



2020

NGO-CEDAW

# CEDAW MONITORING REPORT FOR CAMBODIA



# Acknowledgements



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# Overview of 2020

2020 brought to Cambodia many challenges for the field of women's rights as well as several opportunities to engage in dialogue with government and community representatives in seeking solutions to those challenges.

Most prominent were health, education, and economic difficulties brought on by the COVID-19 pandemic that women and LGBTIQ faced at disproportionate rates. Additionally, the Royal Government of Cambodia drafted and/or enacted numerous new policies related to gender to which CSOs (including NGO-CEDAW and its network) contributed inputs. Yet, at the same time, there were numerous instances where freedom of sexual expression and freedom of speech were restricted.

## Government Policy Input

The year began with a government effort to finalize several policies directly affecting women by inviting a few women's groups to consult on the National Action Plan to Prevent Violence Against Women (2019-2023) (NAPVAW3)[1], Neary Rattanak V[2], and a first-ever National Policy on Gender Equality[3].

Initially, the government only wanted to hear minor comments within a one-week period; however, civil society and development partners successfully advocated allowing more time so that civil society could make a more meaningful contribution to the plans. Additionally, the Ministry of Women's Affairs has been developing an updated gender glossary/terminology so that government agencies could have a consistent and comprehensive vocabulary for addressing gender-related issues.

While some of the inputs were incorporated into later versions, some gaps remain between the actions required for CEDAW compliance and the updated policies. In particular, the glossary included in the NAPVAW3 contains inconsistencies with the international standards; however, efforts are ongoing to correct this in the Gender Terminology document. Additionally, while NAPVAW3 includes the goal of making an action plan to amend the law on domestic violence, it does not clarify how the government will respond to the CEDAW Committee's recommendations to submit a follow-up report on actually amending the law and on creating an action plan to implement UNSCR 1325.

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[1] NAPVAW3 was adopted in October 2020, and can be found online in Khmer and English at [https://drive.google.com/drive/folders/10FVZsah-iUPn73IF9t7vHCV\\_GUAsy5RX](https://drive.google.com/drive/folders/10FVZsah-iUPn73IF9t7vHCV_GUAsy5RX)

[2] [https://www.mowa.gov.kh/en/policies/Neary Rattanak V](https://www.mowa.gov.kh/en/policies/Neary%20Rattanak%20V) was adopted in June 2020.

[3] The NPGE and gender terminology remained in draft form throughout 2020.

# Coronavirus and its effects on Cambodia

In February 2020, concerns over the coronavirus pandemic resulted in reduced activities, including the cancellation of the Beijing +25 conference of the Commission on the Status of Women which would have been held in New York City in the first week of March 2020, and to which NGO-CEDAW and other Cambodian civil society members had planned to send representatives. Many organizations began to cancel workshops and begin telecommuting. By late March, many international partners had left Cambodia temporarily, and training activities and government meetings had largely been either postponed indefinitely or went virtual. Schools had been closed throughout the Kingdom. Many factories, particularly in the garment and footwear sector, which are dependent on foreign orders had to close or reduce production, resulting in over 150,000 workers losing their job permanently or being suspended from work. [4] Tourist visas were no longer issued and many borders in the region were closed. Businesses dependent on travel or close contact with or among customers were severely affected, and some have closed. These included bars, massage parlors, cinemas, travel agencies, guesthouses, hotels, and restaurants. Construction slowed.

Cambodia did not have a lockdown in 2020 like other countries because until recently there had been no significant community spread of the virus. Therefore, there is not enough data so far to indicate the extent to which Cambodia experienced a shadow epidemic of domestic violence due to women being forced to stay indoors with abusers.

However, data does show that women did experience a disproportionate economic impact from COVID-19 because of loss of employment. Migrant workers who had been abroad were forced to return to Cambodia without a job. Cambodian women working within Cambodia, including many internal migrant workers, suffered high levels of unemployment. This is particularly so because women often work in the garment, hospitality, entertainment, restaurant, and construction sectors of the Cambodian economy. The reduction in jobs in all of these industries hit women very hard, forcing many from the formal economy into the informal economy and/or into debt. Economic pressures such as this is also a known factor that contributes to gender-based violence (GBV), by causing women to remain in abusive situations for financial reasons or to become vulnerable to exploitation.

