



Royal Government of Cambodia  
National Committee  
for Sub-National Democratic Development  
(NCDD)

Technical Document  
on

Social Equity and Inclusiveness

NCCD-S  
September 2016

## PREFACE

In service delivery and local development, sub-national administrations need to ensure that poverty and gender inequality are reduced, while instead strengthening women empowerment and responding to the needs of women, children, persons with disabilities, youth, migrants, elderly and indigenous people.

The three years implementation plan (IP3) phase 2 mainly focuses on the promotion of social equity and inclusiveness in implementing the democratic development reform program at sub-national level.

For sub-national administrations to have basic measures of promoting social equity and inclusiveness in services delivery and local development, the Secretariat of the National Committee for Sub-National Democratic Development (NCDD-S) developed a technical document on “Social Equity and Inclusiveness” in cooperation with the Ministry of Women’s Affairs and with repeated consultation of related stakeholders before the finalization.

NCDD-S would like to thank the ministries, institutions, departments, units, councils, board of governors, development partners, organizations and related stakeholders that contributed to provide ideas and recommendations in the process of developing this technical document. NCDD-S would like to thank the EU-SPACE program and UNFPA for providing technical and financial support for the development of this technical document. At the same time, NCDD-S warmly welcomes all constructive criticism from related stakeholders to further improve this document.

# Table of Content

INTRODUCTION .....	1
PART I: BASIC INFORMATION ON SOCIAL EQUITY AND INCLUSIVENESS .....	3
1.1. DEFINITIONS.....	3
1.1.1. Social Equity.....	3
1.1.2. Inclusiveness .....	4
1.2. TARGET GROUPS.....	6
1.3. OBJECTIVES OF SOCIAL EQUITY AND INCLUSIVENESS .....	9
PART II: BASIC INFORMATION ON GENDER MAINSTREAMING.....	10
2.1. GENDER.....	10
2.2. GENDER ISSUES AND NEGATIVE EFFECTS OF GENDER ON EQUALITY.....	10
2.3. GENDER MAINSTREAMING .....	11
2.4. GENDER MAINSTREAMING AT SUB-NATIONAL ADMINISTRATIONS .....	12
2.5. GENDER MAINSTREAMING IN SOCIAL EQUITY AND INCLUSIVENESS.....	14
PART III: MEASURES TO PROMOTE SOCIAL EQUITY AND INCLUSIVENESS .....	15
3.1. DATA COLLECTION OF GENDER-DISAGGREGATED DATA.....	15
3.2. ANALYSING THE DATA .....	17
3.2.1. Mapping of Social Services - Overview .....	17
3.2.2. Gender Analysis .....	19
3.2.3. The 3R Method.....	22

3.3. MEASURES TO PROMOTE SOCIAL EQUITY AND INCLUSIVENESS .....	24
3.3.1. General Measures.....	24
A. The Planning Process .....	25
B. Budget preparation .....	26
3.3.2. Specific measure.....	27
A. Fair Distribution of Public Services.....	27
B. Programmes for disadvantaged groups .....	29
C. Cooperation with CSOs .....	31
3.4. MONITORING AND EVALUATION ON THE PROMOTIONS OF SOCIAL EQUITY AND GENDER.....	33
PART IV: CHECKLISTS AND OTHER USEFUL DOCUMENTS .....	38
4.1. CHECKLISTS FOR SOCIAL SERVICES.....	38
4.2. CHECKLIST FOR HEALTH CENTRES .....	40
4.3. FORMAT FOR A GENDER EQUALITY INDEX OF SUB- NATIONAL ADMINISTRATION.....	44
4.4. GENERAL GENDER CHECKLIST FOR INDIVIDUAL ACTIVITY .....	49
4.5. CHECKLIST TO ENSURE THAT SOCIAL EQUITY AND INCLUSIVENESS IS INTEGRATED IN THE PLANNING PROCESS .....	51
4.6. ACCESSIBILITY CHECKLIST FOR PERSONS WITH DISABILITIES TO ACCESS PUBLIC BUILDINGS .....	55
4.7. CHECKLIST FOR INCLUSIVE MEETINGS .....	57

## Introduction

The technical document on social equity and inclusiveness for sub-national administrations was developed with the purpose of increasing knowledge and skills of sub-national administrations regarding the promotion of social equity and inclusiveness in policy preparation, service delivery and local development.

This technical document is to be used by sub-national administrations, especially by municipal and district administrations. Therefore, sub-national administrations as well as related institutions should disseminate and implement effectively, transparently and participatory, considering civil society, private sectors and related stakeholders.

This technical document is divided into the following four chapters:

- Part I: Basic information on social equity and inclusiveness. It will provide the basis of social equity and inclusiveness, including definition, goal, and objectives.
- Part II: Basic information on gender mainstreaming. It will provide concept, tools related to gender mainstreaming for sub-national administrations and mainstream gender in social equity and inclusiveness.
- Part III: Measures to promote social equity and inclusiveness. It will provide tools for implementing, monitoring and evaluation of social equity and inclusiveness.
- Part IV: Checklists to promote social equity and inclusiveness. It will provide checklists to monitor service delivery, planning preparation and project implementation to ensure that the promotion of social equity and inclusiveness is

considered in the planning process, project implementation and service delivery of sub-national administrations.

This technical document is not a legal framework or guideline that requires sub-national administrations to follow all the steps. Sub-national administrations can use this technical document flexibly, based on their real practice in order to respond to the real needs of the people in their areas.

## Part I: Basic Information on Social Equity and Inclusiveness

This part describes the basic information about social equity and inclusiveness. It explains the definition, target group and objectives of social equity and inclusiveness. In addition, a number of examples are introduced to explain how councils and their sub-national administrations can promote social equity and inclusiveness in the decision making and implementation process.

### 1.1. Definitions

#### 1.1.1. Social Equity

Generally, social equity is defined in IP3-II as:

- Promotion of rights to fairly use and receive the benefits of service delivery in local development of sub-national administration.
- Promotion of rights to fully participate in social, political, economic and cultural affairs in the society or community as well as the rights to self-identification to decide on their local needs.

In the public administration affairs, social equity refers to:

The institutional managements that serve the public, deliver the public services, develop and implement the policies and other legal documents in justice and equity.

