well as costs associated with capacity development and coordination. Furthermore, budget allocations dedicated to prevention, advocacy and data collection are recommended to reduce costs in the long term.**

² MOWA (2011). Feasibility Study: One-Stop Service Centre for Gender-Based Violence Survivors (OSSC). Phnom Penh, Cambodia

1. Introduction

1.1. Study Objectives, Questions and Contributions

Cambodia is one of the countries in the region which, as a way to support the implementation of National Action Plans on Violence Against Women (NAP-VAW), is considering developing a system for providing a multi-disciplinary package of services for survivors of violence against women through one-stop service centers (OSSC). To support this initiative, this study is proposed in Cambodia with the main objective to do costing of the provision of immediate emergency and shelter services. The outcomes from this research are expected to help inform a thorough understanding of the future administrative measures and budgetary allocations needed to implement national strategies and plans for combating VAW.

Reflecting this overall objective of the research, and having been informed by existing literature review, four related specific research questions have been developed, including:

Question 1: According to the Cambodia's NAP-VAW and other related policies, what are the key actors, both state and non-state, who are expected to engage in providing services to VAW victims in Cambodia? And what are those services?

Question 2: What has been the budget, both from the state and donors/NGOs, that has been allocated to these actors so that they can perform their expected roles?

Question 3: How has the allocated budget been used to deliver those specific services?

Question 4: Based on the empirical findings, what recommendations can be made?

This study is expected to make a number of contributions. For the case of Cambodia, the study contributes to the better understanding of not only (i) budget related issues in the provision of services for the VAW victims, but also (ii) related institutional constraints that different actors have faced in providing those services to victims. For costing studies in other places, the experience of this study will generate new methodological lessons which will feed into the development of the research manual on the topic.

1.2. Study Methodology

The methodology adopted by this study is shaped by three considerations/factors: (i) the research questions and objectives as just presented, (ii) the methodology as provided in the UN Women's Manual for Costing a Multidisciplinary Package of Response Services for Women and

Girls Subjected to Violence: A Gender Budgeting Approach³, and (iii) availability of information, both budget and non-budget, collected from the various stakeholders. Based on these considerations, the following practical methods were used for the study:

Environmental Scan

This method is based on the UN Women's Manual (Module 2 and 3). It involves reviewing the Cambodia NAP-VAW, related policy documents and existing literature on VAW in Cambodia. The Environmental Scan was used specifically to answer Question 1 of the study, which in turn helps (i) establish the broader policy and institutional context and (ii) identify key services that are expected to be provided by different actors, state and non-state. Key informant interviews were also conducted to get additional related information and clarification. At the central level, those actors include officials/representatives of:

- Ministry of Women's Affairs (MoWA)
- Ministry of Health (MoH)
- Ministry of Justice (MoJ)
- Ministry of Social Affairs and Veterans and Youth (MoSAVY)
- Ministry of Interior, Cambodian National Police (Mol/CNP)
- National Committee for Democratic Development (NCDD)

For each ministry, information was requested on its general mandates, its perceptions of its roles in VAW issues, its actual activities, and its monitoring and evaluation framework, along with, more importantly, budget data.

Budget Data Analysis

This is a key component in this costing study. Based on the UN Women's Manual (Module V), it involves four steps: (i) analysis of budget documents, (ii) interviews with relevant service providers and other stakeholders, (iii) systematization of interview answers, and (iv) identification of the types of cost associated with different services. These steps have been followed in this study. The study is based on the following budget data information:

- National budget allocation by sectors, ministries, central and sub-national level covering the period from 2009-2012
- Annual budget plans obtained from the relevant ministries, line departments and sub-national administrations
- ODA database covering the period from 2005 to 2010/11
- NGO database covering the period from 2005 to 2010/11
- Commune databases and related databases covering the period from 2009, 2010, and, where available, 2011
- Various relevant evaluation reports which contain relevant budget data

The results from the budget analysis are used to respond to Question 2 of the study. One specific finding that should be mentioned now, however, is this: the current state budget

³ UN Women (2011)

classification does not allow tracking of budget spending to specific programs or set of the activities or services provided (More on this in Section 3). This finding requires that, in order to gain some insights on how each service has been funded, a case study approach needs to be used. This is the justification of why another methodology, discussed below, is needed.

Case Studies

The study chooses two sets of cases. First, fieldwork was conducted in KPC (June 11–16, 2012) and Battambang (June 24 – 29, 2012). In each province, one district and one commune were chosen. Then it was explored in more detail how different services to VAW victims have been provided at the sub-national and local levels, and how they have been funded. The reason these provinces are selected is because they are among the ones with the most NGOs providing services to VAW victims. This higher level of service availability helps ensure that the fieldwork will come across more cases through which knowledge on how the services have been provided and funded will be generated. In each province, the research team met with:

Provincial and district levels:

- Provincial Department and District Office of Women’s Affairs (P/DoWA)
- Provincial Department and District Office of Social Affairs (P/DoSAVY)
- Provincial and District Police
- Provincial Department of Health and Operating District
- Provincial Court
- Selected NGO officials

Commune and village levels:

- Commune chiefs and/or representative commune councilors
- Focal persons of the Commune Committee for Women and Children (CCWC)
- Commune police officials
- Village chiefs and/or female village authority members
- Health centers
- Community volunteers
- Selected households experiencing DV

The field visits, together with the budget analysis, point to the importance of NGOs in providing services to VAW victims in Cambodia. To better understand their roles, eight NGOs⁴ were selected to represent different kinds of NGOs that work to provide services to VAW victims (the identification of the NGO types is based on the OSSC report⁵). For each NGO, the research team seeks to better understand how it operates, the services it provides, the challenges it faces, and, more importantly, its budget information.

⁴ These NGOs include CWCC, Hagar Cambodia, LAC, Banteay Srey, CDP, RHAC, Licadho, CoseCam. Section 5 will have more information on these NGOs.

⁵ MoWA (2011)

In conducting the fieldwork and interviews with NGOs, a list of questions were prepared following the questionnaire provided in the UN Women's Manual (Please see Annex 2). It is important to note that these questions were mainly used to guide the fieldworks and interviews and were complemented by the team's probing questions and field observations⁶.

1.3. Data Limitations

Limited budget data availability is the key constraint to this study. The limitations are both systematic and circumstantial. Systematically, at the central level, the information on the state budget is highly aggregated, grouped not by functions or activities for which the budget has been spent, but by economic categories of the spending, i.e. personnel and operation (see more in Section 3). On the donor and NGO side, the funding information, which is classified by projects, is subjected to two important limitations. First, the record in the central databases (i.e. the ODA and NGO databases mentioned above) is not complete (especially for NGO projects), and secondly, the classification system in the database does not allow researchers to derive a complete list of gender or VAW related projects.

At the sub-national and local level, the constraints came mainly from the arrival of funding to gender and VAW related activities through several channels, subject to different modalities. This arrangement has led to fragmentation in the data management. For instance, the funding might come from line departments, donors and NGOs. Some donors might channel their funding through their own stand-alone projects, through the NCDD (which oversees the D&D reform⁷), through line departments, or through NGOs. Similarly, NGOs might choose to use these different channeling modalities.

The key challenge is that the information on these funding supports has not been kept and updated in any one central database. One exception is the Commune Databases (CDB), which have compiled together the different types of local projects that have been supported by different actors. But even for the CDB, some practical challenges remain. For instance, the research team has been able to extract the number of gender projects that have been supported but not their dollar values.

Circumstantially, some departments or government offices tend not to keep their records properly. While more computers have been used to record budget data, incomplete archives and financial records are rather common in government offices⁸. This problem gets worse at the sub-national and local levels. Almost all commune-level authorities, for instance, still do almost all of their administrative records manually. The problem is even worse in commune police posts, where the budget to buy even basic stationery hardly exists. Another key challenge is the

⁶ In Annex 2, there are also footnotes about which questions are more relevant to which types of respondents and which were hard to get answers to.

⁷ To get a sense of this, please refer to Pak and Craig (2008); STF (2008); NCDD (2012)

⁸ For more information on budget transparency, please see World Bank (2005); Pak (2009a), Pak (2009b)

widespread reluctance to share budget information (even that considered by the Public Financial Law (2008)⁹ to public information) unless there is a letter of approval from a high level¹⁰. This attitude tends to be more common at the central than at the sub-national level. Even more interesting, this reluctance to share budget data is not found only among government agencies but also within various NGOs.

To overcome these data limitations, this study first makes explicit these limitations so that readers can properly interpret the findings or arguments that it brings forward. Secondly, to compensate for the limited budget data, the study seeks to obtain reliable qualitative information or proxies to make inferences about the budget trends or the composition of budget that has been allocated to fund certain types of services. For instance, in the absence of detailed records, the research team used the amount of budget that is allocated to gender projects as a basis to provide a perspective of how much has been spent on VAW activities.

1.4. Structure of the Report

In the next Section, the report presents the findings from the Environmental Scan to provide a picture of the key policy frameworks and key actors that are supposed to have roles in addressing VAW issues. It then proceeds to present the budgetary analysis (Section 3), focusing on state budget at the central level, budget support from donors and NGOs, and the budget and supports that have been given to sub-national and local levels. In Section 4, based on the results of the fieldwork, the study discusses the key activities (including direct service provision) that sub-national and local actors have been involved in, whereas in Section 5, the focus is on the roles of NGOs and their available budget. Section 6 concludes the study and provides relevant recommendations.

⁹ RGC (2008a)

¹⁰ For examples on the problem of budget information availability, see for instance Pak (2009a); Pak (2009b)

2. Policy Framework, Key Actors and Relevant Reforms

From the key legal and policy documents on gender and VAW issues, it is evident that the RGC clearly recognizes the need for concerted efforts from various state and non-state actors at various levels to ensure effective service delivery for VAW victims. This study found that, in order to get a more comprehensive understanding of the current policy and institutional framework, one cannot focus on those policies and plans that are specifically about gender and VAW issues, but must also focus on those other related ones, here, including those on public financial management, foreign aid management (as Cambodia is highly aid dependent especially in the social sector), and decentralization. The following are the key findings from the reviews of these related policies.

2.1. Policy Framework on VAW and Gender Mainstreaming

VAW in Cambodia is addressed by the Constitution, the Prevention of DV and the Protection of the Victims (DV Law) and several other laws. The Neary Ratanak III (NR III) is the key policy document that aims to reduce VAW, especially through its Strategic Area 3 (Legal protection of women and girls) with the objective to *'ensure that women and girls gain access to legal protection and provision is made for care and rehabilitation for victims of GBV.'*¹¹ To realize this objective, the National Action Plan to prevent VAW (NAP-VAW) was adopted in October 2009 to cover the period from 2009-2012. The NAP-VAW includes four main strategies:

- *Strategy 1:* Raising awareness of the law and disseminating it to the public to change views and social attitudes of agencies/ legal professionals in order to build up a society free of violence and help victims to receive information and other services,
- *Strategy 2:* Enhancing and improving social, medical and legal services for better coverage and quality care to enable victims to receive proper services,
- *Strategy 3:* Developing and improving policies and related laws to enhance the participation of the population, and
- *Strategy 4:* Strengthening the capacity of competent officials and agencies to deal with legal and social components.

Strategy 2 is the most relevant to provision of support for VAW victims. For this strategic area, the NAP-VAW provides a list of activities and the state and non-state actors that are expected to be implementing them (see next section for more discussion on those actors). However, the Plan provides virtually no information about the funding that is available for implementing the identified activities, except for the note stating, *'seeking funding support'* for most of the planned activities.¹²

Besides the DV Law, the NR (III) and NAP-VAW, a number of other laws and policies were also identified as relevant to gender and VAW issues in particular. They are: the Code of Civil

¹¹ RGC (2009c)

¹² RGC (2009a)

Procedure, the Law on Regulating Concentrate Acid, the Law on Marriage and Family, the Law on the Management and Administration of Commune/Sangkat Fund, the Organic Law, National Strategy for Reproductive and Sexual Health (2006-2010), the Village Commune Safety Policy (VCS), and the Cambodian National Police's Strategic Plan (2008-2013).

The current law and policy recognize that gender issues, which are central to interventions to end violence against women) require efforts not just of MoWA but of other ministries and stakeholders as well. Based on this rationale, with MoWA acting as the lead ministry, 27 ministries and institutions, including MEF, have created their own Gender Mainstream Action Groups (GMAGs), and 22 of them have developed Gender Mainstreaming Action Plans (GMAPs) with the support of key donors such as UNDP, UNFPA and JICA. The purpose of the GMAGs and GMAPs is to further integrate gender into sectoral concerns, i.e. making gender a truly cross-cutting issue that needs to be considered across the government.

2.2. Key Actors and Their Perceptions about Their Roles in Addressing VAW Issues

Based on the results from the Environment Scan¹³, a number of key state and non-state actors are expected to have active roles in addressing VAW issues. The key state actors include MoWA, MoH, Mol, MoSAVY, MoJ and local authorities. The non-state actors include various development partners and NGOs. In the following section, the report discusses the expected roles of these actors, dividing them into (i) roles in direct service delivery for victims, and (ii) indirect roles including awareness raising, policy development, capacity building and coordination. The report also discusses how these actors perceived their roles as in contrast to what is expected of them in the laws and policies.

MoWA: Although seen as the lead Ministry in gender and VAW issues, MoWA's expected role in direct service delivery for VAW victims is limited to mainly coordination and monitoring. In the Strategy 2 of the NAP-VAW, for instance, although MoWA is expected to help increase the number of qualified social workers (point 3.4) and the number of temporary shelters for victims (point 3.5), the Ministry is supposed to perform these tasks *in collaboration with* other development partners, private sector, and religious organizations. From the fieldwork, it is learned that MoWA, especially through its judicial police, has played an active role in referring victims to available service providers (most of whom are NGOs), building capacity for local authorities, and awareness raising. MoWA also has a role in collecting available data and monitoring the quality of service provided.