For the 16 Days of Activism campaign in late 2020, 9 CSOs released a joint statement calling for specific measures to address the needs of women workers facing hardships due to COVID-19. These recommendations included: a USD40 monthly allowance for workers who lost jobs; facilitation of social security registration to enable access to health and financial benefits; ratification of ILO C190 to address violence and harassment in the

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[4] <https://www.business-humanrights.org/de/neuste-meldungen/cambodia-450-garment-factories-suspend-their-operations-affecting-over-15000-workers-due-to-covid-19-eus-eba-withdrawal/>

world of work; strict enforcement of laws against GBV; resolving long-term land disputes; including farmers in social protection schemes; requiring private industries to allocate emergency budgets to supporting laid-off workers in the textile and footwear sector.

Additionally, the closure of schools for most of 2020 resulted in parents, overwhelmingly women, staying at home and losing work income in order to take on the additional burden of extensive hours of unpaid work to care for and educate children at home.

Minority women including the Cham Muslims faced increased levels of discrimination after some Cambodians returned home after being domestic workers or attending large gatherings at mosques in primarily Muslim countries, then testing positive for COVID-19. Government reports of COVID cases originally identified a person's ethnicity on the list of cases, fueling stereotypes of Cham as dirty or carrying COVID-19.

Women with disabilities also faced unique challenges during the pandemic. A May 2020 survey of 19 women business-owners who had physical impairments showed that they were under increased stress, concerned about their finances, and many had already lost money in the pandemic.[5]

## Crackdown on women's sexuality and self-expression.

The Cambodian government had two major policies that directly attacked women's self-expression in 2020. The first came at the annual meeting of the CNCW, when the prime minister blamed women's dress for the number of gender-based violence cases. He specifically called for action against women who ran Facebook stores and posted videos of themselves posing in revealing clothing or acting in a sexual manner. No mention was made of the immoral and criminal behavior of GBVH perpetrators or how they should be dealt with. Within a few days of his speech, several online vendors who were cisgender or transgender women had been detained by police for "education" and one had been charged with the crime of pornography under the anti-trafficking law.

Civil society submitted joint statements condemning these actions as gender-based discrimination.

The blurring of lines between public and private space continued to become an issue as authorities sought to prosecute women for Facebook posts that did not explicitly violate any law. The UN CEDAW Committee has already recommended that any laws or policies against solicitation be repealed as they discriminate against women by punishing predominantly women sex workers but not their predominantly male clients. Despite this,

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[5] Agile Development Group, "Rapid Research – Report: Impact of COVID-19 on Women Entrepreneurs with Disabilities in Cambodia," May 2020.

authorities expressed a desire to charge one woman for solicitation based solely on her posting of images on Facebook. [6]

## Draft law on public order

In June 2020, Cambodia's Ministry of the Interior drafted a new law on public order,[7] and civil society were able to obtain copies of this draft in July and August 2020. Although the CEDAW Committee recommended in November 2019 that the RGC conduct a comprehensive gender analysis in drafting any new legislation,[8] there is no indication that the Ministry either conducted such an analysis or consulted any organizations working with communities most likely to be strongly affected by this law, including women, persons with disabilities and informal workers.

There has been much public opposition to the draft law. In August 2020, Molika Tan, a Cambodian student started an online petition[9] collecting signatures opposing the draft law for violating girls and women's right of freedom of expression and choice of clothing. As of late October 2020, over 21,000 people had signed. In August 2020, CSOs issued two joint statements demanding that the draft law be entirely discarded for violating human rights. One statement focused on women's rights violations and was endorsed by a total of 84 civil society groups including NGOs, unions, and grassroots groups.

The joint statements noted that the draft law contains an extensive array of provisions that effectively criminalize the legitimate everyday activities of many within the Kingdom of Cambodia, in violation of their rights to freedom of expression, association, assembly and other protected human rights, as noted in the Constitution, ratified treaties, and commitments made in the UPR process and in national policies. Moreover, the government cannot uphold its commitment to achieving gender equality on one hand, while criminalizing acts of women who refuse to conform to arbitrary, conservative standards of dress and morality, or who engage in ordinary economic activity such as street vending deemed unattractive or undesirable. Similarly, the RGC cannot reduce Cambodia's high rates of sexual violence and harassment without condemning victim-blaming and prosecuting perpetrators of all forms of sexual violence. It is necessary to promote women as being in control of their bodies and entitled to their own sexual autonomy.