Generally, the promotion of social equity is the specific approach to promote citizens' living to have a better condition including disadvantaged groups and vulnerable

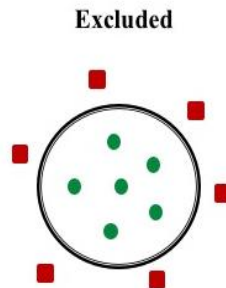
people through dealing with different needs, discrimination and loss of opportunities among different citizens. For example, increase participation of women in leadership roles; eliminate the challenges of persons with disabilities in participating and providing scholarship to female, male students and minority people.

### 1.1.2. Inclusiveness

Inclusiveness is the process that ensures every citizen fully participates in the process of policy preparing, planning, service delivery and local development. There are various forms of relations in a society. There are two forms of relations that challenge in participations.

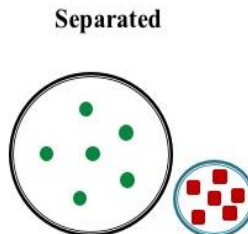
#### A. Excluded

Individuals or groups may be excluded from participating in social life due to illness or their social background, political trend, religion. An example would be persons with disabilities or people with HIV.



#### B. Separated

Other groups may be separated, due to their origins and traditions. This is often true for minorities (and indigenous people). Some minorities cannot speak their language or maintain their traditions. Other minorities may keep their traditions but they are not integrated in the public



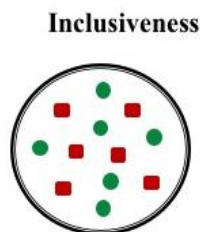


life. They are not represented in parliaments, or have limited access to education and the labour market.

Based on A and B, in the society or in each community, there are individuals and groups excluded, separated and discriminated. Inclusiveness aims to avoid all kinds of exclusion or separation of individuals or groups.

Inclusiveness is defined in IP3-II as:

The promotion of an individual or a group situation to participate in and to benefit from any social activity without discrimination.



Therefore, promotion of social equity and inclusiveness at sub-national level is not only to have a better services delivery but also to promote citizens' participation including disadvantaged or vulnerable groups in order to make sure that the basic rights and needs of citizens are responded to. For example, they participate in the process of planning preparation, have access to service delivery and decision-making in local development.

## 1.2. Target Groups

In order to ensure that service delivery and local development are implemented with equity and without discrimination, instead with participation and responding to the needs of citizens, sub-national administrations should clearly identify which target groups did not participate, had challenges in participation, or did not benefit from service delivery and local development.

In general, disadvantaged and vulnerable groups are discriminated and separated from the society compared to normal citizens. They are people who have no or hardly access to public services, education and the labour market and cannot participate equally in public life.

The classification of disadvantaged and vulnerable groups varies from one area to another and depends on the socio-economic and cultural perspectives.

Common disadvantaged groups within societies are:

- Women: The still existing traditional role perception between men and women is hindering access to the labour market and to political, economic and social life; specifically, the number of women in decision-making is still limited at sub-national administrations. The rate of victims from domestic violence and students' dropout is high, indicating the gap between women and men.
- Persons with disabilities: Their communication is physically, sensory and mentally/intellectually different from normal people. Those differences were not considered by the society. Due to these

factors, most persons with disabilities often miss their opportunities and are easily vulnerable due to their exclusion from the society, e.g. they get less education, less employment opportunities, less participation in social activities, are discriminated etc.

- Indigenous people: Very often they are separated due to their differences of culture, tradition, belief and living isolated.
- Elderly people: Very often they live isolated and have limited access to health or other social services – especially in the countryside. The needs of elderly people are different from those of adult/young people. Therefore, sub-national administrations should consider and respond to their needs.
- Minority people: Very often they are separated due to their differences of culture, tradition and their belief.
- Migrants: Mostly adult people migrated from one region to other regions both in and outside of the country. They encountered sexual trafficking and were ambushed. So it requires sub-national administrations to take care of their well-being, especially for people who migrated in the country, and ensure that they have rights and access to basic services.
- Immigrants: A prejudice towards immigrants, different cultures and lack of language skills is hindering their integration in the society.

- Children in poor families: They have a limited chance to get a good education. They start working very early/migrate in order to create more income for themselves and families.
- Youth: Currently, there are high numbers of youth in Cambodia. This group has a potential to identify their future and it is also a hope for the government regarding social and economic affairs. However, there are some youth who drop out of school, are married very young, migrate, are drug users or alcohol addicts and others adopting risky behaviour. This is a high risk that can lead them to lose opportunities in development for themselves and society. If there is not enough measurement to be taken on time to promote the situation of youth, then they can not only not participate in economic and social development but they will become a vulnerable group, leading to further social exclusion.

Besides the vulnerable and disadvantaged groups mentioned above, there are more vulnerable people such as people using drugs or addicted to alcohol, people living with HIV, sex man, transgender, MSM, gangsters, and entertainment workers. Many people have prejudices against them, leading to social exclusion.

### 1.3. Objectives of social equity and inclusiveness

The objectives for promoting social equity include addressing disparities and inequalities among various population groups, including vulnerable groups, with the aim of improving their living conditions:

- To fulfil basic rights of different groups of people, especially the disadvantaged and vulnerable groups, to be able to receive appropriate opportunities (equal opportunities for all),
- To ensure that their ideas and views are considered when making any decision that affects their livelihood and wellbeing (meaningful participation),
- To ensure that they receive and use equally the benefit of service provisions, local development and social, political and physical conditions.

Promotion of social equity and inclusiveness will ensure sustainable development and harmonization in the society and community. This means that sub-national administrations need to promote social equity and inclusiveness in service delivery and local developments. If not, it might face crises because:

- The gap between the rich and the poor grew wider and wider, and criminality and social conflict increased,
- For political reasons, population groups or tribes were excluded from the economic development and political life,
- Respect and tolerance for people from diverse backgrounds or religions was violated,
- Others.

## Part II: Basic Information on Gender Mainstreaming

This part describes about the concept and strategy of gender mainstreaming for sub-national administrations.

### 2.1. Gender

“Gender” refers to the relationship between women and men in family, community, and society regarding the sharing of rights, powers, status, positions, roles and duties that are defined by society. It could change over time, depending on different cultures.

In this meaning, “gender” was established from stereotypes or the behaviour of families, communities and society related to the division of labour, education, power rank, status and roles of girls or boys, women or men. For example, most families and communities encourage boys to have higher education, to get access to information or other knowledge. They were taught to be brave in order to be a bread winner in the families as well as in the communities, while the girls were taught by families and community to be passive, soft, do house work and be a good house wife.