The MoWA officials interviewed perceive their roles largely in line with what is stated in the NAP-VAW and related policies. Generally, they perceive that their roles are not to provide any direct services to victims but to coordinate and refer VAW victims to where they can access those needed services. As section 4 will further explain, local authorities have no knowledge of

¹³ Please contact UN Women for the detailed Environment Scan

any official referral system that has been put in place. Their referral practices have varied from case to case. The lack of budget, both from the state and donors, they argue, is the main reason they have not been expected or able to engage in direct service delivery, which they perceive to be costly¹⁴.

Worth mentioning here is the Cambodian National Council for Women (CNCW), which was established in 2001, and is chaired by the Minister of MoWA. CNCW is the national mechanism responsible for coordinating and providing advice to the RGC on matters related to Cambodian women. Interviews with CNCW officials indicate that CNCW in practice can only facilitate and inform service providers to take timely action in addressing victims' needs.

MoH: The NAP-VAW mentioned no specific roles for the MoH in direct service delivery for VAW victims. The National Strategy for Reproductive and Sexual Health (2006-2010), however, requires that MoH and public hospitals to provide forensic examination for rape victims. Besides these specific roles, the MoH is also expected to contribute to awareness raising on violence (including mental and emotional abuse and DV), collect data, establish regulation and launch campaigns on alcohol use and alcohol advertising, establish standards for counseling skills and strengthen knowledge about alternative choices and capacity building.

Interviews with MoH officials indicate that although the Ministry's services for VAW victims are not clearly stated in the policies, in practice, MoH, through its service delivery system (which consists of village health support group (VHSG) people, health centers, referral hospitals, provincial hospitals, and national hospitals), must have provided basic health care (including first aid) to many VAW victims. The problem, however, is that in the current management system, there is no record that distinguishes GBV victims from the rest, making it impossible for the MoH (or any other interested parties) to identify exactly the extent of the contribution that the Ministry has made in this regard¹⁵.

MoSAVY: The NAP-VAW and other related policies mention no specific roles for MoSAVY in direct service delivery to VAW victims. Instead, all the expected roles are indirect. These include developing minimum standards on care in centers, developing guidelines for social services including counseling, increasing the number of qualified social workers, developing referral systems at the grassroots level to the relevant local service providers for people affected by violence, and various forms of capacity building.

The MoSAVY officials interviewed had difficulty defining their specific roles in helping VAW victims. The only related service that they could think was to help with the re-integration of the victims into their community. As a later section indicates, even this role can hardly be considered a direct service for VAW victims, and there has not been state budget allocated specifically for this role.

¹⁴ Interviews with MoWA officials, June 26, July 5, 2012.

¹⁵ Interviews with MoH, July 23, 2012

Mol/CNP: There are two main parts to the Mol: the CNP and the civil administration. This section focuses on the CNP. According to the DV Law, the commune police are expected to work closely with other local authorities (e.g. commune councils and village chiefs) to prevent GBV and protect the victims. The role of the CNP, especially the commune police, is further emphasized in the Village and Commune Safety (VCS) Policy which states that a commune and village is considered safe only when it can minimize five kinds of crimes, one of which is VAW. In the VCS (as well as the DV Law), the commune police are expected to take measures to prevent and suppress crimes (including DV and rapes), conduct investigations, collect evidence, arrest perpetrators, and file cases with the courts¹⁶. Besides these direct roles, according to the NAP-VAW, the Mol/CNP is also expected to engage in awareness raising, as well as capacity building for local police on DV laws and policies and on how to respond to the needs of VAW victims.

Interviews indicate that in practice, the commune police officials perceive that their roles are more relevant only in serious DV cases which involve serious injuries, and thus are considered criminal cases. Otherwise, the police will just leave the matter to the commune councils and village chiefs. Rape, however, is considered a crime and thus demands serious attention from the commune police. In the light of the VCS, the commune police also perceive awareness raising for the community to be part of their jobs¹⁷.

MoJ: MoJ's roles mentioned in the NAP-VAW are mainly about reviewing laws and regulations related to women's issues, monitoring law implementation related to violence against women and intervening through legal procedure, developing information/communication systems with police, courts and health officials, establishing a legal framework or regulations for alternative dispute resolution, and establishing a mechanism for accessing justice at the district level. None of these roles can be considered direct services to VAW victims. From the interviews, MoJ officials perceive their role mainly as developing necessary legal and policy frameworks, although from time to time, they might also intervene in pushing cases which are pending too long in the courts.

Local Authorities: "Local authorities" is a term used to refer to one or all of the following actors: commune councilors, village authorities (who are elected by the commune councilors), and commune police (which operate not as part of the commune council but under the District Police). These local authorities (especially the commune and village authorities) are given a broad mandate in gender and VAW matters. The commune and village chiefs, for instance, are expected by the Commune/Sangkat Law and the VCS to maintain security and public order including action against VAW, and to include gender as a key sector in its annual Commune Investment Plan (CIP). The DV Law, more specifically, expects the local authorities to prevent DV, protect victims, and make a record for the courts. For non-serious cases of DV, local authorities (as well as the villager leaders such as *archa* and monks) can act as the arbitrators to solve the problems. According to the DV Law, in non-serious DV cases, the commune can also issue administrative orders to protect victims and warn perpetrators.

¹⁶ Mol (2010)

¹⁷ Interviews with CNP, July 03, 2012; Fieldwork in KPC and BTB.

Field interviews suggest that, commune and village authorities, although partially aware of the VAW policies and their expected roles as stated in those documents, and despite their very low incentive, tend to feel rather strongly that, in one way or another, they *'have to do something'* when VAW cases happen in their communities. It is also observed that the local authorities interviewed were very knowledgeable and attentive in implementing the VCS Policy, which they perceive as a Directive coming from the Prime Minister.

Development Partners and NGOs: Besides the above state actors, the NAP-VAW expects involvement from donors and NGOs in addressing VAW issues. However, only a few names of those donors and NGOs are mentioned, including: for donors, UNDP, UNFPA, and UQAM; for NGOs, CDP, GADC, LICHADO, Plan International, EWMI, and TAF. The roles of these non-state actors are not clearly stated in the NAP-VAW however. Instead, they are expected to collaborate with the state actors. This is especially true with respect to increasing number of qualified social workers and the number of temporary shelters for victims, collecting data in available services, establishing minimum standards for counseling skill and training on social service skills, and mobilizing communities and supporting network organization to prevent VAW.

Interviews with concerned NGOs and DPs suggest that there are many more development partners and NGOs working on VAW than those mentioned in the NAP-VAW. The NGOs, as this report will show, have been highly donor-driven and play all kinds of roles, both in direct service delivery for victims and in awareness raising, capacity building for state actors, and advocacy work.

2.3. Related Reform Agendas

Three policy and reform agendas are relevant to the discussion about the budget and how it might affect gender and VAW issues: Public budgeting and the Public Financial Management Reform Program (PFMRP), Aid Effectiveness, and Decentralization and De-concentration (D&D).

Public Budgeting and the Public Financial Management Reform Program (PFMRP)

The current budgeting process in Cambodia is still very traditional in the sense that it is line-item based and incremental. Every year, each ministry, line departments, and sub-national level agencies are allocated a budget which is divided into detailed chapters and sub-chapters. These are grouped into goods & services purchases (Chapter 60, 61, and 62), salary (Chapter 64) and public intervention (Chapter 65). The year-on-year budget increases for these spending agencies reflects the general availability of the overall state budget and negotiation between them and the Ministry of Economy and Finance (MEF).

To ensure better use of public funds, the PFMRP was launched in 2004. This reform is built upon four sequenced and prioritized platforms including (i) a more credible budget, (ii) effective financial accountability, (iii) the RGC policy agenda becoming fully affordable through policy-

budget linkage, and (iv) RGC managers becoming fully accountable for program performance¹⁸. The PFMRP, which is now in Stage 2, has been trying to address mainly the fundamental public financial management issues such as reducing payment arrears and timely budget disbursement to provincial level¹⁹.

The MEF, as indicated in its GMAP (2008-12), has been trying to mainstream gender into the regular budgeting process of all government ministries and institutions. Every year, the MEF issues guidelines to all ministries and state institutions to prepare a three year rolling Budget Strategic Plan (BSP) to ensure better linkages between development policy and budget. To ensure gender sensitivity, the GMAP states, the MEF will check to ensure that the BSP includes a statement on how gender issues will be addressed, and that the BSP does include sex-disaggregate data in the policy objectives. The GMAP of the MEF also encourages the members of Gender Mainstreaming Action Group (GAMGs) in each line ministry to participate in the preparation of BSP²⁰. While this is a positive move, there are two problems. First, the GMAP offers no concrete plans on how gender can be actually reflected in the actual planning process of each ministry (i.e. in terms of specific activities it wishes to do) and makes no reference to VAW. Secondly, according to key informant interviews, the GMAG and Gender Focal Persons in selected ministries (beside MoWA) have been sidelined from key planning and budgeting tasks.

Aid Effectiveness

Enhancing aid effectiveness is the second relevant reform to be discussed here. The Paris Declaration agenda items (i.e. ownership, alignment, harmonization, mutual accountability, and managing for results) have been used as benchmarks to measure aid effectiveness in Cambodia, including aid to gender issues. Interviews with MoWA officials indicate that, to enhance the effectiveness of foreign aid, various gender mainstreaming and government-donors/CSO consultative mechanisms such as the Gender Mainstreaming Action Groups (GMAC) and the Technical Working Group on Gender (TWGG) have been established to promote the RGC ownership. The program-based approach (PBA) for gender equality is also being considered. These efforts, however, are still at early stage and yet to bear fruit²¹.

At the national level, to ensure better aid coordination, ODA database and NGO databases have been established and updated. However, a number of challenges were identified. First, NGOs have not been very involved in this effort. For instance, many NGOs still have not shared information about their gender-related projects to be included in the NGO database. Secondly, there is no consistent classification as to what can be considered gender projects. Currently, many donors and NGOs have funded many projects that have gender elements. Yet the projects are not found under the Gender category in the ODA and NGO databases, but in other sector headings such as education, health, human rights, and community-based support. Thirdly, the current databases do not provide sufficient disaggregated information for this study to

¹⁸ RGC (2004)

¹⁹ RGC (2008b)

²⁰ MEF (2008)

²¹ Interviews with MoWA officials, June 26, July 5, 2012.

disaggregate gender projects and VAW related projects from other types of projects such as economic and political empowerment.²² This raises the issues of aid coordination and aid information transparency, which will need to be further explored in a separate study.

Decentralization and De-concentration (D&D)

The third relevant reform is the Decentralization and De-concentration (D&D). The first key achievement under D&D was the popular election of the commune councils. As indicated in the previous section, the commune councilors are key actors in what often referred to as ‘local authorities’, and they have been given a broad mandate including security, social, gender, economic and natural resources. To allow them to respond to the need of the people, since 2002, an unconditional grant was provided to communes. The grant is called Commune Sangkat Fund (CSF), the average amount of which is USD27,000 for 2012 per commune²³. To promote the roles of the councils in social and gender issues, in 2009, a Commune Committee for Women and Children (CCWC) was established in each commune, and starting from 2010, it was suggested that all communes allocate at least USD1,000 of the CSF to fund CCWC related activities, which include pre-school, sanitation and clean water, child protection, and maternal health²⁴.

Despite such a broad mandate, the communes have been given unclear functions, and limited funding and authority. For instance, although the commune is given a mandate on security issues and a key role in the implementation of the VCS Policy, it has not been given clear authority to hold the commune police accountable²⁵. While the council, and especially the CCWC, is supposed to get involved in preventing VAW, almost no budget has ever been allocated for such activities (Section 4 will have more on this).

The RGC is now implementing the Three Year Implementation Plan (IP3) where gender mainstreaming is a key part²⁶. In this phase of the D&D reform, the main focus is on the district level. Since 2009, a council is indirectly elected (i.e. by commune councilors, not by people) for each district. Women and Children’s Consultative Committee (WCCC) at district level were also established in 2010. It is expected that the district level will be the level to which more social services will be transferred. However, the reform is still at early stage, and the district level, since the 2009 election, has not been active, awaiting for functions and funding. It is only from 2012 that the districts are given a separate unconditional grant called District Municipality Fund (DMF), which averages around USD 60,000 per district²⁷.

²² Interviews with officials working at the Council for the Development of Cambodia (CDC), May 22, 2012

²³ NCDD (2012)

²⁴ UNICEF (2009); MoI (2011)

²⁵ AusAid and TAF (2011)

²⁶ RGC (2010a)

²⁷ Interviews with NCDD officials, May 24, 2012.

3. Budget Analysis

Two main sources of budget have been used to fund activities that address VAW and assist VAW victims: the national budget and donor/NGO support. The available data on the national budget, this study found, cannot be tracked directly to specific programs or activities related to gender and VAW. The study also ran into similar budget data constraints on the donor and NGO support side, as data on activities addressing VAW have not been well captured in any existing ODA and NGO databases. Despite the limitations, as will be shown in the following, the analysis based on the budget aggregate and line-item data clearly points out that the allocated budget for gender and VAW has been very small.

To support these arguments, this section will start by presenting the overall budget structure and classification in Cambodia as background information on why, in the current budgeting system, it is simply impossible to track the state budget directly to gender and VAW activities. It then closely looks at the trends and composition of the budget allocated to the key ministries mentioned in the NAP-VAW, before it goes on to focus on donor and NGOs support. Lastly, the chapter zooms in on the budget and supports that have been channeled to the sub-national and local levels.

