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Labour and Social Trends in Cambodia 2010



ASIAN 2006
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Labour and Social Trends in Cambodia 2010

**National Institute of Statistics, Ministry of Planning
Phnom Penh, Cambodia**

**Supported by
International Labour Organization**

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Foreword

It is with great pleasure that the National Institute of Statistics, Ministry of Planning, presents this Labour and Social Trends Report in response to the need of socioeconomic and labour market information and its trends during Asian decent work decade 2006-2015 that representatives of Governments and employers' and workers' organizations from Cambodia and other Asia-Pacific Member States of the ILO had committed.

This publication is data-driven, with a focus on analyzing the latest demographic, labour market and economic trends and highlighting their policy implications in a clear and approachable manner. A detailed statistical annex is also attached to this report, with the aim of contributing to the development of internationally comparable, gender-sensitive indicators to measure progress in decent work. The report is intended as a practical information source for policy makers, researchers and other individuals and organizations working in the economic and social arena.

In a long-time absence of relevant systematic surveys, particularly labour force survey, this report has taken use of all other available data and information for its analysis and compilation. Primary data of census and survey have been used in combination with secondary data from line ministries, organizations, and trade unions. The data of population census of Cambodia 2008 has been the most reliable denominator in the analysis. Coupled with the data of population census of Cambodia 1998, the data of the two censuses provides reliable trends of some key indicators.

In the effort to best serve its users, a consultation working group constituted ILO specialists and project and programme officers, Market Information Department of MOLVT, Cambodian Federation of Employers and Business Associations (CAMFEBA), Union Confederations /federations, other relevant ministries (i.e. Ministry of Economics and Finance, Commerce, Industry, Tourist, Planning, Health, Education Youth and Sports, Social Affairs and Youth Rehabilitation, Women's Affairs, etc); Academic and research institutes, international and national development organizations (i.e. relevant UN agencies, UNFPA, IPEC/ILO, JICA, etc.), development NGOs; and other key stakeholders, including informal economy associations had been convened and contributed to this report, the inception of which was a consultation workshop of all members on 14 September 2009.

We gratefully acknowledge the technical and financial supports extended by the ILO, Bangkok, for the development of this Labour and Social Trends in Cambodia 2010 report. In this regard, my special thanks are due to Mrs. Sukti Dasgupta, Senior Specialist on Employment and Labour Market Policies, and Mr. Phu Huynh, Labour Market Information Officer, for their effort in coordinating the support and their guidance throughout the drafting process.

Finally, I would like to appreciate the core technical team of the National Institute of Statistics, Ministry of Planning, for their hard work in the report compilation. In particular, Mr. Has Bunton and his team members consisting of Mr. Heang Kanol, Mr. Sok Kosal, and Mr. Buoy Somethea have done valuable works in data collection and analysis, report writing and editing, and final mark-up to the report as well as required administrative supports in the report development and dissemination process.


CHHAY THAN
Senior Minister,
Minister of Planning

Ministry of Planning
Phnom Penh
July 2010

Preface

This report on the Labour and Social Trends in Cambodia 2010 has been produced by staff at National Institute of Statistics (NIS) with the assistance from the International Labour Organization (ILO). The report covers different labour and social indicators and makes analysis on the labour market and its impact on the Cambodian economy.

The report includes data from many different sources. The Population Census, carried out by NIS, is the main data source in this report. There are, however, other sources of data e.g. from other line ministries, NGOs and ILO. The individual institution is responsible for its data. NIS has only compiled the data into one report with the aim of presenting comparable and gender-sensitive indicators for all those with interest in economic and social factors in Cambodia. Through this report, researchers, analysts and policy makers can use existing data, regardless if the data has been compiled by NIS or other institutions, to receive a better understanding of the Cambodia labour market.

I am grateful to H.E **Chhay Than**, Senior Minister, Ministry of Planning, H.E **Ouk Chay**, Secretary of State for their support to the preparation of this report and other activities of NIS, especially the recent reorganization of NIS.

I wish to place on record my deep appreciation of the technical assistance and financial support from ILO. I would also extend my thanks to the NIS staff for the preparation of this report. Finally I would like to express my sincere gratitude to all the other institutions that have produced data presented in this report.

With the effort, contribution, and support made to this report, I would like to express my gratitude to all the members of the consultation working group who have their data and technical inputs for the report.

Without a joint effort of collecting and compiling data in the area of Labour market, this report could not have been this extensive.

Responsible at NIS for this report are Mr. Has Bunton, DDG and Mr. Heang Kanol, DDG.



San Sy Than
Director General, NIS

Phnom Penh
July 2010

Preface

At the International Labour Organization's Fourteenth Asian Regional Meeting in September 2006, representatives of governments and employers' and workers' organizations from Cambodia and other Asia-Pacific member States committed themselves to an Asian Decent Work Decade for the period up to 2015. Decent work involves more than just jobs for women and men. It asks for productive employment that provides an adequate income to keep workers and their families out of poverty, keep them secure in times of adversity, gives them good working conditions each day and lets them engage in decisions that affect their lives.

In support of achieving decent work in the region, the ILO launched a labour and social trends report series, which presents analysis of recent trends in employment and social conditions in the region as well as drawing attention to policy challenges. To date, eight volumes have been published – some relating to regional labour and social trends issues, while others are country specific. Cambodia presents its labour and social trends analysis with this report. It responds effectively to a need for analysis of the available labour market information and uses it to underline policy implications.

I would like to express my deep appreciation to H.E. San Sy Than, the Director General of National Institute of Statistics of Cambodia, and his team, led by Has Bunton and Heang Kanol, for preparing the report and for coordinating inputs from different line ministries and other contributors. The report also benefitted from the technical coordination by my colleagues Sukti Dasgupta and Huynh Phu as well as from inputs from a number of other colleagues – in particular, Pong-sul Anh, Suradee Bhadrasiri, Neliën Haspels, Richard Howard, Bjorn Johannessen, Tsuyoshi Kawakami, Jiun Kim, Gyorgy Sziracki, Dragan Radic, Bijoy Raychoudhury, John Ritchotte, Valerie Schmitt-Diabate, Simrin Singh, Carmela Torres, Sophorn Tun, Pracha Vasuprasat and David Williams. Karen Emmons edited the English version.