### 2.2. Gender issues and negative effects of gender on equality

As mentioned above, stereotype of families and communities on women and men with regard to access to information, rights, status, positions and labour are

different, since they were brought up to become adults. Due to this situation, there are negative effects and hindering factors for girls or women in social development. For example, girls or women have limited access to education and information, they have difficulties to access health services, to find a good job, and they have low income and are passive in general. They often face sexual trafficking and domestic violence. As a result, most girls or women are discriminated, become vulnerable and have limited access to public services, participate little in social and economic development and decision-making in families and communities.

### **2.3. Gender mainstreaming**

Gender mainstreaming is a strategy to deal with gender inequality in society, communities, institutions or units in order to achieve gender equality. As described, gender is established from stereotypes and behaviour of society and families that have a negative effect on girls or women and society, communities and families. Hence, society, communities, and families need to understand and participate in solving this issue. In general, in order to solve this issue or negative effects is to follow two important strategies:

- Behaviour change and refrain from acts that cause issues or negative effects on girls and women
- Deal with and respond to issues that happened to girls and women or vulnerable groups caused by stereotypes and other behaviour.

## 2.4. Gender Mainstreaming at Sub-National Administrations

Sub-national administrations have a particular responsibility in achieving gender mainstreaming. In order to ensure that the needs of men and women are responded to effectively and equally, sub-national administrations must expand infrastructure and social services in a stepwise fashion. The councils especially need to take into account the needs of women, so that the barriers that negatively affect women's daily lives are lowered and so that both women and men can raise their concerns equally and be heard in local politics.

Gender mainstreaming strategy means the implementation of daily activities. In order to ensure gender equity in each sub-national administration as well as local development, sub-national administrations have to consider the following strategies:

### A. Gender mainstreaming

Gender mainstreaming is to ensure that concerns and priority needs of women and men are responded including participation, equal consultation, impact assessment and benefit from decision-making in the tasks of sub-national administration as the following:

- Political policy preparation
- Situation analysis and other issues
- Preparation of development plan and three years investment rolling program



- Preparation of council meeting, board of governor, committees and working groups
- Conducting congress and workshops
- Preparation of committee, working group composition
- Project implementation
- Dissemination and consultative forum
- Planning and budgeting preparation
- Monitoring and evaluation
- Reports
- Staff management
- Others

## B. Empowerment of women and vulnerable groups

Empowerment of women and vulnerable groups shall be done by sub-national administration taking measurement/specific actions through encouragement, providing opportunity and support with respect to capacity development, living conditions for women, vulnerable/disadvantaged groups in order to ensure that they are able to participate, access, management and decision-making or using positive temporary measurements such as setting quota, identifying specific representatives for capacity building and providing specific services to vulnerable groups that have missed opportunity in the past.

## 2.5. Gender mainstreaming in social equity and inclusiveness

Gender mainstreaming refers to the approach of solving gender inequality between girls and boys / women and men in families, communities and society. Social equity and inclusiveness means to respond to the issues, concerns and needs of all kinds of people in the society in an equitable manner. In this regard, gender mainstreaming in social equity and inclusiveness is not only to focus on women and men but also to find out and solve the specific issues, concerns and needs of women and men and all kinds of people.

For example:

- Difference in needs and issues of women and men with disabilities
- Difference of indigenous women and men
- Difference of elderly women's and men's needs

## Part III: Measures to promote Social Equity and Inclusiveness

In order to promote social equity and inclusiveness, sub-national administrations should identify specific groups of normal citizens such as women, men, girls, boys or citizens who are disadvantaged and vulnerable. Sub-national administrations should also find out the challenges or hindering factors that cause disadvantaged and vulnerable groups to be excluded from accessibility and full participation in service delivery and local development. Hence, sub-national administration should consider the following processes:

- Data collection of gender-disaggregated data
- Data analysis
- Measurement to promote social equity and inclusiveness
- Monitoring and evaluation to promote social equity and inclusiveness

### 3.1. Data collection of gender-disaggregated data

In order to have a general decision making in promoting social equity and inclusiveness, councils need to have clear information related to women, children, orphans, persons with disabilities, elderly, minorities, indigenous people, poor families, and other vulnerable groups in the territory of sub-national administrations. In order to receive the above information, sub-national administrations can collect new data or use data sources as the following:

- Documentation of the social and economic situation of commune, sangkat, municipality, district, khan, capital and province
- Commune data base (village, commune, sangkat, municipality, district and khan)
- Score card
- Mapping of social services
- Sustainability development goal
- Other information

Whenever possible, collected data should be gender disaggregated. This makes it easier to identify the disadvantages faced by women/girls or men/boys in certain areas.

This data can be used to compile a gender equality index. In a gender equality index, a variety of gender-disaggregated data is collected, compiled and updated on an annual basis. This data is an important source for gender assessments.

For example:

- Gender disaggregated data include:
  - Number of women and men classified by age group or origin
  - Number of girls and boys out of school/in school and reasons for school dropout
  - Hindering/challenges and potentials of women in economic participation
  - Others
- In order to determine the level of gender equality between women and men in a district

administration, the council calls on its administration to create a gender equality index such as number, position, and level of education for women and men. The data needs to be regularly updated by its administration. Through the updated data, councils can see the long-term development of women's situations in their administrations.

## **3.2. Analysing the data**

After collecting data and information from other sources, those data and information need to be analysed. Data analysis is very important for each sub-national administration. Quantity data only is not enough, so the administration should analyze the quality data as well-

There are three methods for data analysing:

- Mapping of social services
- Gender analysis
- 3R Method

### **3.2.1. Mapping of Social Services - Overview**

In order to get a general overview of the social services situation in a district or municipality, the council should ask the administration to create a simple map of social services, public as well as private.

The process is as follows:

- Step 1: Sub-national administrations use a map of the district or municipality and mark with specific

symbols where there are schools, health centres, hospitals, access to clean water, physical rehabilitation services, protective and welfare services, etc.



This mapping of social services makes it immediately clear which parts of the district or municipality lack access to social services, e.g. where there is lack of schools, health centres, clinics, clean water, electricity, waste management, solid wastes and where citizens have to go long distances to get services.

- Step 2: A more comprehensive analysis should be based on a mapping of social services by sector, and according to specific criteria. For example:
  - Health care service in district: Are the health care centres easy to access by normal citizens, persons with disability, women, indigenous people and poor families?

- Are there enough personnel available and is there enough medical equipment in the health care centres?