3.1. Overview of Budget Structure and Classification

The RGC gets its budget from two main sources, national revenue and foreign aid. In 2011, the national revenue was about USD 1,563 million, and the foreign aid was USD 654 million. The available budget is to fund two types of expenditures: recurrent expenditure (USD 1,400 million in 2011) and capital/development projects (USD 975 million in 2011)²⁸. Despite progress in national revenue mobilization in the last five years, Cambodia is still a highly aid dependent country²⁹. Since 2000, the national revenue has mainly been used to finance the recurrent expenditure, leaving roughly 70% of the capital/development projects to be covered by donors and NGO supports³⁰.

In terms of budget classification, according to the sub-decree *no. 170 ANKR* dated 30 December, 2006 and the Public Finance Law (2008)³¹, the recurrent and capital expenditures are broken down into several economic classifications.

28

▮ RGC (2011) (Exchange rate = Riel 4,100 per 1 USD)

29

▮ For more information about the fiscal space of the RGC, please refer to World Bank (2011)

30

▮ The separation between recurrent and capital budget is called Dual Budgeting System. This system is not unique to Cambodia, but is used in many other developing and aid dependent countries (Allen and Tommasi 2001).

31

Recurrent spending

- Purchase of Goods (Chapter 60) has seven sub-chapters, and 21 sub-sub-chapters. Main spending items under this component include general operation and maintenance, furniture, and utility expenses.
- Purchase of Services (Chapter 61) has eight sub-chapters and eleven sub-sub-chapters. Main spending items under this component include training, repair, insurance and transportation.
- Other Services (Chapter 62) has eight sub-chapters and 18 sub-sub-chapters. Under this component are key spending items including compensation for contractual staff, “hospitality” expenses, various ceremony expenditures and media promotion.
- Personnel Expenses (Chapter 64) has five sub-chapters and 30 sub-sub-chapters. Main spending items under this component include basic salary, allowances, priority mission groups and social welfare (e.g. pensions).

Capital spending

- Intangible investments (Chapter 20) including mainly R&D.
- Tangible investments (Chapter 21) including construction, renovation, vehicles and other durable assets.

Every year, the National Assembly approves the overall national budget package as well as its detailed allocation breakdown (by chapter and sub-chapters) to various budget entities, including: (i) central ministries, (ii) their line departments, (iii) provincial administration, (iv) district administration³², and (v) commune administration. The central ministries, except for agriculture, rural development, public works, and water management, every year get allocated only the recurrent budget from the government. The various capital/development projects, on the other hand, are mainly classified and implemented through a separate Project Management Unit (PMU) and subject to the specific procedures as agreed upon between respective donors and the Government³³.

As a part of the PFMRP, the Government has initiated the program-based budgeting (PBB) in eight priority ministries³⁴ (including MoWA) with the intention of improving the linkage

³² RGC (2008a)

32

³³ The districts only started to receive the national transfer in 2012. Before that, it was not considered a separate budget entity from the provincial level.

33

³⁴ World Bank (2011)

34

³⁵ Those ministries are Ministry of Education, of Health, of Agriculture, of Rural Development, of Land Management, of Justice, of Labour and of Women Affairs.

between budget and sectoral policies. While it is considered as a step forward in the PFMRP, there are two limitations associated with the PBB. First, its size is still small, accounting for only 5.8% of the total recurrent budget in 2012 (or about 16% of the total recurrent budget of the eight priority ministries). Secondly, although the budget is supposed to be program-based (as its name suggests), its classification still follows the traditional line items, broken into chapter 60, 61 and 62. In another word, even for the PBB, it is still not possible to track the money back to specific programmatic activities³⁵.

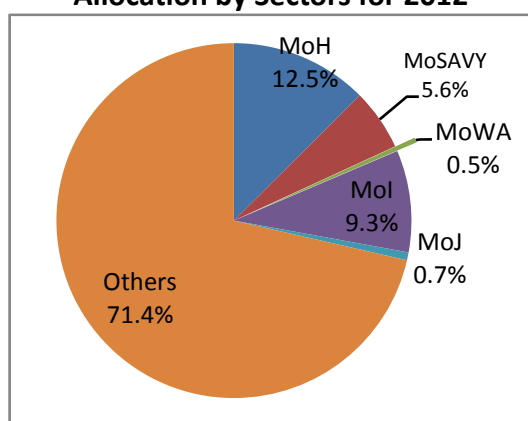
3.2. State Budget Allocation Trend and Composition – Line Ministries

Section 2 identified the key line ministries which, according to various policies (especially the NAP-VAW), expectedly have some roles in providing services to VAW victims. They are: MoWA, MoH, MoI, MoJ, and MoSAVY. This section takes another step in discussing the trends in allocation and composition of the budget that these line ministries have received. Although the current government budget structure and classification would not allow the tracking of the budget to the services that these ministries are supposed to perform, the aggregate budget analysis generates some interesting finding as discussed below.

MoWA's Budget

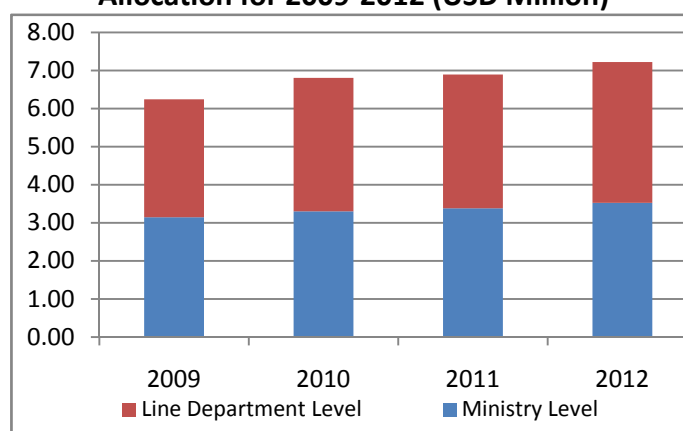
The analysis starts with MoWA, the Ministry which is considered to be central in gender and VAW issues. As illustrated by Figure 3.1 below, the state budget allocated to the MoWA in 2012 has been less than 0.5% of the total national recurrent budget. The MoWA's budget, as shown in Figure 3.2, has only slightly increased (from USD6.2 million in 2009 to USD7.2 million in 2012), reflecting the incremental nature of Cambodia's overall budgeting process. Figure 3.2 also shows that MoWA's budget, since 2009 to 2012, has been divided almost equally between the central and provincial levels.

Figure 3.1: Share of State Budget Allocation by Sectors for 2012



Source: National Budget Law (2012)

Figure 3.2: MoWA's Central-Provincial Budget Allocation for 2009-2012 (USD Million)



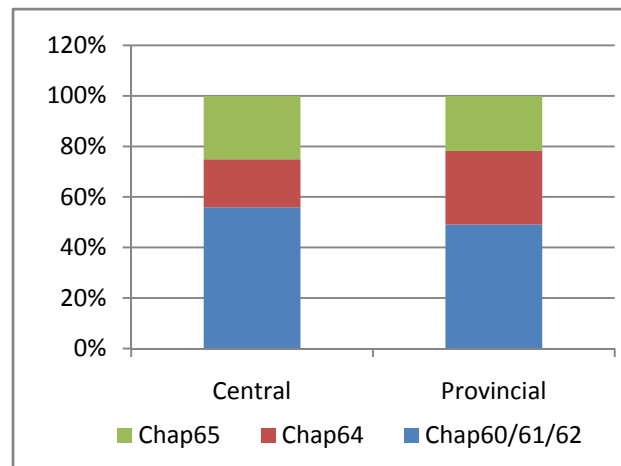
Source: National Budget Law (2009-2012)

³⁵ RGC (2012)

What has the allocated budget been spent on? Figure 3.3 shows the budget composition for 2012 (which is similar to that in 2009, 2010 and 2011), in which roughly 25% has been spent on personnel salary (chapter 64), about 50% on purchase of goods and services needed to ensure ongoing operation of government offices and activities (Chapter 60, 61, and 62), and the other 25% on social intervention (Chapter 65). This pattern, as Figure 3.3 also shows, is applicable to the spending of both the central ministry and provincial line departments.

The spending of Chapter 65 (Social Intervention) is rather interesting. Although without detailed data, qualitative interviews indicate that the money has usually been spent in a very ad hoc manner on various activities such as providing relief packages to poor female-headed households and to victims of natural disasters. In the last few years, the budget has been spent to contribute to the relief activities arranged by the Cambodian Red Cross, which is led and presided over by the Prime Minister's wife.

Figure 3.3: MoWA Budget Composition for Central and Provincial Level for 2012



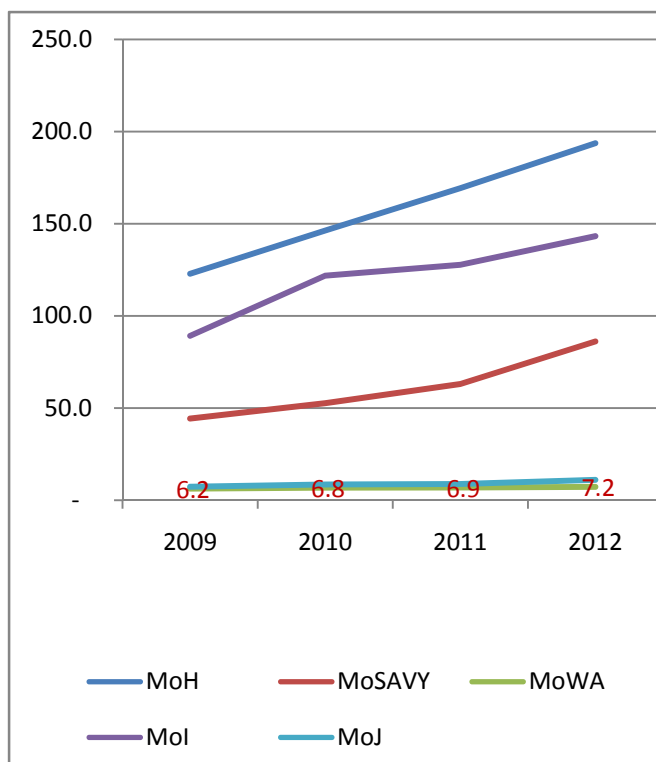
Source: National Budget Law (2012)

To show commitment to gender issues, as an initiative of the Prime Minister, an annual fund of USD50,000 is provided for the CNCW/MoWA (especially P/DoWA) to spend on legal aid services for VAW victims, including hiring of lawyers and other small related spending. However, the amount is too small and the process of the spending itself has been very difficult. For instance, the interviews show, the fund can be disbursed only when there are sufficient documents showing that the complaints have already reached the court. However, starting from 2012, the reimbursement procedure has been simplified³⁶.

The MoWA's low budget provides a simple explanation why the Ministry has not been able to contribute much to the provision of direct services for VAW victims. Actually, MoWA needs budget supplementation and support from donors and partner NGOs to perform even the coordinating and referring roles that the NAP-VAW expects it to do. Please note that we have determined from our interviews that there is no standard protocol on how to assist VAW victims.

³⁶ Interviews with CNCW official, July 24, 2012.

Figure 3.4: Budget Allocation Trends for Relevant Ministries for 2009-2012 (USD Million)



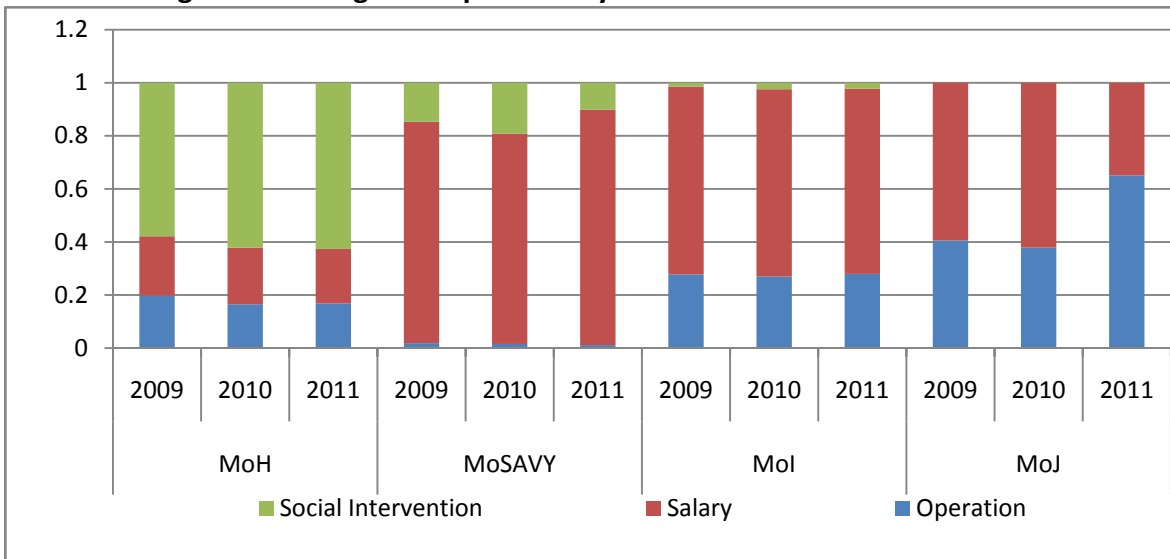
Source: National Budget Law (2012)

The Other Relevant Ministries

In the case of the other relevant ministries, the budget analysis, together with qualitative interviews, reveals that, while some of the other relevant ministries (such as MoH and MoI) have been allocated a very high share of annual budget (see Figure 3.1 above), and most of these ministries have received year-by-year budget increases (Figure 3.4), the current budget classification simply provides no indication how much of the overall sectoral budget has been allocated to VAW, or even gender issue in general. This finding complements the one discussed in the previous chapter that these other sectors still do not perceive they have an important role in supporting gender issues and that gender issues must be well reflected in their regular planning and budgeting process.