I am pleased to present the *Labour and Social Trends Cambodia 2010*, which reflects collaboration between the ILO and the Royal Government of Cambodia in helping to realize decent work principles for all workers in the country.



Bill Salter
Director

ILO Decent Work Team for East and South-East Asia and the Pacific

Bangkok
July 2010

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Abbreviations and acronyms

ASEAN	Association of South-East Asian Nations
CBA	collective bargaining agreement
CBHI	community-based health insurance
CDC	Council for the Development of Cambodia
CDHS	Cambodia Demographic Health Survey
CMDG	Cambodian Millennium Development Goal
CSES	Cambodia Socio-Economic Survey
DLD	Department of Labour Disputes
DWCP	Decent Work Country Programme
FCE	final consumption expenditure
FDI	foreign direct investment
GMAC	Garment Manufacturers Association in Cambodia
GTZ	German Technical Cooperation
GDP	gross domestic product
HIV and AIDS	human immunodeficiency virus and acquired immunodeficiency syndrome
ILO	International Labour Organization
IOM	International Organization on Migration
LABORSTA	ILO Labour Statistics
MOLVT	Ministry of Labour and Vocational Training
MOP	Ministry of Planning
MRS	most representative status
NGO	non-government organization
NIS	National Institute of Statistics
NPRS	National Poverty Reduction Strategy
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy
NSSF	National Social Security Fund
NTB	National Training Board
OSH	occupational safety and health
SESC	Socio-Economic Survey of Cambodia
SIDA	Swedish International Development Agency
TVET	technical and vocational education and training
UN	United Nations
UNDP	United Nations Development Programme



Executive summary

This report provides a comparative analysis of data drawn largely from the population census findings of 1998 and 2008 as well as other sources to identify Cambodia's socioeconomic and labour market trends of the past decade. In addition, the report covers policy implications that those trends represent for achieving decent work principles in the country, with special relevance to vulnerable groups.

On the whole, there are some positive movements. Cambodia has made significant progress in economic growth over the past decade, and poverty levels have been reduced. But significant challenges remain, including the impact that the economic crisis has had on some segments of workers. As well, about 30 per cent of the population still lives below the poverty line.

Socioeconomic and labour market trends

In moving from central planning to a market economy, Cambodia's economic landscape has undergone dramatic changes over the past two decades. The development challenges currently are manifold: sustain growth, reduce poverty, maintain balance in equality and accelerate the reform agenda.

Prior to the global economic crisis, Cambodia's economy was growing remarkably well, with real gross domestic product (GDP) growth reaching 13.3 per cent in 2005. Despite the global economic downturn, the economy continued to grow by an estimated 6.7 per cent in 2008. But growth in 2009 decreased dramatically as the crisis' full effects took hold. Foreign direct investment (FDI) into Cambodia slightly decreased, from US\$867 million in 2007 to US\$815 million in 2008. The majority of FDI inflow came from the Republic of Korea and Malaysia, and were concentrated in telecommunications and garment enterprises, followed by commercial banks.

Inflation spiked (19.7 per cent) in 2008, mainly because of rising food prices. Final consumption expenditure in constant 2000 prices increased by 9.3 per cent; its proportional share of GDP was 83.7 per cent in 2007.

Cambodia has experienced an annual average population growth rate of 1.5 per cent over the past decade, creating a "young" population. About one-third of the 13.4 million people in the

2008 census were aged 14 or younger. Fertility rates declined, perhaps due to the rise in education among the entire population, particularly women. There was a decline in the age-dependency rate.

There was a substantial rise in literacy between 1998 and 2008, with the female rate of growth greater than that of males. However, many of these people (48.9 per cent) did not complete their primary education in 2008. Still, the working-age population today is also more likely to be literate compared with ten years ago. But gender inequity remains an issue; far more of the literate employed were male (82.7 per cent) than female (69.1 per cent) in 2008.

The projected population will grow until 2015 at an average rate of 1.3 per cent per year, while the working-age population (age 25–54) will grow at a higher average annual rate, of 3 per cent. This can lead to positive dividends for the country – given appropriate policy choices. At the same time, it poses some challenges for job creation for an expanding labour force.

The country's labour force (aged 15 or older) also underwent dramatic changes over the past decade and increased at a per annum average of 3.3 per cent to around 7 million in 2008. The youth labour force participation rate decreased slightly, reflecting a positive trend of youth staying longer in the education system. In general, female youth seem to enter and exit the labour force at an earlier age than male youth. The female economic activity rate remained slightly higher than for males over the decade, although the gender gap in the labour force participation rate narrowed from 1998 to 2008.

In 2008, 6.8 million people aged 15 or older were employed, reflecting a decadal employment growth of 43.3 per cent or an annual average growth of 3.6 per cent since 1998. The employment-to-population ratio was 77 per cent, with the ratio for youth increasing to 58 per cent in 2008.

Although unemployment rates remained low and even fell further over the decade, a large portion of workers (82.5 per cent) continued to labour in “vulnerable” employment, defined as unpaid family workers and own-account workers.

From 2004 to 2008, the Ministry of Labour and Vocational Training (MOLVT) expanded its activities to further develop both local and foreign employment options. In this regard, Cambodian migrants were increasingly employed through official channels in Malaysia, the Republic of Korea, Thailand and Japan. Most of them were offered employment in the manufacturing sector, followed by domestic work and then the agriculture sector. Beginning in 2004, more women than men went overseas to work.

The Royal Government of Cambodia set up institutions to improve the skills development of workers, but significant challenges remain. According to MOLVT findings, the number of technical vocational education and training graduates increased, from 88,367 in 2007 to 113,648 in 2008.

Overall, labour productivity reached an estimated value of 4.19 million riels (US\$1,030) in 2008. The highest average annual change of labour productivity between 1998 and 2008 took place in the mining and quarrying sector (19.4 per cent), followed by finance and other services (8.6 per cent). Average annual growth of labour productivity in agriculture in the same period was much slower at 1.7 per cent, as well as in trade at 1 per cent. Labour productivity levels in Cambodia remained lower than most of its ASEAN neighbours.

The economic crisis, and prior to it the food crisis, exacerbated many of the poverty issues and the extension of social assistance and social protection therefore remains a critical factor in Cambodia's economic development.

