

INCLUSION OF WOMEN'S SAFETY IN SANGKAT DEVELOPMENT PLAN



action

women

TABLE OF CONTENTS

List of Acronyms	1
Introduction	2
1. Objectives of the study	5
2. Research team/methodologies	6
1.2. Data collection methods	6
1.3. Data collection tools	6
1.4. Analysis methodology	7
1.5. Mobilization of participants in the research	7
3. Limitations	8
4. Findings	9
4.1. Working women's experiences and opinions	9
Demographic information	9
Housing and security	11
Safety in public space	13
Experience of violence	16
Location of violence	19
Reporting of violence to police	20
Service at Sangkat	21
Women's engagement into the Commune Development Plan (CDP)	23
4.2. Response from Sangkat representatives to working women's needs	24
Safety in the cities from view from local authority	26
Response to women's safety needs by authority	27
Availability and Accessibility of CDP/CIP	28
The process to formulate the CDP/CIP	29
Engagement of working women in plan making	30
5. Power dynamics identified by the research findings	33
Relationship between working women and local authorities	33
Discriminatory perception towards working women	34
Gaps in understanding about safety in the same areas	34
Normalization of marginalized situation and abuse by police	35
Tighten security measures in the city	35
Women's concern to safe and decent housing	36
Collective voices for advocacy	37
6. Recommendations	39
6.1. To Sangkat Councilors	39
6.2. To Non-Governmental Organization (NGOs)	41
7. Conclusion	43
ANNEX 1 TOR	45
ANNEX 2 Questionnaire for working women	47
ANNEX 3 Questionnaire to Sangkat authority	52
ANNEX 4 Questionnaire for AAC and its partners	54

LIST OF FIGURES

Figure 1 Age of the working women in FGDs	9
Figure 2 Civil status of working women	10
Figure 3 Is the bathroom at your house outside of the room?	12
Figure 4 What are you afraid when going out of the room to use a bathroom? (Multiple answers)	12
Figure 5 Are you afraid to go to work at night?	13
Figure 6 What are you afraid of? (Total number of women N=89. Multiple answers)	13
Figure 7 Do you ever avoid going to work due to fear of violence?	15
Figure 8 Have you ever experienced any type of violence at night in the public space?	16
Figure 9 What type of violence have you ever experienced? (Multiple answer)	16
Figure 10 Types of violence experienced by the three occupations	17
Figure 11 Experiences of violence	18
Figure 12 Where did you experience violence?	19
Figure 13 If you ever experienced violence, did you report it to police?	20
Figure 14 Have you ever visited Sangkat office?	21
Figure 15 If you ever received service, were you satisfied?	21
Figure 16 Have you ever heard of CDP?	23
Figure 17 Are you willing to attend the meeting to discuss about CDP?	23
Figure 18 General situations in regard to safety	24
Figure 19 Are there many migrant women in this Sangkat, and do they come to register?	25
Figure 20 major problems in Sangkat/Khan (multiple answers as identified by respondents)* ..	26
Figure 21 How many garment factories/entertainment places exist?	26
Figure 22 Response by police to crimes	27
Figure 23 Have you received any working women at your office in 2014?	28
Figure 24 Sangkat/Khan showed CDP/CIP to the research team?	29
Figure 25 Does CDP/CIP include safety of working women issues?	30
Figure 26 Messages to workingwomen for security matters	32

LIST OF ACRONYMS

AAC	: ActionAid Cambodia
CDP	: Commune Development Plan
CIP	: Commune Investment Plan
CFSWF	: Cambodia Food and Services Workers Federation
DV	: Domestic Violence
FGD	: Focus Group Discussion
MOI	: Ministry of Interior
NGO	: Non-Governmental Organization
TOR	: Term Of Reference
UN	: United Nations
UN WOMEN	: United Nation Entity on Gender Equality and the Empowerment of Women
VAW	: Violence Against Women
WIC	: Worker's Information Center
WNU	: Women Network Union

Research team members

This report was led by Kasumi, Professor of Gender studies at Pannasastra University of Cambodia (PUC), with Research Manager Mr Sea Kakkada. For data collection and analysis, senior students from PUC joined her to conduct fieldwork and contributed to the analysis of the results from the fieldwork. The students who were involved are; Chihit Samnang, Chim Vichea, Duong Theng, Ham Chanratha, Khaisy Vanmoly, Korn Chavbopha, Nyvor leak, Sak Chan Sonyn, Sath Solita, Sen Hey, Seng Chivkun, Seng Vutha, Sin Sreypov, Sina Leakhena , Son Sophorn, Sy Socheata, Thong phansokunthea, Ty Chea (class leader).

INTRODUCTION

Cambodia has faced deep economic, political, social and cultural transformations over the past decades, which have brought significant changes to the lives of women. Globalization and urbanization have also brought a huge impact to the Cambodian society.¹ Urbanization has resulted in the increase of violence and this has become one of the central problems in cities, particularly in the capital city Phnom Penh. Violence and the fear of violence affects the quality of life of women on a daily basis, and it impacts their ability to exercise their rights as citizens.

Cities have become more complex and in the process of urbanization, 'As a result of cities becoming more complex in the process of urbanization, social behaviors, the use of time, forms of mobility and communication styles have all been modified in response to urbanization.

Urbanization also includes a process of spatial fragmentation that segregates distinct social groups based on certain shared characteristics, such as income

level, occupation, sexual orientation, as well as accessibility to what the city can offer to them, including public services and safety. In Phnom Penh, high commercial areas coexist with stretches of under-development.

Despite the fact that people of all genders and ages are co-existing in the city, women living under conditions of greater social vulnerability or in marginalized situations, suffer and experience more severe restrictions and violence; and women, men and people from sexual minorities all experience life in the city differently. They face different fears and often experience different types of violence depending on their socio-economic situation. The city is built on the multiple power relations based on the variety of characteristics determined by class, race, ethnicity, age, sexuality, and gender and so the city brings different life experiences related to gender.

In Cambodia, women continue to suffer from a various forms of violence in both the public and private spheres.² Simply because they are born women, they are subjected to unequal, inequitable relationships where the masculinity is hegemonic and embedded in a patriarchal social structure.³ Women's historical subordination pressures them to internalize and accept the normalization of violence. Such internalization greatly affects their quality of life and limits their potential. The capital city, Phnom Penh, has been built without regard for the needs and interests of women. It is not gender neutral, and it neglects women's different needs from men in regard to security and reinforces the power imbalances between the genders.

*A safe city is one in which both the government and civil society guarantee women's rights in all spheres. A safe city is one that promotes the elimination of gender-based violence, while at the same time promoting equal opportunities for men and women in all the spheres of social, economic, cultural and political life (access to employment, education, political participation, resources and leisure, etc).- "What are safe cities and communities for women and girls?",
UN WOMEN
<http://www.endvawnow.org/en/articles/237-what-are-safe-cities-and-communities-for-women-and-girls-.html?next=238>*

INTRODUCTION

Violence against women (VAW) shall be understood to encompass, but not be limited to, the following (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation, (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution, (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.

- UN Declaration on the Elimination of Violence against Women (1993)

Women in cities are deprived of their fundamental freedoms and rights because of fear of and actual experiences of sexual assault, sexual harassment or rape when they are moving around the city, including when accessing education or going to work⁴. When women experience these incidents, they may report their experience to the local authority or to the police. However, this can result in them facing discriminatory attitudes, leading to re-victimization and further trauma. For instance, the authorities may blame victims for what they were wearing at the time of the incident or for being out at night, which is deemed inappropriate for women.

The normalization of violence against women (VAW), combined with discriminatory attitudes and negative perceptions toward women who have suffered violence are discouraging women from disclosing their experiences and effectively silencing them, which creates a cycle of violence with impunity for perpetrators.

VAW, as defined by the United Nations (UN), also refers to the insecurity in the lives of women, whether real or imaginary, that restricts the freedom and rights of women; full development of women; their mobility and autonomy. Violence against women in urban areas is not limited to public spaces but also includes private space. Indeed, violence that occurs in private settings affects women across all social sectors, regardless of age, occupation, class, ethnicity, or sexual orientation, and the magnitude of such violence is not yet known. Without recognizing violence in the private space and the way how they are perpetrated in private space, women themselves tend to echo the normalization of violence against women in the public space, transforming in their imagination the fear of violence in private spaces into a fear of exploring public spaces.

In 2011, ActionAid piloted work to investigate women's safety in cities and urban spaces in several countries, including Cambodia. Based on ActionAid's philosophy of participatory and human rights-based approaches, women's groups based in local communities became entry points for this initiative. ActionAid Cambodia (AAC) worked closely with key partner organizations to identify groups of women particularly affected by violence in urban public spaces. To assist this process, a "Participatory Safety Audit Toolkit" was developed and used to record women's experiences of safety in the capital city Phnom Penh. This became a foundation to guide AAC's approach to developing and implementing a campaign on Safe Cities for Women.

INTRODUCTION

This study was carried out as a part of the Safe Cities for Women Campaign, and the target groups for the research included sex workers, garment factory workers and entertainment workers (women working at karaoke bars and as beer promoters) with regard to their safety issues and the responses they received from local authorities in relation to their needs. Women working in these three sectors are mostly migrants from rural areas of Cambodia, which means that they are unable to register themselves as residents in Phnom Penh and their security is thus poorly protected by the local authorities. They are also vulnerable to violence because they are away from the social safety net of their friends and relatives. In cities, workingwomen also face broader societal discrimination by local authorities and the police, which will be examined and discussed more in this study report.

In relation to safety issues, it is essential that local government pays full attention to the safety issues of all residents, including working women⁵. For this to become a reality, these women's voices must be heard during the policy formulation process. Unless local authorities pay particular attention to these marginalized women, their experiences and voices will go unheard and will not be understood by authorities. In AAC's experience of working with partner organizations who are empowering working women in the city, understanding and reflecting migrant women's experiences and needs is something that the Sangkat Councils need to take into account.⁶

While the formulation of the local development process is open to all citizens, there have been no proactive measures to engage marginalized women. It has been identified that working women, especially those in the three sectors examined in this study, are mostly excluded from the process of developing any local governance plan, which deals with safety and security issues. The documentation around how women can and do engage with local authorities on these processes was also found to be lacking.

This study will identify the power dynamics between workingwomen in the city and the local authorities to identify how best AAC can support and facilitate the process for the benefit of all.

This study mainly focuses on three issues below;

- To assess to what extent the Sangkat Councils, through the Commune Development Plans (CDP) and Commune Investment Plans (CIP), have been responsive towards addressing issues concerning women's safety. This will be evidence for women to use during their dialogue with the Sangkat Councils.
- To assess the level of engagement of women in the local planning process in order to raise their issues concerning safety.
- To assess power relations between women's groups and local authorities and identify key challenges and opportunities for women to engage in the local planning process.

The fundamental philosophy of the research method was a participatory and inclusive approach as well as a rights-based approach. Participants actively engaged in the dialogues and interviewers encouraged discussion among the participants.

The research team included sixteen university students (10 females). The majority of the research team members are young women living in the capital city. Therefore, they are also active participants in the research by comparing their own experiences of violence and safety issues, and they greatly contributed to the process of data analysis.

Based on the Terms of Reference (TOR), the research methodology was developed as below.

1.1. Approaches for data collection

This is a qualitative and quantitative study, which includes mainly the below three methodologies for data collection;

- **Desk review:** The Royal Government of Cambodia's relevant policy documents, CDP and CIP and existing studies on women's safety in the city such as Safe Cities baseline survey.
- **In-depth interview:** ActionAid Cambodia's key project staff, partner Non-governmental Organization (NGO) staff (director/project manager level), and Sangkat Councilors
- **Focus Group Discussion** with beer promoters, sex workers, garment workers⁷

1.2. Data collection methods

The research team used the following methods:

- Desk review of key policy/strategic and programmatic documents of the Royal Government of Cambodia and ActionAid research reports on safe city
- In-depth interview with key individuals through structured and open-ended questions
- Focus Group Discussion (FGD) with working women (three categories; sex workers, garment factory workers, and beer promoters)
- Case study: from FGDs, a number of cases studies which follow ActionAid guidelines will be collected

1.3. Data collection tools

- Documents reviewed and referenced
- Questionnaires for individual interviews and FGDs
- Case studies

1.4. Analysis methodology

The research team drew conclusions and recommendations based on triangulation of evidence from different data collection methods and both primary and secondary data sources. The results of each data collection method will be systematically cross-checked with the others to confirm the scope and reliability of the findings. Discussion and analysis among the research team was conducted, and the team members also presented some concrete recommendations, which are detailed in the latter part of this report.

One key aspect that emerged in the analysis was the notion that it is important to differentiate between the forms of violence that are actually experienced by women and those that are feared without necessarily having occurred. Violence against women is happening behind closed doors (such as domestic violence and rape) but women also experience violence in the public space, which is deemed to be a more masculine, violent space. Fear of violence need to be understood separately from the actual perpetration of violence. The research team tried to differentiate them (the actual incidence of violence and the fear of violence), but it is understood that this fear is also a violation of fundamental rights of women, particularly in regard to their freedom of mobility. It is important to treat fear as an analytical category and subjectivity as a fundamental piece of information in the entire research process and analysis.

1.5. Mobilization of participants in the research

Three NGOs partners of ActionAid Cambodia (AAC) for Safe Cities for Women Program and Campaign - Worker's Information Center (WIC), Women's Network for Unity (WNU), Cambodian Food and Services Workers Federation (CFSWF) – mobilizing working women in the three target groups (sex workers, garment factory workers, and beer promoters) participated in the research. The venue for FGDs was also set up by those partners with an emphasis on safety and confidentiality.

The research was assisted by the AAC office, and considerable attention was given through consultations among the research team and AAC to make the research successful but some limitations were also observed.

- Not all target Sangkat authorities were met for the interview. Some requested official letters for them to accept the research team's interview, and it took much more time than anticipated.
- The research team was planning to meet with beer promoters as one category, but in reality, it was "entertainment workers".
- Some issues were not investigated thoroughly enough, because in the course of the research some new issues were raised but information was not collected systematically. For example, the issue of working women's identification (ID) cards being kept with the rental house owner was identified. This is a critical issue, as if workingwomen must leave their ID card with the rental room owner as insurance as this is a human rights violation of women's freedom of movement, and also to limit their behaviors. But the research could not document this issue in a systematic way.
- Interviews and FGDs were conducted only in the daytime, so the research team could not observe the real fear and risk for working women to travel in public places at night.

'Only when you have money, are you safe'.
 - A beer promoter, Sangkat Phnom Penh Thmey⁸

This section summarizes and presents the experiences of working women in the capital of violence in public spaces and in relation to their communications with the local authorities and the responses from the local authorities to the safety issues for women in the city. This data is detailed in two main sections: the first section includes the voices of working women in regards to demographic information about the participants of the Focus Group Discussion (FGD), experiences of violence, relationship with local authorities, and recommendations from working women in relation to the local development planning for women’s safety and security issues. It is followed by the responses from the local authorities to the needs of workingwomen in the capital city.