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[6] <https://www.khmertimeskh.com/50746757/woman-sought-for-propositioning-clients-on-social-media/>

[7] <https://www.voacambodia.com/a/draft-public-order-law-looks-to-control-cambodians-behavior-and-activities/5502253.html>

[8] CEDAW Concluding Observations 2019, Paragraph 9(b) states that RGC should "Systematically undertake gender impact assessments when adopting or revising laws, and ensure that legislative changes help to promote and protect the rights of women."

[9] <https://www.change.org/p/teenagers-cambodia-stop-oppressing-women-s-rights-through-laws>

The passage of this law on public order would violate Article 5 of the CEDAW, which requires Cambodia to take all appropriate measures to “modify the social and cultural patterns of conduct men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for women and men.” Moreover, the CEDAW Committee’s 2019 Concluding Observations, recommended that Cambodia’s government “systematically assess the impact of measures adopted to combat gender-based violence against women and girls, and continue to explore and adopt innovative approaches to address the root causes of such violence.” Moreover, in its Concluding Observations, Paragraph 9(b), the CEDAW Committee recommended that RGC “systematically undertake gender impact assessments when adopting or revising laws, and ensure that legislative changes help to promote and protect the rights of women.”

The current draft language of the DLPO indicates that the Cambodian government has so far failed to conduct such an assessment of the DLPO’s likely negative impact on women, and the degradation and endangerment of the rights of women, contrary to Cambodia’s obligations under the CEDAW.

## Gender-based violence

Violence against women, including intimate partner violence, continues to be a serious concern in Cambodia. Throughout 2020, there were numerous media reports of men who murdered their partners.[10] While the lack of a national lockdown has prevented the exact same nature of shadow pandemic of domestic violence seen in other countries, the additional economic pressures on households due to COVID increased the risk of such violence. For example, an increasing number of women have returned home from migrant work abroad even though they still have no income opportunities in Cambodia. Women also lost income by being pushed from outside paid work to unpaid care work supervising children who were unable to attend school in 2020.

One positive action taken by Cambodia during this time is ongoing implementation of the Media Code of Conduct for Reporting on Violence against Women (joint prakas of MoWA and MoInfo 2017). A training for journalists was organized by MoWA and MoInfo in late 2020.[11] The two ministries have also created a working group to monitor the implementation of the media code of conduct.

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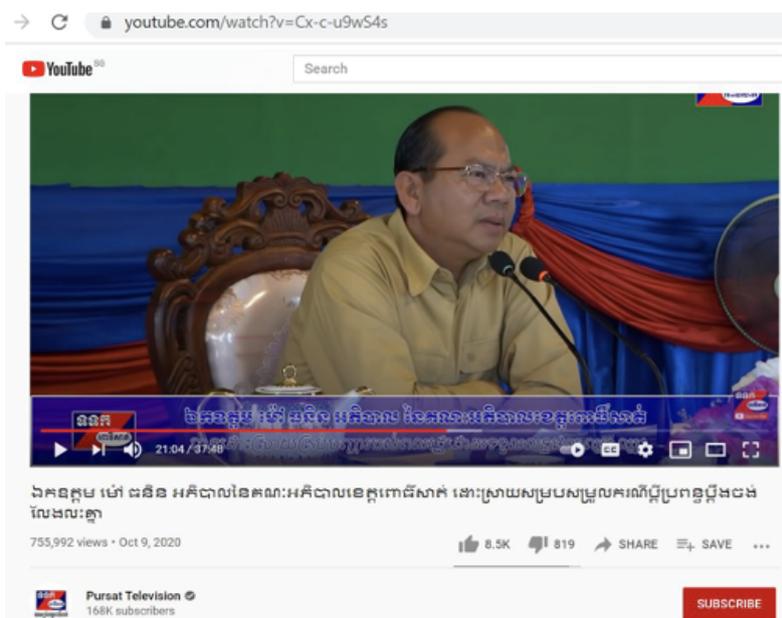
[10] <https://www.phnompenhpost.com/national/wife-set-fire-over-jealousy>

[11] Training events were covered by media: <https://www.information.gov.kh/articles/27335> and <https://kohsantepheapdaily.com.kh/article/1218827.html>