Cambodia's current social protection landscape consists of i) a National Social Security Fund for private sector employees, which provides employment injury insurance; ii) the National Social Security Fund for civil servants, which provides pension benefits; iii) various social health protection programmes targeting people who are poor and informal economy workers, such as the health equity funds and the community-based health insurance schemes; iv) various social safety nets (or social assistance) programmes targeting the poor and the vulnerable. They are largely funded by donor support.

Current statistics on injuries in the workplace indicate that a large number of people who experience injuries are women workers in the garment industry. The Government has instituted policies for improving the occupational safety and health (OSH) of its workers, including HIV-in-the-workplace policies and programmes, and the reporting of accidents and injuries. The first OSH Master Plan in Cambodia was launched in 2009.

Concerning working children, according to the 2008 population census, 9.7 per cent of all children worked at least six months or more during the year prior to the census. Of them, slightly fewer were boys than girls. The proportion of child labour in the agriculture sector declined over the decade, while the proportion working in the industry and service sectors increased. Most of the employed children had either completed primary school or had some primary level education. Only 4.6 per cent of them had completed lower secondary school. The MOLVT has initiated policies targeting the elimination of the worst forms child labour, the reduction of child labour and the incidence of trafficking in children and women.

The industrial relations system in Cambodia is quite young, with unions only emerging in the mid 1990s, before the adoption of the 1997 Labour Code that guarantees the right of private sector employees to join unions and to strike. There are currently 42 union federations (and five confederations) across various sectors of the economy, with 28 in the garment sector.

Industrial relations in Cambodia are characterized by strikes and disputes, particularly in the garment sector. However, workers and employers do not have the experience or the tools necessary to resolve disputes before opting to strike. There has been a gradual change due to an increased understanding of the law and the development of mechanisms for conciliation, arbitration and collective bargaining. Although collective bargaining coverage rates are not available, the number of collective bargaining agreements signed stands currently at about 246. Cambodia's labour law and regulations support the concept of the most representative status (MRS) for trade unions. A new regulation issued in 2008 helped to facilitate the certification of the MRS unions by the MOLVT, resulting in a 400 per cent increase in new certifications and 202 MRS certifications.

In general, several noteworthy trends emerged from the past decade in the Cambodian labour market – growth has reduced poverty rates, but poverty still remains high, even though unemployment rates are low and falling. This raises concerns about the quality of jobs, especially with such a large proportion of workers in vulnerable employment. The projected population trends indicate a rise in the adult working-age population, which is likely to add to the challenge of creating decent work opportunities for an expanding labour force. Although the gender gap in labour force participation is shrinking, the women's unemployment rate is higher than the men's and a larger proportion of women workers are illiterate.

Global economic crisis impacts on labour market

The sharp contraction in global economic activity that began in 2008 persisted into 2009 and affected Cambodia through its trade and investment channels, particularly in the garment, tourism and construction industries. The growth in the garment sector decreased significantly, from 10 per cent in 2007 to only 2.2 per cent in 2008. Job losses in the sector were also significant.

As part of the crisis response, the MOLVT began setting up regional job centres to link laid-off and long-term unemployed workers to technical and vocational training and new employment. The first job centre was recently launched in Phnom Penh, and two more are expected by the end of 2010.

To mitigate the impact of the global economic and financial crisis on the vulnerable and poor segments of the population, the Government took several immediate steps, including nominal fiscal stimulus and a sharpened focus on support for social safety net programmes. The intention of the Government now is to establish a permanent facility that will deliver social protection programmes, such as employment-intensive public works schemes and conditional cash transfers for people who are poor and vulnerable.

On the macroeconomic policy side, the National Bank of Cambodia's response included a dramatic easing of monetary policy and wide-ranging measures to support and strengthen the financial and banking systems.

Looking ahead, the Government has placed a high priority on tackling the following sector challenges:

- diversifying the markets for garments and other manufactured goods by seeking opportunities in East Asia, the Middle East and Africa
- improving tourism infrastructure and developing more tourist destinations and attractive tour packages
- prioritizing the use of resources and expertise of the Government and donors to broaden and diversify the agriculture sector
- investing more in infrastructure development, particularly energy generation, to reduce energy costs to the private sector and to communities
- continuing to promote and support wealth creation and improve livelihoods according to the principles and procedures stipulated in the Constitution.

Labour market issues during the Asian Decent Work Decade 2006–2015

The Decent Work Country Programme (2008–2010) provides a strategy for tackling issues related to the quantity and quality of employment in Cambodia. Designed within the framework of the Government's Rectangular Strategy and the National Socio-Economic Development Plan, it provides the basis for the Government to set up appropriate policy responses, including:

- increasing employment opportunities and employability of women and men, youth and people with disabilities, particularly in the rural areas
- improving the rule of law and strengthening the effectiveness of the labour laws, labour market institutions and practices that comply with international labour standards
- adopting and implementing policies to improve and protect the rights of children, women, migrant workers and indigenous peoples
- increasing social protection coverage for working women and men in the formal and informal economies.

The global economic crisis has accentuated some of the labour and social opportunities and challenges identified in this report. In looking beyond the crisis impacts, the following additional critical issues will also have bearing on achieving more inclusive, sustainable and job-rich growth for Cambodia:

- the challenge of achieving full productive and decent employment for all
- poverty reduction through increased productivity
- skills development and human resource development
- social protection to combat vulnerabilities
- gender equality
- healthy industrial relations
- timely and reliable labour market statistics.

In the context of those labour market challenges, policy areas that are crucial are:

- a gender-sensitive national employment strategy
- a social protection strategy
- an enabling environment for industrial relations.

Concluding remarks

As Cambodia continues to grow and integrate further with the global economy, the access to decent and productive work remains one of the most viable means of poverty reduction. Despite major achievements, there are lingering and emerging policy challenges confronting the country that will influence the achievement of the decent work goals. The large proportion of vulnerable employment remains a major concern. As the working-age population expands in the coming years, the pressure on the labour market to provide quality jobs will also rise. Addressing deficits in the both the quantity and quality of jobs therefore remains a main policy challenge for Cambodia.