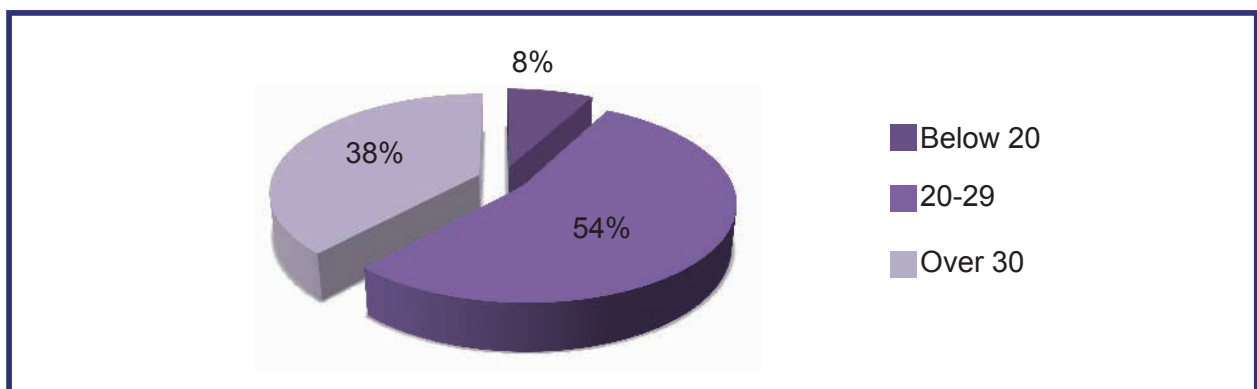
4.1. Working women’s experiences and opinions

Demographic information

The research team met with 89 women from three occupations. 30 women were working as sex workers, 30 women were working as entertainment workers, and 29 women were working at garment factories.

The majority of women who participated in the FGDs were in their 20’s (N=48, 54%), and 7 women were under 20 (23%), whilst 34 women (38%) were over 30 years old.

Figure 1 Age of the working women in FGDs

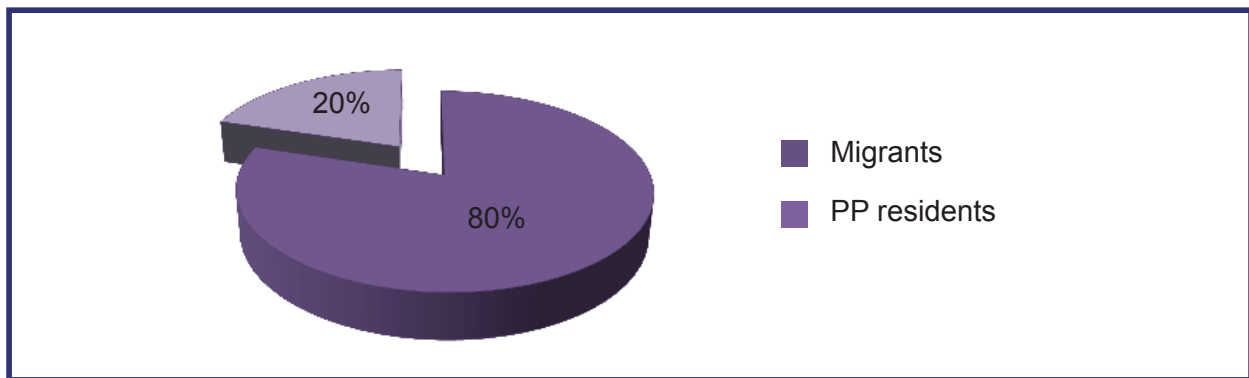


Among the sex workers, none of them are under twenty years old, 14 women are in their 20’s, and 16 women are over 30 years old. The majority of entertainment workers (19) are under 20, and 4 are in their 20’s with only 7 over 30 years old. Regarding garment factory workers, 15 women (52%) are under 20, 3 are in their 20’s and 11 (34%) are over 30. Because the sample is so small (N=30 for sex workers and entertainment workers, N=29 for garment factory workers), this result

gives only a general overview of working women in the three occupations. However, it can be said that the average age of sex workers in the city is higher than that of entertainment workers, and the average age of garment factory workers is located in between them.

The majority of women (N=71, 80%) are migrants to the capital city, whilst 20% of women (N=18) self-identified as living in the capital city.

Figure 2 Civil status of working women



Amongst the Of the 89 women that participated in this study, 65 women (73%) have lived in the capital for more than three years, 10 women (11%) have lived in the city between 1 and 3 years, 5 women (6%) between 6 months to 12 months, and 9 women (10%) less than 6 months. Therefore, the majority of women have already settled in the capital for an extended period of time.

Case Study (Garment factory worker)

Ms Vutha, from Kandal province, is from a farming family with six siblings. She came to the capital city Phnom Penh six years ago but never registered her residential status at the Sangkat office. When she came to the capital for the first time, she was working as a domestic worker.

“I was a domestic worker for one Cambodian family and my salary was only 150,000 riel per month (approximately 40 USD). My work was to clean the house, wash clothes and dishes, and also take care of children. I was instructed to do the housework from early morning until late at night until the house owners went to sleep. They did not provide me with decent meals but I was told to eat whatever was left over from theirs. They said to me, “Don’t waste any food.”



It was very tough for her to work as a domestic worker, not only because of those hard working conditions, but because the owner did not allow her to take any holidays, and she could not have any free time for herself. Therefore, she decided to change her job to become a garment worker. Her hope was that the garment factory could provide her with better working conditions, with some holidays and also some free time for herself.

“Since I started to work in the garment factory, I could have some free time. But maybe one day per week but still I can take a holiday. So, I can do some errands or what I want to do during my holiday. Luckily I also have time to study English because I love to study. Before, I never had time to study. However, not everything is good. For example when I become sick, I cannot ask them permission to leave because they say that if I do not work, they do not give me salary. Because of this rule, I must force myself to work even when I am sick.”

There are 24 women (N=89, 27%) who have registered their civil status in Phnom Penh city (entertainment workers and sex workers), and they registered primarily because they had some requirement for legal documentation. Commonly, they would go to the Sangkat office to inquire and/or request documentation such as a marriage certificate or a birth certificate for their child. Therefore, migrant women in those occupations are generally not visiting the Sangkat office for the sole purpose of registering their civil status.

When working women presented at the Sangkat office for inquiries about documentation, the local

government officials would notice that the women were not yet registered. These officers would advise working women to register their civil status first and then proceed to deal with other legal processes that they requested.⁹ But normally they do not go to local authority, because landlords keep their ID cards and report to the local authority that those women are living in their compound.

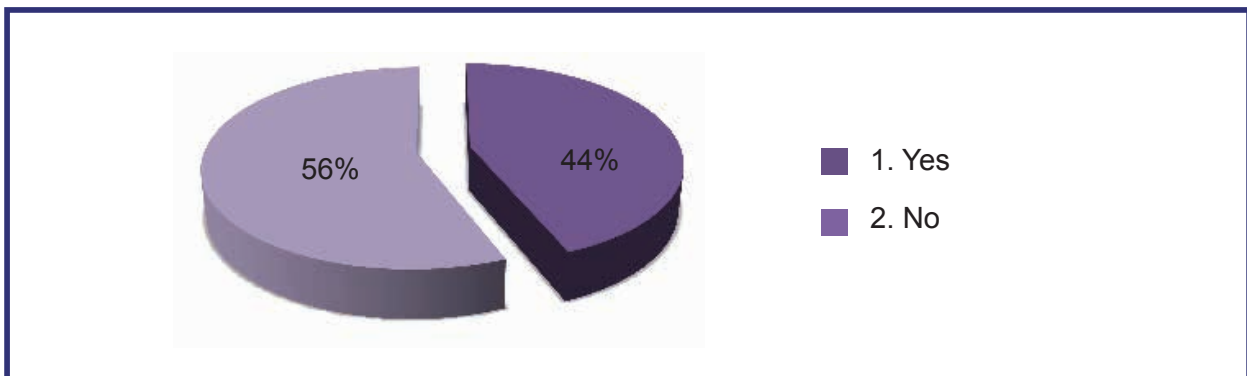
Housing and security

The type of settlements where the women live and the characteristics of their housing have an impact on their experiences and fear of violence. According to Ms Phalline, from CFSWF, 20 to 30 per cent of workingwomen in their network are mobile and are changing their residences quite frequently.¹⁰ Most specifically, entertainment workers are changing their residence very often, sometimes every month. Ms Phalline calls this a “mobile group” phenomenon, which is very newly observed in the city.¹¹ Therefore, their living conditions are not stable, and they are continuously feeling that they are not settled anywhere.¹²

Many sex workers reported that they cannot afford to stay in decent rental rooms, because they cannot pay their rent on a monthly basis. This is because they are not paid regularly, and their income largely depends on the number of clients that they can take on a daily basis.¹³ Therefore, they live in places where many drug users and gangs are also staying. Illegal gambling is also reported to happen in their residential area, some of it even run by the local authorities (including village chiefs).

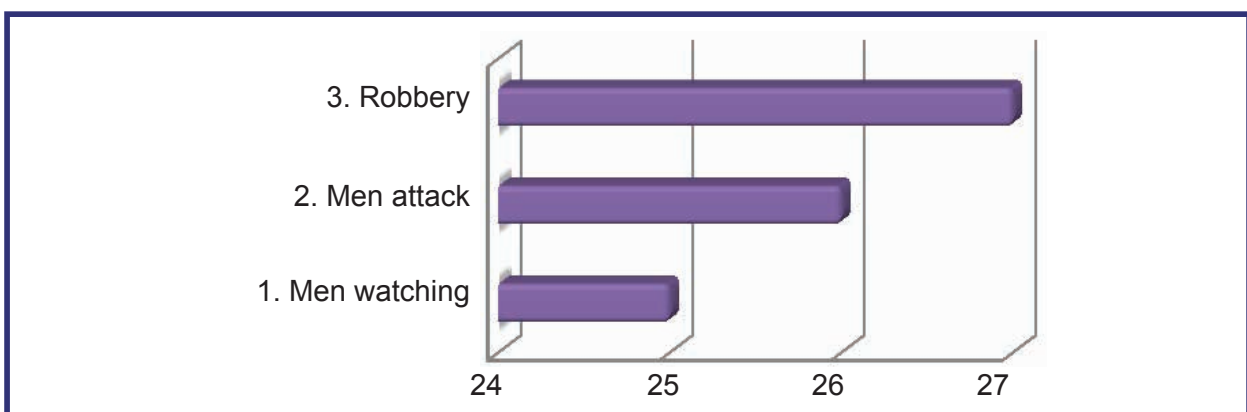
On the other hand, garment factory workers are able to secure a monthly rental room, and these rooms are primarily located in buildings where most rooms are occupied by women garment workers. No women in the FGDs owned their houses; all rented a room for housing. Some stayed alone, while others stay with their children, or their mothers who helped to take care of their children while they were working.

Figure 3 Is the bathroom at your house outside of the room?



Almost half of the working women (N=39) have to go out from their room to use a bathroom. Out of 39 women whose bathroom is outside, 38 women (97%) noted that they are afraid when they go outside to use the bathroom. Only one lady (karaoke worker) who said that she is not afraid explained that this is because she has knows her neighbors very well because she has been living there for a long time already.

Figure 4 What are you afraid when going out of the room to use a bathroom? (Multiple answers) ¹⁴

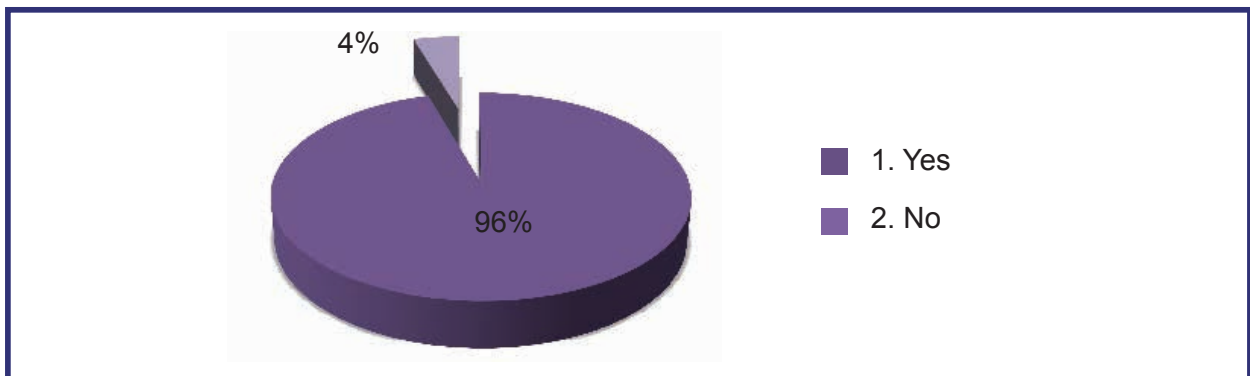


Most commonly, women reported that they are afraid of being robbed when they go out from their room to the bathroom, because there are a lot of robberies in their compound. Some reported they had experienced robbery themselves, but many have witnessed neighbors being robbed while they are away. “Men attack” includes physical attacks against workingwomen, sexual assault or rape, but this type of fear is slightly less prevalent than the fear of robbery.

Safety in public space

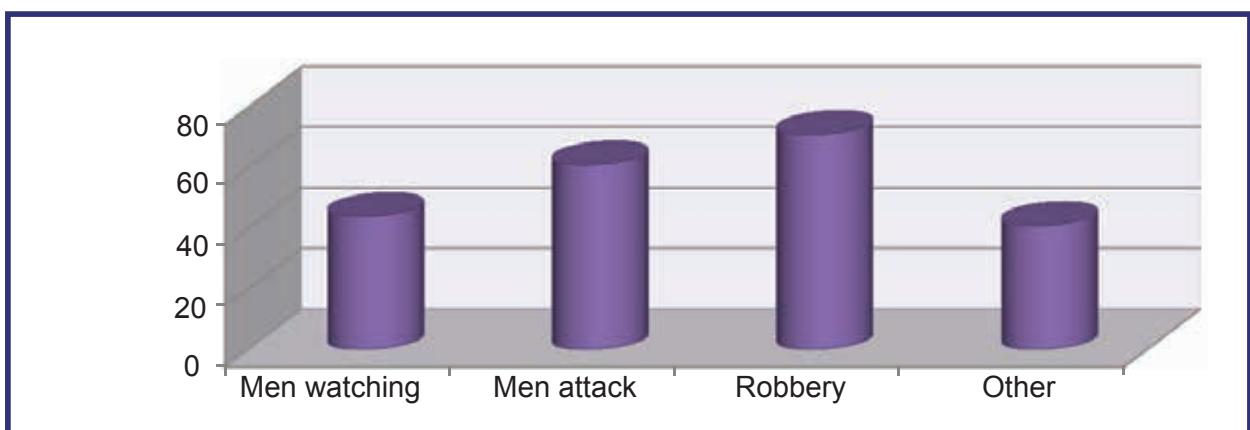
All women (N=89) reported they have to commute or travel through a public space to go to work. Women reported that issues that concerned them when they commute to working areas are; the inadequate street lighting, lack of police presence or the long distances they must travel along dark streets or across vacant lots or open fields. Darkness was frequently raised as an aggravating factor to increasing their fear in the public space.

Figure 5 Are you afraid to go to work at night?



The majority of women (94%) reported that they are afraid of going to work at night. Four women (6%) who reported that they are not afraid said that this was due to their work location - that they are living in the same compound of their work (their dormitory is above the entertainment venue where they work).

Figure 6 What are you afraid of? (Total number of women N=89. Multiple answers)



Out of 89 women, 44 women (50%) said that they are afraid of men watching them on the way to or from work, 61 women (69%) said that they are afraid of men attacking them, which includes both physical and verbal attacks, and 71 women (80%) said that they are afraid of robbery. This aligns with the earlier mentioned finding that they had the most fear of robbery (reported earlier) when they have to use a bathroom outside of their rental room.