Alternate dispute resolution methods have long been favored in Cambodia as the means of responding to domestic violence matters. The CEDAW Committee explicitly expressed its concerns about this practice in its 2013 and 2019 Concluding Observations following its reviews of Cambodia’s implementation of CEDAW. In 2013, the Committee proposed training on strict application of the DV Law so that “GBV cases are not systematically referred to mediation rather than prosecution.”[12]

In 2019, the Committee further expressed concern “that informal reconciliation by community members without any formal training remains the primary means of resolving cases of domestic violence.”[13] In light of the Committee’s concerns, in 2020 Women Peace Makers and Klahan Organization investigated the use of local dispute resolution practices in IPV cases in Cambodia, and found widespread misuse of the practice.[14] The published report of this research notes that while Cambodian law allows “mediation” in certain circumstances, the findings indicated that what is most often taking place actually constitutes “reconciliation” in practice. The key distinction is that reconciliation is undertaken with the express aim of convincing a survivor of intimate partner violence to remain in the relationship with their abuser. The research also indicates that customary dispute resolution is, at present, neither gender-responsive nor survivor-centered, and is being used in inappropriate circumstances (e.g., following misdemeanor and even felony-level offences) and by inappropriate actors (e.g., police) and often without the full and informed consent of involved parties.

One noted example of the misuse of alternate dispute mechanisms in 2020, is the Governor of Pursat Province’s practice of reconciling couples at public forums. On 9 October 2020, Pursat Television posted a video online of one such reconciliation session. [15]



[12] CEDAW Committee ‘Concluding Observations on the Fourth and Fifth Periodic Report on Cambodia’, (2013) CEDAW/C/KHM/CO/4-5, para 21(a).  
 [13] CEDAW Committee ‘Concluding Observations on the Sixth Periodic Report on Cambodia’, (2019) CEDAW/C/KHM/CO/6, para 24(b).  
 [14] Women Peace Makers et al (2020): Preserving Harmony or Preventing Justice? online: <https://bit.ly/37gwsrL>.  
 [15] https://www.youtube.com/watch?v=Cx-c-u9wS4s accessed on 27 Feb 2021.

A woman asked for help getting a divorce because her husband repeatedly beat her up. Her mother spoke on her behalf and said that the violence was so great that the couple should divorce. The husband apologized and said that he did not want a divorce. The governor lectured the couple repeatedly about how it is necessary to work at a marriage, then insisted that that the couple reconcile. The woman pleaded with him repeatedly that she wanted to separate from her husband, but the governor refused to honor her wishes. The video was viewed over 750,000 times with ten times more positive responses than negative. This type of example from high-level authorities perpetuates the practice of reconciliation contrary to Cambodian law and the recommendations of the CEDAW Committee.

Also of particular concern is the high number of cases of violence against children in Cambodia and the increased potential for abuse of children being undetected due to school closures. LICADHO for example, reported that 31% of its recent rape cases involved perpetrators who were related to the victim. [16] These cases mostly involved child survivors and excluded intimate partner violence cases. These numbers are consistent with government statistics that show that most victims of sexual violence know the perpetrator. [17] By keeping children out of school for much of the year, perpetrators had increased opportunities to commit violence against children, while third parties, such as teachers, had fewer opportunities to intervene to protect the children.

Another concern is the lack of comprehensive laws and policies to address the high levels of harassment and other gender-based violence in the workplace. While it is positive that the Minister for Labor and Vocational Training has stated publicly that the Royal Government of Cambodia is committed to eliminating violence in the workplace, and that Cambodia voted to support the adoption of the new ILO Convention 190, [18] Cambodia has not yet ratified the convention. Furthermore, no concrete steps have been taken to systematically address the problem. ILO Convention 190 provides a clear framework and recommendations for addressing GBVH in the world of work and would extend protections to all workers.

An additional concern that became more apparent in 2020 is the government's refusal to prosecute some instances of sexual violence committed by authorities. One high-ranking police official was found to have sexually assaulted four women police officers in a gross abuse of power. Kampong Thom provincial police chief Ouk Kosal, who is also a two-star general was investigated only after four women made formal complaints, and was not

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[16] LICADHO, "Broken Silence: Rape by Relatives and Barriers to Justice in Cambodia," December 2020

[17] UNICEF, Findings from Cambodia Violence Against Children Survey 2013, p. 72. Most perpetrators of sexual violence against children are partners, family, friends, or neighbors, with neighbors comprising the largest percentage (28-37%) for both boys and girls. November 2015 National Survey on Women's Health and Life Experiences in Cambodia (sponsored by WHO and RGC), p 48, 58, 60-61. 4% of survey respondents experienced sexual violence after age 15 by a non-partner, while 10.2% of ever-partnered women had experienced sexual violence by an intimate partner. These numbers do not include sexual harassment.