Relevant gender and age-specific labour market information is critical for informed decision making and setting up an effective labour market information system, as also noted in the National Strategic Development Plan update for 2009–2013. Cambodia has built up a strong national statistical system. The regular census surveys and the socioeconomic surveys provide data for labour market indicators. This data has been used for the labour and social trends analysis that constitutes this report. However, data on some critical areas, such as earnings, informal economy employment, underemployment, working poor, working time, social dialogue mechanisms, are currently not available. Additional efforts are required to boost the information base for a more robust and detailed labour and social trends analysis and monitoring, which will in turn provide a more credible basis for labour market policy formulation. In addition to having

a dynamic data collection and dissemination system, using such data for analysis and labour market information is extremely important.

Chapter

1

Introduction

1.1 Background

Cambodia has made significant progress in fostering economic development and in rebuilding its national institutions over the past two decades. Macroeconomic stability along with political stability and a liberal investment climate have contributed to the inflow of investment that has spurred economic growth. This has lifted many Cambodians out of poverty. Significant progress has been made towards the achievement of the Millennium Development Goals. However, challenges remain. A substantial portion of the population still lives in poverty, and inequality, as measured by the distribution of income and expenditure, remains rising.

Key to poverty reduction is access to decent work opportunities. Decent work involves more than just jobs for women and men. It asks for productive employment that provides an adequate income to keep workers and their families out of poverty, enabling conditions for access to such jobs, security in times of adversity, good working conditions each day and engagement in decisions that affect their lives. These, in turn, are closely linked to the nature and dynamics of the labour market.

At the International Labour Organization's Fourteenth Asian Regional Meeting in September 2006, representatives of governments and employers' and workers' organizations from Cambodia and other Asia-Pacific member States committed themselves to an Asian Decent Work Decade – for the period up to 2015.¹ Policies and programmes informed by sound analysis of Cambodia's labour market and social statistics are necessary for achieving the decent work goals. Using the latest data, this *Labour and Social Trends Cambodia 2010* report thus highlights labour market issues for Cambodia and raises relevant policy issues.

1.2 Objectives of the report

The starting point for realistic and outcome-oriented policies lies in a clear and relevant information base. Thus, the main objective in preparing this report was to compile existing data and review policies to generate analysis and insight on the country's labour and social trends,

¹ ILO, *Realizing decent work in Asia: Conclusions*, Fourteenth Asian Regional Meeting, Busan, Korea, 29 August–1 September 2006, available at: www.ilo.org/public/english/standards/relm/rgmeet/14asrm/conclusions.pdf.

which would then become a useful advocacy tool for promoting decent work. This report is particularly intended as a practical information resource for policy makers, researchers and other individuals and organizations working on the economic and social aspects of development in Cambodia and the region.

1.3 Organization of the report

The report breaks down into five chapters: Chapter 1 provides the background and methodology applied and its limitations. Chapter 2 discusses the general population characteristics, such as population size and composition, literacy rates and educational attainment. Chapter 3 provides an in-depth overview of the recent socioeconomic context and labour market trends that relate to employment, labour migration, vocational training, skills development, labour market demand, labour productivity, social protection, occupational safety and health, child labour, trade union membership, collective bargaining coverage and industrial disputes in the country. Chapter 4 encompasses analysis of the impacts related to the global economic crisis on the labour market and the Royal Government of Cambodia's responses. Chapter 5 presents a discussion on labour market issues that have arisen during the Asian Decent Work Decade and how they relate to long-term challenges and opportunities for Cambodia.

This publication is data driven, with a focus on analysing the latest demographic, labour market and economic trends and highlighting their policy implications in a clear and succinct manner. The analysis pays special attention to the gender dimension, and, wherever possible, gender disaggregated data and analysis are presented. A detailed statistical annex is also provided that can be applied for international comparison of gender-sensitive indicators used for measuring progress towards the decent work goals.

1.4 Data sources

Reliable data is not always available in many developing countries. Cambodia is no exception, particularly regarding detailed and up-to-date labour force information. The researchers, however, have painstakingly sought out several sources, including national and international organizations, to generate competent analysis. Most of the data are from the socioeconomic surveys as well as the 1998 and 2008 general population census, which the National Institute of Statistics (NIS) conducts. The poverty data was obtained from the poverty profiles, which the World Bank and the Swedish International Development Agency (SIDA) produce in collaboration with the NIS. Information on foreign direct investment comes from the National Bank of Cambodia.

Some data that relate to overseas workers, vocational training, labour demand through investment, social protection, occupational health and labour disputes derive from the Ministry of Labour and Vocational Training (MOLVT). The report researchers also interviewed key persons for additional data and analysis, including trade union representatives, representatives of employer's organizations and the director of the MOLVT's Department of Labour Market Information. Other references used are cited throughout the report (see also the references section).

1.5 Limitations of the report

Despite the efforts to collect relevant and reliable data and information, limitations were unavoidable:

- Most data available for time series analysis are only from the general population census; to date, there are only two census data sets available: 1998 and 2008.
- Survey data in different years are largely not comparable due to differences in terms of sampling, methodology and the questionnaires used.
- Data on various aspects of the labour market such as informal employment, underemployment, employment relationships, working time, working poor, wages and earnings, and other conditions of work were not available in a consistent manner. The data that was available for these concepts were not clearly defined or consistent and thus have not been used in the analysis.

Chapter 2

Population characteristics

This chapter presents Cambodia's basic demographics, such as population size and composition, literacy rates and education attainment.

2.1 Population growth

Population characteristics are closely linked to a country's labour force dynamics. The demographic indicators are used for designing programmes and for the subsequent evaluation and monitoring processes. The result of the population count in the 2008 general census stood at 13.4 million, of which 6.52 million people, or 48.6 per cent, were male and 6.88 million, or 51.4 per cent, were female (table 2.1). The decadal growth rate works out to 16.7 percent, or an average annual growth rate of 1.5 per cent from 1998 to 2008.

Table 2.1: Growth rate of the population, 1998 and 2008

Sex	Population census 1998		Population census 2008		Decadal growth rate	Average annual growth rate
	No.	%	No.	%	%	%
Total	11 437 656	100.0	13 395 682	100.0	16.7 ²	1.5
Male	5 511 408	48.2	6 516 054	48.6	17.8	1.6
Female	5 926 248	51.8	6 879 628	51.4	15.6	1.5

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

According to the *Demographic Year Book of the United Nations 2008*, around 577 million, or 8.6 per cent, of the world's population lives in South-East Asia. Cambodia's population accounted for 2.3 per cent of the South-East Asian population.