It is striking to note that all of the sex workers (N=30) reported that they are afraid of robbery, while 18 entertainment workers (60%) and 23 garment factory workers (80%) reported that they are afraid of robbery. This was reported to be in part because of the instability of the housing of the sex workers; that they are staying at a room on a rather temporary basis. Commonly sex workers are living in housing they pay for daily, because of their unstable income, as noted above. On the other hand, most garment factory workers have monthly rental contracts with other workers. The details of the housing of the entertainment workers is not clear from this study as no specific question was asked. However, according to Ms Phalline, CFSWF, many women working in karaoke bars are living at their work place (mostly in the same building)

Sex workers reported that their housing (compartment) is shared with many drug dealers and other criminals. Gambling is also noted as very commonly occurring around their rental rooms. They are frequently faced with drug users in their compound. While the rental rate can be higher (as much as 3USD per day), the women had limited options because of their instability.

Case Study (Entertainment worker)

Sreyrov is from Kandal province. When she came to Phnom Penh for the first time, she lived with her mother, stepfather and four stepsisters under one roof. Sreyrov explained that her mother does not love her much but she cared about her stepsisters. Her life was miserable and when she was one month pregnant, she had to start to work in a hair salon and then changed to Karaoke. When I was pregnant, my step father attempted to rape me two times.”

“My job is to service clients and sit with them when they come to enjoy karaoke. Usually, I start working at 7 o’clock in the evening and finish at 1 o’clock in the morning but only if there are no customers left. If there is any client after 1 o’clock, I need to continue to serve them. Once, I came back from work at around six in the morning, from Phnom Penh Thmey to my home at Chru Jongva by motor taxi. Around Mun Ang market, there are many robberies and thieves because the roads are complex and it is a very quiet place. On that day, when I was reaching the Mun Ang market, I felt someone was following me. When I looked back, the thieves were already approaching me and then they tried to take my bag quickly away from me. But I resisted. But unfortunately, I fell down from the moto taxi and my knee and my leg got injured. Then the moto taxi kindly took me home. It was nearly 7 o’clock already. I couldn’t go to work for almost 20 days because of the injury, and on top of this attack, I was 4 months pregnant.”



Photo: Ty Chea

Her pregnancy was not a happy one. Her stepfather tried to rape her two times during the pregnancy. Due to lack of trust, she has never contacted local authority for After she had given birth, her husband escaped with all of her savings, her phone and the most important possession - her seven-month old baby. She still feels depressed and hopeless and she desperately misses her daughter.

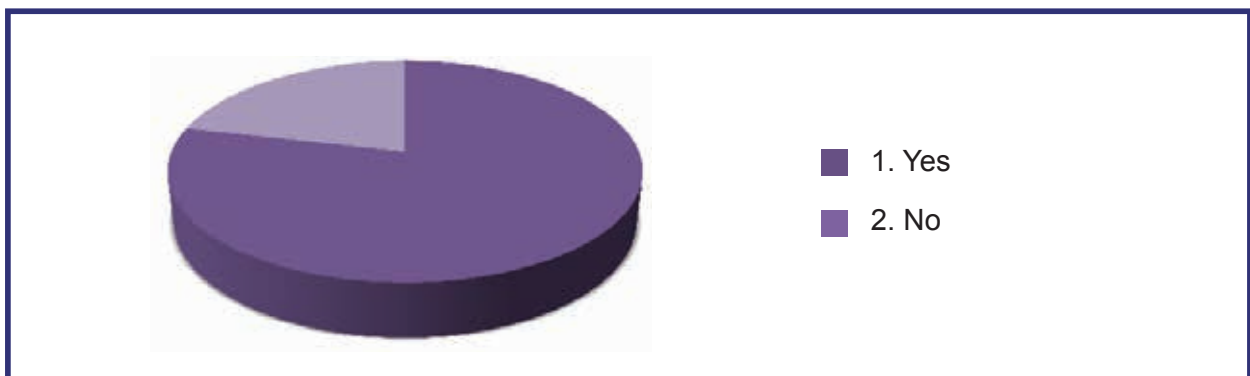
However, this study did not gather data about their occupations beyond “entertainment workers” which includes both beer promoters and women at karaoke clubs (N=30), so it is difficult to identify clearly the reason for their

“Now, I live in small rental room with my friends who are working as entertainment workers. The room is a bit small. It consists of a bathroom and toilet inside and it costs 60 USD per month. I have to pay 1500 riel (approximately 0.38 USD) for 1 kilowatt of electricity and 2000 riel/ m³ (0.5 USD) for water.

fear. The study documented that the fear of being robbed is much higher among sex workers, not only because of their working time (night- midnight) but also due to their living conditions.

It should be also noted that “fear” of violence is a tremendously big factor that threatens women’s mobility, which directly links to women’s safety and their fundamental freedom. Many women reported that they are afraid of violence, even though they may not personally have experienced that particular type of violence.

Figure 7 Do you ever avoid going to work due to fear of violence?

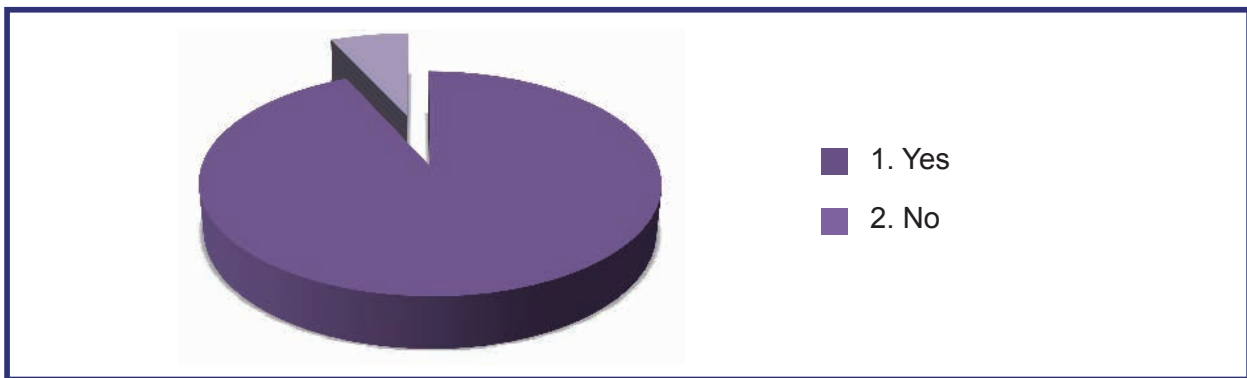


70 women (79%) reported that they have avoided going to work due to fear of violence that may harm them. The reasons varied, some said that they had witnessed robbery in the night in their residential areas, and they are scared to go out at night. Some said that there was a large demonstration on the way to their working places, and they avoided going to work for fear of being attacked by the mob in the demonstration.

Experience of violence

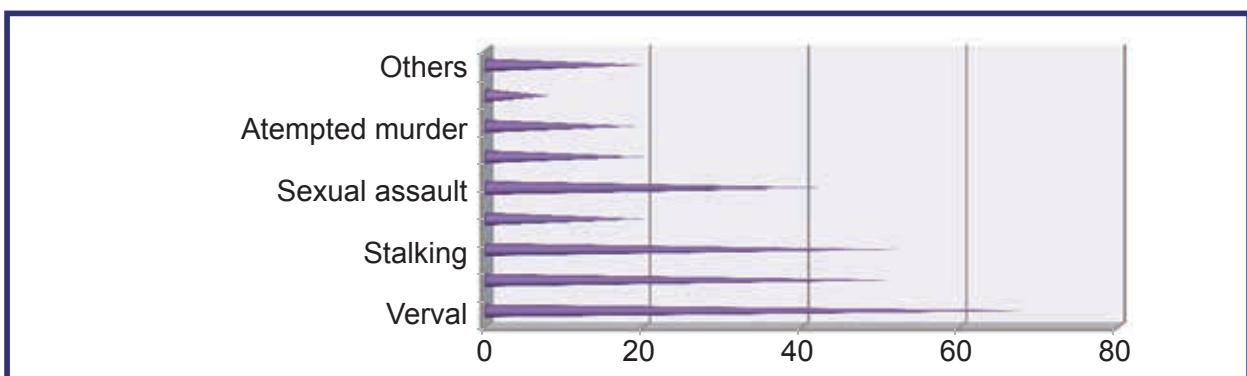
The majority of women that participated in the study reported that they have actually experienced violence at night in the public space. Out of 89 women, 83 women (93%) said that they have experienced violence. This is an extremely high rate in comparison to previous studies. All six women who had never experienced violence were garment factory workers. Mostly garment factory workers go back home before six o'clock in the evening, except some who are working the night shift. Those women who had not experienced violence had not worked the night shift.¹⁷

Figure 8 Have you ever experienced any type of violence at night in the public space?



When asked what type of violence they have ever experienced, verbal violence was experienced by the majority of women 84% (N=70), followed by physical violence and stalking (63%, N=52).

Figure 9 What type of violence have you ever experienced? (Multiple answer)¹⁸



These are the different types of violence that women reported experiencing. Some reported that they have been raped. Many sex workers reported that they have had at least one experience of gang rape (mostly by clients). Many working women reported having been harassed on the way to and from work in the public place (N=70, 79%), mostly by men who are hanging around in a group.

Figure 10 Types of violence experienced by the three occupations

Type of violence	Sex workers	Garment factory workers	Entertainment workers	Total
Verbal	21	19	30	70
Physical	22	8	22	52
Stalking	22	6	24	52
Violent attack	19	0	1	20
Sexual assault	22	3	17	42
Rape	15	3	2	20
Attempted murder	17	0	2	19
Acid attack	8	0	0	8
Others	7	6	7	20

As Figure 11 above shows, sex workers are most vulnerable to most types of violence. Attempted murder (N=17) and acid attacks (N=8) are extremely violent attacks, and many reported that they have had experience of those extreme types of violence in their life time. According to Ms Keo, Women’s Network for Unity (WNU), “Sex workers who are members of our network report that those sex workers working around the parks are most vulnerable to violence. They suffer from violent attack by clients or police, or sometimes by gangsters and are robbed or raped. They are independent workers and no manager is assisting them for security. I heard many sex workers were gang raped, both in the cities and in the rural areas”²⁰

One of the most common types of violence is verbal harassment of a sexual nature, such as comments “where are you going, girl?”; and whistling by young men on their way to work and back home. Verbal harassment by clients is also reported as all entertainment workers said that they did experience such violence.²¹ They also have faced stalking including being followed by a stranger and repeatedly being approached by a stranger.

Case study (Sex worker)



Ms Chhom Chamroeun has been working as an independent sex worker on the street. Her life is a struggle to survive. When she was only 8 months old, her father passed away. Without any means to support her family, Chhom’s mother took her to Phnom Penh where her brother was running a Karaoke shop. Because of poverty, Chhom could study only until grade 2. After several years of life in the city, Chhom’s mother went back to the province because she was very ill. Chhom and her elder sister and brother stayed with their uncle in the city.


“When I was 17 years old, I got married to one of the clients at the Karaoke bar. At that time, I was working as a cook in the Karaoke bar. He was 32 years old and working as a construction worker. Even after marriage, my life was very difficult, because my husband’s salary was so small and not stable, therefore, when I became 20 years old, I decided to become a sex worker to support our life. My husband did not like my idea but did not stop me. After I became a sex worker, we have had three children, and currently the eldest child is living with me while the other two smaller ones live with my mother in the province. Working as a sex worker is tough. I am often harassed by police. They kick me and try to arrest me. If I am arrested, my son at home cannot eat and he may be locked in the house while I am arrested, and he cannot go out, so I really try not to be arrested. Some of the sex workers who are standing in the same area as me try to climb up trees in order to escape from police. I cannot do that and the police have arrested me many times already. I am always scared to be arrested, because I must take care of my sons. I have to feed my eldest son, and I need to send money to my two children who are under the care of my mother.”



Photo@Nakagawa Kasumi

Figure 11 Experiences of violence

Category of occupation	Common experience
Garment factory worker  Ms Dane, from Prey Veng province	Verbal harassment by men in the public spaces around the garment factory is most common type of violence that garment factory workers have ever experienced. This happens when they leave the factory, or are on their way home at night. Ms Rerng Sokang said, “A thief stole my phone. I have also suffered from physical harassment and I was angry and also scared”. Many garment factory workers reported that they are afraid of walking alone even on the way to work or back home.
Sex worker  FGD, dated on 8 June 2015	The rate of experience of violence among sex workers is extremely high in all three categories of occupations. Ms Sotheavy said “I was threatened by phone, by a stranger who said if I didn't go out with him I would be killed.” Ms Khunthea lives with suffering because of an acid attack in the past. Ms Vanty said, “I have faced many horrible experiences including physical attacks. I was once kicked by my customer.”

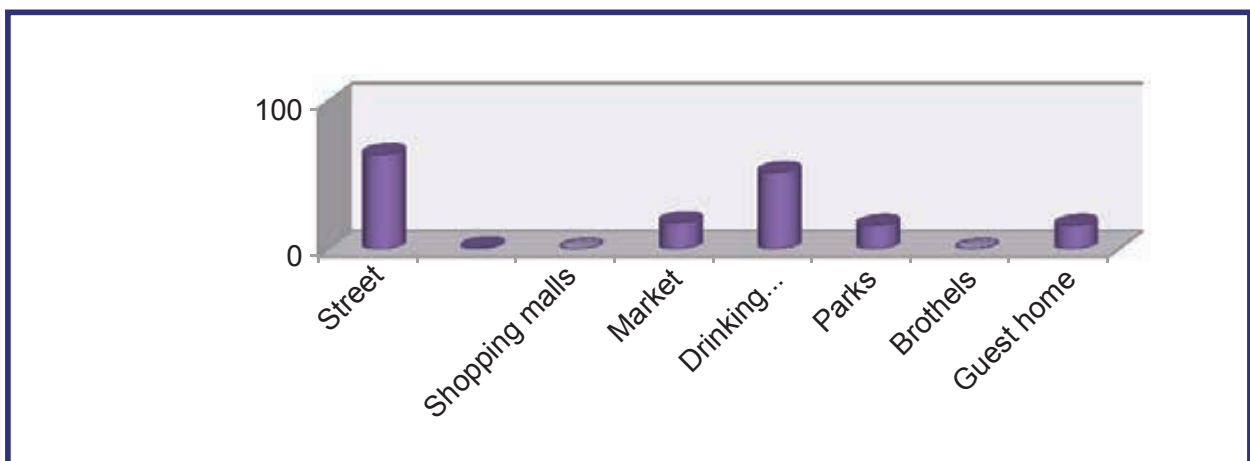
Category of occupation	Common experience
<p>Entertainment worker (Beer promoter/karaoke)</p>  <p>MsNarin, Beer promoter</p>	<p>All entertainment workers experienced verbal attacks.</p> <p>Mrs. SreyPov was once attacked by a robber who stole her property.</p> <p>One woman who wanted to remain anonymous also said: she was attacked by a robber who used poisonous medicine or something that made her unconscious and then took all her jewelry and money.</p> <p>One woman also reported that she was attacked by a customer at her work place and sexually assaulted. "I was stripped of my skirt and was touched on breasts and bottom."</p> <p>One woman also said, "I once got shot at by a client but fortunately I was able to avoid the bullet before it hit my leg."</p>

Location of violence

In regards to places/location of women’s experience of violence, 64 working women (72%) experienced violence on the street, mostly on the way to work or on the way back home.

The public space is identified as a dangerous place for working women. The fear of robbery on way back home at night is commonly shared. One woman in a FGD reported that her friend was stopped on the way home at night and that man requested sex. She did not agree and she asked one police officer along the way for help. Unfortunately, that police officer was actually a thief and he stole all her property.