[18] [https://www.care.org.au/wp-content/uploads/2020/01/TheBusinessofWomenAtWork\\_finalreport.pdf](https://www.care.org.au/wp-content/uploads/2020/01/TheBusinessofWomenAtWork_finalreport.pdf)

removed from his position until a substantial public outcry was raised. Yet, although he was demoted, he did not lose his government employment and is not facing prosecution because authorities are placing responsibility on the survivors to lead the pursuit of a criminal case. [19] This is a missed opportunity for the State to meet its CEDAW obligation to provide access to justice for both the survivors and to address the harm done to society and government institutions as a whole by this type of institutional violence.

## Restrictions of freedom of speech, assembly and press

The government has increasingly been monitoring social media and gatherings in order to prosecute or detain women human rights defenders. This is particularly evident for persons expressing opinions perceived as critical of the RGC on topics of the environment and politics.

Women journalists and advocates seeking to raise awareness of climate change within Cambodia have been subject to arrest and/or harassment. [20] Throughout 2020, the destruction of wildlife habitats, forests and waterways [21] contributed negatively to climate change. Civil society members who documented this damage and published the evidence online were subject to arrest, detention. Two women environment activists, Phuong Keorasmey and Long Kunthea were detained in September 2020 along with their male colleague Thun Ratha for sharing information on Facebook about and organizing Long Kunthea's planned one-woman march to protest the imminent destruction of one of the few remaining natural lakes in Phnom Penh by being filled in for construction purposes. [22] The destruction of natural lakes has resulted in the forced relocation of residents and has exacerbated flooding in the capital.

Even routine environmental awareness activities such as the annual forest blessing ceremony in Prey Lang forest have been banned by authorities. [23] Members of the community have been denied entrance to the forest and arrested for attempting to do so despite the absence of any law against it.

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[19] <https://www.straitstimes.com/asia/se-asia/cambodia-police-chief-sacked-over-sexual-misconduct-in-landmark-case>

[20] <https://www.licadho-cambodia.org/articles/20200922/169/index.html>

[21] <https://www.npr.org/2020/02/27/808807512/houses-on-the-river-will-fall-cambodia-s-sand-mining-threatens-vital-mekong>

[22] <https://vodenglish.news/three-mother-nature-activists-arrested-as-one-woman-march-shut-down-mid-production/>

[23] <https://www.voacambodia.com/a/civil-society-calls-blocking-of-forest-blessing-ceremony-indefensible/5302780.html>

From August 2020, after the arrest of union leader Rong Chhun, a growing number of women human rights defenders were put behind bars. Three women youth activists - Sar Kanika, Chhoeun Daravy and Eng Malai - were each detained following their peaceful calls for the release of Chhun and other activists. [24]

Each of the arrested activists mentioned above has been charged with “incitement to commit a felony or cause social unrest” under Articles 494 and 495 of the Criminal Code, and remain in pre-trial detention. [25]

Additionally, numerous women human rights defenders, including the wives and relatives of detained former members of the dissolved opposition party, were denied the right to peaceably protest the ongoing detention of former CNRP members for expressing opinions critical of the government. [26] The “Friday Wives” held weekly protests demanding their relatives release, but their gatherings were broken up by police, who threatened them with arrest and sometimes used force to remove them. [27]

## Access to education for girls

In August 2020, the RGC in cooperation with JICA released gender statistics for the province of Kampong Thom. The data from this report shows that in Kampong Thom, girls are well-represented in primary school in most districts, but in both lower and upper secondary school, all districts show significantly higher enrollments for boys. About 35% of secondary school students are girls, while 65% are boys.[28]

## Women and girls in detention

While civil society organizations recognizes and appreciates the Justice Minister Koeut Rith’s May 2020 announcement of a campaign to clear the backlog of cases in the legal system and reduce prison overcrowding, and the successful reduction in back cases, it is noted that it did not have the intended effect of reducing overcrowding. According a 24 August 2020 report of the United Nations Special Rapporteur on the situation of human rights in Cambodia, Rhona Smith, overcrowding exists both at the government-run drug rehabilitation centers and in prisons.