As shown in table 2.2, Cambodia's annual population growth rate of 1.5 per cent was greater than that of South-East Asia as a whole, at 1.2 per cent. Cambodia's population has increased at a rate far greater than that of Thailand, marginally greater than Viet Nam, very much

² The decadal growth rate and the annual growth rate are computed after adding the total estimated population of 45,000 in the areas where the 1998 census could not be conducted due to conflict; the number of males and females for the 1998 census were estimated by proportion.

smaller than Timor-Leste, Brunei Darussalam and Philippines but only marginally smaller than the rates for Lao PDR and Malaysia.

Table 2.2: Population of the South-East Asian countries³

Country	Population in mid 2008 (in thousands)	Annual growth rate (%)
South-East Asia	576 637	1.2
Brunei Darussalam	398	2.0
Cambodia	13 396	1.5
Indonesia	234 342	1.1
Lao PDR	5 983	1.7
Malaysia	27 663	1.8
Myanmar	49 221	0.8
Philippines	90 457	2.0
Singapore	4 490	1.2
Thailand	63 121	0.4
Timor-Leste	1 193	3.5
Viet Nam	86 373	1.3

2.2 Population size and composition

The 2008 census results show that the country's population remains largely "young", with 4.51 million people, or 33.7 per cent, aged 0–14; of them, 2.31 million (35.5 per cent) were male and 2.2 million (32 per cent) were female (table 2.3). However, that represents a decline from 1998, when there were 4.9 million people, or 42.8 per cent, in that same age group (with 2.5 million, or 45.4 per cent, male and 2.4 million, or 40.4 per cent, female).

Table 2.3: Population, by age group and sex, 1998 and 2008

Age group	1998			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
No.						
0–14	4 897 808	2 502 407	2 395 401	4 513 792	2 314 806	2 198 986
15–24	2 089 945	1 018 284	1 071 661	2 988 492	1 503 759	1 484 733
25–54	3 592 551	1 629 576	1 962 975	4 653 371	2 188 238	2 465 133
55–64	461 924	196 791	265 133	668 727	279 059	389 668
65+	395 428	164 350	231 078	571 300	230 192	341 108
Total	11 437 656	5 511 408	5 926 248	13 395 682	6 516 054	6 879 628
%						
0–14	42.8	45.4	40.4	33.7	35.5	32.0
15–24	18.3	18.5	18.1	22.3	23.1	21.6
25–54	31.4	29.6	33.1	34.7	33.6	35.8
55–64	4.0	3.6	4.5	5.0	4.3	5.7
65+	3.5	3.0	3.9	4.3	3.5	5.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

The past decade's decline in the young population reflects the continued decline of the fertility rate. Table 2.4 shows the average number of births per female aged 15–49, according to the census and household survey findings. That data indicates the fertility rate in Cambodia decreased between 1998 and 2008, from more than five to three children per woman.

³ For all countries except Cambodia and the total for South-East Asia, the data source is the 2008 *ESCAP population data sheet*, Bangkok, 2008. Cambodia's population is from the 2008 census.

Table 2.4: Fertility rate, 1998 and 2008

Census/survey	Fertility rate
1998 census	5.3
2000 CDHS	4.0
2005 CDHS	3.4
2008 census	3.1

Source: General Population Census of Cambodia 1998, *Analysis of census results, report 1, Fertility and mortality*, NIS/MOP
 General Population Census of Cambodia 2008, *National report on final census results*, NIS/MOP

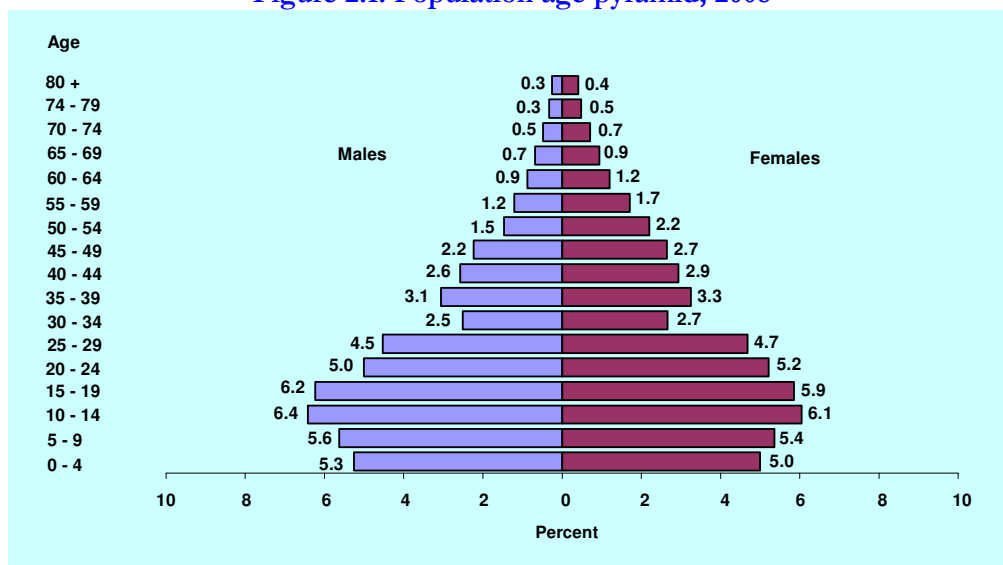
According to the United Nations' definition, "youth" refers to persons aged 15–24 and "adults" are persons aged 25 or older. The youth population has increased, from 2.1 million (18.3 per cent) in 1998 to 2.99 million (22.3 per cent) in 2008; of them, males increased from 1.02 million (18.5 per cent) to 1.5 million (23.1 per cent), while the females increased from 1.07 million (18.1 per cent) to 1.48 million (21.6 per cent).

The adult population also increased in absolute numbers, from 4.45 million (38.9 per cent) in 1998 to 5.9 million (44 per cent) in 2008; among them, males increased from 1.99 million (36.2 per cent) to 2.7 million (41.4 per cent), whereas females increased from 2.46 million (41.5 per cent) to 3.2 million (46.5 per cent). The increase of both the youth and adult populations means an expansion of the country's labour supply engaged in or available for economic activity.