Figure 12 Where did you experience violence? ²²

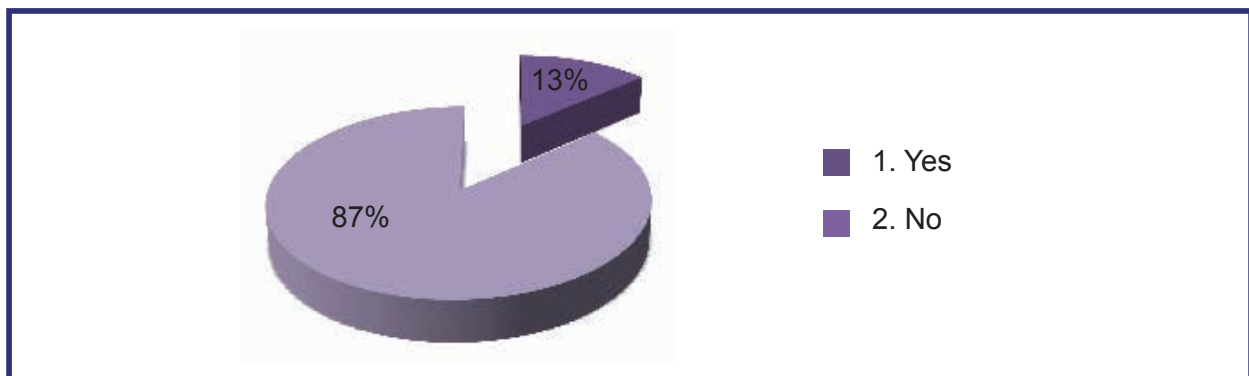


After the street, drinking and entertainment venues were identified as posing the highest risks of violence (58%, N=52). These are the primary places of work for beer promoters and women working at karaoke clubs (KTVs). All women in the study who work as beer promoters and at karaoke clubs (N=30) have experienced violence in the workplace. Most commonly, those are verbal attacks and discriminatory comments to the workingwomen, or they are actually physically attacked at their workplace by their clients.

Reporting of violence to police

It is true that reporting might lead to a decrease in violence, particularly if arrests are made and perpetrators prosecuted. However, research indicates that most women prefer to remain silent when they are attacked. They may have no trust in the authorities due to the widespread rumors that they are not trustworthy or they are corrupt.

Figure 13 If you ever experienced violence, did you report it to police?



As demonstrated in the above graphic, women in marginalized occupations tend to avoid reporting their experiences of violence to the police. In this study, out of 89 women, only 12 women (13%) had reported the incidence to the police, and all of those 12 women are sex workers. None of the garment factory workers (23 women experienced violence) and entertainment workers (all 30 women experienced) had reported it to the police. The fear of being vulnerable to new aggressions for having reported the act of violence hampers their disclosure.²³

While this study met with 12 sex workers who had all reported crimes to the police, they also said that the police did not care about or take forward their complaints, but instead, yelled at them to go away. Some police officers said to them that “those women are sex workers so that they have to face those kind of problems”, such as rape, robbery and physical attacks.

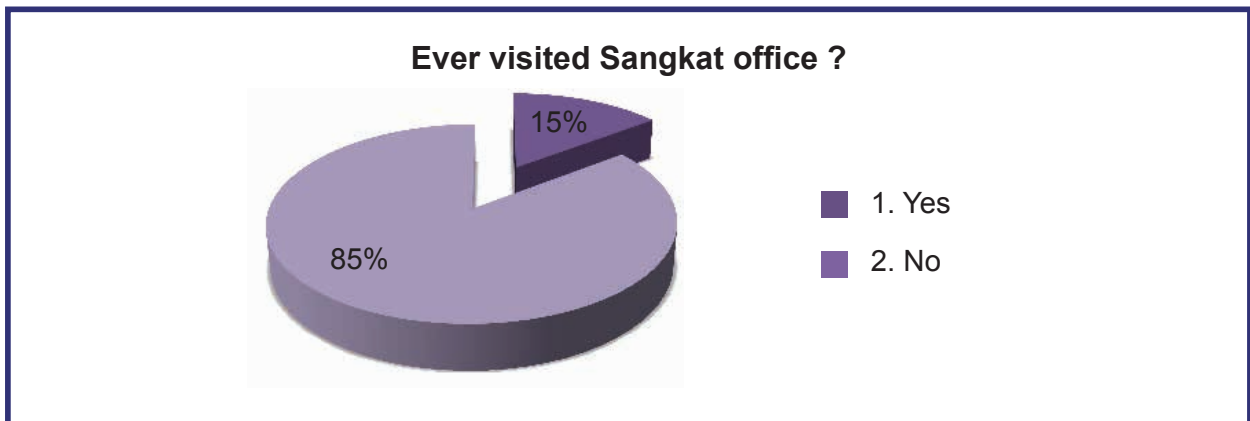
“I have no right to complain about anything. Even when I was asking for help, no one could help me”

- A beer promoter, Sangkat Chor Chunva

Service at Sangkat

Workingwomen were asked about their experiences with the local authorities, and in particular with the Sangkat office. This office is where many basic public services (civil status registration etc.) are provided. Out of the 89 women who participated in the study, only 13 women (15%) had ever received services at the Sangkat office (5 sex workers, 2 entertainment workers, 6 garment factory workers).

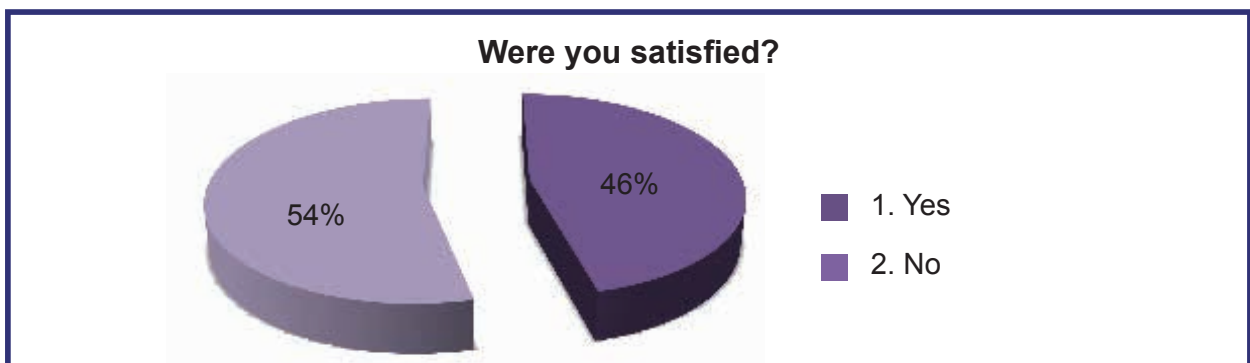
Figure 14 Have you ever visited Sangkat office?



The majority of women (N=76, 85%) have never been to a Sangkat office, despite the fact that the majority are migrants, and they are supposed to register their civil status at their local Sangkat office.

Experiences of the services provided at Sangkat offices are follows; Ms Ra Mom received condoms for free and also they gave her some medicines. Ms Chhorn Chanreang got free blood testing and Ms Na Phorn was provided with some nutrition medicine for her children. Ms Son Vatha obtained an ID card. Some women who got services noted that someone informed them that there was a free service available, and it was also accessible to them. One woman said that the Sangkat office was closer than the hospital to her house and she knew that they were providing the same service for free, therefore, she chose to visit the Sangkat office.

Figure 15 If you ever received service, were you satisfied?



The results show that more than half of the women (N=7, 54%) were not satisfied with the service and this needs more investigation, but the research found that the slow process and the unofficial fee were the two main reasons for this. Ms Nai Phorn reported that when she got divorced, the Sangkat authority was extremely slow to proceed. She was also requested by the Sangkat office to pay 150USD to issue the ID Card and she paid this; but the person who received the cash from her disappeared and she did not get an ID card in the end. Noone was held accountable for the payment she made at the Sangkat office.

Case Study (Sex worker in Phnom Penh)

Nai Phorn, currently 37 years old, cannot read or write because of she did not attend school due to poverty. She migrated to work in Phnom Penh as a sex worker at the age of 22 and remains in the same occupation until today. She is a single mother who has 4 children; the oldest girl is already married and lives with her mother-in-law. The youngest boy was unfortunately given to another family since she couldn't feed him. When she thinks about her son, she feels so sad and regrets what she had to do. Currently she is trying to complete the divorce process with her husband, who was abusive, but he doesn't agree, and this process is stuck now for almost 8 months. She doesn't know where her husband is now. Currently she lives with two children in the Toul Kork area of Phnom Penh in a rented room, 2 meters by 2 meters, and she pays 15,000 Riel per day (approximately 4 USD). In recent years, she has been unable to earn enough income, because of her age. She's also facing security issues, and reports being regularly attacked by gangsters. The gangsters constantly demand money from her, anywhere from between 5,000 Riel and 20,000 Riel. She believes she will be surely hit by them if she doesn't give them money.

She has reported these violent incidents to the police many times, but the police didn't take her case seriously. The police officer in uniform normally says, "It's your problem, you shouldn't stay so late at night. Stop doing that work, you are too old and go back to your home town." However, it's not her choice to work in the night, but the situation forces her. She says, "The local authority doesn't pay much attention to us, since we are sex workers. They didn't take care of us (sex workers) even though we are Cambodian citizens too. Our neighbors and the owners of the rental rooms also discriminate against us. For example, the cost for rental rooms is very high, and a high interest is imposed when they lend us money when we cannot pay the rent. Our lives are more miserable than an animal."



Photo@ Thong Phansokunthea

"I am often attacked by gangsters who are hanging out around on my way back home"

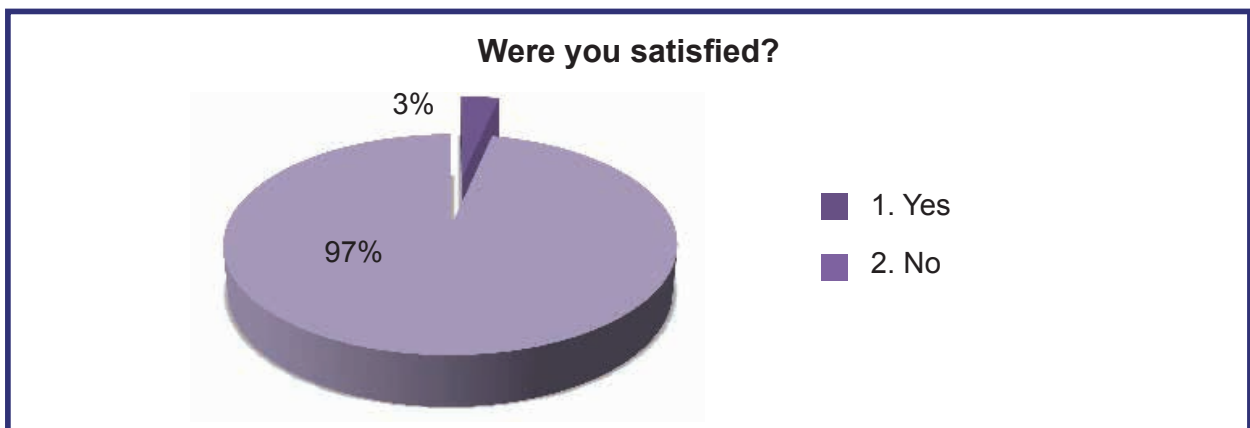
-Nai Phorn, Sex worker

Women’s engagement into the Commune Development Plan (CDP)

The Commune Development Plan (CDP) is a plan developed by each Sangkat, which deals with the development issues in the area, including safety issues for the citizens, that includes working women.

The research investigated how workingwomen have been engaged in the formulation of the plan. The majority of them (N=96, 97%) are not aware of the plan. They have never thought about such policy matters, they have been busy working for their survival, and no one has provided any chance or occasion for them to know about their possible engagement into such a policy formulation process.

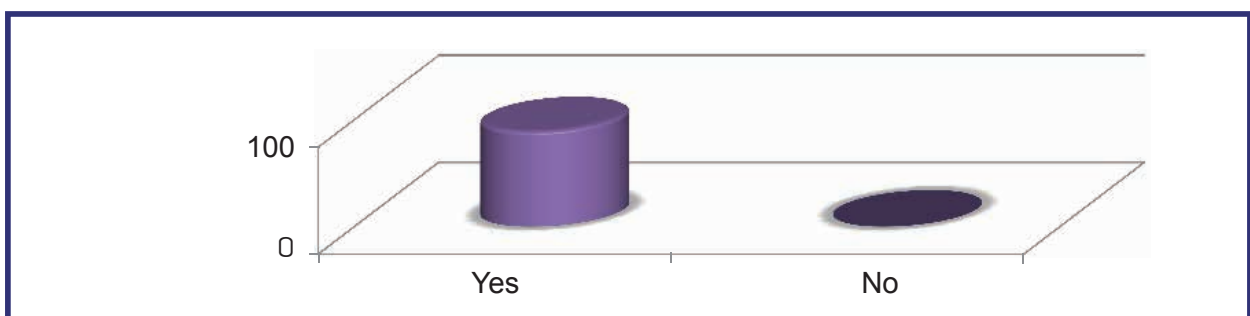
Figure 16 Have you ever heard of CDP?



Of those women who had heard about the CDP (N=3, all sex workers), they had ever attended a meeting where the CDP issue was raised, and that was why, they have ever heard about it. They were all mobilized by an NGO (AAC partner, WNU) to attend such a meeting, which are regularly held by the WNU.²⁴

After the research team explained about CDP, all of the women (N=89, 100%) said that they are keen to join the meeting when the Sangkat authority is preparing the plan.

Figure 17 Are you willing to attend the meeting to discuss about CDP?



Therefore, working women's willingness to participate in the policy formulation process is very high. All of the women are willing to attend such a meeting if they are invited. Some women explicitly said that they can and will join at any time if they are invited, while some said that as long as they are free they want to join.

4.2. Response from Sangkat representatives to working women's needs

For the research study, the original intended targets for interview included only authorities at the Sangkat level.. However, in total, representatives from 7 Sangkats and 5 Khans (total seven representatives)²⁵ met with the research team to discuss their responses to working women in their Sangkat/Khan. At the Khan level, two Khan governors and three heads of the Khan council took part in the interviews.²⁶ This was unexpected, as the research team was trying to get to Sangkat councilors through the phone number contacts provided by AAC office and did not directly contact officials at the Khan level.²⁷

Figure 18 General situations in regard to safety

Name Of Sangkat/ Khan	Population	Major problems	Major security concerns	Areas unsafe in the night
Beoung Kak 1	13218 (6554 females)	Robbery	Theft Gangster Drug users	Quiet Place
Tonle Bassak	20,196 (17,086 females)	Theft	Drug users and Gangsters	Dark Places with no light
Chom Chao	59,312 (30,890 females)	1.Poor infrastructure 2.DV	No comment*	Veng Sreng Street: Traffic accident because there are a lot of garment factories
Russey Keo Khan (Sangkat Toul Songke, Sangkat Russey Keo, Sangkat kilometer 6, Sangkat Svay Pak)**	147,336 (47,365 female)	1. Gangs 2. Drug users 3. Theft	Security in Toul Sangke is difficult to maintain due to high population Gangs	1. Toul Sangker : too many people stay so it is difficult to maintain safety 2. Railway areas: Gangsters often have conflict and fighting
Toul Kork Khan	141,525 (69,355 females)	1. DV 2. Land conflict	1. Robbery 2. Street Beggar and Drug users	1. Border between Sen Sok and Toul Kork: police try to crack down on sexual trafficking (many KTV) 2. Corner of crossroads: Drug Trafficking 3. Railway area: Robbery

Name Of Sangkat/ Khan	Population	Major problems	Major security concerns	Areas unsafe in the night
Sen Sok Khan	142,980 (76,572 females)	1. Maintain Security & order in the Khan 2. Land conflict	1. Drug users 2. Robbery, theft and burglars***	All areas are safe because police work so hard to protect people
Por Sen Chey Khan	212,911 (124, 014 females)	1. Drug 2. Theft 3. Traffic accident	1. Robbery 2. Conflict between gangsters and drug users	Sang kat Chom Chao because there are many people living and it is difficult to control all areas

* Sangkat councilor said that security is not their duty so they are not accountable to care for that.