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[24] <https://www.licadho-cambodia.org/articles/20200922/169/index.html>

[25] <https://www.khmertimeskh.com/50809525/mother-nature-activists-last-chance-for-bail/>

[26] <https://www.khmertimeskh.com/50809525/mother-nature-activists-last-chance-for-bail/>

[27] <https://www.licadho-cambodia.org/articles/20200904/168/index.html> One guard violently threw activist Seng Chanthorn to the road while blocking a protest.

<https://www.rfa.org/english/news/cambodia/rebuffed-11132020175121.html>

[28] Ministry of Women’s Affairs and JICA, “Project on Gender Mainstreaming for Women’s Economic Empowerment (PGM-WEE)” August 2020, p.13. There were 47,285 (16,693 girls) students in lower secondary schools and 22,526 (8166 female) in upper secondary schools in 2018-19.

The average occupancy rate of Cambodia's prisons exceeded 300% capacity. She further noted that less than a third of people in prison had received a final verdict, with others either in pre-trial detention (35%) or awaiting appeals procedures (37%). [29] As of late 2020, the country's only prison solely for women and juveniles, Correctional Center 2 (CC2), was at approximately 400% capacity. [30] In February 2021, the Interior Ministry noted that "the nationwide incarceration rate has been stable". [31]

The continued overcrowding of prisons can largely be attributed to rising arrest rates during 2020 under the government's ongoing drug crackdown, as suggested by recent figures released by the Ministry of Interior's anti-drug department, as well as the ongoing failure to correctly apply the presumption of innocence and other legal standards in bail proceedings.

At the same time, despite the threats posed by COVID-19 to a severely overcrowded prison system, access to hygiene materials, clean water and physical distancing has been insufficient. [32] The government has reported testing less than 100 people living in prison for COVID-19, despite several prison officials testing positive for the virus.

A significant number of pregnant women and mothers incarcerated with their young children continue to live in prison without adequate access to basic needs, nutritious food, clean water or pre- and post-natal care. As of January 2021, 106 children were living with their mothers in the 18 prisons monitored by LICADHO. [33] In January 2020, a five-month-old baby girl who lived with her mother in CC2 died in hospital, yet there has been no meaningful independent and impartial investigation into her death, despite apparent negligence by prison officials and medical personnel. Her mother was in pre-trial detention at the time for allegedly possessing 10,000 riel (\$2.50) worth of methamphetamine. [34]

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[29] [https://www.ohchr.org/EN/HRBodies/HRC/RegularSessions/Session45/Documents/A\\_HRC\\_45\\_51\\_AEV.docx](https://www.ohchr.org/EN/HRBodies/HRC/RegularSessions/Session45/Documents/A_HRC_45_51_AEV.docx), para 40-41.

[30] <https://www.licadho-cambodia.org/pressrelease.php?perm=466>

[31] <https://spcommreports.ohchr.org/TMResultsBase/DownloadFile?gld=35939>, page 2

[32] <https://www.licadho-cambodia.org/pressrelease.php?perm=466>

[33] LICADHO monitors 18 out of Cambodia's 28 prisons.

[34] <https://www.licadho-cambodia.org/pressrelease.php?perm=447>

# Recommendations to better implement the CEDAW concluding observations:

While full implementation of the recommendations in the Concluding Observations is not expected until the next State report is due in November 2023, concrete steps need to be taken now to ensure that these achievements are made in time.

NGO-CEDAW and its partners therefore recommend that the RGC prioritize taking the following steps to better implement CEDAW in Cambodia:

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## 01

**Discard the draft law on public order and the new subdecree on the internet gateway as such laws potentially violate women's freedom of expression and rights to privacy, and a gender impact assessment is necessary before adopting new legislation.**

## 02

**Allocate adequate national budget for effective implementation of NAPVAW III and Neary Rattanak V and the upcoming national policy on gender equality.**

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## 03

**Amend and enforce laws aimed at the elimination of intimate partner violence, sexual violence against girls, and all other forms of gender-based violence, particularly by providing responsive services that focus on the physical and mental wellbeing of survivors and ensure access to justice for survivors.**

## 04

**4) Act to prevent and eliminate all harassment, violence, and other forms of gender-based discrimination in the world of work, by adopting strong national policies and by ratifying the ILO Convention to Eliminate Gender-Based Violence and Harassment in the World of Work (ILO C190).**

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## 05

**5) Train all security personnel hired by government or municipal actors, including their managers and supervisors, on how to interact with women in a non-violent and gender-sensitive manner.**

# Progress of Implementation of 2019 CEDAW Concluding Observations

Status is based on the traffic light system:

red=little/no progress; yellow=some progress; green=significant progress

\*For 19, 25b, and 47(d) a follow-up report is required in November 2021.