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Figure 3.5: Budget Composition By Relevant Sectors for 2009-2012



Source: National Budget Law (2009-2012)

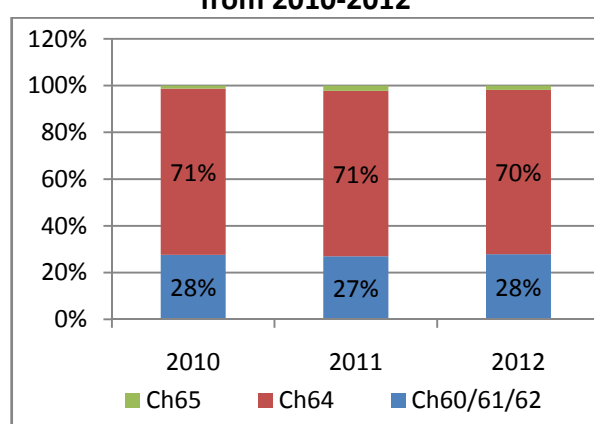
The **MoH** has one of the biggest allocated national budget (about 12.5% of the total national recurrent budget – See Figure 3.1 above), and unlike many other ministries, has a large share of Social Intervention budget (See Figure 5 above). Despite this budget size and composition, there is simply no disaggregate data to show how much of the money has also been intended for gender or VAW related issues. Interviews with the MoH officials indicate that in its annual plans, there are no specific programs or projects that specifically address VAW issues. This, however, does not mean the MoH has not contributed to providing support to VAW victims. On the contrary, the Ministry has more than 960 health centers and 80 hospitals throughout the country, all of which have direct contact with ill and injured people on the ground, VAW victims included. And yet, it must be emphasized, the disaggregate budget data on gender simply do not exist in the sector.

The **MoI** is another major ministry, divided into General Administration and the Cambodian National Police (CNP). More relevant to this section is the CNP, whose role is to address all kinds of public safety issues including DV and rape. Although no detailed budget information has been obtained from the CNP and although it is impossible to link the budget to the services that the CNP has provided to VAW victims, the study learned of the following important points: First, it learnt that CNP's budget is completely centralized, meaning that provincial, district and commune police branches have had no budget of their own but rely on the disbursement from the central level³⁷. As the next chapter will show, primarily only salary budget has been disbursed and has reached down to the commune level. The operation budget, even that needed for gasoline spending for the commune police to do patrol and travel to crime scenes, has not been channeled down to commune level.

³⁷ RGC (2009b); RGC (2010b); RGC (2011); RGC (2012)

Secondly, it learned that in 2011, there were approximately 3,400 additional police officers recruited to fill in the long under-staffed commune police posts³⁸. However, as Figure 3.6 shows, the new recruitment did not lead to any changes in the composition of the CNP's spending in 2012. Thirdly, it learned from the interviews that there has not been state budget allocated specifically to implement the most often mentioned VCS policy, which is seen by local officials as coming directly from the Prime Minister³⁹. Instead, this Policy implementation has been funded by a rather shadowy mechanism in which key officials in the MoI (Department Director and above) are assigned to 'take care' of the implementation of the VCS in selected districts or provinces. The assigned officials have to mobilize or use their own pocket money to support and monitor the VCS implementation in those areas. This approach, however, is too informal to be sustainable, this report would argue⁴⁰.

Figure 3.6: MoI's Spending Composition from 2010-2012



Source: National Budget Law (2010-2012)

The MoJ and MoSAVY are much smaller ministries than the MoH and MoI. The MoJ's budget is only slightly higher than that of the MoWA (0.7% of the national recurrent budget). However, unlike MoWA's, the whole MoJ's budget has been allocated to operation and personnel (See Figure 3.5 above). The MoSAVY's budget, on the other hand, while roughly 7 times bigger than that of MoWA, has been dominated by salary spending (around 80%) and operation and maintenance (almost all of the rest).

3.3. Donor/NGO Support to Gender and VAW

This section seeks to generate a macro picture of donor and NGO support to gender and VAW related activities. To do this, it relies on the only two databases that exist on foreign aid in Cambodia: the ODA database and the NGO database. The available information shows first that Cambodia has received a huge amount of foreign aid, as indicated in Table 3.1 below. However, it also shows that the share given to gender sector has been small, although increasing from 0.4% in 2005 to 0.7% in 2011. This figure, however, needs to be interpreted with care, given the continued under-reporting in the ODA database as discussed earlier.

³⁸ CNP (2012)

³⁹ For more information on VCS Policy, please refer to AusAid and TAF (2011)

⁴⁰ Interviews with CNP key informants, July 03, 2012; Fieldworks in KPC and BTB.

Table 3.1: Overall ODA and for Gender Sector from 2005-2011 (USD Million)

Year	2005	2006	2007	2008	2009	2010	2011
Total ODA	555	713	790	956	990	1,075	1,235
ODA to gender sector	2.6	3.8	5.7	5.5	5.2	7.1	8.1

Source: ODA Database (Retrieved in August 2012)

Support to gender has also come from NGOs. In 2010, overall, NGOs delivered USD 127.5 million of their own funds (or 12% of total aid) and managed an additional USD 92.8 million (8.6% of total) of donor resources. According to the NGO databases, the share of the NGO funds (both from donors and their core fund) to the gender sector has, however, been very small.

Table 3.2: NGO Support to Gender Sector for 2008-2010 (USD Million)

	2008	2009	2010
NGO disbursement as funded by donors	1.9	1.1	0.5
NGO core Fund	0.2	0.3	0.1
Total	2.1	1.4	.06

Source: ODA Database (Retrieved in August 2012)

What do the above data from the ODA and NGO databases tell us about the donor and NGO support to gender and VAW related activities in Cambodia? Unfortunately, not much, because of the incompleteness and inconsistent classifications that exist in the two databases. For instance, in the NGO databases, only eight NGO projects were reported, while, as it is learnt from other reports⁴¹, there are more than eight NGOs working on gender and VAW issues. The findings from the case NGOs (to be discussed in section 5) also raise the possibility that the underreporting in the databases can be significant. For instance, just the combined budget of two NGOs working to provide shelters for VAW victims already accounted for roughly 50% of the whole MoWA's annual budget for 2010.

The databases are incomplete also because their classification of 'gender projects' does not capture many other gender-related projects they list under other categories, including community development, human rights, and health. Another shortcoming of the databases, which is specifically applicable to this study, is their lack of disaggregate data to allow the tracking the amount of aid to VAW related activities.

3.4. Sub-national administrations' resources for gender/VAW issues

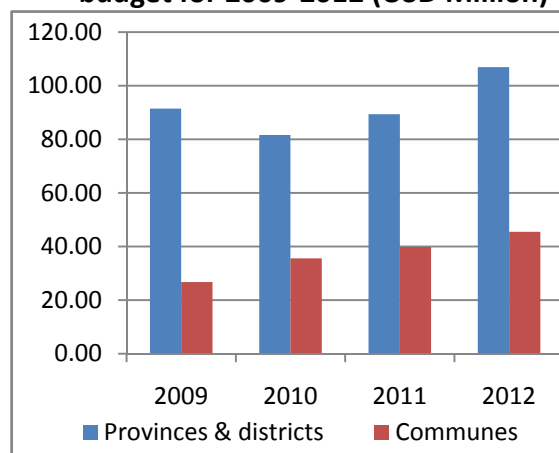
By sub-national administrations, the study means provincial, district and commune level administrations,, each of which currently has a council and a budget of its own⁴². As shown in Figure 3.7 and Figure 8 below, the amount and share of the sub-national administration budget

⁴¹ MoWA (2011)

⁴² From 2012 onward, it should be noted, the district level would start to have its own budget, although for 2012, in terms of record, the district budget is still included as part of the provinces'.

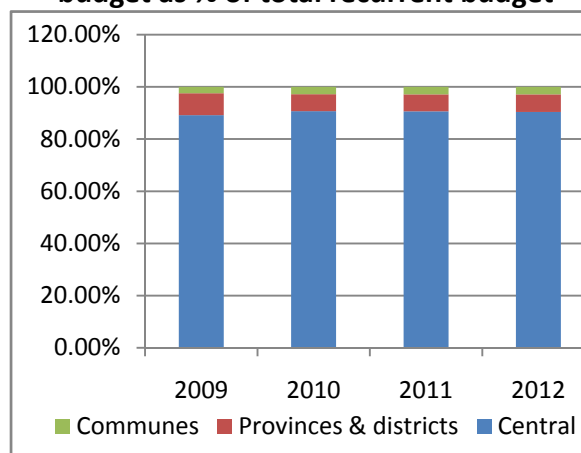
has been small, indicating the still very limited fiscal decentralization in Cambodia despite the D&D reform which started in 2002.

Figure 3.7: Provincial, district, and commune budget for 2009-2012 (USD Million)



Source: National Budget Law (2009-2012)

Figure 3.8: Provincial, district, and commune budget as % of total recurrent budget



Source: National Budget Law (2009-2012)

In terms of budget composition, the data show that roughly 20% of the provincial and district budget since 2009 have been spent on development activities, which, according to the interviews with provincial officials, include almost entirely road and other similar infrastructure projects within provincial towns. In other words, there is not much gender/VAW spending to be further explored in these two levels.

The level left for further examination is the commune. Existing reports⁴³ show that, since 2002, the communes too have spent most of CSF on rural infrastructure, especially roads. Based on the Project Information Data (PID), for 2009 and 2010, similar patterns were identified: For both years, 99.72% and 96.42% of the CSF, respectively, were spent on infrastructures. Observing the trend, the MoI in 2010 issued a Prakas encouraging commune councils countrywide to allocate at least USD1,000 per year of the CSF (about 5% on average) for social services. It is learned from key informant interviews that since 2010, a large part of this 5% has been spent on community health related projects such as transportation of pregnant women to hospitals. It is not possible to distinguish the VAW related proportion of this spending, however⁴⁴.

Although communes in practice have almost never spent their funds on gender and VAW related projects, gender is required to be one of the five key sectors which they are required to include in their CIP. Data show that the number of gender projects proposed in the CIP has been significant and increasing. From 2004-2010, the number of gender projects proposed by the communes has increased from 5,486 to 8,769 (about 60%), divided into sub-sectors and project types as indicated in Table 3.3 below. As the Table also shows, roughly 22% of the proposed

⁴³ Please see, for instance, STF (2008); NCDD (2011); World Bank (2012)

⁴⁴ Interviews with NCDD officials

projects in 2010 are on domestic violence prevention. However, it is not possible from the database to identify the projects that are specifically related to assisting VAW victims.

Table 3.3: Number of priority projects for Gender Sector Proposed in CIP for 2004-2010

Code-Sub sector	Code-Project type	2004	2005	2006	2007	2008	2009	2010	TOTAL
51-Gender policy support	5101-Gender mainstreaming	1,265	1,255	1,105	1,268	1,254	1,417	1,487	9,051
	5102-Gender capacity building	548	546	666	765	990	1,315	1,501	6,331
	5103-Women and children rights	809	836	752	883	1,044	1,067	1,217	6,608
	5104-Skill training for women	548	800	799	1,098	1,003	1,141	1,227	6,616
	Total	3,170	3,437	3,322	4,014	4,291	4,940	5,432	28,606
52-Gender legal protection	5201-Domestic violence prevention	1,434	1,563	1,620	1,737	1,789	1,855	1,909	3,846
	5202-Anti-trafficking of women and children	718	701	717	842	793	951	1,096	2,068
	5203-Child protection	164	90	144	246	297	271	332	627
	Total	2,316	2,354	2,481	2,825	2,879	3,077	3,337	6,541
TOTAL		5,486	5,791	5,803	6,839	7,170	8,017	8,769	35,147

Source: Commune Development Planning Database, Retrieved in August 2012

At the commune level, gender related activities and projects are the responsibility of the CCWC. In the last five years, there have been a number of donor funds channeled through the National Committee for Democratic Development (NCDD) intended specifically to support this CCWC (See Table 3.4 below).

Table 3.4: Donor Support to CCWC Through NCDD, 2007-2011 (USD Million)

Donor/Year	2007	2008	2009	2010	2011	Total
UNICEF	0.31	0.35	0.30	0.64	0.58	2.18
UNFPA	0.23	0.23	0.23	0.23	0.20	1.10
PSDD			0.24	1.20		1.44
	0.54	0.58	0.77	2.07	0.78	4.72

Source: NCDD (2012)

For the purpose of this study, Table 3.4, while providing additional budget information, is limited for two reasons. First, it does not allow the tracking of the budget amount that has been allocated to gender or VAW related projects specifically. Secondly, the support channeled through NCDD represents only one of the various funding channels that support local projects. To provide a more complete picture of the size of such support, this study uses the number of local projects that have been promised by line departments and NGOs instead, as shown in Table 3.5 below.

Table 3.5: Number of Gender Sector Projects Promised to Be Supported, 2004-2010

Code-Sub sector	Code-Project type	2004	2005	2006	2007	2008	2009	2010	TOTAL
51-Gender	5101-Gender mainstreaming	2,265	1,966	1,523	1,204	1,103	1255	864	10,180

policy support	5102-Gender capacity building	1,612	1,303	1,235	1,482	1,283	1897	1237	10,049
	5103-Women and children rights	972	772	804	848	589	664	647	5,296
	5104-Skill training for women	606	336	248	445	377	395	296	2,703
	Total	5,455	4,377	3,810	3,979	3,352	4,211	3,044	28,228
52-Gender legal protection	5201-Domestic violence prevention	895	1,097	1,020	782	954	1051	731	3,846
	5202-Anti-trafficking of women and children	542	523	766	617	566	603	453	2,068
	5203-Child protection	212	249	290	212	191	226	241	627
	Total	1,649	1,869	2,076	1,611	1,711	1,880	1,425	6,541
TOTAL		7,104	6,246	5,886	5,590	5,063	6,091	4,469	34,769

Source: Commune Development Planning Database, Retrieved in August 2012

Further breakdown of the data shows that a large number of the promised projects came from line departments (Table 3.6 below), especially from P/DoWA. Qualitative interviews, however, raise the caution that this does not mean the promised projects are funded by the line departments' budget per se. Instead, as a common practice, the P/DoWA received donor funds through various channels (again, including that through NCDD, stand-alone projects, or NGO/IO projects) to perform those promised projects. In other words, the line departments, in the arrangements, act more as contractors for these funding agencies than on their own initiative.