** Four Sangkat representatives took interviews together with the representatives of Russey Keo Khan, and answer is about Khan level (no break down to Sangkat)

*** The head of Khan specifically noted that there are very few cases of rape in this Khan

All Sangkat/Khan representatives identified that migrant women are living in their areas.

Figure 19 Are there many migrant women in this Sangkat, and do they come to register?

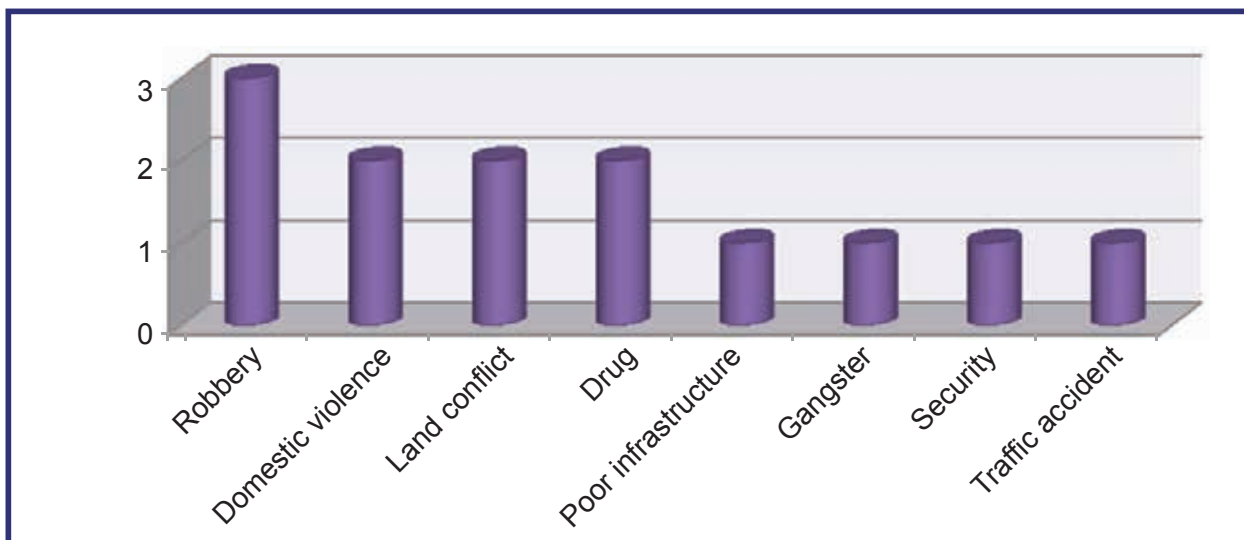
Name Of Sangkat/Khan	Are there many migrant women in this Sangkat?	Do migrant women come to register?
Beoung Kak 1	Yes	No
Tonle Bassak	Yes	No
Chom Chao	Yes	No
Russey Keo Khan (Sangkat Toul Songke, Sangkat Russey Keo, Sangkat kilometer 6, Sangkat Svay Pak)	Yes	No
Toul Kork Khan	Yes	No
Sen Sok Khan	Yes	No
Por Sen Chey Khan	Yes	No

However, all representatives noted that migrant women do not come to their offices so that they do not meet with them in person. A representative from Boeung Kak 1 said, “Migrant women do not think it is important to register their civil status or to report the problem that they have. But sometimes a village chief may know that they (migrant women) are newcomers. Sometimes when those migrant women need registration cards for their work they would come to register.”

Safety in the cities from view from local authority

The research found out that the city is not safe even in the eyes of the local authorities. All Sangkat/Khan representatives noted that they have at least one security concern that they prioritise in their duties. They all referred to the commune safety policy (2 Sangkats did not name it but referred to it) and emphasized the importance of implementing this policy. All also recognised that they are accountable for the policy's implementation.

Figure 20 major problems in Sangkat/Khan (multiple answers as identified by respondents)*



* This Figure is break down of Figure 19 above

However the accountability of Sangkat representatives may not be clearly understood by all, and one Sangkat councilor said, “It is not our duty to maintain security in the area, such as in the case of robberies and drug control in the Sangkat, because it is the police's duty.” One Sangkat representative also spoke about sexual violence as if it is normal that garment factory workers can be raped; “Rape case does not happen to many women, and it usually happens against garment workers only once or twice a year.”

The representatives from the Sangkats are all aware of the existence of garment factories and entertainment places in their respective Sangkat (N=9, 100% are aware) while the representatives from the Khan level are not very aware of it (N=4, 50% are aware).²⁸

Figure 21 How many garment factories/entertainment places exist?

Name Of Sangkat/Khan	Garment factory/ Shoe factory	Entertainment places
Beoung Kak 1	1	More than 10
Tonle Bassak	1	3 big Karaoke (X2, Zon, and Rock) , approximately 150 working women
Chom Chao	106	There are some but only small places. There are not many problems concerning safety because those places

Name Of Sangkat/Khan	Garment factory/ Shoe factory	Entertainment places
Russey Keo Khan (Sangkat Toul Songke, Sangkat Russey Keo, Sangkat kilometer 6, Sangkat Svay Pak)**	38*	There are many entertainment places here and most of those places are safe because the police can control all problems concerning their security
Toul Kork Khan	NA	Yes, but number unknown.**
Sen Sok Khan	NA	NA
Por Sen Chey Khan	More than 300	NA

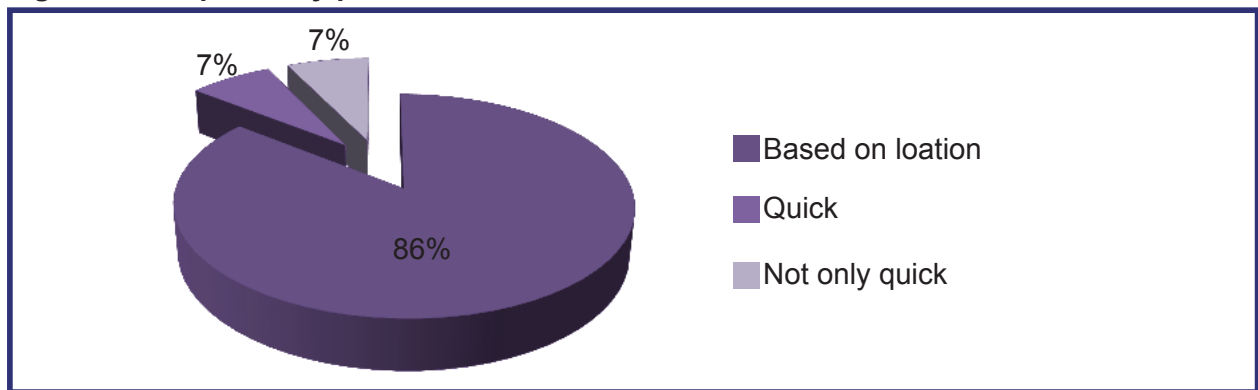
* Total number from all Sangkat within Khan Russey Keo, who took part in the interviews

** Representative said "Police cannot guarantee the security in those entertainment places because the owners of each entertainment place usually hire security guards by themselves."

All representatives except one reported that there are unsafe areas in the night in their respective Sangkats/Khans. Mostly, it is because it is densely populated, or because of the existence of dark/quiet places in the night.

The representatives were asked about the police response to the crimes in their areas.

Figure 22 Response by police to crimes²⁹



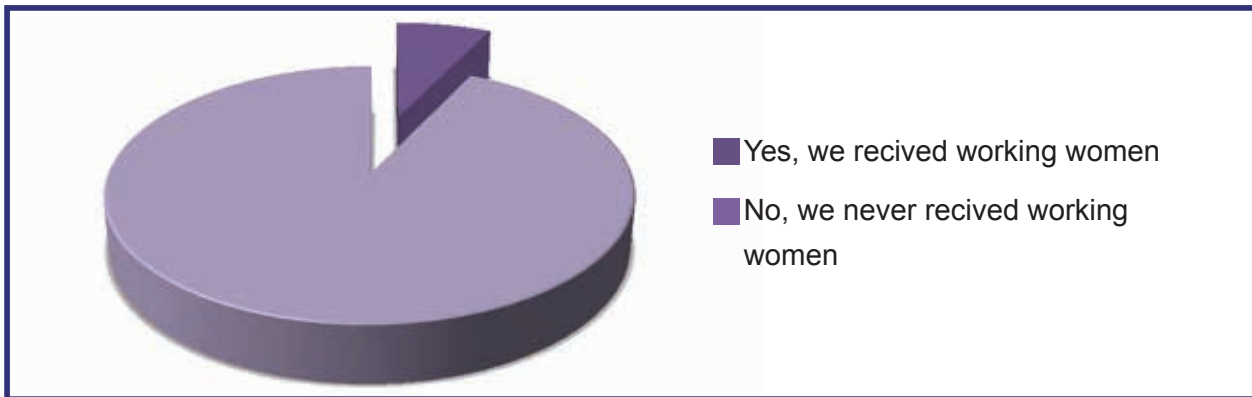
The majority (N=10, 83%) reported that the response is based on the location, and 1 representative (7%) said that it is quick whilst only 1 (7%) reported that it is not always quick. Based on the location meant how close police officers are at the time of reporting of the crimes.

In regards to the safety protection measures for working women, generally, the local authorities report that these are police responsibilities. However, some noted, "women must be responsible for their safety", and also that "robbery often happens on pay day so that working women should be responsible".

Response to women's safety needs by authority

Out of all of the 12 representatives, only one representative from the Khan level recalled that there was a demonstration of large number of women who were complaining about the high price of electricity and rental houses. To this demonstration, the office at the Khan level took action and made an intervention to settle the dispute.

Figure 23 Have you received any working women at your office in 2014?



No representatives from the Sangkats have met with any workingwomen at their offices since they took their respective office. Therefore, no problems or criminal cases were reported to local authorities, but women may have reported incidents directly to the police.

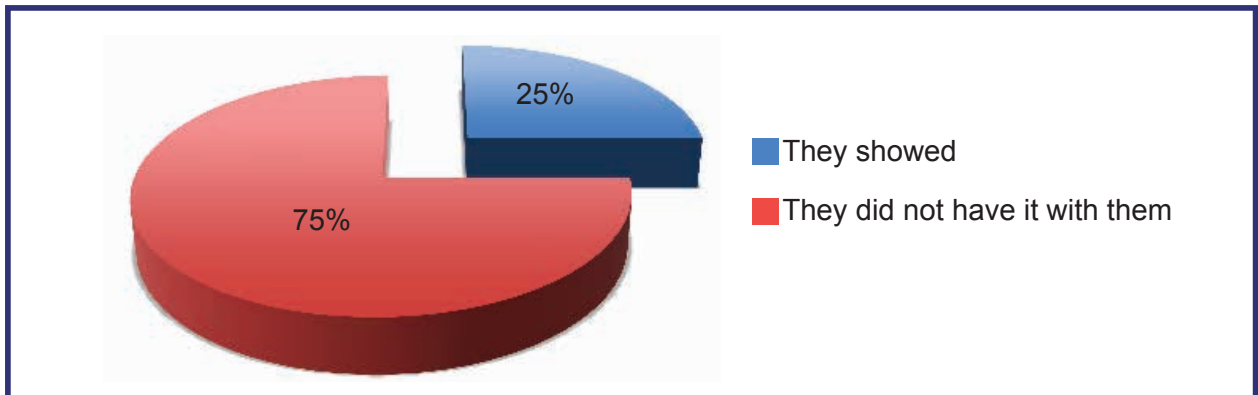


Meeting with Sangkat/Khan at the Khan Russey Keo meeting hall

Availability and Accessibility of CDP/CIP

The local authority representatives met with the research team to talk about the Commune Development Plan (CDP) and the Commune Investment Plan (CIP). In the course of the interviews, the team asked the representatives to show them the CDPs/CIPs.

Figure 24 Sangkat/Khan showed CDP/CIP to the research team?³⁰



Less than half of those interviewed had access to either their CDPs/CIPs or one of them (N=3), whilst the majority of the interview team's requests to have access to the CDP/CIP was not met (N=9). Mostly the reason for why they did not show the CDP/CIP was that they did not keep them with them at the interview. All representatives who did not have a CDP/CIP with them said that those plans are kept with the secretary of the Sangkat, who were unfortunately not at the office when the interview took place.

The process to formulate the CDP/CIP

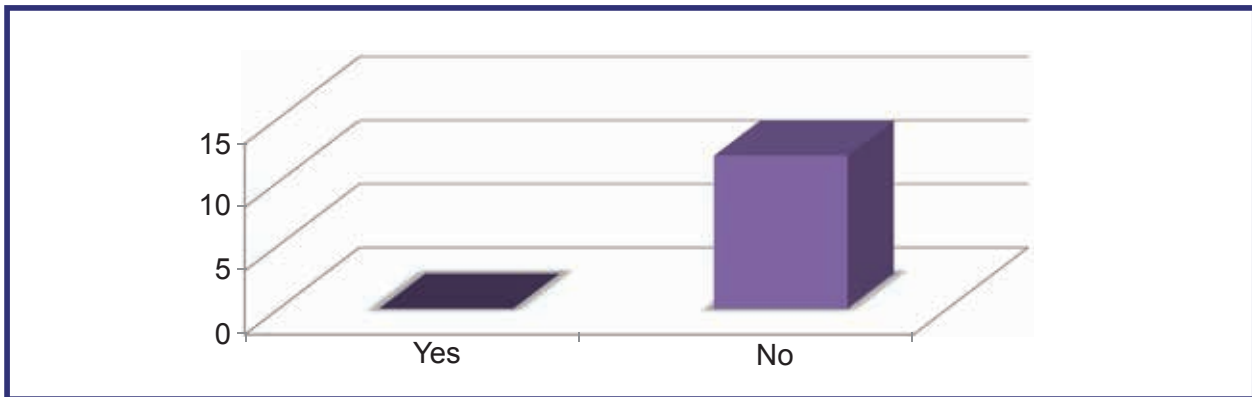
The representatives were also asked how they have developed their CDP/CIP. Only two representatives could answer this question. A representative from Cham Chao said, "The CDP was made for the development of the Sangkat and it covers the period from 2012 to 2017 (five years), and we councilors must participate in the process along with the planning commission and other functions which relate to the planning process". A representative from Sangkat Tonle Bassac said, "After the budget is approved, we start to make the plan according to the amount of budget that will be provided. Mostly our CDP focuses on infrastructure."

The representatives were then asked "In those Sangkat CDPs/CIPs, are there any references or consideration to the safety issues of working women?" The answer was the same - all 12 representatives said that no reference was made to safety issues in regards to women in their Sangkat/Khan.

Before we make any policy, we usually announce to our residents to participate in the meeting and raise their concerns. Usually some citizens who are selected as people's representatives join the meeting. We also cooperated with NGOs to learn more about the policy making process to be participatory.

- A representative from Sangkat

Figure 25 Does CDP/CIP include safety of working women issues?



In regards to the safety of the Sangkat/Khan, 12 representatives (including all 5 Khans) noted that the implementation of the Commune Safety Policy of the Ministry of Interior (MOI) is the top priority. Two Sangkat representatives said that “No robbery, no gambling and no drugs” in their Sangkat is the main focus regarding safety issues.