Paragraph	Theme	Summary	Progress made since 2019	Status
6	SDGs	recognize women as the driving force of the sustainable development	Women identified as "backbone" of economy	
9a	Legislative framework	definition of discrimination in law	None	
9b	Legislative framework	Systemic gender impact assessments of laws	None	
11a	Access to justice	Legal aid with long-term State funding; regional appeals courts	No long-term funding for legal aid; system not comprehensive. New appeal courts began operations in Battambang and Tbong Khmum in May 2020 and in Preah Sihanouk in September 2020	
11b	Access to justice	End stigma to reports of rights violations	Awareness raising activities ongoing	
11c	Access to justice	Disseminate remedy info	Limited dissemination ongoing	
11d	Access to justice	Gender-responsive justice system; more women, training on CEDAW	Some training done, but not comprehensive	
11e	Access to justice	Impartial, independent judiciary; investigation and punishment of cases, including DV and rape	No progress noted.	

Paragraph	Theme	Summary	Progress made since 2019	Status
11f	Access to justice	Hold officials accountable for corruption	No additional action noted	
13a	Conflict	Redress to Khmer Rouge GBV victims	Only very limited services	
13b	Conflict	Action Plan on SCR 1325	None	
13c	Conflict	Women involved at all stages of peacebuilding	Women are well represented in UN peacekeeping; not domestically or at all stages	
15a	National machinery	Autonomy for CNCW	No financial or political autonomy	
15b	National machinery	National budget for full gender policy implementation	Limited funding	
15c	National machinery	CSO participation in NPGE	Extension of time for CSO participation and revision of draft	
15d	National machinery	Effective M&E for policies, ministry gender activities	None for ministries; limited for plans	
17	Human Rights institution	Establish national human rights institution per Paris principles	None	
19*	Civil Society	Guarantee freedom of expression, assembly and association	Guarantee freedom of expression, assembly and association	
21a	Temporary Special Measures	Land reallocation for equal women's ownership	None	
21b	Temporary Special Measures	Housing security for women	None	

Paragraph	Theme	Summary	Progress made since 2019	Status
21c	Temporary Special Measures	Improved economic opportunities with quotas	Limited loans, vocational training	
23a	Stereotypes	Comprehensive strategy to eliminate patriarchal attitudes	Government still promotes stereotypes as Khmer culture	
23b	Stereotypes	Alternate ways to teach gender without Chbab Srey	No real change	
23c	Stereotypes	Promote positive attitudes toward gender equality in youth	No real change; over reliance on CSOs to do work	
25a	GBV	Assess impact of measures and address root cause	Some recognition that gender inequality is root cause	
25b*	GBV	Comprehensive review of DV Law; amend to criminalize all DV, facilitate protection orders, effective remedies	NAPVAW3 says an action plan will be adopted and that articles will be amended	
25c	GBV	Improve essential services	Limited efforts to improve referrals, services	
25d	GBV	Systemically collect GBV data	Little improvement, most reports/cases not recorded	
27a	Trafficking	Address root cause of lack of economic opportunity	Efforts very limited	
27b	Trafficking	Improve identification and referrals for victims	No new efforts	
27c	Trafficking	Social reintegration of victims	No new efforts	

Paragraph	Theme	Summary	Progress made since 2019	Status
27d	Trafficking	Protect women from liability, witness protection	No new efforts	
27e	Trafficking	Punish traffickers	No new efforts	
27f	Trafficking	Don't misuse anti-trafficking law against non-traffickers	Trafficking law misused against women for social media use	
29a	Prostitution	Revise law to decriminalize sex work	No new efforts	
29b	Prostitution	Punish exploiters	Some efforts	
29c	Prostitution	Address root causes such as poverty, demand, inequality	Limited efforts	
29d	Prostitution	Provide rehabilitation	Sex workers are punished, not assisted	
31a	Public life	Adopt temporary special measures, such as quotas	No official measures	
31b	Public life	Create an enabling environment for women	No significant effort	
33a	Nationality	Access to nationality, education, employment, health care and housing for women of Vietnamese and Khmer Krom origin	No significant effort	
33b	Nationality	Facilitate identity documentation and birth registration without confiscating documents	No progress	