The continued decline in the population growth rate in recent years is indicative of how the population is gradually moving towards the end of its demographic transition. A comparison in the age structure of the population by sex finds that the proportion of the child population (0–14 years) shrunk over the past decade, from 42.8 per cent in 1998 to 33.7 per cent in 2008 because of the decline in the fertility rate. The working-age population (15–64 years) was only 53.7 per cent in 1998 against 62 per cent in 2008. Although the population of the elderly accounted for only 3.5 per cent of the total population, it increased to 4.3 per cent over the decade.

Figure 2.1 depicts the age and sex composition of the population in 2008 as a pyramid. The proportion of children aged 0–4 is less than those aged 5–9. This could be due to the recent decline in fertility and the under-reporting of infants and young children. The age group of 10–14 years represents the largest cohort (12.5 per cent) reported in the 2008 census, closely followed by the cohort of 15–19 years, indicating a comparatively high fertility level in the early 1990s, which followed a baby boom in the early 1980s.

Figure 2.1: Population age pyramid, 2008



Source: NIS/MOP. General population census of Cambodia 2008.

Moving beyond persons older than 10 years, the population age pyramid shows the usual pattern of gradually decreasing numbers with increasing age. However, there is a conspicuous exception in the 30–34 years age group, which shows a steep decline. This may be attributed to the combined effect of low fertility and high mortality of people born during the Khmer Rouge period (1975–1979). In the early 1970s, Cambodia experienced escalating civil war, and by the late 1970s there was a large number of deaths due to murder, starvation and disease. The sex and age structure beyond age 35 reflects the high levels of mortality, especially among men during those years of turmoil and internal strife, which lasted well into the 1980s, although to a different degree.

The age-dependency ratio⁴ shows a declining trend, from 86.1 per cent down to 61.2 per cent (1998–2008). The decline was fast for both males and females, at 93.7 per cent in 1998 in contrast with 64.1 per cent in 2008 for males and 79.6 per cent compared with 58.5 per cent for females (table 2.5). The difference is largely attributed to the change in the age structure along with the decline in the proportion of the child population.

Table 2.5: Age-dependency ratio, 1998 and 2008

Dependency ratio	1998	2008
Both sexes	86.1	61.2
Male	93.7	64.1
Female	79.6	58.5

Source: NIS/MOP. General population census of Cambodia 1998.
NIS/MOP. General population census of Cambodia 2008.

The changing structure of the population has interesting labour market implications. On one hand, the decline in the age-dependency ratio means that there are more people in the

⁴ The age-dependency ratio is defined as the proportion of the younger age group (0–14 years) population and older age group (65+ years) population to the population aged 15–64 years.

working age group who can support the others. On the other hand, this implies a large influx into the labour force and therefore poses a challenge of providing decent employment opportunities for a large number of job seekers.

2.3 Literacy rates and education

The level of literacy and education is regarded as one of the most important indicators of socio-economic development. Education affects demographic behaviour relating to marriage, fertility, mortality and migration as well as participation in the labour force. Some research studies have established an inverse correlation between the educational level of women and their fertility.⁵ The age of females at marriage is influenced by the level of educational attainment. Infant mortality is yet another variable affected by the mother's educational status. On the other hand, the education level of the population has a strong positive correlation with labour productivity.

In general, educational attainment is indicative of the quality of the literate population and is very important in the implementation of development programmes and population policies. The priority policies in the Education Strategic Plan 2006–2010 seek to i) ensure equitable access to education; ii) increase quality and efficiency of educational services; and iii) expand institutional development and upgrade capacity for decentralization. The national policies on literacy and non-formal education aim to i) increase the literacy rate by 20 per cent within 15 years, from 2001 to 2015; ii) uphold the participatory approach to achieve the targets of basic education for all; and iii) provide every citizen, especially females, out-of-school children, child workers, ethnic minorities in the highland areas and vulnerable groups with opportunities for education throughout their lifetime.

The successful implementation of the literacy development programmes and the initiative taken by most of the younger generation to learn to read and write have resulted in a substantial rise in the literacy level among the population over the past decade. However, in developing countries, the literacy rate and the level of education may vary widely within a country, from region to region, depending on the extent of development of each area or community. This is also true for Cambodia.

As shown in table 2.6, the literacy rate (the ratio of the literate population to the total population aged 7 or older) rose spectacularly over the decade. In absolute terms, it rose from about 5.78 million to 8.96 million, registering a decadal growth rate of nearly 55 per cent (in a time when the population growth rate was about 17 per cent). The rate of literacy among people aged 15–64 was relatively substantial during the decade, with a much greater increase among females than among males.

⁵ See for example Becker, S.O., Cinnirella, F. and Woessmann, L. 2009. *The trade-off between fertility and education: Evidence from before the demographic transition*, Stirling Economics Discussion Paper 2009-17, August 2009; and Breierova, L. and Duflo, E. 2002. *The impact of education on fertility and child mortality: Do fathers really matter less than mothers?* MIT.

Table 2.6: Literacy rates, 1998 and 2008 (%)

Sex	Literacy rate of population aged 7+ 1998	Literacy rate of population aged 15–64 1998	Literacy rate of population aged 7+ 2008	Literacy rate of population aged 15–64 2008
Both sexes	62.8	69.7	78.4	79.6
Males	71.0	80.7	84.0	85.7
Females	55.4	60.2	73.1	74.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Table 2.7 shows that 48.9 per cent of the total literate population aged 7 or older, in general, did not complete the primary level of education. Those who completed the primary and lower secondary levels were recorded at 28.6 per cent and 17 per cent, respectively, in 2008. Those in the secondary and diploma levels, which includes pre-secondary technical diploma, secondary and baccalaureate levels, and the post secondary technical diploma, constitute 1.6 per cent of the literate population. Undergraduates and degree holders together account for only 1.5 per cent.

Some 37.6 per cent of the youth population (aged 15–24) completed the primary level of education, while 29.8 per cent did not; around 27 per cent completed the lower secondary level. Those who completed beyond the lower secondary level accounted for 4 per cent of the total youth population. The census results also show a higher rate both for females among the total literate youth population who did not complete the primary level and those who did complete it, at 31.9 per cent and 38.4 per cent, respectively, compared with 27.9 per cent and 36.9 per cent, respectively, for the males. Thus male youth were more predominant in the lower secondary and higher levels of educational attainment findings. The proportion of the youth population who did not complete the primary level decreased, from 53.7 per cent for both sexes (48.8 per cent male and 59 per cent female) in 1998 to 29.8 per cent (27.9 per cent male and 31.9 per cent female) in 2008.