Criteria for quality can be developed for all public services, for the educational sector, for the construction of infrastructure, for rural sanitation and for waste collection. Therefore, each sub-national administration can prioritise in decision-making and focus more on sectors to ensure that all citizens have full access to services in a better way.

### **3.2.2. Gender Analysis**

Gender analysis is to monitor the difference between women and men, role, activity, needs, opportunity, access and control, and the relationship of women and men. Gender analysis can show whether the working procedure/project/program has different impact on women, men, girls and boys and tell how women and men get equal benefit from the project/program.

The aim of gender analysis is to identify:

- Differences between women and men in sector/ units/ any specific situation
- Causes of differences
- Effects on women and men that cause the differences

Based on the analysis, sub-national administrations can use the above information to:

- Integrate in the development plan and three years rolling investment plan in order to respond to needs of women, men, girls and boys in an equitable way.
- Promote women's participation in decision-making processes in the public and political field.
- Increase the proportion of women in public administration, particularly in leadership positions.

The following guiding questions are useful for analysing gender roles, gender needs and access and control, so that the councils understand about gender issues and have a better overview of the conditions and the relationship between women and men, girls and boys, and put more attention on gender. Councils should take the time needed to discuss these questions.

Gender Analysis Table

Analysis	Key questions
Gender Roles	<ul style="list-style-type: none"> <li>▪ What are the responsibilities of women?</li> <li>▪ What are the responsibilities of men? When?</li> </ul>
Gender Needs	<ul style="list-style-type: none"> <li>▪ What are the problems and challenges of women/girls?</li> <li>▪ What are the problems and challenges of men/boys?</li> <li>▪ What are the needs and interests of women/girls?</li> <li>▪ What are the needs and interests of men/boys?</li> </ul>



Access and Control	<ul style="list-style-type: none"> <li>▪ Do women and men have equal access to certain resources, e.g. land or credit?</li> <li>▪ Can women and men equally make decisions about certain resources, such as land or finances?</li> <li>▪ Who can make no decisions over specific resources?</li> </ul>
Policy	<ul style="list-style-type: none"> <li>▪ Is gender equality a goal of our policy?</li> <li>▪ Does the policy of the council recognize the different needs, interests and contributions of women and men?</li> <li>▪ What actions are foreseen to address the disadvantages faced by women and men?</li> </ul>

### 3.2.3. The 3R Method

The 3R method is another tool for gender-analysis and promoting gender equality in a specific area. It was developed in Sweden and is now being used in many municipalities across the world. The three R's stand for Representation, Resources and Reality. Councils should answer the following questions:

Key factors	Key questions
Representation	<ul style="list-style-type: none"><li>▪ How many women and men work in the sub-national administration?</li><li>▪ Where do the women work?</li><li>▪ Where do the men work?</li><li>▪ How many women are in leadership positions?</li><li>▪ How many men are in leadership positions?</li><li>▪ How high is the proportion of women involved in decision-making?</li><li>▪ Who implements the decisions?</li></ul>
Resources	<ul style="list-style-type: none"><li>▪ How are the administration's resources distributed internally and externally for women and men?</li></ul> <p><u>Money:</u></p> <ul style="list-style-type: none"><li>▪ How much do women in the administration earn?</li><li>▪ How much do men in the administration earn?</li><li>▪ How much money is fed into activities/measures of the</li></ul>

	<p>administration to support women?</p> <ul style="list-style-type: none"> <li>▪ How much money is fed into activities/measures of the administration to support men?</li> </ul> <p><u>Place:</u></p> <ul style="list-style-type: none"> <li>▪ How is the workspace allocated within the organization?</li> <li>▪ Which public places are financed or made available by the administration in the jurisdiction of the council? E.g. public playground, sports fields, public parks.</li> <li>▪ Who uses these spaces?</li> </ul> <p><u>Time:</u></p> <ul style="list-style-type: none"> <li>▪ How much time does the administration dedicate to women's issues?</li> <li>▪ How much time does the administration dedicate to men's issues?</li> </ul>
Reality	<p>When the first two sets of questions have been answered, the findings should be assessed.</p> <ul style="list-style-type: none"> <li>▪ In which areas is the discrepancy between men and women the greatest? E.g. Roles, resources, money, places, etc.</li> <li>▪ What are the causes for the</li> </ul>

	<p>differences between men and women?</p> <ul style="list-style-type: none"> <li>▪ Does the administration dedicate the same level of attention to the interests of both genders?</li> </ul>
--	--

### 3.3. Measures to promote social equity and inclusiveness

#### 3.3.1. General Measures

After data analysis, sub-national administrations should take into account and provide options to promote social equity and inclusiveness in their areas. The measurement can be short or long-term. In case any measurement needs resources and budget, sub-national administrations should consider transforming those measures into the 5-year development plan and 3-year investment programme.

For example:

- If data analysis showed that leaders and personnel who are services provider to citizens do not understand about social equity and inclusiveness concept, councils can propose to have training for personnel on “social equity and inclusiveness” which should be integrated into the 3-year rolling investment program.
- If data analysis indicated that road construction is not appropriate for persons with disability,

councils have to instruct their administration to follow the technical standard by having a sidewalk and crossroads that can be used by wheelchair users.

## A. The Planning Process

In practice, the process is as follows:

- All sub-national administration policies integrate social equity and inclusiveness.
- Encourage planning, working, and three years investment program groups to analyse situation and barriers of all kinds of citizens in all sectors.
- Sub-national administrations ensure that related stakeholders, especially vulnerable groups, participate in the planning process and three years investment program.
- In order to get an even clearer understanding of what can be done to improve the situation in different areas, the council decides to undertake various activities, e.g. a hearing with experts from CSOs, a public meeting with affected citizens, or a survey on people's satisfaction with the service of their health centre.
- Identification of vision, goal, objective, strategy development that contribute to the promotion of social equity and inclusiveness.
- Set priorities project and planned measures which contribute to promote social equity and

inclusiveness without biases to any specific kind of citizens.

- Disadvantaged groups participate in the planning process to make sure that they are not excluded.
- All related stakeholders participate in the implementation of the investment program.