Paragraph	Theme	Summary	Progress made since 2019	Status
33c	Nationality	Ratify 2 conventions on statelessness	No effort	
35a	Education	Increase secondary school access; eliminate barriers to girls	Some effort. In K.Thom girls are still only 35% of secondary students.	
35b	Education	Encourage girls in STEAM	Some effort	
35c	Education	Comprehensive gender training for teachers	No significant effort	
37a	Employment	Workers on FDC enjoy freedom to unionize and maternity benefits; restore AC 2-year cap on FDCs	No significant effort	
37b	Employment	Protect informal sector, include domestic workers in Labor Law	No significant effort	
37c	Employment	Promote sharing of parental duties, paternity leave	No effort	
37d	Employment	Comprehensive legislation on sexual harassment with remedies	NAPVAW3 includes a plan to spend more than 5 years to develop guidelines on preventing sexual harassment	
37e	Employment	Ensure equal pay for work of equal value per ILO C100	No effort	
37f	Employment	Protect migrant workers abroad	Some effort	
37g	Employment	Ratify ILO Conventions 183, 189, 190	No effort	

Paragraph	Theme	Summary	Progress made since 2019	Status
39a	Health	Universal access to sexual and reproductive health-care services	To reach the commitment in responding to UHC by 2025, Cambodia still needs to work hard, especially related to budget allocation for SRHR efforts	
39b	Health	Combat stigma against abortion and contraceptive use	Stigma against abortion remains high, and indicators has not yet been included in the strategic plan for SRH or in Neary Rattanak V.	
39c	Health	Address women's nutritional needs in strategies	Included in Neary Rattanak V. Strong commitment of combating malnutrition among children and pregnant women in policies and actions through program implementation and cooperation with development partners and NGOs.	
39b	Health	Prevention of cervical cancer	Some efforts, but screening is very limited and many women do not know about their risks. Cambodia has about 1,500 cases of women diagnosed a year, and mortality rate is 60% among them, according to WHO [35]	
41	Rural women	Regulate microfinancing institutions and improve access to low-interest loans, support large women-owned businesses	Limited effort	
43a	Climate change	Include women in policy formation	Limited effort	

[35] <https://www.phnompenhpost.com/national/who-seeks-end-cervical-cancer>

Paragraph	Theme	Summary	Progress made since 2019	Status
43b	Climate change	Take explicit gender perspective in policies	No explicit gender perspective	
45a	Women in detention	Use alternatives to detention	No progress (some effort to reduce case backlog, but prisons remain crowded with pre-trial detainees)	
45b	Women in detention	Address root causes, and effect on children of sentencing	No progress	
45c	Women in detention	Reduce overcrowding, services, per Bangkok rules and Nelson Mandela rules	No progress	
47a	Surrogates	Repeal October 2016 decision to require surrogates to raise children as their own	No attempt to reverse decision	
47b	Surrogates	Address the root cause by improving income opportunities	No focused effort	
47c	Surrogates	Ensure laws, policies address power imbalance of surrogates	Unclear; draft law on hold, no new policy	
47d*	Surrogates	Law should not criminalize surrogates	Unclear; draft law on hold, no new policy	
49a	Marriage	Targeted measures to reduce child marriage rates	Some effort at awareness-raising in NAPVAW3	
49b	Marriage	Repeal article 950 of the Civil Code	No effort to repeal	



**NGO-CEDAW is Cambodia's leading coalition dedicated to monitoring and promoting the implementation of the United Nations Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Founded in 1995, by Cambodian women activists energized by their participation in the Beijing World Conference on Women. NGO-CEDAW has grown from 9 founding organizational members to a coalition of 35 local member CSOs. Working with a wider network of 30 additional organizations, NGO-CEDAW gives voice to otherwise underrepresented groups of women and LGBTIQ.**

The work of NGO-CEDAW includes: research; advocacy and lobbying; awareness-raising and capacity-building; and information exchange among its members. Specific activities include an annual university debate, original art exhibitions, in-person advocacy at the UN, and workshops for local officials and community groups.



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