Engagement of working women in plan making

All representatives (N=12) said that it is difficult to enable workingwomen to engage in the formulation process of CDP/CIP although some tried to engage the general public into the process. The representative from the Sangkat Beoung Kak 1 said, “It is difficult to mobilize them because those working women are living in different areas in the Sangkat and not close to each other. The Sangkat used to make an appointment with them and asked them to join if they are free, but they found it hard to come to the meeting”. The representative from Sangkat Cham Chao said, “It was so hard for working women to join and participate in the policy formulation process and only around 20% - 25% are able to join. It is because they work or move to other places frequently, whenever and wherever they wanted. Thus, we usually invited the landlord who take care the safety of the working women and told them to share the information with them.”³³

The representative from Russey Keo Khan said, “Before we design any policy, we often invite the representatives for the Sangkat to raise and discuss issues of the people living in their Sangkat.”³⁴ Some representatives noted that NGOs are cooperating to mobilize workingwomen to join meetings at the Sangkat level, such as CARE International, World Vision, Cambodian Women’s Crisis Center (CWCC) and Friends. Care International's support was highly appreciated by the Sangkat Cham Chao (with 106 garment factories operating in the Sangkat) who said, “Care International always works with the government to support women who work at night. It also encourages women to talk about their problems to the authorities.”³⁵ This type of support was evidently highly appreciated.

Additionally, there were some positive and encouraging statements, which showed strong support by the authorities to the workingwomen. One representative said, “Authorities always work day and night to make sure that people's safety is protected. And it is good if all people report their problems concerning their security to the police.” To tackle the security issues for workingwomen, the majority of representatives said “street lights” is a priority measure, and “strengthening the police patrol and protection” was also identified.



Meetings with Sangkat representatives in charge of children and women issues

The interviews with the local authority (Sangkat/Khan representatives) ended by asking what their messages would be to the working women in regards to the safety issues of their daily lives. Below is a summary of voices and messages. All of them are unfortunately advising women to restrict their movements and to protect themselves.

Figure 26 Messages to workingwomen for security matters

Key messages from Sangkat/Khan representatives:
Women should try to protect themselves. No one can help you all the time.
Don't travel late at nighttime alone.
Don't wear valuable things or jewelry when travelling at night.
Women should work during the daytime rather than at night because it's not safe for them in the night.
Workingwomen should cooperate with police to report the case to the Sangkat councilor or authority about their problem.
Understand that police will not come to protect you all the time when you call them.
Don't show off your bag whether it is big or small but rather use a backpack.
If women must work at night, they need to rent the room, which is close to their working place.

The messages to workingwomen from the Sangkats/Khans demonstrate that their focus is more about the limitations and restrictions of women's movement at night and also suggests that they try to protect themselves and not rely on the police.

This section analyzes the findings from the two different sets of groups; namely, workingwomen and the local authorities and examines the power dynamics between them. This analysis is based on the findings from the FGDs with workingwomen and local authorities, and in-depth interviews with staff of AAC's partner organizations.

Relationship between working women and local authorities

In the study, only 13 women (15%) had ever visited the Sangkat office and all of these had received some kind of service at their Sangkat office (5 sex workers, 2 entertainment workers, and 6 garment factory workers). Many who have never been to the Sangkat office said that they simply do not have any business there or they do not know where the office is located. No guidance has been provided for them in regards to those issues, such as the importance of registration of their civil status in their location of residence. The rental room owner, who obliges working women to leave their ID cards with them, mostly handles this registration issue with the local authority. Working women themselves are not sure whether their names are registered at the Sangkat office, and do not visit the office unless they see the necessity to register themselves for some particular reason, such as marriage or for birth certificates as required for their children's school enrolment.

It was identified that the majority of working women who participated in the study said they feel that they are discriminated against by the local authority. They may have had an actual experience of being discriminated against, but the evidence is not conclusive. For example, more than half of workingwomen who visited their Sangkat office said that the quality of service that they got was unsatisfactory but the sample is too small (N=13, 15%) so it cannot be generalized.

From the Sangkat councilors view, workingwomen who are migrants are practically invisible. Only one of the representatives interviewed in this study has ever received a workingwoman at their office, although there are more than 300 factories where many migrant women are working in that Sangkat. The majority of representatives from the local authorities simply do not see them. Local authorities are not approaching migrant workingwomen in any way to enable them to register their civil status, or to listen to their voices in regards to safety issues. No active announcements have been made by local authorities to enable working women who are migrants to know about available services or necessary processes for them to register themselves.

Despite the fact that good governance includes respecting all residents' safety and welfare in their lives, marginalized women's voices are not heard and they are invisible in the eyes of the local authorities. The lack of public announcements by the Sangkat authorities serves to keep working women away from the authorities. There is no encouragement to those migrant working women to visit the Sangkat offices and to register their residential status.

Discriminatory perception towards working women

Some of the local authorities that met with the research team made a number of discriminatory statements about working women. Examples were that “they are destroying the Cambodian good tradition” or “they should leave their bad work” and so on. Unfortunately, judging from such statements, workingwomen are not always regarded as respected citizens from the point of view of some representatives from the local authorities. A comment such as “rape cases do not happen to many women, and it usually happens against garment workers only once or twice a year” clearly demonstrates that some local authorities take it for granted that marginalized women can and will be raped due to their socio-economic condition.

Also, there are still tendencies identified that women are blamed for the crimes that are perpetrated against them.. To highlight this, one Khan representative noted, “women should not travel alone at midnight”, waiving their (Khan’s) accountability to provide security for its citizens.

From the perspective of the workingwomen, view, they reported experiencing discriminatory attitudes from the local authorities. The majority of women have never been to the Sangkat office, therefore, more in-depth investigation is important to understand the reasons behind these perceptions. Two reasons for women not visiting their local Sangkat office became clear from the research: the first is that do not see any reason to approach the local authority, and the second is that they are afraid of being discriminated against when they present at the Sangkat office because of their socio-economic status in the society.

Gaps in understanding about safety in the same areas

It is evident that there is a highly significant gap between the understanding about safety issues working women (based on personal experiences), and the understanding about safety currently held by the local authorities.

One representative at the Khan level said that there are no unsafe places in his Khan because police officers in that area are patrolling the area strictly. However, working women living in this Khan area reported high incidence of violence, and the majority of those cases are serious crimes such as robbery and rape. Women in this area also reported that they are living with fear every day due to the presence of gangsters and robbers when they are out at night.

Therefore, a huge gap was identified in regards to the actual experiences of violence among working women and an appreciation of this by the authorities who are accountable for maintaining the safety of their residents.

Normalization of marginalized situation and abuse by police

In the FGDs with sex workers, it was repeated many times that police officers are using violence against them.³⁶ Violence perpetrated by police is reported to happen in public spaces. Some sex workers said, “Police officers in normal clothes approach us just like they are coming to buy our services, but when we start to negotiate, they catch our hands and bring us to the car, and detain us and they beat us or threaten us to have sex with them”.³⁷ When such abuse and violence continues to happen, workingwomen feel discriminated against and attacked because of their occupation or socio-economic condition. Ms Phalline, CFSWF, said, “Working women dare not report to the police because they worry about their safety”, meaning, that they hold back due to fear of being discriminated against or even arrested or assaulted by police if they report crimes they experience. Or, they are worried offenders will attack them for reporting the crimes, because “they assume that criminal offenders and the police are somehow linked.”³⁸ This research has found that working women, particularly sex workers, have a common understanding that police officers are not protecting them but rather discriminating against them and attacking them.

During this study we did not meet with the police but the local authorities advised that the police are actively protecting people in their respective Sangkats. The local authorities are aware that their duties include the implementation of the Commune Safety Policies on behalf of the MOI, however they are also simultaneously delegating this task to the police forces.

Tighten security measures in the city

VAW is very common in the city. In this study, out of 89 women, 83 women (93%) said that they have experienced violence. This is an extremely high prevalence rate although the sample is small and this result cannot be generalized. In regards to places/location of working women’s experience of violence, the majority of workingwomen (N=64, 77%) experienced violence on the street, mostly on the way to work or on the way back home. This demonstrates that public spaces are risky and dangerous to working women, more so than their places of work, which are normally in private areas (such as guesthouses, beer gardens, or karaoke bars).

In the FGDs, there are many cases of violence, which were shared by working women. One woman reported that gangsters hit her on the buttocks with a bottle of water when she was walking to her rental house. Another woman reported to have been robbed of valuables at home including a TV and a phone when she left home to go to work. Criminals are also reported to dress as police officers in uniform. Those experiences are nothing new to most of the workingwomen; they have actually experienced this type of violence, as reported in the FGDs, or their colleagues or friends had experienced this type of violent incident.

For the purpose of tightening the security in the community, the police have been implementing the Commune Safety Policy on behalf of the MOI. However there are gaps in its implementation. For example, stopping “fake” police officers is an important task to tackle, as it was reported in the FGDs that there are men impersonating police officers. These kinds of incidents affect the levels of trust in the police and are causing women's trust to decrease within their communities. Workingwomen, particularly sex workers are arrested and detained by police, for “security reasons” but they would not tell why they detain sex workers. Arrest and detention is not systematically done, demonstrating the lack of consistency of the action among police. When working women, particularly sex workers, are directly attacked and harassed by police in uniform, it is already a disincentive for women to contact the police for fear of aggravated violence or stigmatization due to discriminatory attitudes by the police.

Entertainment workers in the FGDs also made one concrete recommendation that more female police officers can create an easier environment for them to report crimes.³⁹ The mere presence of female police officers does not guarantee any safety protection for workingwomen, but it can contribute to the trust building among police officers and workingwomen, with decent training for those officers in gender sensitive policing should also be developed. Community policing which targets all citizens regardless of their socio-economic status should be strengthened, and recruitment and the promotion of female police officers is necessary.

Women’s concern to safe and decent housing

This study did not investigate specific housing issues, but it is likely that Sangkat offices are not aware of working women’s concerns about housing if there are no opportunities or functional mechanism for working women to report their concerns to the local authorities. Only one Khan (Sen Sok) intervened in the disputes between working women and rental house owners about the high price of electricity and water. Other than this representative, no one made any comment about workingwomen and housing issues as a safety concern.

Many women reported that their rental room owners suddenly increased the rental cost, regardless of their occupation, or payment method of the rental room (either monthly or daily). Most working women in this study do not have a written contract for their rental room, and they are obliged to pay the higher electricity and water costs. In addition, garment factory workers who are mostly living on a month-to-month basis said that their rental fee is increased suddenly, most commonly, when their salary is increased.

At the time of writing, the National Assembly is finalizing the Draft rent-control law. Once it is adopted and when appropriately implemented with functioning measures to enforce it, this law can prevent unfair increases of the rental room. It is essential to monitor the process of the approval of this law and also its implementation mechanism.

Collective voices for advocacy

Working women's concern about safety issues are not heard or understood at Sangkat/Khan level unless some NGOs are bridging the gap between them. The majority of local authorities have never met with workingwomen at their offices (N=11, 92%). This is a matter of good governance, democracy and human rights protection under both national and international obligations that Cambodia is obliged to respect. To this end, prioritizing engagement with the most marginalized groups of citizens, who include migrants and those working in disadvantaged occupations such as sex workers and entertainment workers, is of crucial importance. Those responsible for urban planning need to mainstream gender and class issues in their development plan formulation process.

It can be difficult for working women to address their concerns to the local authorities, due to fear or limited confidence in public speaking. For this reason, AAC partners' representatives need to equip a high capacity to deliver women's concerns to the local authorities in a very logical way. One of the outstanding leaders, Ms Sitha, at the Worker's Information Center, for example, summarized women's concerns by saying, "Garment factory workers are also vulnerable. Their primary concern is about physical harassment and sexual harassment, and in particular, verbal harassment. Their second key concern is theft. Many factory workers are robbed of their salary on the way home on payday. Those robbers know the exact day when salaries will be paid so they try for any opportunity. The third concern is related to health issues. The majority of garment factory workers are not paid enough, only 128 USD per month, and they are not eating enough because they try to save money to send back to their family in provinces. It is however difficult for the majority of garment factory workers to raise their voices in a way to make local authority to listen to them".⁴⁰ Ms Phalline from CFSWF also said, "We try to mobilize women to form a group so that they can continue to have dialogue and communication amongst themselves. This is a good support mechanism. However, when local authorities hear the term 'Union', which is a group of women in general, they do not like it. They start to discriminate against members of the Union. Basically, my experiences show that local authorities do not like Unions except for some individuals who are very cooperative, such as those local officers at Sangkat Tonle Basac."⁴¹ Therefore, CFSWF's approach has been to demonstrate to the local authorities that those Unions are not trying to confront them, but their role is to facilitate dialogue between working women and the local authorities to ensure that women's rights protected.

Some officials at the local authority and police officers were identified as very cooperative and supportive to workingwomen.⁴² For example, Ms Keo from WNU said, "Sangkat Ruey Kev, 7 Makara and Doun Penh are very cooperative in assisting network members when they have problems. Sangkat Doun Penh is a dangerous area and so many crimes are reported by our members, and not all cases are assisted by the authority but at least they try to help our members.

I have seen them very helpful to our members. This is because we did a slow advocacy to approach them, to make them understand our concerns, and that they need to protect our rights also. It is not easy but we made it to create a good relationship with some local authority. It is rather individual, and not as a whole officials in a systematic way though. Some officials, including police, gave us some phone contact numbers so whenever our members face safety problems we call them and they respond to us”.⁴³ She also said that “it is a long process. It takes time and patience, if we hurry the process we will fail. We need to know how to speak to them so that they fix their attitudes”. WNU holds a monthly meeting with the local authorities and the members of WNU so that the members can share their concerns and problems with the local authority representatives. Such an initiative can be taken by other groups of workingwomen to enable local authorities to understand their condition. The representatives of members, and those who can spare their free time are attending those meetings.

6.1. To Sangkat Councilors

Recommendations: Sangkat councilors treat all citizens equally and fix discriminatory perceptions and attitudes towards working women

“The local authority must see the women as the sensitive ones and that they deserve the special treatment, priorities, and value for them no matter what their position in the society”
- Sina Leakhena, Female researcher

Limited level of trust of the local authorities and fear of reporting criminal incidents to the police was observed among the workingwomen. There is an extreme lack of trust amongst the garment factory workers who were met by the research team towards the Sangkat. It is essential that the Sangkat address such discriminatory attitudes, if they

are to proactively assist working women in the city. It is also essential that the Sangkat are informed about women’s concerns about their attitudes, as well as their safety concern issues in the city.

Recommendations: Fully accountable for their duties and responsibilities

From the working women’s viewpoint, local authorities are not fully accountable for fulfilling their responsibilities. They are not responding to the requests by working women, such as issuing a marriage certificate, and it is reported that they requested exceedingly high fees for ordinary services. At the very least, local authorities must provide services for its citizen which charge only the set fee as laid down by the Ministry of Interior, and provide timely services for everyone regardless of their gender or occupation. In addition, local authorities need to be fully aware about their duties and responsibilities as duty bearers and as civil servants - that their work is to ensure good governance and to protect all citizens’ rights.

Recommendation: Availability and accessibility of services

The majority of women in this study reported that they do not know what services are available or even that the Sangkat office exists. Some also noted that they do not know is the location of the office. Apparently there is a physical gap between local authorities and working women. The problem which reinforces this gap is the fact that working women who are sex workers and entertainment workers are mostly resting during the daytime, and therefore information related to the Sangkat office administration is less accessible to them. The Sangkat needs to take some proactive measures to ensure that all residents, including working women, are aware of the public services available and also make them accessible to all people. For example, Sangkats can utilize the media or banners and leaflets to enable people to have greater awareness about the administrative procedures necessary for citizens in regard to their civil status and for reporting crimes.