## **B. Budget preparation**

Beside the integration of social equity and inclusiveness in the development plan, three year investment program and administration management, sub-national administrations should integrate social equity and inclusiveness in budget preparation, too. In the process of budget preparation and approval, sub-national administrations should answer the following questions:

- Does the budget reflect the priorities of different segments of the population of women, men, young and elderly people and persons with disabilities?
- Which segments of the population of women, men, young and elderly people and persons with disabilities will benefit from the planned expenditures the most?
- Which segments of the population of women, men, young and elderly people and persons with disabilities will get little or no benefit from the planned expenditures?
- Which segments of the population of women, men, young and elderly people and persons with

disabilities will be additionally burdened by the new fees?

- Which segments of the population or institutions or CSOs will be supported with public financing?

Note: (When answering these questions, distinctions need to be made according to gender, age, location, etc.)

If these questions have been answered, the council can see whether it has created a budget that is “balanced” for different groups of citizens as well as both genders. If this is not the case, it is recommended that the planned activities should be reconsidered once again.

### **3.3.2. Specific measure**

#### **A. Fair Distribution of Public Services**

All citizens must have access to vital public services. The most urgent of these are health care, including reproductive health, education, clean drinking water, and electricity.

Sub-national administrations should determine, using reliable disaggregated data, which areas or regions and groups in their constituencies are still underserved. It is for this reason that the sub-national administrations should consider, among others, the following questions:

- What is the average distance to the closest health centre or primary/secondary school?
- Which areas still lack access to clean water and electricity?
- Is information on services accessible?

- Where are the communities that have little access to services?
- Are services equally available to men, women and children?
- Do persons with disabilities have equal opportunities to access public services?
- Do the elderly have equal opportunities to access public services?
- Generally, what are the barriers for disadvantaged and vulnerable groups to accessing services?
- What must be done in order to gradually improve the situation? E.g.: Which measures would be necessary in order to ensure that poor people, vulnerable groups or people from remote areas are not excluded?

In addition to providing comprehensive access to vital health services, another focus is on the quality of public institutions. The councils should therefore consider the following questions:

- Are the health care centres adequately equipped?
- Is there enough personnel? How many women and men? Do they get training?
- Are they virtuous?
- How does the personnel think about hygienic conditions?
- Are women still having deliveries at home with traditional birth attendants?
- Are high-risk young people educated about HIV prevention?

The same is true for schools. Sub-national administrations should consider the following questions relating to schools:



- How many students are there in a class? How many girls and boys?
- Are there enough teachers? Are they virtuous?
- How is education provided?
- How are the sanitation facilities? Are they accessible separately for male and female?
- Are the sanitation facilities accessible by children with disabilities?
- Do the teachers have enough materials to prepare diverse lessons?
- Are schools accessible for persons with disabilities and can they accommodate children with different learning needs?
- Is education accessible by children from ethnic minorities? If relevant, do multilingual education opportunities exist?
- Can children from poor families, ethnic minorities or remote areas attend school?

The councils and their administrations should be able to answer these and other questions in a timely manner before discussions are initiated about new projects or activities, in particular before the discussion on the next five-year development plan starts.

## **B. Programmes for disadvantaged groups**

Disadvantaged and vulnerable people live in all constituencies of councils – in the capital, provinces, municipalities, districts, khans and communes/sangkats. Many of them do not have the same opportunities compared to other citizens.

In some cases, children from poor families lack access to pre-school or secondary schools, because the families do not consider education to be important and the

children have to start contributing to the family income from an early age.

Persons with disabilities cannot join school classes because the school is not barrier-free; public buildings and information are not accessible for wheelchair users; blind, deaf or children with intellectual disabilities cannot attend school because teachers do not know how to instruct children with disabilities.

Women in remote areas have no means to access reproductive health services, including maternal health and family planning services due to family and financial barriers as well as a long distance from their homes to the health facilities.

Women and the elderly often miss their chance in the application process, because men and/or young people are preferred – the same is true for indigenous people.

Sub-national administrations can contribute in a variety of ways to reducing prejudices and discrimination against these groups of people.

Examples:

- When hiring staff for the administration, the councils shall ensure that women, young people, elderly people, minorities and persons with disabilities are considered in their hiring processes;
- In the planning process, councils should analyse the situation and needs of disadvantaged groups in order to integrate them in the Development Plan and Investment Program;
- Sub-national administrations shall encourage/facilitate disadvantaged groups or their

representatives to participate in council meetings, public forums etc.;

- Ensure that all public houses such as sub-national administrations, schools, health centres etc. are accessible for persons with disabilities, for example for wheelchair users;
- Ensure that sidewalks and crossroads can be used by wheelchair users;
- Ensure that information for the public is available in different formats/accessible to persons with different types of disabilities;
- Ensure that health facilities provide appropriate spaces for maintaining privacy of users especially women and young girls;
- Ensure that the traffic light is equipped with signals that can be heard by blind people;
- Work closely with CSOs and donors that contribute to reducing prejudices and discrimination against these groups;
- Others.

### C. Cooperation with CSOs

In Cambodia, there are a large number of CSOs working to improve the living conditions for the disadvantaged and vulnerable population. They support children from low-income families, help victims of domestic violence, promote equal treatment for ethnic minorities, support persons with disabilities or support farmers and small-scale enterprises to access opportunities for generating larger profits. Therefore, sub-national administrations should seek out cooperation with CSOs, local associations and private sectors in order to fully provide social services, culture, education and environment. Through this cooperation and supporting, they can promote the most equitable living condition in the constituencies. In order to achieve this objective, sub-

national administrations should consider the following points:

- Seek for cooperation and discuss with experts from the different CSOs about which priorities should be set, how barriers to full participation as a citizen and to services can be overcome and how they can promote the most equitable living conditions in their constituencies.
- Coordinate the initiatives in order to avoid duplication of efforts.
- Financially support initiatives that are particularly urgent, if possible.
- Resource mobilization from private sectors as a contribution to deal with the prioritised challenges.

In addition, councils should seek out direct contact with the population – particularly disadvantaged groups. They should create participation opportunities and listen to them in order to understand more about their concerns and needs in order to jointly identify solutions and include them in the implementation of decisions.

Further information is provided in the TD on Civic Engagement about the different forms of cooperation with CSOs and arranging for people's participation.

Sub-national administrations should prepare stakeholder mapping in their constituencies to ease the cooperation.

## Stakeholder mapping table

(CSOs, Associations, private sectors)

Related stakeholders	Kind of work	Target group	Target area	Others

### 3.4. Monitoring and evaluation on the promotions of Social Equity and Gender

The sub-national administration is required to quarterly, semesterly, annually track the implementation of progress and the achievement of service delivery and local development. The process of monitoring and evaluation is integrated into the development plan and investment program. In order to have a basic understanding of monitoring and evaluation, councils should instruct their administrations to prepare data and baseline, classified by gender, about the implementation of social equity and inclusiveness.