Table 3.6: Number of Promised Gender Projects by Supporters, 2004-2008

Supporters/Year	2004	2005	2006	2007	2008	Total
Line departments	5,649	5,059	4,662	4,421	3,569	5,649
NGOs/IOs	1,452	1,182	1,207	1,139	1,481	1,452
Others (Ministries/Private)	3	5	17	30	13	3
Total	7,104	6,246	5,886	5,590	5,063	7,104

Source: NCDD (2010)

4. Linking Services to State Actors and Budget at the Sub-National Level

The last section discusses at the aggregate level the state budget allocation among different state institutions (including that from donors and NGOs) and between central and sub-national level. This section, based on fieldwork in two provinces and existing literature, discusses how services have been provided to VAW victims on the ground, what roles state actors at sub-national and local level have played, and what budget they have received for performing those roles. The roles of sub-national and local actors are closely examined here because they are the closest points of contact to victims and the primary referral agents whose knowledge, resources, and actions can largely determine the itinerary of victims and the services they are most likely to receive.

Relevant state actors at the sub-national level in this case include: (i) at the provincial level: the provincial administration and relevant line departments, (ii) at the district level: district administration and relevant line offices, and (iii) at commune level: commune council, commune police, and village authorities. This chapter shows that these state actors have been involved three sets of activities: prevention, direct services, and referral/coordination. In performing these activities, they have received only very limited salaries and operation budget from the state.

4.1. Budget Data of Relevant Sub-National Actors in the Two Provinces

Provincial level: Table 4.1 below shows the level and composition of spending for the provincial administration and relevant line departments in the two provinces for 2011.

Table 4.1: Budget Composition at Provincial Level in BTB and KPC for 2011 (USD Million)

Composition	Pro. Admin		MoH		MoSAVY		MoWA		MoJ	
	KPC	BTB	KPC	BTB	KPC	BTB	KPC	BTB	KPC	BTB
Goods and services	1.98	1.40	1.34	1.78	0.10	0.21	0.04	0.08	0.13	0.04
Personnel	1.10	0.95	2.32	2.31	3.40	5.63	0.06	0.04	0.21	0.16
Social Intervention	0.04	0.04	1.14	0.25	0.24	0.66	0.02	0.05	0.00	0.00
Total	3.12	2.39	4.79	4.34	3.73	6.51	0.12	0.17	0.34	0.20

Source: National Budget Law (2011)

The provincial administration has also been allocated a capital budget of USD 0.57 million for BTB and USD 0.12 million for KPC. Breakdowns of the capital budget indicate that it has been almost entirely spent on infrastructure, including office building construction and repairing sewage systems in the provincial towns. A large portion of line departments' budget has been spent on salary and operation (See last section on this).

District level: As indicated in the last section, since the budget reform in 1994, the district level, both administration and line offices, has not been considered a separate budget entity from the

province. Therefore, there is no state budget to report on for this tier of government⁴⁵. However, starting from 2012, the two districts visited (and the others in the country) received the DMF, which amounted to USD 65,780 for District 1 and USD 81,170 for District 2⁴⁶. Interviews with key informants at the district indicate that about 2/3 of the fund is used to cover administrative spending, leaving the rest for road projects.

Commune level: As Table 4.2 shows, a large share of CSF in the communes visited has been spent on infrastructure including road and rural water supply projects. Starting from 2010, however, following the Prakas of the MoI, a budget of USD1,000 has been allocated to social services delivered by the CCWC in each commune. In the two communes, the implemented social services include transportation of pregnant women to hospitals, provision of water filters, sanitation awareness raising, helping poor students, and supporting CCWC meetings.

Table 4.2: Development projects in case communes (USD)

Activities	Commune 1 (KPC)			Commune 2 (BTB)		
	2009	2010	2011	2009	2010	2011
Laterite road	8,829	No data	18,225	10,615	17,235	15,272
Rural water supplies	3,250	No data	0	0	0	0
Social/CCWC services	0	1,000	1,000	0	1,000	1,000

Source: Commune Investment Plan (CIP) of Commune 1 and 2 for 2009, 2010, and 2011.

4.2. Prevention and Awareness Raising

Prevention, although not considered a service for VAW victims, deserves attention here because, as indicated in the last section, it is so common on the ground. In the communes visited, according to the fieldwork, in the year 2009 and 2010, a total of 19 projects on gender were proposed, 12 of which were on gender/DV awareness raising.

Interviews with PoWA in the visited provinces indicate that most of the prevention and awareness raising projects have been funded by NGOs which collaborate and contract with relevant line departments or offices (e.g. P/DoWA and district police officials) to conduct actual trainings. In that arrangement, the only spending from the State budget is the regular salary for the staff and a small per diem (from USD1.5 to USD5 per day depending on the distance). The contracted trainers also receive fees and additional allowances from NGOs (from USD5 to USD15 per day depending on NGOs).

Table 4.3.: The State Actors and State Budget Involved in Training and Awareness Raising

State actors	Roles	Resource involved
Officials from relevant line department and line offices	Conduct the training	Salary, per diem from the state budget, (and allowance from NGOs)
Commune councilors, police, and village chiefs	Facilitate and gather villagers to the training	Salary, per diem from the commune budget, allowance from NGOs, public space to conduct the training

⁴⁵ For more information on how provincial budget is actually managed, please see Pak and Craig (2008).

⁴⁶ RGC (2012)

When there is training, interviews indicate, the role of local authorities (especially village chiefs) is to facilitate and mobilize people to join the trainings in a public building or a villager's house. By doing this, the communes incur no additional costs besides the regular salary they disburse, the amount of which is presented in Table 4.4 below. Sometimes, local authorities might also get a small per diem taken out of the administrative component of the CSF. Usually, the NGOs or line departments who initiate the training also pay a small allowance (\$2 per day per person) to the commune councilor, commune police, and village authority who facilitate the events.

Table 4.4: Monthly Salary for Local Authorities⁴⁷

Commune police	Commune authorities	Village authorities
-Police chief: USD 135 -Deputy chief: USD 85 -Police officer: USD 70	-Chief: USD 37 -Deputy chief: USD 30 -Councilor: USD 25	-Chief: USD 15 -Deputy chief: USD 12 -Member: USD 10

Besides the formal trainings, the local authorities have also engaged in prevention through other community outreach activities. For instance, in collaboration with pagoda committees, they make announcements to encourage people to stop violence within their families, and to encourage men to stop excessive drinking. There were also cases where commune councilors, commune police, and village chiefs visited families who experienced DV to give them advice or warn the battering husbands not to commit the offense again.

4.3. Direct Service Provision

Despite the budget constraints, sub-national and local authorities were also engaged in providing services to VAW victims. Such services have been provided with no additional cost to the state except for the small staff allowance, and transportation and communication expenses. Those services are discussed in the following.

Mediation/Reconciliation for non-serious DV Cases

This service is usually provided by local authorities, especially the village chiefs and commune chiefs for non-serious DV cases. These local officials are the first contact point that DV victims usually ask for help in cases in which they have not been seriously injured, i.e. no crime has been committed. The local authorities usually call both the husband and wife to meet and mediate between them. Sometimes, if the victims want divorce, the commune chiefs or the CCWC focal persons might advise them on the pros and cons of the decision to divorce. The advice given is, however, not legal advice, and its soundness varies significantly depending on the capacity of the commune councilors and the CCWC members involved⁴⁸.

Mediation is common and quite useful in the current system where people's confidence in the court system is still low. The problem, however, is the tendency of some commune or police

⁴⁷ Fieldwork in KPC and BTB

⁴⁸ On the capacity challenges of the CCWC challenges, please see the AusAid and TAF (2011)

officers to use mediation to solve criminal cases, including serious DV and even rape cases. A recent report, for instance, shows that, in 2011, out of the 476 rape cases reported, about 11% were mediated by the local authorities and police⁴⁹. This practice, however, did not occur in the visited communes.

Mediation is usually provided without any additional cost to the victims. However, in the communes studied (according to key informant interviews), for chronic DV cases, commune authorities, and more often the police, demand that the husbands make payments (about USD 12.5 to USD25) to them if their cases are reported for the second or third time. The police officials interviewed justified their demand for payment as a way to discourage future battering⁵⁰. It is also noted that there is no record of such payment, i.e. it is considered as informal fee payment⁵¹.

Other studies⁵² found (and the fieldwork of this study confirms) that the issue of commune police asking for an informal fee from victims is very common and commune chiefs have been well aware of this issue⁵³. However, the chiefs have not been given clear authority to hold the commune police accountable, despite the various Prakas which state that the commune police need to work under the guidance of the commune chief.

Immediate Safety and Supporting Services for a Legal Process in non-serious DV cases

To ensure the safety of DV victims, commune chiefs are authorized to issue an administrative decision as a way to protect them. However, in the two provinces visited, the chiefs have never issued such decision mainly because, in their opinion, there have never been serious cases which required such action, and because they were unsure about their right to take it.

In the cases where a victim is considering a divorce, the commune council (based on Family and Marriage Law) can provide reconciliation to both husband and wife unless the parties definitely decide to bring the complaint to the court. In such cases, the judiciary police of MoWA working in the area can act as a complainant, and can inform victims of their rights and write complaints for the victims. As non-serious DV cases are considered as civil (not criminal) cases, the victims need to incur various kinds of costs when going to the court, including: case filing fees, photocopying of documents at the courts, costs associated with investigation, and the cost of enforcing the verdict. Besides, the victims need to pay for their own transportation, food and accommodation when summoned by the court.

There is an exception, however. If the victims are considered poor, the case filing fee will be waived. The commune chiefs can help the victims by making a confirmation letter showing that

⁴⁹ Adhoc (2012)

⁵⁰ This information was obtained from key informants working for NGOs and confirmed by the fieldworks in BTB and KPC.

⁵¹ Fieldwork in BTB and KPC

⁵² See for instance AusAid and TAF (2011)

⁵³ There are various forms of informal fees to the police. For more information, please see AusAid and TAF (2011)

the victims are actually poor. Interviews with key NGO informants, however, suggest that even with such confirmation from commune chiefs, poor victims are still asked to pay the case filing fee. When the victims cannot afford to pay, the NGOs who helped bring the cases to the court have to pay, and if there is no NGO support, the officials who take care of the cases have to pay out of their own pockets (as in the case of the commune officials in Commune 1.)

From time to time, local authorities can also refer the cases to P/DoWA judicial police and officials who, in the absence of NGO support, can facilitate the filing of complaints for victims. In such a case, the provincial officials might have some allowance allocated from the PDoWA (i.e. staff mission and social intervention budget) to cover their traveling and other related costs. The research team also asked about the CNCW special budget which was initiated by the Prime Minister to help provide legal aid for VAW victims. Although the money has not been spent in the two provinces, the team learnt from the interviewees that the process of spending this money is rather discouraging. For instance, the PDoWA have to spend their own budget first to ensure that the complaints reach the court before they can reimburse the fund from the central level. Interviews with central MoWA officials, however, indicate that the process has already been simplified to allow those at the provincial level to request reimbursement even before they have all the documents showing that the complaints have been filed with the court⁵⁴.

Immediate Safety for Rape Cases

Rape is a criminal offence and it cannot be mediated or reconciled between the victims and the perpetrators. In the provinces visited, there were not many cases of rape. However, based on the experience of those provinces, when rape cases happen, the victims or their relatives report it to the police only. This indicates villagers' better awareness that rape is a criminal offense and should thus be the police's responsibility. When the commune police receive the complaint from a rape victim, they investigate the case. Interviews in the field suggest that because of widely available telephone services and the available police hotline number (in some areas), local authorities and police have become more accessible and once they are informed of the incident, they often intervene in a timely manner⁵⁵.

In the communes visited, the police are all males and there is no private room for interviewing the female victims. In addition, the police admit that their investigation skills are still limited and require more capacity building⁵⁶. And when investigation skills are needed, commune police will need help from district or provincial police. If needed, the district police will then send the case further to provincial police, and the provincial police will bring the case further to the court.

⁵⁴ Interviews with CNCW official, July 24, 2012.

⁵⁵ This was also found in AusAid and TAF (2011)

For more discussion about the capacity issue of the commune police, please see AusAid and TAF (2011).

⁵⁶ For more discussion about the capacity issue of the commune police, please see AusAid and TAF (2011).

Emergency Physical Care

Injured victims of serious DV or rape cases are advised by local authority to go to nearby commune health centers to receive emergency physical care if the injuries are not too serious. The health centers in the communes visited (as well as others in the country) provide only basic health services and can take care of only minor injuries. The health centers, it is noted, do not treat DV related injuries differently from other types of injuries. In more serious cases, the victims might be sent to private hospitals (if they can afford one) or to the nearest district or provincial hospitals.

Health care provided by the health centers in the communes visited has been rather accessible to villagers because of low transportation cost (because the health centers are close), and low fees for the needed services (USD2-7 for inpatients with a normal injury who need to stay in a hospital from one to four days). This accessibility is not unique to the cases visited. According to other studies, with more health centers now available and rural road conditions improved, basic public health services have become rather accessible to people in rural areas. In addition, to promote health services for poor families, the Government has initiated a pro-poor program in which poor households are provided a Poor Household Identification Card (known as 'ID Poor') which they can present to free health services at public health institutions. The ID Poor program is still being expanded and not yet been implemented throughout the country⁵⁷.