Recommendations: Tighten security control and strengthen law enforcement

Many women reported that they are living with constant fear because of the presence of gangsters around their homes, as well as the fear of robbery when they leave their workplace. They also reported that the gangsters and drug dealers are not afraid of the police or of the authorities, and they act as they want, without any fear of punishment despite their repeated crimes.

“I want you to deliver my message to the Sangkat authority to please stop those men pointing the gun at us or making inappropriate statements such as ‘if you decided to come here to work as a Karaoke girl or sex worker, why you need to act like a good girl? You must tolerate (harassment) at the entertainment place like this (karaoke bar)’.”

- A beer promoter, Phnom Penh Tmey

In relation to the safety issues in the Sangkats, the local authorities are aware that the Commune Safety Policy of the Ministry of Interior should be implemented. However, they also note that they cannot provide full protection for 24 hours because of many reasons, such as limited human resources to provide full protection. They are responsible for implementing the necessary legal reforms in addition to ensuring the education and training of all those involved in the administration of justice.

Recommendation: Regulate rental room contract

Stable housing is an important aspect of the security in the lives of working women. Many women reported, that their rental room owner does not make a contract for lease and requests an increase of the rental fee without a prior notice. This research did not investigate the exact numbers of women who face this problem, as it was not anticipated that this would be a pressing factor in relation to women’s security issues. More investigation is essential to understand the power dynamics surrounding rental room owners and working women.

Recommendation: Engage citizens from diverse backgrounds to participate in the CDP formulation process.

The research could not identify how many and who attended the process of formulation of the CDPs/CIPs in detail because the representatives who attended the interviews could not explain this in detail; however, it was clear that the majority of working women who face safety concerns and violence were not involved in the process.

It is also apparent that the majority of the workingwomen in this study were not aware of such

“Give more opportunities to working women, and invite them to join the meetings as much as Sangkats can do. Working women may have a lot of innovating innovative ideas to share with the authorities and they may be great ideas for development of the community”

- Thong Phansokuntea, Female researcher

plans and they did not attend any plan formulation process. Workingwomen are willing to join the process, if they are invited, even if that may cause some loss of income. They are willing to raise their voices and they want local authorities to understand their safety problems through living in the capital city.

Recommendation: City planning for safety from women’s view

Apparently, the lack of lighting in public spaces is one of the biggest problems in regards to women’s safety. The lack of lighting on the streets adds to women’s existing fear of violence. Representatives from the authorities also noted that dark places are dangerous places. The CDPs/CIPs should consider as a priority to position lights on those streets, as violence and other crimes can be prevented through such measures.

In addition, there are some areas where gangsters, drug dealers or drug users are gathering, such as at the corner of the crossroads and other intersections, as identified by representatives from the Sangkat authorities. This is a security issue for not only women but also for other citizens who are living near or passing through those areas. Therefore, the Sangkat authorities should take proactive measures to control gangsters’ wrongful behaviors or crack down on those illegal activities amongst drug dealers and gamblers.

6.2. To Non-Governmental Organization (NGOs)

Recommendations: Assist mobilizing women and empower them to enable their voices to be heard and reflected into the policy-making, implementation and monitoring process

Working women who were interviewed are keen to join and participate in the policy-making process in their residential areas. Given the opportunity, which would allow them to attend, the majority of the women in this study demonstrated a strong interest in joining the dialogues with their local authorities. However, there is no such entry point so far, unless an NGO is assisting them, such as CARE International, CWCC or World Vision. These organizations are mobilizing workingwomen to have dialogues with local authorities, or they engage local authorities to work with working women. This kind of external support which helps build the understanding of local authorities towards workingwomen needs to be dramatically increased.

Examples of good ways for local authorities to engage with women might include through a series of forum and forum and workshops. Ms Keo from the WNU described them as beneficial systems to address women's safety concerns directly with the local authorities. From the view of the Sangkats, they agreed that this course of action would be beneficial and advised that they are willing for NGOs to assist them in preparing the venue for dialogue with the workingwomen.

Recommendations: More capacity building for working women, particularly women working in Karaoke bars, to know their legal rights.

The research identified an emerging group who need special attention as being the women working in karaoke bars. They are living in the same compound as their work place, and due to their working hours at night, they seldom have any contact with outsiders except for their colleagues and managers at their work place.

In addition, it was identified that the majority of entertainment workers have no legal literacy, limiting their claim against their employers for their working conditions or in relation to contract matters.⁴⁴ They have very limited knowledge about their legal rights, including the importance of having a working contract, or their entitlement to paid leave/sick leave etc, which are all elements within the Labor law. Initiating efforts to empower most marginalized groups of women and entertainment workers, will surely contribute to good governance from the local authorities' perspective and it will also benefit those women working in the entertainment industries.

Recommendation: Collecting good practices

Some Sangkat representatives/officials have been identified as being very cooperative and helpful whenever working women face problems. The details of those cases and names were not collected in this study, but it is very beneficial to collect those good practices and compile them together as one research book, and use that for advocacy purpose. Those Sangkat authorities who are not yet starting to support working women can be influenced to change their attitudes and behavior. A seminar or workshop can be held to publicize such champions for safety and workingwomen's issues.

Women in the capital feel unsafe in many public places, particularly when they are going back to their homes at night. Violence in the city is complex, multidimensional and multifaceted. Cutting across professions, age and class, women face continuous and different forms of sexual harassment in public places and the local government has limited responses to such problems.

This study demonstrates the fact that there is an alarming level of normalization of violence in the capital city of Cambodia, which prevents women from safely accessing and moving around public spaces. The experiences of violence and fear of violence, particularly at night underlines the flawed architecture of the city's urban spaces and the gender insensitive attitudes of the institutions that are accountable for the security of women. This research also highlights the fact that dynamic and complex relationships exist between VAW, public spaces and the security of workingwomen in the city.

What emerges from the experiences of the workingwomen is that they are living with the fear of violence, the feeling of exclusion, and lack of confidence in the agencies which are supposed to ensure their safety. It is also related to all of the barriers they must overcome in order to exercise autonomy in the different spaces.

Some of the main findings are;

1. Working women who participated in the study shared a common perception that Phnom Penh is not a safe city for them.
2. Workingwomen share a fear of violence, feelings of exclusion, and lack of confidence in the local authorities who are supposed to assist them and ensure their safety.
3. Lack of public support for women in the city, such as the normalization of violence against women in the night, a lack of understanding about women's rights among duty bearers and the attitudes that negate the complaints by women who are working in marginalized occupations and migrant women.
4. Authorities responses to the needs of working women is invisible to those women

Society is marked by different forms of violence, and in Cambodian society, women are besieged by complex and growing forms of violence due to the mere fact that they are born woman. Women should be able to enjoy their rights to live in a more equitable, democratic and inclusive city where violence and the fear of violence does not limit their freedoms and mobility. It is still difficult to make gender-based violence visible, to quantify and confront it in its real dimensions, and to include it in the debates relating to citizens' safety. Strategies designed to prevent this particular form of violence, and to provide assistance to the women impacted by it, often treat it as an isolated problem affecting only one group or sector of the population. They seldom take into account the fact that violence against women has an influence on the lives of more than half of the inhabitants

of a given area. It is of crucial importance to re-establish an interdisciplinary perspective, and furthermore, to recapture the notion of gender-based violence not only as an expression of the power which arises directly from the core of gendered relationships, and relations between men and women, but also, as an expression of multiple power dynamics which have their roots in the different social spaces within the public sphere and in women's daily lives.

Women's right to decent work, a life free from violence and discrimination, and to promote their rights to actively participate in city affairs as a part of democratic governance is essential. The lack of support for women working at night has resulted in a lack of women's safety along with the impunity of the perpetrators. Such deficiencies are combined with the attitudes of the police that tend to minimize the sexual harassment or sexual assault complaints by the working women who are attacked at night.

Safety issues are affecting lives of women on a daily basis. A number of factors play a role in creating safer spaces for workingwomen. These include better planning and design of public spaces such as roads and lights. Some recommendations include better lighting, the design of roads and the increased presence of police patrols (as well as gender sensitization training for police and an increase in the number of women police) to ensure the safety and security of women.

Term of Reference

Study on the Response of Sangkat Development Plan on Safety Issues Poor Women Face Living in the City

1. Background

Safe Cities for Women is ActionAid's multi-country campaign which is carried out at the international level and nationally with local partners. The overall goal of the campaign in Cambodia is to strengthen movements and change attitudes in order to achieve a safe urban environment for women. Our vision is that Phnom Penh will become a city where there is no incidence of violence against women through duty bearers being accountable and responsive for their provision of public services.

Poor street lighting, lack of intervention from police, and incidences of and fear of VAW are the most common safety issues raised by poor women living in the city, particularly women garment workers, sex workers and beer promoters with whom we work. These groups of women have mainly migrated from the provinces to seek employment in Phnom Penh. This is a new form of urban development that the Sangkat Councils need to take into account.

The Commune Development Plan (CDP) and Commune Investment Plan (CIP) are local planning process in which the Sangkat Councils consult with the people to identify the priority issues to be addressed and prepare their responses accordingly. Engaging with Sangkat Councils is one of key approaches of the Safe Cities Programme to empower garment workers, sex workers, and beer promoters to articulate their interests in the local planning process to improve their safety.

2. Objectives

- To assess to what extent the Sangkat Councils through CDP and CIP have been responsive to address issues concerning women's safety. This will be evidence for women to use during their dialogue with the Sangkat Councils.
- To assess the level of engagement of women in the local planning process to raise their issues concerning safety.
- To assess power relation between women groups and local authority and identify key challenges and opportunities for women to engage in the local planning process.

3. Scope and focus

- The Sangkats to be included in this study are: Phnom Penh Thmey, TonleBassac, Preah Leap, ToulKork, Svay Park, Dangkor, ChankAngreKrom, TekTla.
- The CDP and CIP data to be collected for this study cover from 2012 to 2015

ANNEX 1

TOR

4. Methodology

This is a qualitative and quantitative study which requires the consultant to process the study applying the following methodologies:

- **Desk review** on CDP and CIP and existing studies on women's safety in the city such as Safe Cities baseline survey.
- **Focus Group Discussion** with beer promoters, sex workers, garment workers and **Key Informant Interview with** Sangkat Councilors.

5. Timeframe of the assignment: 10 working days starting from mid to end of June 2015

6. Roles and responsibilities of the consultant

The consultant carry on the responsibilities to provide overall leadership in managing tasks/ activities related to the study according to the agreed time frame with ActionAid Cambodia. The main tasks of consultants are following:

- Design the study methodology and tools for primary and secondary data collection in consultation with ActionAid Cambodia.
- Manage data collection process including providing training to data collectors
- Develop study report and case study
- Present findings to ActionAid Cambodia and relevant stakeholders.
- Finalize the report and submit to ActionAid Cambodia

7. Expected deliverable

- Study report in English which include interesting stories about women engagement in the local planning process.

8. Payment Schedule

Payment will be made in two installments:

- First installment 50% upon submission of report of the draft report
- Second installment 50% upon submission of report of the final report

Questionnaire for working women

Focus Group Discussion Working Women Questionnaire with guidance

Note:

- (1) This questionnaire will not be shown to the working women
- (2) It is recommendable that NGO staff(s) also attend FDG

Introduction

(Read out the sentence)

We would like to ask your kind cooperation to accept our interviews as a part of the ActionAidCambodia research about safety in the Sangkat for working women. We would like to analyze a policy response to the needs of working women in this areas.

In this research, let by Kasumi, Professor of Pannasastra University of Cambodia, we are interviewing large number of working women from 14 Sangkat in Phnom Penh municipality, and our interview today will last maximum 1 hours. Confidentiality of your identify will be maintained, and your name will be never appeared in the report in regard to your comments today. For the purpose of accuracy, we hope that you allow us to tape-record our interview, but this will not be discoursed to outsiders.

Researchers take consent after reading the above.

(Read out the sentence)

We will have a set of questions to ask your opinions. We are here today to collect your opinions and recommendations for analysis, and also to take further actions, but we cannot promise anything in regard to your opinions or recommendations. Please feel free to ask us if any question is not clear.

If there is no question, let us start. There are some questions that we want to ask your experiences and opinions.

General question about the safety in Sangkat

1. How old are you?
(Below 20, in 20's and over 30)
2. Are you migrants from provinces, or you are from Phnom Penh?
(Get % of migrants- do not have to record provinces)

ANNEX 2

Questionnaire for working women

3. How many years have you lived in Phnom Penh?
4. If you are migrants, have you registered your residential status to the Sangkat that you have been living in?
(get % of Yes/No out of all migrants only)
5. Do you have to go out of your house/rental room to the bathroom? If so, are you afraid to go out to use bathroom? What are afraid of?
(Get % of women whose bathroom at rental house is not in the house.
Also, get % of those women who are afraid, and what they are afraid of)
6. Do you need to go to work/go back to home/ or work in the night on a daily basis? (public places mean, outside of house- street, park, market))
(Get YES/NO Answer, %) If so, are you afraid in the night? Also, get % of those women who are afraid, and what they are afraid of)
7. Have you ever avoided going to work due to fear of safety?
(Yes/No, number and %)
8. Have you ever faced any suffered from any type of sexual and physical harassment below?
(multiple answer, get number of women/% who experienced this)

#	Type
1	Verbal harassment of sexual nature (comments, whistling, etc)- no physical contact
2	Physical harassment of sexual nature (unwanted touching to shoulder, arms, heads, etc, but not sexual parts)
3	Stalking (unwanted following, unwanted waiting, repeated approaching)
4	Violent physical attack (more than touching- hitting, kick)
5	Sexual assault (such as touch breasts/buttocks/waist, strip off clothes, attempted rape)
6	Rape (unwanted sex)
7	Attempted murder
8	Acid attack
9	Other harassment/attack

(Identify if any case study can be taken from this discussion)

Questionnaire for working women

9. If you ever faced problem above, where did it happen? (Multiple answer)

#	Place
1	Street
2	Public transport
3	Shopping malls
4	Market
5	Drinking entertainment place
6	Parks
7	Brothels
8	Guest house
9	Other places

10. If you faced any problem above, have you reported it to Police?

(Get the number/% of women who experienced problem and % of those women reported to police)

11. What you is afraid the most- what type of sexual and physical harassment below?

(Only ONE answer, get number of women/% who experienced this)

#	Type
1	Verbal harassment of sexual nature (comments, whistling, etc)- no physical contact
2	Physical harassment of sexual nature (unwanted touching to shoulder, arms, heads, etc, but not sexual parts)
3	Stalking (unwanted following, unwanted waiting, repeated approaching)
4	Violent physical attack (more than touching- hitting, kick)
5	Sexual assault (such as touch breasts/buttocks/waist, strip off clothes, attempted rape)
6	Rape (unwanted sex)
7	Attempted murder
8	Acid attack
9	Other harassment/attack

ANNEX 2

Questionnaire for working women

12. If you face any problem above, what may happen your life?

(Get some case comments to quote)

Situation of marginalized women in the Sangkat

(the most important information is (1) working women ever participated Sangkat planning process?

(2) have then been to Sangkat office to tell about their problem to authority?)

(Kick off question: to start active conversations among participants)

13. What **types of services** have you received in the Sangkat you are living in now?

(List up as many public services as possible that they have received so far- can be health, civil status related issues such as ID card issue, traffic police, water/electricity problem)

14. (If they have ever received any service) Are those services you received are gender sensitive? Were you satisfied, or not, and why?

(Meaning, are local authority understand that they are women and also migrants, so that authority need to pay special attention and concerns to those women?)

(Try to get any case study here- negative/positive experience of women who got any service from authority)

15. Have you ever been to Sangkat office to inform about any concern about public service?

(Such as, they may have asked the authority about poor lightening, safety in public place?)