For example:

No.	Description	Situation		Others
		Baseline	Current situation	
1	Number of health centres that persons with disability can access			
2	Number of			

	schools that have separate toilets for girl students			
3	Number of female persons with disability employed			
4	Number of male persons with disability employed			
5	Number of female persons with disability have received vocational training			
6	Number of male persons with disability have received vocational training			
7	Indigenous people's, especially			

	women's, accessibility to health services			
8	Others			

Based on the above table, sub-national administrations can monitor the progress in implementation of promoting social equity and inclusiveness.

In addition, the council should carefully study the annual statistics. By comparing the figures with those from the previous years, it is possible to recognize changes and, when necessary, decide on additional measures.

Examples:

- Statistics on school drop outs from the past three years show that the overall number has slightly decreased. However, the figures also show that the number of girls that leave school before graduating has remained as high as ever. The council should discuss this and take appropriate action to improve the conditions for girls to stay in school.
- Statistics from the past five years show that the income level of people living in cities has increased, while it has stagnated in rural areas. The council should discuss how economic development in these disadvantaged areas can be promoted.
- The administration's gender index from the past three years shows that the objective of increasing the proportion of women in the administration by 10 percent has not been

achieved. The council has to discuss which additional measures are necessary in order to reach this goal.

### Key points for monitoring and evaluation:

In order to know whether social equity and inclusiveness was responded to or not, sub-national administrations should take into account the following points during the monitoring and evaluation regarding the quality of service delivery and implementation of any specific project:

- Participation (direct and representative): refers to consultation, benefiting, management and decision-making.
- Consideration (equality and equity): refers to service delivery / any means of projects in order to include vulnerable groups to get services/benefits from the projects. What are the measures for equity?
- Receiving services: to have equal access to get services/benefits.
- Empowerment and Power: Are there any direct/indirect discrimination in participation and getting benefits? What are the measures to increase empowerment and prevent discrimination?
- Gender related: Are there any differences between women and men (girls and boys) in participation, getting services, benefits and opportunities? How are they different? Are there any equity measures that respond to those points?



### Key considerations in monitoring and evaluation process

Sub-national administrations should take into account the following:

- Methods: Which method fits with which target group (Interview and Focus Group Discussion...)? Which other methods can be used? Which language should be used to target groups to participate in the interviewing or group discussions?
- Participants: Are there any representatives who participate in monitoring and evaluation?  
Is it necessary to include people that do not use/ stop using services in the process of monitoring and evaluation?
- Location: Which location that provides a safe environment and is accessible to target groups should participate?
- Report: Do the data analysis and report show the specific groups of citizens?

## Part IV: Checklists and Other Useful Documents

In order to ensure the promotion of social equity and inclusiveness, each council should instruct its administration to prepare checklists for the activities implementation process.

The below table is the sample form for councils and administrations to consider and adapt to the practical example.

### 4.1. Checklists for Social Services

The following information with 17 indicators<sup>1</sup> is collected at village level and consolidated and used by some commune/sangkat councils to identify the social service needs of their citizens. The data is regularly updated. Therefore, municipality/district councils may request this data from commune/sangkat councils to use it in their administration and reporting to the Capital/provincial councils.

#### Checklists for Social Services

No.	Indicators	Number
1	Households with a new-born who does not have a birth certificate	
2	Households with children 9-12 months who have not been fully	

---

<sup>1</sup> The indicators were developed by Ministry of Interior as part of the Social Service Mapping Tool for village (2014).

	immunized	
3	Households with 3-4 year-old children who do not attend pre-school	
4	Households with mothers who have not delivered at health facilities	
5	Households with 5 year-old children who do not attend pre-school	
6	Households with 6 year-old children who do not attend primary school	
7	Households with 7-11 year-old children who do not attend primary school	
8	Households with 12-14 year-old children who do not attend secondary school	
9	Households with children involved in harmful or hazardous work	
10	Households that do not have access to safe, clean water	
11	Households that do not have a latrine or have an unimproved latrine	
12	Households with orphan(s) or	

	abandoned children	
13	Female-headed households	
14	Households with chronically ill family member(s)	
15	Households with children living with a mental or physical disability	
16	Households with food security problems (relied on borrowed rice for 3 or more months in the last 12 months)	
17	Households with ID poor cards	

District and municipal administrations should select some relevant indicators from the above list to collect the data in order to summarize the results for the respective jurisdiction and include the information in their social service planning.

#### 4.2. Checklist for Health Centres

(It can be flexible based on the level of sub-national administration)

Key questions	Answers
1. Facilities: <ul style="list-style-type: none"> <li>▪ How large is the health centre?</li> <li>▪ Is it large enough?</li> </ul>	

<ul style="list-style-type: none"> <li>▪ What is the structural condition of the health centre? (Fallen, broken, narrow, unhygienic...)</li> <li>▪ Can the facility enable confidential counselling on certain topics?</li> <li>▪ Are renovations needed? Which parts?</li> <li>▪ Is the health centre accessible by persons with disabilities?</li> <li>▪ Etc.</li> </ul>	
<p>2. Service area</p> <ul style="list-style-type: none"> <li>▪ How many people live in the catchment area of the health centre? How many women, men, persons with disability and indigenous people?</li> <li>▪ On average, how many people visit the health centre each day? How many women, men, persons with disability and indigenous people?</li> <li>▪ What is the longest distance to reach the health centre? How many kilometres? How long does it take to reach the health centre?</li> <li>▪ Etc.</li> </ul>	
<p>3. Human resources</p> <ul style="list-style-type: none"> <li>▪ How many doctors work at the health centre? How many women and men?</li> </ul>	

<ul style="list-style-type: none"> <li>▪ How many nurses work at the health centre? How many women and men?</li> <li>▪ How many midwives work at the health centre?</li> <li>▪ Are the doctors, nurses, and midwives adequately trained?</li> <li>▪ How is the behaviour of doctors, nurses and midwives?</li> <li>▪ Etc.</li> </ul>	
<p>4. Medical equipment</p> <ul style="list-style-type: none"> <li>▪ Does the health centre have the basic technical equipment that it needs?</li> <li>▪ Which instruments urgently need to be procured?</li> <li>▪ Does the health centre have enough medicine in supply?</li> <li>▪ Etc.</li> </ul>	
<p>5. Health centre services</p> <ul style="list-style-type: none"> <li>▪ What basic services does the health centre offer? Immunizations? Maternal care?</li> <li>▪ Does the health centre provide first aid in the case of emergencies 24 hours, 7 days a week?</li> <li>▪ Does the health centre assist with births?</li> <li>▪ How is the satisfaction of citizen in</li> </ul>	

using health centre services? ■ Etc.	
6. Fees ■ Which fees does the health centre charge for the various services? ■ Do the fees correspond to the regulations of the Ministry of Health? ■ Is the fee schedule disseminated to citizens and visibly displayed in the health centre? ■ Do people know every service fee? ■ Do disadvantaged people pay less fee than others? ■ Is the population aware of health financing schemes like equity fund /ID Poor, etc.? ■ Does the health centre provide additional support such as contribution to traveling, medicine, food etc. to disadvantaged groups? ■ Etc.	