Following the same trend, the proportion of those who completed their primary education increased over the past decade. A large portion of the population aged 15–24, however, was illiterate and had no formal education or had not completed primary education. This has tremendous implications for the quality of the workforce in terms of basic education and skills, national competitiveness and the achievement of decent work.

The proportion of the adult population aged 25 years or older who had not completed the primary level of education was less in 2008 (47.2 per cent) than in 1998 (56.5 per cent). The census results indicate a large gender gap between males (at 39.9 per cent) and females (at 55.1 per cent), particularly among the adults who had not completed primary education in 2008. This lack of education has significant impact on the opportunities for women to engage in productive and remunerative employment. The proportion of the literate persons who qualified beyond the primary level accounted for about 22.8 per cent of the total adult population (28.2 per cent male and 17 per cent female).

Table 2.7: Educational levels completed, by persons aged 7 or older, 1998 and 2008

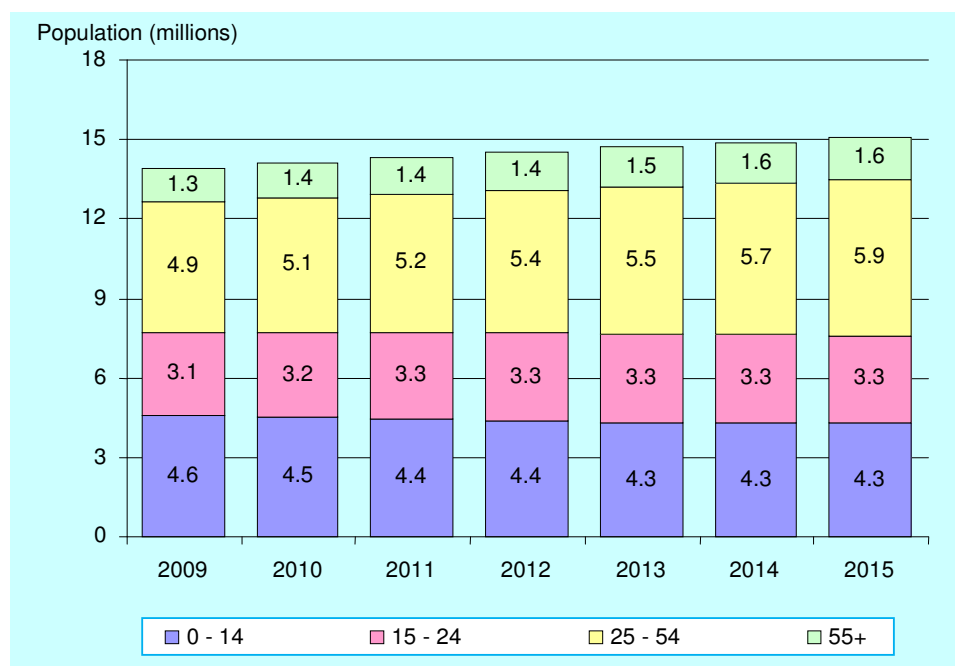
Sex and age group	Percentage distribution by educational level									
	No.	Illiterate	No class completed	Primary not completed	Primary	Lower secondary	Secondary/diploma	Beyond secondary	Other	Not reported
1998										
Both sexes										
No.	9 225 621	37.4	1.8	63.3	22.4	9.2	2.7	0.5	0.1	0.1
7–14	2 685 773	48.3	2.2	88.3	8.8	0.7	-	-	0.0	0.0
15–24	2 089 945	24.0	0.8	53.7	30.2	12.2	2.7	0.4	0.0	0.0
25+	4 449 903	37.0	2.1	56.5	24.6	11.7	4.0	0.8	0.1	0.1
Male										
No.	4 384 569	29.2	1.7	58.0	24.9	10.9	3.5	0.7	0.1	0.1
7–14	1 375 568	47.6	2.3	88.3	8.7	0.7	-	-	0.0	0.0
15–24	1 018 284	18.5	0.7	48.8	32.2	14.3	3.3	0.6	0.1	0.1
25+	1 990 717	22.0	2.0	48.8	28.6	13.8	5.3	1.1	0.2	0.1
Female										
No.	4 841 052	44.8	1.8	69.5	19.4	7.3	1.7	0.2	0.0	0.1
7–14	1 310 205	49.2	2.2	88.2	8.9	0.7	-	-	0.0	0.0
15–24	1 071 661	29.1	0.8	59.0	28.0	9.9	2.0	0.2	0.0	0.0
25+	2 459 186	49.3	2.2	66.0	19.7	9.2	2.4	0.4	0.1	0.1
2008										
Both sexes										
No.	11 435 116	21.7	2.4	48.9	28.6	17.0	1.6	1.5	0.1	0.0
7–14	2 553 226	19.0	1.7	76.5	21.0	0.9	-	-	0.0	0.0
15–24	2 988 492	12.5	1.6	29.8	37.6	27.0	1.9	2.0	0.0	0.0
25+	5 893 398	27.4	3.2	47.2	26.7	18.7	2.2	1.8	0.1	0.0
Male										
No.	5 512 476	16.0	2.0	45.0	29.3	19.6	2.0	1.9	0.1	0.0
7–14	1 311 228	19.5	1.8	77.6	19.8	0.8	-	-	0.0	0.0
15–24	1 503 759	10.6	1.5	27.9	36.9	29.3	2.1	2.3	0.0	0.0
25+	2 697 489	17.3	2.4	39.9	29.4	22.6	2.9	2.6	0.1	0.0
Female										
No.	5 922 640	26.9	2.7	53.0	27.8	14.2	1.2	1.0	0.0	0.0
7–14	1 241 998	18.4	1.5	75.3	22.2	1.0	-	-	0.0	0.0
15–24	1 484 733	14.5	1.6	31.9	38.4	24.5	1.8	1.8	0.0	0.0
25+	3 195 909	36.0	4.1	55.1	23.9	14.5	1.4	1.0	0.1	0.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

2.4 Projected population rates

Figure 2.2 shows the projected population until 2015. As indicated, the proportions of the adult working-age population and the youth population are expected to rise while the child population will decline.