(Get yes/no %)

16. Have you ever been to be invited to join Sangkat meeting? If so, what kind?

(Get % of women who attended any meeting)

17. What kinds of **improvements** would you like to see in the ways that public services are planned and delivered?

(This is asking- What services do you want to get, in addition to the available services? Those can be free medical check-up, police protection at night time, light, etc- this also confirms the lack of services)

Commune development/investment plan formulation process

18. Have you ever **heard** anything about Commune Development Plan (CDP) or Commune Investment plan (CIP)?

(Get a case study if anyone has ever heard about this, or seen this or joined to make a plan.)

Questionnaire for working women

19. Have you ever attended any meeting to discuss about CDP/CIP?

(get Yes/No %)

20. Do you have an idea what are priorities in CDP/CIP of the place where you are living?

(Get YES/NO %)

If no one ever heard about those plans (CDP/CIP), explain to them that those are local plans for their Sangkat in regard to the development of the areas including public service such as education, health, and safety measures for the people. Local authority is making and implementing those plans for the people living in the area, including working women.

Recommendations for strengthening safety for women

21. What are your **expectations/recommendations** to the local authority in ensuring delivery of urban basic services? Why?

(Do not get general idea- for any expectations, ask why that is necessary. This question can get a case study)

22. Do you think Sangkat need to consult with working women to develop a local plan? If so, how(who invites and how? Where?)

(Get yes/no %)

23. Are there any existing initiatives and examples of ways that the community and women in the community have taken action to improve public services?

(Any action- say, demonstration, petition, or complaints have been made to local authority?)

24. If you are provided an opportunity to participate in the local plan planning, implementing and monitoring process, **are you willing to participate** with local authority? (if not, why?-get some concrete ideas about barriers- if women do not want to join why, what are obstacles?)

(Closing remark)

Thank you so much for your cooperation. We highly appreciate your kindness to participate in the interview. Your inputs are valuable and we will analyze in order to make a good report to show the obstacles that working women are facing in the city, and also to create concrete recommendations for your safety.

Kindly ask Ms XX (1 or 2 women only) to take a more in-depth interview for our case study in the report.

ANNEX 3

Questionnaire to Sangkat authority

Questionnaire

We would like to ask your kind cooperation to accept our interviews as a part of the ActionAidCambodia research about safety in the Sangkat for working women. We would like to analyze policy response to the needs of working women in this areas.

In this research, let by Kasumi, Professor of Pannasastra University of Cambodia, we are interviewing representatives from 14 Sangkat in Phnom Penh municipality, and our interview today will last maximum 30 minutes.

For this interview, confidentiality of your identify will be maintained if you so wish, and your name will be never appeared in the report in regard to your comments today. If we are allowed, we want to take some photos for the reporting purposes. If you do not want your photo in the report, we will not take a photo of your face, but we would like to ask your permission to take a photo of the interview session (your photo only from behind, or in a way that your face will not be seen).

If any question is not clear, please ask us to clarify. Basically questions are not complicated. All questions are related to the safety matter of the Sangkat.

General question about the Sangkat

25. How many populations is living in this Sankagt (male and female) in 2014?
26. What are the major problems that you are handling at the office every day?
27. What are major security concerns in this Sangkat (such as robbery, drug, street beggers)?
What about sexual assault/rape cases in recent years?
28. Which areas are unsafe in the night? Why? How do you know?
29. How is police response to legal cases, such as robbery and sexual assault? Is it normally quick or slow or not done?

Situation of marginalized women in the Sangkat

1. Are there many migrant women in this Sangkat?
2. Normally, migrant women come to register their residence at the Sangkat office?
3. How many garment/shoe factories are operating in this area, as far as you know?
4. Are there many entertainment places, such as KTV and beer gardens in this Sangkat? If so, security is not guaranteed due to those places?
5. In this year (from April 2015), have you received any garment factory worker, sex worker, or beer promoters at your Sangkat office? If so, what kind of needs do they have?
6. In this year (from April 2015), have you handled any case that involves garment factory worker, sex worker, or beer promoters? If so what kind of cases?

Questionnaire to Sangkat authority

Commune development/investment plan formulation process

7. Could you please explain the process how the Commune Development Plan (CDP) was made? For example, which month the process started/ended, what kind of data was used to make it, and how participated in making the CDP?
8. Could you please explain the process how the Commune Investment Plan (CIP) was made? For example, which month the process started/ended, what kind of data was used to make it, and who participated in making the CDP?
9. How do you define/understand “safety” in the Sangkat, and how is it reflected in the CDP/CIP? Which section mentions about it? Are concerns of working women reflected in that security part?
10. Do you recall any opportunity that NGO or women from garment factory, sex work, or beer promoters participated in the process above (CDP/CIP)? If yes, when and how?

Recommendations for strengthening safety for women

11. It is reported that women working in the night and return home midnight are afraid of safety. How local government can help to protect those women in public place?
12. To above point, What are policy measures that can be taken? (such as reflecting their concerns into CDP/CIP?)
13. To above point, what kind of concrete measures should be taken? (such as light, in which street?)
14. What messages can you provide to the young working women who must go back home in the night, for their security?

End of the interview questions

ANNEX 4

Questionnaire for AAC and its partners

AAC-Partner NGOs Questionnaire

We would like to ask your kind cooperation to accept our interviews as a part of the ActionAidCambodia research about safety in the Sangkat for working women. We would like to analyze policy response to the needs of working women in this areas.

For this interview, confidentiality of your identify will be maintained if you so wish, and your name will be never appeared in the report in regard to your comments today. If we are allowed, we want to take some photos for the reporting purposes. If you do not want your photo in the report, we will not take a photo of your face, but we would like to ask your permission to take a photo of the interview session (your photo only from behind, or in a way that your face will not be seen).

If any question is not clear, please ask us to clarify. Basically questions are not complicated. All questions are related to the safety of working women that you have been assisting so far in cooperation with AAC.

General question about the Safe City program

1. How has Safe city program been implemented? How did you define targets, how do you engage them, and how do you work with them?
2. What are success and what are challenges in the safe city program?
3. How do you observe cooperation with local authority, such as Sangkat councilors and police for the safety of women?

Commune development/investment plan formulation/ implementation

4. How have you been involved in the formulation and implementation of the Commune Development Plan (CDP)?
5. Have you ever had an access to any of those plans? If so, how did it happen and how is your idea about the plans?

Recommendations for strengthening safety for women

6. What are your recommendations to the Sangkat councilors for strengthening the safety of women?
7. To above point, what kind of concrete measures should be taken? (such as light, in which street?)

End of the interview questions

¹ For the migration to cities in Cambodia, see, Ministry of Planning, Cambodia, Migration in Cambodia: Report of the Cambodian rural urban migration project (CRUMP), 2012, Phnom Penh

² For the general situation of Violence Against Women in Cambodia, see, Ministry of Women's Affairs, The 2nd National Action Plan to prevent Violence Against Women, Phnom Penh, 2014

³ For gender situation in Cambodia in regard to patriarchy and masculinity, see, Ministry of Women's Affairs, Gender Relations and Attitudes, Cambodia Gender Assessment 2014, Phnom Penh, 2014

⁴ A number of research reports of ActionAid in recent years on Safe City clearly demonstrates with evidence that women have safety concerns while they are living in cities.

⁵ For local governance issues, the Law on Commune/Sangkat Administrative Management (2001) regulates the duty and responsibilities of Sangkat/Khan, and Article 43 states, "Within the roles of serving local affairs, Commune/Sangkat administration shall perform the following duties:

- Maintain security and public order
- Maintain security and public order;
- Manage necessary public services that these services work well;
- Encourage the creation of contentment and well-being of the citizens;
- Promote social and economic development and upgrade the living standard of the citizens;
- Protect and preserve the environment and natural resources;
- Reconcile people's concepts for the sake of mutual understanding and tolerance.
- Perform general affairs to respond to people's needs.

⁶ As stated in the Term Of Reference in this research study.

⁷ Questionnaires for FDGs for working women were made based on the previous researches done by ActionAid in regard to safety of women in cities.

⁸ FGD, 5 July 2015

⁹ One of most important documents that working women or any citizen must carry in Cambodia is an identification (ID) card. In FDGs, many working women reported that they let the house owner keep their ID card. Therefore, landlord plays a bridge between workingwomen and local authority. Unfortunately, systematic data collection was not done in regard to this ID card holder issue, but most garment factory workers reported that they let the rental room owner to keep ID card and so far they do not have any problem with that, simply because the owner of the factory issue another ID card for its workers and they simply keep it with them. The reason of this is only assumption because there is no documentation or research finding about this from the owner's viewpoints. However, from analysis based on conversations with working women and key informants to the research, this is mostly because the owners want to make sure that their tenants pay the rent, and ID card is held as security for the payment, based on the conversation with working women and our team's analysis of this fact. Therefore, working women who are renting housing may not easily contact the Sangkat office by themselves because they do not have their ID card. They reply on owner of the rental house to communicate with local authorities; and the rental room owner serves as a link between women and the authority. It was reported that the house owners normally report to the Sangkat office in regard to the names and IDs of women who are staying at their house. But this process is not documented to have been done by any woman in this research so that it is not clear if this is occurring.

FOOTNOTE

¹⁰ Interview, 3 July 2015, at CFSWF office in Phnom Penh

¹¹ Interview, 3 July 2015, at CFSWF office in Phnom Penh

¹² MsPhalline Ms Phalline analyzes that this phenomena was because of two reasons. One is that the owner of entertainment places intentionally moves women frequently so that they are not well socialized among themselves and that they do not create solidarity to negotiate with the owner for working condition issues. Second is to simply meet the demands of service buyers, or clients, who prefer to see many different types of women in their entertainment venue.

¹³ For example, some sex workers reported that on the previous night of the FDG, due to heavy rain and flooding in their working area, no client was around and they could not generate any income. (FGD on 4 September 2015, at AAC office) Also, in case they are arrested by police, they would be taken to the government facilities for 'education' and unless they escape from such facility in climbing up the high wall while security guards are sleeping, they can not continue to work to get income to pay for rental room. This is a cycle of poverty.

¹⁴ "Men attack" includes any types of physical violence that workingwomen are afraid of, and that includes, unwanted touch, sexual assault, or rape. This includes physical contact, or direct attack by men.

¹⁵ Interview, 3 July 2015 at CFSWF office

¹⁶ For instance, when women in Cambodia were asked whether they had experienced "sexual or physical harassment in a public place in 2013", the response rate was only 22 %, in AAC study, Women and the City II, page 16

¹⁷ However, it should be also noted that it may depends on the location of garment factories. This research included only 29 working women from three areas, therefore, the sample may not demonstrate the accurate picture of experiences of violence among garment factory workers.

¹⁸ "Other attack" in the question, which was reported by 20 women included, they were threatened by phone call, violence caused by their boss, and by police.

¹⁹ This study did not count the number of incidents and victims of gang rape but many sex workers reported that they have been gang raped.

²⁰ Interview, 3 July 2015, at WNU office

²¹ This is also coincident with other research study about vulnerabilities of beer promoters (entertainment workers), which reported that 83% of them have experienced verbal harassment. See, A Report on the situation of beer promotion women in the workplace, Cambodia, Results of a harassment and abuse study, 2005, CARE International, Phnom Penh

²² In this study, violence in public place was discussed from many different angles. However, the analysis on the aspect of violence in public transit is rather weak, because participants to the study seldom use public transport. Those working women normally use moto-taxi to go and back work, or they use their own motorbike.

²³ However in comparison to the previous study of ActionAid, Women and the City, 2015, which documented that only 2 % of women reported the crime to police, this study found out that much higher percentage of women are indeed reporting the crimes to the police.

²⁴ According to MsKeoMs Keo, WNU, a monthly meeting is held between WNU members and Sangkat authority in order to facilitate dialogues between workingwomen and the local authority. Normally four representatives from WNU attends such meetings. At these meetings, concerns of network members are orally delivered to the Sangkat officials, such as the issue of problem of ID card, security issues and so on. Mostly, Commune Council for Women and Children (CWCC) attends such meetings, because they are mainly responsible for women's issues. (Interview, 3 July 2015, at WNU office) And this is also a venue that CDP/CIP issue was sometimes discussed; therefore, some participants to FGDs also remember such dialogues with the local authority.

²⁵ Khan TouleKokToule Kok 3, Khan RusseyKaevRussey Kaev 2, Khan SenSokSen Sok 2, SangkatTonleBassakSangkat Tonle Bassak 4, The representatives that met with the research team included, SangkatBoeungKokSangkat Boeung Kok 1, Sangkat Cham Chao 2, SangkatSavySangkat Savy Pak 1, SangkatToulSankae Sangkat Toul Sankae 1, SangkatRusseyKaevSangkat Russey Kaev 1, Sangkat 6 kilometre 2, total 18 representatives.

²⁶ All identities of respondents from both Sangkat and Khan are kept confidential in the report.

²⁷ The research team approached all Sangkat (total fourteen) in Phnom Penh city, with assistance from AAC office. Some Sangkats were accountable for their public duty, while some requested to adhere to their "rules" to have many documents signed by senior level in their decentralized system, namely, the municipal office of Phnom Penh. At the end, the research team could meet only half of Sangkat representatives against the original target.

²⁸ Not all the representative from Khan level knows the number of factories while SangkatcouncilrSangkat councilr knows the exact number. This is because theSangkatthe Sangkat level provides direct services to the people in the Sangkat, including working women, therefore those representatives at Sangkat level knows the general situation of the area. On the other hand, the Khan level is collecting information from all Sangkats in their respective Khan, which can include many Sangkats. Therefore, the Khan level may not provide detailed information about each Sangkat if information is not well shared.

²⁹ This Figure 20 is the response from police perceived by local authority, and does not represent the actual response.

³⁰ Before the interview, the research manager called each representative according to the contact list provided by ACC office, and explained the purpose of the interview. It was specifically requested that the research team would inquire about CDP/CIP formulation process and the safety of women in Sangkat in those plans. Therefore, the research team was expecting that SangkatrepresnetativesSangkat represnetatives would show the CDP/CIP in the course of the interview. It happened so only with three Sangkat/Khan.

³¹ Interview, 28 July 2015 at Sangkat Cham Chao office

³² Interview, 29 July 2015 at SangkatBoeungKokSangkat Boeung Kok 1 office

³³ Interview, 28 July 2015 at Sangkat Cham Chao office

FOOTNOTE

³⁴ Interview, 31 July 2015 at Sangkat Russey Kaeo Sangkat Russey Kaeo office

³⁵ Interview, 28 July 2015 at Sangkat Cham Chao office

³⁶ The exact number of police abuse against each women were not collected, as it was not the focus of this study and questionnaires did not have a systematic way of collecting this information. More in-depth analysis can reveal a clear picture of relevance of police violence against sex workers in some selected areas.

³⁷ Interview with sex workers, 4 September, 2015, at AAC office

³⁸ Interview, 3 July 2015, at CFSWF office in Phnom Penh

³⁹ Group discussion about recommendation to the authority, held at AAC office, 4 September 2015

⁴⁰ Interview, 3 July 2015, at WIC office in Phnom Penh

⁴¹ Interview, 3 July 2015, at CFSWF office in Phnom Penh

⁴² Unfortunately no personal name was motioned but names of Sangkat were noted by representatives from ACC's partners.

⁴³ Interview, 3 July 2015, at WNU office in Phnom Penh

⁴⁴ Mostly entertainment workers that CFSWF has been empowering had very limited access to formal education before they migrated to Phnom Penh, and their movements is mostly strictly controlled by their owner and therefore it is extremely difficult to mobilize them to learn about basic human rights that they have and that they can claim. Interview, 3 July 2015, at CFSWF office in Phnom Penh