#### 4.3. Format for a Gender Equality Index of Sub-National Administration

- a. Units (Flexible based on each sub-national administration)

##### Municipal and District Level

Units/ Positions	Current Year...			Target to be achieved in year...		
	Total	M	F	Total	M	F
Entire administration	21	1 6	5			
Board of governors	7	6	1			
Chiefs of offices	5	4	1			
Office of administration and finance	4	3	1			
Inter sectoral offices	1	0	1			
Commune/ sangkat support office	2	2	0			
Procurement unit	2	1	1			



Other offices						
---------------	--	--	--	--	--	--

**b. Classification by Ages ( council personnel )**

Age structure	Total	Men	Women
18 - 20			
21 - 25			
26 - 30			
31 - 40			
41 - 50			
51- 60			

**c. Education Level of council personnel**

Education	Total	Men	Women
Primary school			
Secondary school			
High School			
University			
Associate degree			
Master			

Other Qualifications			
----------------------	--	--	--

**d. Council and its committees**

Unit/Positions	Current year			Target to be achieved in year...		
Council	Total	M	F	Total	M	F
Women's and Children's Consultative Committees (WCCC)						
Technical facilitation committee (TFC)						
Procurement Committee						
Other committees						
Working groups						
Etc.						

**e. Staff Management**

Key questions	Answers
<ul style="list-style-type: none"> <li>▪ Do women have the opportunity to be trained in other skills?</li> <li>▪ Is there any leadership training for women?</li> <li>▪ What is hindering women of getting a leadership position?</li> <li>▪ Is there a regular meeting about gender?</li> <li>▪ Are women's voices taken into account during the meeting?</li> </ul>	

<ul style="list-style-type: none"> <li>▪ Is gender knowledge a part of promotion for staff?</li> <li>▪ Do women have a feeding time?</li> <li>▪ Is there a maternity and paternity leave?</li> <li>▪ Is there a mechanism to prevent harassment?</li> </ul>	
---	--

## F. Resource Management

Key Questions	Answers
<u>Financial:</u> <ul style="list-style-type: none"> <li>▪ How much salary does female administrative staff get?</li> <li>▪ How much salary for male administrative staff?</li> <li>▪ How much money for supporting women activities?</li> <li>▪ How much money for supporting men activities?</li> <li>▪ How does the council manage budget between admin and public services for women and men?</li> </ul> <u>Working place:</u> <ul style="list-style-type: none"> <li>▪ How is the division of working place between women and</li> </ul>	

<p>men?</p> <ul style="list-style-type: none"> <li>▪ Does the council have a budget plan for public places in its jurisdiction? E.g. garden for kids, sport place and public garden.</li> <li>▪ Who are the users of those places?</li> </ul> <p><u>Time:</u></p> <ul style="list-style-type: none"> <li>▪ How much time does the sub-national administration spend to think about women's issues?</li> <li>▪ How much time does the sub-national administration spend to think about men's issues?</li> <li>▪ Etc.</li> </ul>	
--	--

#### G. Culture/tradition of institution/unit

<ul style="list-style-type: none"> <li>▪ Is there any discrimination based on gender in your institution? E.g. division of staff equipment?</li> <li>▪ Is there a division of labour/responsibility between women and men based on gender concept?</li> </ul>	
---	--

<p>E.g.: If women and men hold the same position, it is not because she is a woman to do the administrative task.</p> <ul style="list-style-type: none"> <li>▪ Is there a sexual harassment?</li> <li>▪ Is there a showed phonography picture at the work place?</li> <li>▪ Is there any measure to prevent sexual harassment?</li> <li>▪ Etc.</li> </ul>	
---	--

#### 4.4. General Gender Checklist for Individual Activity

Name of the activity:			
Does the activity have gender-specific effects?			
Yes  <input type="checkbox"/>	Probably  <input type="checkbox"/>	Possibly  <input type="checkbox"/>	No  <input type="checkbox"/>
If “no”, then provide a short justification			
Does the activity have effects on the entire population?		Yes <input type="checkbox"/> Probably <input type="checkbox"/>  Possibly <input type="checkbox"/> No <input type="checkbox"/>	

Does the activity have effects on segments of the population?	Yes <input type="checkbox"/> Probably <input type="checkbox"/> Possibly <input type="checkbox"/> No <input type="checkbox"/>	
If “yes” or “probably”, on which segment of the population?		
Which target group does the activity focus on?	Women <input type="checkbox"/>	Men <input type="checkbox"/>
Both <input type="checkbox"/>		
What is the proportion (as a percentage) of women and men in the target group?	Women %	Men %
Is enough data available to answer this question?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If no, what additional data is needed?		
Does the activity contribute to equality between men and women?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If yes, in what way?		