In cases where the victims cannot afford to pay for transportation services and where they have not been given ID poor cards, the commune councils can provide some help. In KPC, for instance, the commune council, through the CCWC focal persons, facilitated the transportation fee by contracting specific motor taxi owners to take emergency victims to hospitals. The transportation cost is covered by the CCWC budget⁵⁸ and does not cover just VAW victims. In both KPC and BTB, the commune chiefs also help provide letters to VAW victims or other poor people confirming that they are poor and thus eligible for free health services. The commune also provides phone numbers of NGOs who provide services in case the victims need them.

Forensic Examination for Rape Cases

The forensic examination is only requested by the court when there are complaints relating to rape cases. Only provincial hospitals can provide an examination. There are two specific challenges here. First, it is argued by some NGO officials that the quality of the forensic examination is still limited because of lack of modern equipment in those public hospitals. This study cannot verify this but it might be an issue that requires further discussion. Secondly, although forensic examination for a rape case is supposed to be free, it is not always so on the ground. In some places, the victims (or the NGOs supporting them) are still asked to pay from USD20 to USD 30 to have the examination done. It is not clear whether the need to ask for the

⁵⁷ World Bank (Forthcoming)

⁵⁸ Key informant interviews indicate, however, that in some places, the CCWC is used to cover only part of the transportation cost, and the victims have to bear the rest.

fee is purely a corruption problem, or whether the hospital needs the money to cover any additional costs incurred in performing the examination.

Temporary Safe Accommodation for Victims of DV and Rape Cases

State actors (including MoWA) have no shelter and related services for VAW victims. However, in KPC, the PDoWA has within its compound a temporarily accommodation which can be used for victims who come to seek support. The victims, however, can only stay up to three days, while waiting for the filing of the complaints at the court to be completed or for available services from NGOs. While staying in the safe accommodation, the victims are provided with some basic support including food and clothing. The PDoWA officials interviewed in KPC indicate that there is no state budget allocated for these accommodation services. Instead, they have used the income that they generated from renting the PDoWA room for workshops to cover the cost.

Table 4.5: State Actors and State Budget Involved in Providing Services for VAW victims

Services	State actors	Roles/services	State Budget Involved
Mediation and reconciliation for non-serious DV cases	-Commune councilors -Village chiefs,	-Mediate -Advise	-Salary for the CCs and village chiefs
Immediate safety and supporting services for a legal process for non-serious DV cases	-Commune councilors, -Village chiefs, -Commune police -PDoWA	-Issue admin decisions -Intervene -Issue letter to show the victims are poor - Help with the filing of the case	-Salary for the CCs, village chiefs, police, and officials involved -Allowance from mission and social intervention budget of PDoWA
Immediate safety for rape cases	-Commune police, -Commune councilors -Village chiefs	-Disseminate hotline police number -Intervene -Investigate -Prepare case documents	-Salary for the CCs, village chiefs, police, and officials involved
Emergency physical care	-Commune councilors, -Health centers	-Issue letter to show the victims are poor -Provide physical care	-Salary for the CCs -CCWC budget -Health centre budget (not separate-able)
Forensic examination for rape cases	-Provincial hospitals	-Provide forensic examination	-Salary for the hospital staff -Related equipment
Temporary safe accommodation ⁵⁹	-PDoWA	-Provide accommodation, food, clothes for 2-3 days	-Salary of the PDoWA staff involved -Revenue from renting office for workshops

⁵⁹ It is worth noting again that this is not a formal service, but the one the study found in KPC.

4.4. Referral and Coordination Roles

referral and coordination roles. This is especially true in the case of local authorities (namely, the village chiefs, commune councilors and commune police) who live the closest to the community and victims and who, as commune and village elders, feel the pressure to take action to help victims despite the very limited state resources at their disposal. More importantly, it is the decisions of these local authority officials that determine the itinerary the victims (See Diagram below).

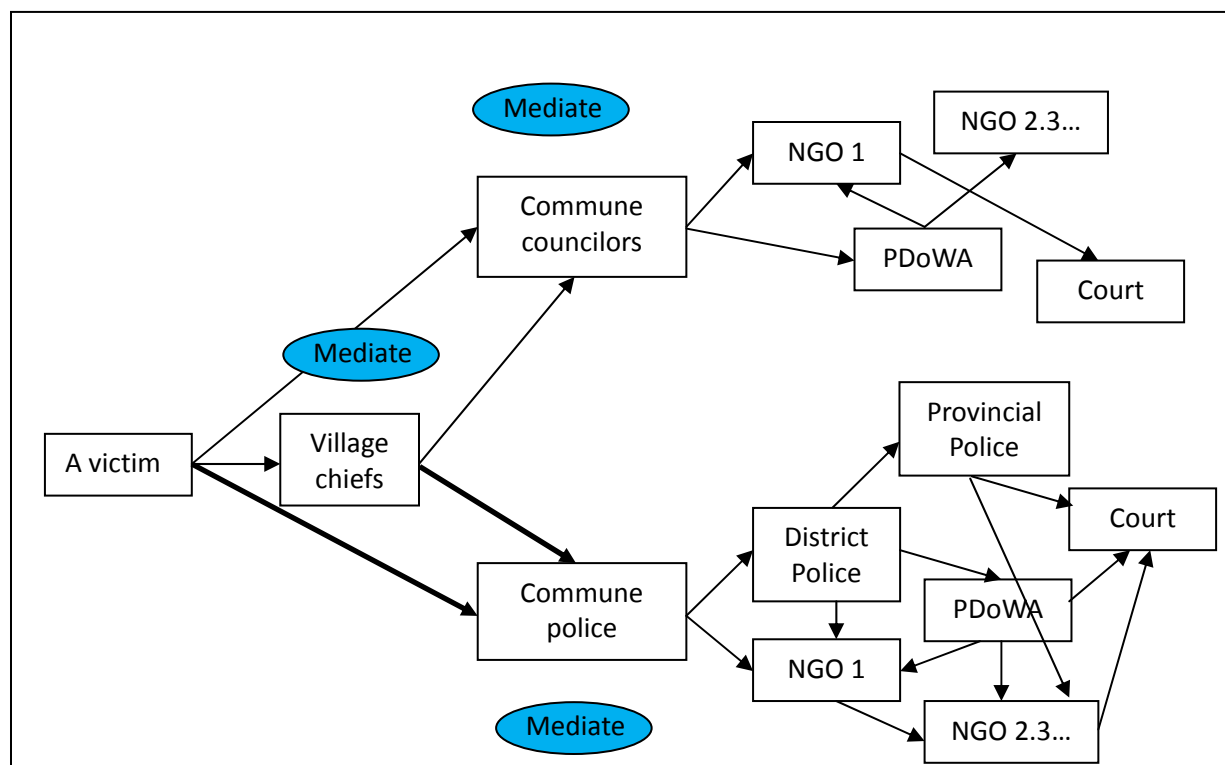


Figure 4.1: Possible Itinerary of VAW victims⁶⁰

It should be clear from the discussion so far that state actors at the sub-national level have not provided many services to victims largely because there is not much budget to do so. Despite such a limitation, however, this study found that these local actors have been very helpful in

When approached by victims, local authority officials can decide whether the cases can be mediated (as already discussed) or should be referred to either higher level state agencies (e.g. district and provincial line departments or police) or to NGOs providing needed services. Key informant interviews and the case visits suggest that if it is a criminal case (such as rape) the

⁶⁰ Please note that, although in the diagram mediation is not shown in the parts after the victims get referred from local authorities, this does not suggest it is not possible. However, mediation is more common in the stage that VAW victims comes to the local authorities.

commune police will refer the case to the district police. In places where the judicial police of MoWA are accessible, the victims might be referred to those judicial police officials. In all cases, however, the victims will be more likely to receive services once they reach NGOs who have budget and skills to provide needed services to them.

Interviews suggest further that where the victims can be referred to very much depends on the knowledge of the local authorities about the referral process and the networks that they have with NGOs and/or higher level officials. Such knowledge and networks, in turn, depend on many factors, including the available presence of the NGOs in the commune or district, the frequency of awareness raising and trainings in the communes (which allow local authorities to connect with outside supporters), or other kinds of personal and party lines of communication that the local authorities have with the higher levels.

In referring the victims, in some cases, local authorities can contact NGOs and ask them to come directly to the villages, but in some others, they have to incur transportation costs to bring victims to district or provincial towns. As the next chapter will show, in some cases, these costs are usually reimbursed by the NGOs to which the victims get referred.

The PDoWA officials (including judicial police) and PDoSAVY officials might also act as referral agents after receiving victims (or information about victims) from local authorities. Interviews suggest that usually, PDoWA officials have better ideas about which NGOs are accessible and which the victims should be sent victims to. However, in some cases, where immediate NGOs supports are not available, they have to find ways to provide temporary shelters for the victims (as indicated earlier). Where NGO supports are available, PDoWA also has the responsibility to coordinate and prepare other necessary paperwork so that the NGOs can take over the victims' cases and, where applicable, proceed with the complaint filing to the court.

PDoSAVY officials also have a coordinating role, especially in integrating victims back into the community. After making sure that victims can be re-integrated, NGOs together with PDoSAVY officials accompany the victims back to their communities, where they are acknowledged by local authorities. PDoSAVY officials who are involved in this process receive per diem and transportation fees from the NGOs. Without this support, those officials might have had a hard time just accompanying and being the official witnesses in the re-integration process, simply because PDoSAVY officials do not have enough budget for such activities.

5. Linking Services to NGO Support and Budget

This section seeks to link the services and activities that NGOs have performed to the budget they have received and spent. Despite the limited budget data made available from NGOs interviewed, the study found, first, that many NGOs working in the VAW area have been highly donor dependent. Secondly, NGOs in Cambodia have been involved in not only spending their resources on direct service provision to VAW victims but also on other activities including awareness raising and prevention, and grassroots referral system development. NGO officials interviewed have argued that these other activities are critical to ensure that VAW victims can access available services and to decrease violence in the longer term.

5.1. Types and Activities of NGOs Working to Address VAW

According to the OSCC report, there are four main types of NGOs working to provide services to VAW victims, including: (i) NGOs that provide multi-services, (ii) NGOs that provide targeted interventions, (iii) NGOs that have GBV as a component of their overall activities, and (v) coalition or network NGOs. In this study, types (ii) and (iii) are seen to be very similar, and therefore classified as one. Based on a few selected NGOs, the following section discusses the findings regarding the activities that these different types of NGOs have undertaken.

GBV Multi-Services NGOs

These NGOs provide a continuum of services including crisis response, safer shelter, legal advocacy, referral, counseling, vocational training and income generation supports. This group includes AFESIP, Banteay Srey, CWCC, SSC, CWDA, Hagar, World Hope International, and World Vision (OSCC 2011). This study selects two from this group to learn more. They are: CWCC and Hagar.

Cambodian Women's Crisis Centre (CWCC) is a local NGO established in 1997, when it started its first centre in Phnom Penh. It then expanded its activities and opened two other shelters, one in Banteay Meanchey in 1999 and one in Siem Reap in 2001. Currently, it has four major programs: prevention, protection, advocacy and operational development. It is through the protection program that CWCC has provided various direct services to VAW victims, including: investigation, legal services, safer shelter, literacy, vocational skills training and employment. However, following its holistic approach, the organization has also focused on other indirect intervention including prevention and advocacy⁶¹.

Hagar Cambodia is an international organization whose activities in Cambodia started in 1994. Since then, the organization has worked to provide shelters, education and empowerment programs, reintegration services and a social business to women and children who have been victims of human rights abuse. Hagar provided 15 activities to their clients in 2010, 13 in 2011 and 25 in 2012. These activities, some of which can be called services, can be grouped into

⁶¹ Interviews with CWCC, May 22, 2012

three main categories: (i) client care, (ii) education and employment, and (iii) client support services⁶².

GBV targeted intervention NGOs

This group of NGOs provides specific services to VAW victims as a part of their broader strategy or focus, such as legal services, human rights, community development and women's empowerment. The NGOs selected for this study include Legal Aid of Cambodia (LAC), Adhoc, CDP, Banteay Srey, and RHAC.

Legal Aid of Cambodia (LAC) is a local NGO which since 1995 has worked to provide free legal services to the poor for both criminal and civil cases. It currently has offices in nine provinces, including Phnom Penh, and some remote places such as Rattanakiri and Mondul Kiri. LAC has received funding from various donors to run a number of legal aid projects. LAC has six projects: Child Justice Program (CJP), Land Law Program (LLP), Women's Justice Program (WJP), Correction Centre, Labor Trafficking Project, and Khmer Rouge Trial. The WJP focuses on access to justice for women by providing legal aid to vulnerable women and legal training to judicial police and prison officials, and by working on related advocacy work to enhance the protection of women's rights. The project, however, provides more help to female perpetrators rather than to victims⁶³.

Banteay Srey was established in 1982, working on promoting social, political and economic prosperity of women at the community level. In 2010 and 2011, it ran three components including: (i) women's empowerment and leadership building, (ii) sustainable livelihood, disaster preparedness and natural resource management, and (iii) community action against gender based violence. These three components altogether combine both prevention and protection. The latter includes safety/emergency assistance, counseling, legal aid to VAW victims, and a safe house in Battambang⁶⁴.

Cambodian Defender Project (CDP) was established in 1994. CDP has been providing free legal services to poor people, organizing workshops and trainings to local authority and police on justice issues, and working to combat violence against women. These activities since 200x have been done through two projects: the Legal Awareness Program (LAP) and Women's Resource Centre (WRC)⁶⁵.