If no, why not?	
-----------------	--

#### 4.5. Checklist to Ensure that Social Equity and Inclusiveness is integrated in the Planning Process

1. General questions	Yes	No	Partially
▪ Were women's priorities determined prior to the drafting of the five-year development plan?			
▪ Were men's priorities determined prior to the drafting of the five-year development plan?			
▪ Were the priorities of persons with disabilities determined prior to the drafting of the five-year development plan?			
▪ Were the priorities of minorities determined prior to the drafting of the five-year development plan?			
▪ Were the priorities of elderly people determined prior to the drafting of the five-year development plan?			
▪ Were the priorities of other disadvantaged			

groups determined prior to the drafting of the five-year development plan?			
▪ Were women's priorities incorporated into the plan?			
▪ Were men's priorities incorporated into the plan?			
▪ Were the priorities of persons with disabilities incorporated into the plan?			
▪ Were the priorities of minorities incorporated into the plan?			
▪ Were the priorities of other disadvantaged groups incorporated into the plan?			
▪ Is there an equitable balance of measures to address the interests of women, men and other segments of the population?			
2. Specific questions			
E.g. Youth ▪ Are the schools designed so that both girls and boys feel comfortable (toilets,			



changing rooms, etc.)?			
▪ Are there playgrounds for children and adolescents?			
▪ Are the playgrounds designed so that they meet the different needs of girls and boys?			
▪ Do boys and girls with disabilities go to school, can they play with other children? Etc.			
E.g. Safety			
▪ Are there sidewalks on the main streets?			
▪ Are there bike lanes on the main streets?			
▪ Is there electricity available at night on the main streets and trail roads?			
E.g. infrastructure in new residential areas			
▪ Is there a kindergarten in the new residential area?			
▪ Is there a school bus for the children?			
▪ Are there enough green areas?			
▪ Is any new infrastructure accessible for all			

(persons with disabilities, the elderly, pregnant women, etc.)?			
E.g. Health			
<ul style="list-style-type: none"> <li>Is the population provided with enough health centres?</li> </ul>			
<ul style="list-style-type: none"> <li>Is there an emergency service for pregnant women?</li> </ul>			
<ul style="list-style-type: none"> <li>Is there any maternal waiting room for pregnant women?</li> </ul>			
Etc.			
3. Where is a need for action?			
4. Which steps are necessary and possible?			

#### 4.6. Accessibility Checklist for Persons with Disabilities to Access Public Buildings

Description	Answers	
	Yes	No
<b>1. Outside</b>		
▪ Are footpaths flat and continuous?		
▪ Are footpaths wide enough (1500 mm)?		
▪ Are footpaths non-slippery and kept free of barriers?		
▪ Is the building entrance accessible for wheelchair users?		
<b>2. Corridors</b>		
▪ Are the corridors clear of obstructions?		
▪ Is the width for low traffic corridors at least 1500 mm wide for public corridors?		
▪ Is the surface level smooth and non-slippery?		
▪ Is the path of travel easy to identify?		
<b>3. Doors</b>		
▪ Are the door openings at least 800 mm wide?		
▪ Do users have to pass over thresholds higher than 20 mm?		
▪ Are the doors easy to open with one hand?		
▪ Is the doorway space at least 1500mm x 1800 mm to allow wheelchair users to open doors?		
▪ Are the doors easy to identify?		
<b>4. Ramps, stairs and handrails</b>		
▪ Within one floor, is the circulation		

route free of changes of level or steps and stairs?		
▪ Is the maximum slope of planned/ existing ramps or curb ramps 1:12?		
▪ Are ramps at least 1000 mm wide?		
▪ Are handrails provided at a height between 800 and 900 mm to enhance safety when using ramps and stairs?		
▪ Are stairs and ramps easy to identify?		
5. Toilets / Restrooms		
▪ Are there accessible toilets?		
▪ Is the accessible toilet marked as such?		
6. Signage		
▪ Is the location of accessible spaces, features and facilities indicated?		
▪ Are all maps, information panels and wall-mounted signs placed at a convenient height between 900 mm and 1800 mm?		
▪ Is key information on signs supplemented with embossed letters or Braille?		
▪ Are signs clear and easy to read?		
7. Emergency system		
▪ Is the emergency route identifiable as such by people with visual impairments?		
▪ Can an emergency situation be recognised as such by people with hearing impairments?		

(Source: UNICEF)

## 4.7. Checklist for Inclusive Meetings

Outreach – How you identify and invite the disability community

1. Check	Yes	No	Notes
▪ Have persons with disabilities / organisations for persons with disabilities been invited like other people / other organisations?			
▪ Have invitations been provided in different formats (e.g. both on paper and verbally)?			
▪ Has plain and appropriate language been used to provide information?			
▪ Does the invitation provide information on accessibility of the meeting venue?			
▪ Have participants been asked whether they have any accessibility requirements?			
2. Accessibility – How barriers to participation are removed			
▪ Remember that accessibility means both physical structures and communication methods (speech and handouts)			
▪ Is accessibility provided			

for everyone? Also for other groups (e.g. older people, pregnant women, children etc.)?			
<ul style="list-style-type: none"> <li>▪ In written material, use good contrast for text and background.</li> </ul>			
3. Preparing the venue for the meeting			
<ul style="list-style-type: none"> <li>▪ Has the meeting venue been checked in advance for accessibility?</li> </ul>			
<ul style="list-style-type: none"> <li>▪ Is the building physically accessible?</li> </ul>			
<ul style="list-style-type: none"> <li>▪ Are the toilets, corridors and eating areas physically accessible for persons with disabilities?</li> </ul>			Wheelchair, blind
4. How people will get to the event			
<ul style="list-style-type: none"> <li>▪ Is it possible to get to the event by public transport? If not, is there an alternative (e.g. organize transport with support of a local DPO)?</li> </ul>			
<ul style="list-style-type: none"> <li>▪ Is there information on the meeting venue, how to get there, what support there will be at the meeting, and if there is any reimbursements?</li> </ul>			
<ul style="list-style-type: none"> <li>▪ Is there someone at the entrance of the event to direct people where they</li> </ul>			

need to go and provide assistance if needed?			
5. How people will be able to participate in the event			
<ul style="list-style-type: none"> <li>Do you have information from invitees whether they have any special requirements for accessibility or whether they are bringing a personal assistant?</li> </ul>			
<ul style="list-style-type: none"> <li>Has sign language translation been organized and budgeted for if there are people with a hearing impairment who will attend?</li> </ul>			
<ul style="list-style-type: none"> <li>Has information in braille, large print or audio been organized and budgeted for if there are people with a visual impairment coming?</li> </ul>			
<ul style="list-style-type: none"> <li>Have speakers at the meeting been informed about communication? Ask speakers to speak slowly and clearly, and give any present translators time to translate.</li> </ul>			
<ul style="list-style-type: none"> <li>Has the room been arranged so that wheelchairs can pass through?</li> </ul>			
<ul style="list-style-type: none"> <li>Are there no objects that</li> </ul>			

people can trip over?			
▪ Is the timetable suitable for all participants?			

In practice, each sub-national administration can choose mentioned methods/tools and adapt based on the real situation if needed in order to ensure the promotion of social equity and inclusiveness in service delivery and local development.