Reproductive Health Association of Cambodia (RHAC) is a leading NGO working on family planning and sexual and reproductive health services in Cambodia. It has five key programs: clinic program, community and public health support program (CPHSP), youth health program, HIV/AIDS for vulnerable groups program, workplace health program. It also has a health equity fund. The clinic program is the most relevant to VAW victims in terms of service provision. Since

⁶² Interviews with Hagar Cambodia, July 20, 2012

⁶³ Interviews with LAC, May 23, August 06, 2012

⁶⁴ Interviews with Banteay Srey, April 26, June 28, 2012

⁶⁵ Interviews with CDP, June 06, July 27, 2012

2009, RHAC clinics serve approximately 1 million clients, most of whom are women, and about 500 of whom were rape victims. RHAC also assists DV victims by linking them to organizations that can provide them legal and shelter services⁶⁶.

Cambodian League for the Promotion and Defense of Human Rights (Licadho) is a local human rights NGO which, since its establishment in 1992, has been working on human rights issues, including those relating to women and children. Since 2009, Licadho has re-structured itself to focus on two main programs: the monitoring and protection program and the promotion and advocacy program. Both have a gender element. The first program has the Women Rights Monitoring Project (WRMP) and the second has the Women's Rights Advocacy Project. The WRMP gets involved in monitoring and investigation of GBV, legal services and referrals⁶⁷.

Coalitions and Networks

These have been created mainly to coordinate services and/or provide technical assistance to related organizations which work in direct service provisions. Examples include COMMIT, COSECAM, and Chab Dai (OSSC 2011). COSECAM was selected as a case for this study.

NGO Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM) was founded in 2001 and has been working in preventing and combating all forms of abuse and exploitation of women and children. COSECAM channels its works through its three main programs: (1) Strengthening of Institutional Frameworks, (2) Building Capacity and Empowerment, and (3) Protection, Recovery, Rehabilitation and Reintegration. The last one aims to establish an effective national coordinated system for victim protection and assistance⁶⁸.

5.2. Linking NGOs Activities to Their Budget

The OSSC reports identified a number of services currently provided by NGOs to VAW victims in Cambodia to respond to different needs (see Diagram 5.1 below). In this study, the activities performed by the various NGOs listed above cover more than just direct services, but also grassroots referral system development, and advocacy works. The budget data made available do not allow this study to link these activities⁶⁹ and the budget. Therefore, it will use anecdotal evidence to make its arguments, and would point also that more budget data and appropriate methodology are needed if one wishes to calculate the unit cost of services provided by NGOs.

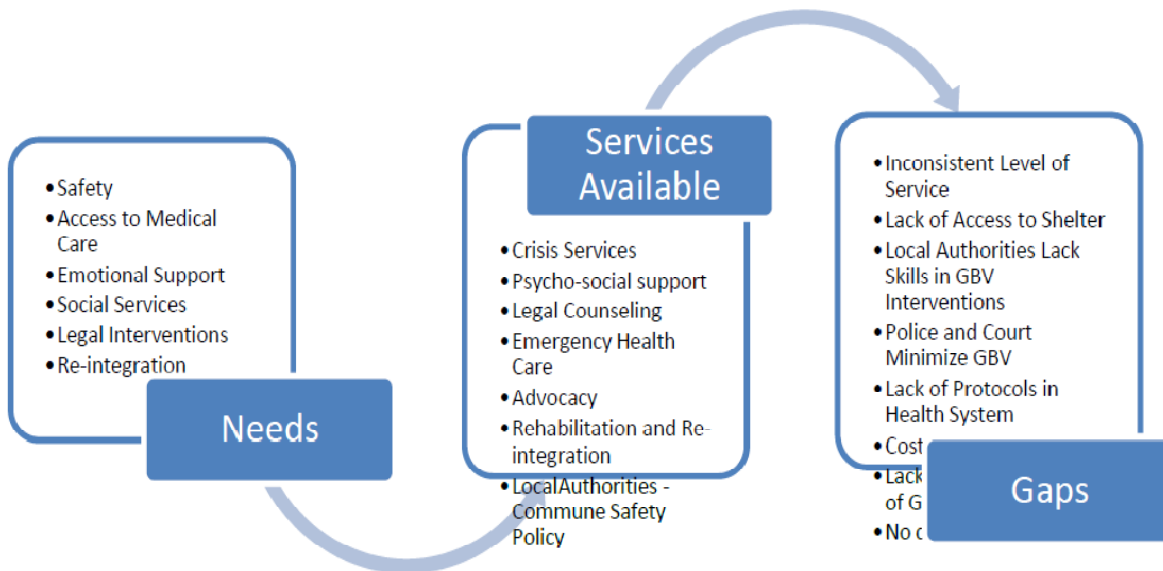
⁶⁶ Interviews with RHAC, May 22, 2012

⁶⁷ Interviews with Licadho, June 10, 2012

⁶⁸ Interviews with COSECAM, June 29, 2012

⁶⁹ For more detailed information about the VAW services provided by NGOs, please see (MOWA 2011)

Figure 5.1. Different services Provided by NGOs



Source: MOWA (2011)

Direct services

The two multi-service NGOs, CWCC and Hargar Cambodia, run shelters and provide various kinds of services including counseling, legal services, safe shelter, education, vocational training and re-integration. The two NGOs have large budget (one has an annual budget of USD2.15 million and the other of USD1.3 million), the combination of which is roughly 50% of the whole MoWA's annual budget. Most (or all) of their budget comes from various donors and they operate a few shelters to accommodate victims referred to them from different provinces. Their budget is grouped into programs, each consisting of several projects.

The data made available from the NGOs interviewed allow the study to calculate the cost of helping one beneficiary in each of their projects. For instance, the cost of helping a girls' recovery project can be derived by dividing the total project budget by the number of direct and indirect beneficiaries. However, this can hardly be considered a unit cost of a service simply because there are no data on what services being provided in the project, or on their detailed components, and qualities. For instance, although the study found that, for the same NGO, the cost of helping a girl in the 'Girl Recovery Project' in 2011 was almost three times higher than that of 2010, it cannot claim that the unit cost of the service in 2011 tripled compared to the 2010, simply because there is no information on the services in both years.

Aggregate budget data were also obtained from NGOs that provide targeted interventions or services. The size of their overall budget for these NGOs varies depending on the availability of funds from donors. Usually, they have one or two VAW related projects which last for a few years. The share of budget intended for VAW activities also varies depending on donor support for such activities. For instance, the share of VAW related budget of a legal aid NGO rose from 10% in 2009 to 30% in 2012. The budget composition for each project also varies depending on

the types of projects undertaken. For instance, salary and operation spending tends to account for a large part of a legal aid project for women (approximately 60%, in the case of one NGO), while in the projects that aim at providing economic opportunities for women suffering from DV, the budget intended for community support tends to be higher.

Some NGOs, such as those working on health issues, were unable to distinguish the budget that was spent on VAW victims from the rest simply because their systems do not make VAW a separate heading for activities and spending. The only way to make such separation possible is by scrutinize in detail activities and budget reports, an exercise which cannot be afforded for this study.

Prevention, Development of Grassroots Referral System, and Advocacy

While working to provide direct services, the NGOs interviewed have also spent a significant part of their budget on prevention and on building referral systems with other NGOs, state agencies, and more importantly local authorities. A big NGO⁷⁰ providing multi services to VAW victims, for instance, spent roughly 35% of its total budget on these supporting activities. One legal aid project⁷¹ selected for this study allocated about 22% of its budget to build collaboration with key stakeholders, especially at the sub-national and local level, while another NGO legal aid project spent up to 65%⁷² on building community based sentinel systems and on raising awareness of key community actors such as the commune and village chiefs so that they can help prevent violence and can better respond if victims seek legal aid services.

Interviews with selected NGOs indicate that these budgets have been used for various activities including awareness raising, training for government officials, provision of allowance to government officials (especially those at the local authorities) to cover their telephone and transportation costs when referring victims (which amount from USD5 to 10 per case depending on the distance and complication involved), and holding various workshops. The NGO officials interviewed also strongly point out that the referral system building and advocacy work, has been necessary and complementary to their direct service provision activities. Without them, the NGOs would have a problem building credible partnership and collaborating with relevant authorities, which in turn might prevent VAW victims from accessing their offered services.

5.3. Remaining Challenges

This study did not obtain sufficient information to systematically evaluate what NGOs have been supporting. As indicated in the conclusion section, this is suggested as the topic for the next step. However, this study finds, based on key informant interviews and existing reports, that the following challenges and areas deserve further examination. First, while the various training and awareness raising events have been helpful in sensitizing communities and local authorities to

⁷⁰ This is the case of CWCC (2010, 2011)

⁷¹ This is the case of the Access to Justice for Women of LAC (2012)

⁷² This is the case of the Women Resource Centre (WRC) of CDC (2011)

gender and VAW issues, the problems of quality and coordination might still be an issue. Existing studies such as AusAid and TAF (2012) indicate that there is no standard curriculum for different types of VAW trainings and the modes of training deliveries should be improved⁷³.

Secondly, in providing services to victims, not only do NGOs have to cover the direct and related cost of providing direct services, but they also need to deal with the practice of informal fee payments to the police (e.g. when information about a case is needed to file a complaint) or to hospitals (for the supposedly free forensic examination), or to the courts for over-priced photocopying fees. Interviewed NGO officials express that to help victims they cannot avoid paying these informal fees. However, they have to make cases to funding donors so that such informal fee transactions can be allowed and budgeted for. Several NGOs have been successful in convincing their donors of the necessity of such transactions. In the meantime, some NGOs have also done advocacy work and made complaints to the MoJ, so that informal fee payments such as the over-priced photocopy fees at the court and the fees for forensic examination at provincial hospitals can be eliminated. At the time of this study was written, no specific solution had been reached. As a part of any future research agenda, this specific should be looked at.

Thirdly, coordination is still a problem both on the government side and on the NGO side. NGO efforts to provide services to victims, for instance, have sometimes been slowed down by the lack of coordination between the court and the police. But the coordination among NGOs themselves is also challenge at times, given that many of them still rely on their informal networks to refer victims to one another, and have yet to establish formal MoUs and a central coordinating body at the province or district level.

Fourthly, as identified by the OSCC report, a consistent level of service options has still not been made available by NGOs to victims of GBV in Cambodia. Some provinces have large numbers of service providers and other provinces have few. Most women in the country, moreover, do not have access to safe shelter if they need it. Twenty-two shelters were identified for GBV survivors, but all of the shelters are concentrated in seven provinces. Seven-teen provinces have no identified shelter at all⁷⁴.

⁷³ For instance, in some trainings the contracted police officers mainly stand in uniform in front of mobilized villagers and just read laws article by article.

⁷⁴ MOWA (2011)

6. Conclusions and Recommendations

Although the main focus of this study is about budget for services provided to VAW victims, the budget analysis alone would not be meaningful if it were not linked to the specific policy objectives, and if it were not understood together with the broader institutional arrangements where various actors are responsible for helping the victims. In the following section, then, by way of concluding the paper, the key points about policies, budget and the various roles of different actors at both central and sub-national level will be discussed. For each point discussed, relevant policy recommendations will be made.

6.1. Policy Frameworks

From the policy analysis, it is evident that the RGC has made considerable progress in mainstreaming gender and VAW issues into key policies and national work plans, including not just the NAP-VAW, but also PFMRP (especially in the GMAP of the MEF), the D&D (as reflected in the IP3), the VCS (where VAW is considered to be a key safety issue that need to be tackled), and in the policies of line ministries (as reflected in their GMAPs). This progress indicates that gender and VAW issues have been well placed to move forward within the policy space. The challenge, however, is the amount of details that are still needed to make these policy provisions operational. First, it is to be noted that the respective roles of key state actors and non-state actors are not clearly stated, especially in the areas of direct service provision for victims. Secondly, the GMAPs of the key ministries (including the MEF) are still too broad to serve as a guide for concrete actions. Thirdly, in the current NAP-VAW, the policy objectives are not explicitly linked to any concrete budgetary commitments.

Recommendations

- In the preparation of the next NAP-VAW, details should be given as to the specific roles of the state and non-state actors involved. In this regard, the roles of NGOs should be elaborated given the obvious fact that they are currently the ones who provide most of the services for victims. To do this, it is recommended that a joint meeting led by MoWA should be held to get clearer information on the different projects that donors and NGOs have been supporting in addressing the needs of VAW victims.
- The next NAP-VAW should link better to two important reforms: the D&D (including the emerging roles of the district) and the reform related to the CNP. This is because the progress of these two reforms will define the roles and resources that local authorities (including the commune police) will have in assisting VAW victims. A key task to make this happen is to ensure better collaboration between MoWA who leads the preparation of the NAP-VAW, and the NCDD and MoI which oversee the D&D and police reforms.
- The next NAP-VAW should address the question of funding so that the challenges of unfunded mandates faced by the different actors can be faced more explicitly. One specific recommendation here is to provide as much information as possible on the potential sources of funding for specific activities mentioned in the next NAP-VAW.

6.2. Budget and Implementation Issues – Central Level

In seeking to identify the different budget sources available for providing services to VAW victims, this study comes to the conclusion that many services have been provided with either out-of-pocket paid by the victims, by public servants, or by NGOs. To understand how these different services have been supported, this study separates the case of state actors at the central level and at sub-national level and the case of NGOs.

It is clear that, in the state budget, gender and VAW are still a low priority. There are a number of challenges here. First, only a very small share of national budget has been allocated to MoWA which is the lead ministry in gender and VAW issues. The special fund given through the CNCW, while a reflection of good intentions of the RGC, is far from sufficient to meet the existing needs. Secondly, in other related ministries, gender and VAW have not been explicitly allocated any certain share of budget, although in practice those ministries (such as MoH and MoI) might have done a lot to assist VAW victims.

The second challenge can be explained by two factors. One, the current national budget structure uses only economic and not functional classification which prevents this study from directly linking activities to the allocated budget. Two, although these other ministries have developed their GMAPs, gender and VAW issues have not been reflected in their annual planning, budgeting and monitoring and evaluation system (e.g. in the health sector).

Another set of problems relates to the development partners' and NGOs' support. Various reports strongly suggest that a large part of current funding comes from these non-state actors to provide support for VAW victims. At the national level, this support has not been well captured in the central databases (i.e. the ODA and NGO databases); and there have not been consistent classification and tools that can generate a comprehensive picture of the total available gender/VAW supports.

Recommendations

- Advocacy work should be considered to convince the government and to allocate more resources to gender related issues. Advocacy work should bear in mind that the government's current fiscal space is being dominated by what many perceive to be competing priority sectors such as education, health, and nutrition. A discussion should be held to identify appropriate strategies, entry points, partnerships and activities for advocacy work.
- The usefulness of the GMAPs as a gender mainstreaming policy tool should be examined and improved. To make such a plan practical, the GMAPs need to mention specific mechanisms by which gender can be reflected not just in the policy, but more importantly, in the annual planning and budgeting, and even in the monitoring and evaluation system of the sectors involved (e.g. the Health Information System (HIS) of health sector). To do this, it is recommended that the GMAPs in the key sectors should

be reviewed, focusing especially on how they can be best integrated in the planning and budgeting process of those sectors.

- Development partners and NGOs should continue sharing information about their projects and funding to gender/VAW activities so that they can help improve the comprehensiveness and completeness of the central ODA and NGO databases. Improvement of the databases can contribute to the broader effectiveness of aid in the gender sector. A possible next step is to do a mapping of aid information transparency for the VAW sub-sector, so that concrete actions to improve better sharing of aid information can be recommended.

6.3. Budget and Implementation Issues – Sub-National and Local Levels

Discussion about budget issues at the sub-national and local levels in Cambodia can start by recognizing that, despite good progress in D&D, Cambodia is still a very fiscally centralized country, where the provincial and district administration combined receive roughly 7% of the whole national budget, and the commune level receives roughly 3%. Moreover, the available budget that has reached down to the local level has rarely been spent on gender (or other social issues) but more on infrastructure projects. This spending pattern, however, does not mean that officials at those levels do not care about gender issues. Instead, it reflects partly their common expectation (which has been proved right) that NGOs would always come and fund gender projects, and partly the fact that gender is still a low priority at the community level.

What happens at the commune level deserves much attention. Despite the budget constraints, local authorities have played very important roles in prevention, referral, and the provision of inexpensive services (e.g. mediation and resolution, immediate safety, supporting services needed for legal process, and emergency physical care). They have performed these tasks largely with their (very low) salaries. For these local actors, in most (not all) cases, their motives to act on VAW issues come not from financial incentives, but partly from their traditional role and image of being the parents of their communities, and partly because of recent emphasis on the VCS policy which is seen country as a directive that comes directly from the Prime Minister.

All kinds of practical challenges have made the jobs of the local authorities in helping VAW victims difficult: lack of capacity and lack of staff (especially for community police), lack of budget for telephone and transportation, etc. These constraints are some of the root causes of some of the negative aspects of law enforcements on the ground, including: the informal fee demanded by commune police, and the tendency of commune councils to mediate even for serious cases of DV. To discourage these practices and to encourage local authorities to refer victims to them, many NGOs have reimbursed for local authorities the costs they have incurred in referring victims to them. Without such a small incentive, the local authorities might not have performed their referral roles so well, and thus might have prevented some of the victims from accessing available services provided by NGOs.

But not all the challenges are financially related. Some major challenges also come from the lack of clarity around the roles and responsibilities of these local authority officials. For instance, the problem around commune police asking for informal fee has been common and the commune chiefs have been well aware of it. However, the fact that the chiefs have not been given clear authority over the police (who operate pretty much within their vertical line of command) has weakened horizontal accountability between the two actors.

Recommendations

- The very first thing is to have policymakers and development partners recognize and discuss frankly not only the importance of local authorities in dealing with VAW issues but also the fact that these officials have been the victims of two factors. These are: (i) the overly centralized nature of the current budgetary system, and (ii) fragmentation among key central departments, which leads to difficulty in enhancing horizontal accountability at the local level, e.g. that between the commune council and the commune police. To do this, the involvement of the NCDD and the voices of sub-national and local authorities are critical in the discussion and design of funding mechanisms for future VAW interventions.
- The possibility of earmarking funds for VAW in the budget allocated to sub-national and local level should be considered. Should the RGC and development partners wish to see real actions taken to address VAW issues on the ground, earmarked funds are needed. This is because they cannot depend on local authorities to exercise their discretion and decide to make gender among the first priorities to spend their available budget on.
- Capacity building activities for local authorities on referral systems should continue, with quality of the systems being reviewed and enhanced. Local authorities are the first entry points for many VAW victims. Therefore, they obviously need the capacity to help and refer those victims. However, it is recommended that lessons should be learned from existing capacity building activities so that better knowledge of what works and what does not work can be better used in the design of the future capacity building plan.
- For the commune police, two points are of importance. First, while the CNP has already been recruiting more police officials for commune police posts, recruiting more female police officials should be further encouraged and appropriate capacity building should be provided with a focus on dealing with VAW cases. Secondly, the accountability relationship between the commune police and the commune should not only be clarified but institutionalized⁷⁵. It is recommended here also that these future activities of and related to the CNP should be reflected in the next NAP-VAW.
- Design of local police facilities should include privacy elements so that reporting of VAW incidents do not create situations of double victimization or deter victims from reporting.

⁷⁵ Please refer to AusAid and TAF (2011) for more information on this point

6.4. Budget and Implementation Issues - The Roles of NGOs

It is very clear from this and other studies that NGOs are the key actors with sufficient resources to deliver services to VAW victims. However, their roles are insufficiently elaborated in the NAP-VAW. Furthermore, this study found that NGOs have not only provided services to victims but also used their budget for prevention, building referral systems at the grassroots, and advocacy works.

Recommendations

Without sufficient data, this study can only recommend some of the issues that deserve more examination.

- In addressing VAW issues, prevention is as important as direct service provisions, and NGOs have been very active in this area. More research therefore should be done to assess the contribution of and areas for improvement in the ways that NGOs have conducted these training and awareness raising events.
- In the foreseeable future, the roles of NGOs will still be important in service delivery for victims. These NGOs will be able to perform these roles better if a number of obstacles can be addressed including the informal fees (as discussed in the report), and the lack of budget for local authorities to help refer victims to NGOs.
- Another issue that should be understood is the quality of the services that have been provided by different NGOs. It is recommended that studies should be carried out to shed light on this question.
- A better coordination among NGOs will help enhance the effectiveness of service delivery done by NGOs. The RGC and development partners have also started to address this problem, for instance by considering the OSCC.

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Annex 1: List of Interviewed Institutions

No	National level State Actors	Title and location
1	MoWA	General Director
2	MoSAVY	General Director
3	MoH	Deputy Director of Planning and Health Information
4	CNCW	Secretary General
5	MoI	Director of Department of Anti Human Trafficking
6	MoJ	Secretary of State

NGOs		
7	Banteay Srei	Director of Banteay Srei
8	Hagar Cambodia	Programme Coordinator
9	ADHOC	Vice chief of Gender Unit
10	CWCC	Programme Manager
11	LICADHO	Programme Manager
12	LAC	Women Justice Program Manager
13	CPD	Programme Manager of Women Resource Center
14	RHAC	Research Manager
Sub-national level		
Provincial level		Title and Location
15	PDoWA	Deputy Provincial Department of Women's Affairs (KPC)
16		Deputy Provincial Department of Women's Affairs (BTB)
17	PDoSA	Deputy Chief of Integration Office (KPC)
18		Provincial Focal Person, in charge of Re-integration affairs (BTB)
19	Police	Deputy Commissary in charge of trafficking and gender (KPC)
20		Chief Office in charge of gender work (BTB)
21	DoH	Deputy Director of Provincial Health Department (KPC)
District level		
22	District office of Women Affairs	Chief of District Office of Women's Affairs (BTB)
23	District office of SA	Chief of District Office (KPC)
24		District Integration Focal Person (BTB)
25	District police	Deputy District Police (KPC)
26		Chief of District Police (BTB)
Commune level		
27	Commune chief	Commune Chief (BTB)
28		Commune Chief (KPC)
29	CCWC focal person	Focal Person of CCWC (KPC)
30		Commune councilor (BTB)
31	Police	Chief of Commune Police Post (KPC)
32		Chief of Police Post (BTB)
33	Village chief	Village chief (BTB)
34	COSECAM (NGOs in BTB)	COSECAM Project Manager (BTB)
35	LICHADO	Human Rights Monitor (BTB)

Annex 2: Guiding Questionnaire

(For State and non-state actors delivering services to victims and survivors of VAW)

BASIC IDENTIFICATION INFORMATION

Name/Type of Institution:

Province/Town:

District:

Commune:

Location: Rural / Urban

Name of Respondent: _____ Title: _____

Number of years in the present position:

E-mail: _____ Phone: _____

Note: For the purpose of this study, violence against women (VAW) will refer to and focus on domestic violence (DV) and rape.

I. BACKGROUND INFORMATION FOR RESEARCHERS⁷⁶

- 1.1 Can you please tell us in detail about your project/programme related to VAW? (i.e. Name of project/program, when it starts, how it works, and its target)
- 1.2 Does the project/program refer to any legislation, policy, law related to VAW?
- 1.3 Has there been any previous research about your institutions involvement in service delivery for survivors of VAW? OR Has your institution conducted any of its own research about service delivery for survivors of VAW? Explain.

II. EXISTING LEGISLATION IMPLEMENTATION⁷⁷

- 2.1 Can you please tell me what the policies/strategies/law in terms of VAW are? And are you aware of the key actors who are responsible for these issues?
- 2.2 Can you please inform me the responsibilities of your institution in terms of VAW are?
- 2.3 Have you noticed any problems in the implementation of the laws related to VAW? (i.e. contradictions or clashes with any pieces of legislation)

⁷⁶ The questions in this section are more applicable to NGOs which run specific projects and programs.

⁷⁷ The questions in this section are applicable to both state and non-state actors.

- 2.4 What improvements would you like to see made to the existing legislation, if any?
(especially in term of defining services and roles of actors involved)

III. REFERRAL PRACTICES IN GENERAL

- 3.1 Does your institution have formal referral system/practices? ☐Yes, ☐No
- 3.2 (If yes) What protocols, administrative instructions, and/or guideline does your institution have in place for assisting victims of VAW?
- 3.3 (If no) Can you describe any referral practices that you know of in your community or that you have observed?
- a. Where/who is the first entry point for the survivor, how does the referral continue, and where and how does it end?
 - b. Please explain why the referral process starts and ends in this way? (i.e it is perceived to be a mild case or not enough budget etc.)
 - c. Based on the case(s) you mentioned, what are the challenges faced by victims, service providers, mediators, or those providing referrals?
 - d. In your opinion, what are the key gaps in the current referral practice that should be addressed as matters of priority?

IV. REFERRAL PRACTICES AND SERVICES PROVIDED BY THE INSTITUTION⁷⁸

- 4.1 Based on the referral practices you described above, can you give me a real example of any VAW cases handled by your institution?
- a. Where/who is the first entry point for the survivor, how does the referral continue, and where and how does it end?
 - b. Please explain why the referral process starts and ends in this way? (i.e it is perceived to be a mild case or not enough budget etc.)
 - c. Based on the case you mentioned, what challenges did you encounter? What were the challenges faced by the victim, service provider, mediator, or those providing the referral? (This will depend on what role the institution played in the example case)

⁷⁸ At the fieldwork, these questions in this questions overlap with those in section 3.

4.2 Please let me know more about the services currently provided by your institution?⁷⁹

List of Services		Type of Victim (DV/ Rape)	1. What is the Budget allocated? (Lump sum and disaggregation)				2. The budget allocated is enough to deliver the service properly? (Y/N)	3. If no, what is your estimation of the additional budget needed to cover these services
No	Service Provided ⁸⁰		Lump Sum	Break down 1	Break down 2	Break down 3		
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								
11								

⁷⁹ In practice, it is very hard to answers to this question largely because the respondents cannot provide breakdown of services together with corresponding services.

- 4.3 Do you work in collaboration with any other partners (NGOs, Local and national authorities) to support VAW survivors?⁸¹
- 4.4 Do you think the services provided by your institution respond to the victim's need?
- 4.5 What do you think would make your organization's work that relates to provision of services to VAW more effective?
- 4.6 Which specific services do you feel have been missing or insufficient for VAW victims from your organisation? Can you estimate the budget for those additional services?
- 4.7 Which services do you feel have been missing or insufficient for VAW victims from other institutions (NGO or government)? Can you estimate the budget for those additional services?

V. FUTURE OR PLANNED SERVICES⁸²

- 5.1 Do you have any plans to begin offering new services in the future?
- 5.2 What challenges do you expect to face in carrying out those new services/responsibilities?

VI. MONITORING AND EVALUATIONS (M&E) SYSTEM & DATA COLLECTION⁸³

- 6.1. Please explain your Monitoring & Evaluation and data collection system and any relevant challenges.

⁸¹ From the fieldwork, respondents find it hard to identify exactly the gaps in the current service provisions. Instead, they are more able to provide their insights in term of challenges they face.

⁸² The questions in this section are hard to get answers even from NGOs who operate mainly with funding supports from donors. From our interviews, most respondents said they cannot know for sure as it depends on donor funding availability.

⁸³ For NGOs, the ME&E is implemented as a part of each Project. The research team did not get much information on this. For the data collection done by key state actors. Please refer to MoWA (2010)