The population projections for 2015 show an average annual population growth rate of 1.3 per cent while the annual average growth rate for the 25–54 age group, which is the working-age group, is 3 per cent. This has significant implications for the number of Cambodians entering the labour force and for job creation for these entrants to the labour force.

Figure 2.2: Population projections, 2009–2015

Source: NIS/MOP

2.5 Concluding remarks

Results of the 2008 general population census reveal that the population grew at an annual rate of 1.5 per cent between 1998 and 2008, which was above the regional annual average population growth rate of 1.2 per cent, resulting in a 2008 total population figure of 13.4 million. Cambodia remains a largely young population, with about a third of its people aged 14 or younger; however, the portion of the young has declined since 1998. Fertility rates also have declined, perhaps due to the rise in education among the entire population, particularly women. The proportion of women in the population is now around 51 per cent. There was a substantial rise in literacy between 1998 and 2008, with the female growth rate higher than that of the males. However, many of these people (48.9 per cent) did not complete their primary education.

There also was a decline in the age dependency rate because the working-age population grew more than the child and elderly populations. The working-age population today is also more likely to be literate compared with ten years ago. The increase in the working-age population, from 53.7 per cent in 1998 to 62 per cent in 2008, means that the labour force is expanding. The projected population growth rates show that the rate of growth of the working-age population will continue rising until 2015. This can lead to positive dividends for the country, given there are appropriate policy choices. At the same time, it poses challenges for job creation for an expanding labour force.

Chapter

3

Socioeconomic and labour market trends

This chapter provides an overview of the major socioeconomic and labour market trends from the past decade. During this period, Cambodia experienced very rapid economic and social transformation – moving from social conflict to stability and economic growth. The development challenge is to sustain the growth, reduce poverty and accelerate the completion of the Government’s reform agenda. The chapter highlights the achievements and challenges that the country faces in the social and economic areas.

3.1 Socioeconomic trends

3.1.1 Gross domestic product

The average annual growth rate of real GDP between 2001 and 2007 was 9.6 per cent per annum. GDP growth was fastest between 2004 and 2007, reaching a remarkable high of 13.3 per cent in 2005. Cambodia was only minimally affected by the downturn in the global financial markets in 2008 – the impacts were far more pronounced in 2009. Hence, during 2008, the economy remained in good shape, underpinned by a growth rate of about 6.7 per cent, according to preliminary estimates from the production approach.⁶

The GDP growth rate in constant 2000 prices was 10.2 per cent in 2007, compared with 10.8 per cent in 2006 and 13.3 per cent growth in 2005. Private consumption in constant 2000 prices increased by 6.2 per cent in 2007, compared with the 6.8 per cent increase in 2006.

Government consumption in real terms increased by 82.1 per cent in 2007, following a decrease of 4.9 per cent in 2006 and 2.9 per cent in 2005. Investment growth in 2007 slowed to 10.1 per cent, from a 2006 increase of 16.7 per cent. In constant 2000 prices, goods and services exported recorded strong but falling growth between 2006 and 2007, dropping from 19.2 per

⁶ In the production approach, GDP equals the sum of gross value added (GVA) of all industries or economic activities. The GVA can be measured by taking the value of the goods and services produced by industry (gross output) and subtracting the cost of goods and services used by industry in the production process (intermediate input). The annex contains preliminary estimates from the NIS of GDP by production for 2008, in constant 2000 prices, which were determined by using the production approach.

cent to 10.1 per cent. The importing of goods and services only increased by 12.1 per cent in constant prices in 2007, following an increase of 16 per cent in 2006.

Table 3.1: Growth rates of GDP, by expenditure in constant 2000 prices, 2001–2007 (%)

Description	2001	2002	2003	2004	2005	2006	2007
Private consumption	2.3	5.9	8.1	12.5	12.3	6.8	6.2
Government consumption	8.9	9.9	4.8	-6.7	2.9	-4.9	82.1
Investment	-4.2	27.5	7.3	11.0	19.5	16.7	10.1
Exports	16.7	13.0	11.1	28.1	16.4	19.2	10.1
Imports	10.2	14.5	12.9	19.8	17.3	16.0	12.1
GDP	7.4	6.6	8.5	10.3	13.3	10.8	10.2

Source: NIS/MOP

According to various data, Cambodia's economic growth has been heavily based on foreign investment and trade. Thus, the Government's programme and policy measures are now designed and implemented to mitigate the negative impacts or shocks to the economy and support further economic stability in which prices remain stable, inflation stays low, output and exports expand, and the exchange rate experiences little fluctuation.

Real GDP per capita was 2.048 million riels (US\$503) in 2008, an increase of 5.2 per cent from 2007. Real GDP per capita growth has averaged around 8.8 per cent over the past five years.

Table 3.2: Per capita GDP in constant 2000 prices, 2002–2008

Description	2002	2003	2004	2005	2006	2007	2008p/
Per capita GDP (in 1,000 riels)	1,258	1,344	1,461	1,630	1,793	1,947	2,048
Growth rate, in %	5.8	6.8	8.7	11.6	10.0	8.6	5.2
Per capita GDP (in US\$)	321	338	364	398	434	480	503
Growth rate, in %	5.8	5.4	7.6	9.5	9.0	10.5	5.0

Source: NIS/MOP

Note: p/ = preliminary

As figure 3.1 shows, the agriculture sector's contribution to GDP in 2008, in constant prices, was lower (at 26.5 per cent) than it was in 2001 (at 34.4 per cent). This was due to the decrease in crop production, particularly rice. Agriculture production is still dependent on the vagaries of nature and is prone to decline due to drought, flood and pests. The Agriculture Development Plan for 2001–2005 aimed to create a sustainable agriculture and achieve and ensure food security and conserve natural resources.⁷

The contribution to GDP represented by trade, hotels and restaurants, and transport and communication also fell in 2008. Linking production to consumption or producers to consumers, trade is a powerful and important catalyst for socioeconomic development. Promoting trade in Cambodian products has been among the Government's top priorities.

Since 2001, a trade policy framework for promoting local and external trade has been in place as a means to promote growth and contribute to poverty reduction. Various initiatives and reform measures taken to implement it culminated in the dynamic export performance and integration of the country into numerous regional bodies as well as accession to the World Trade

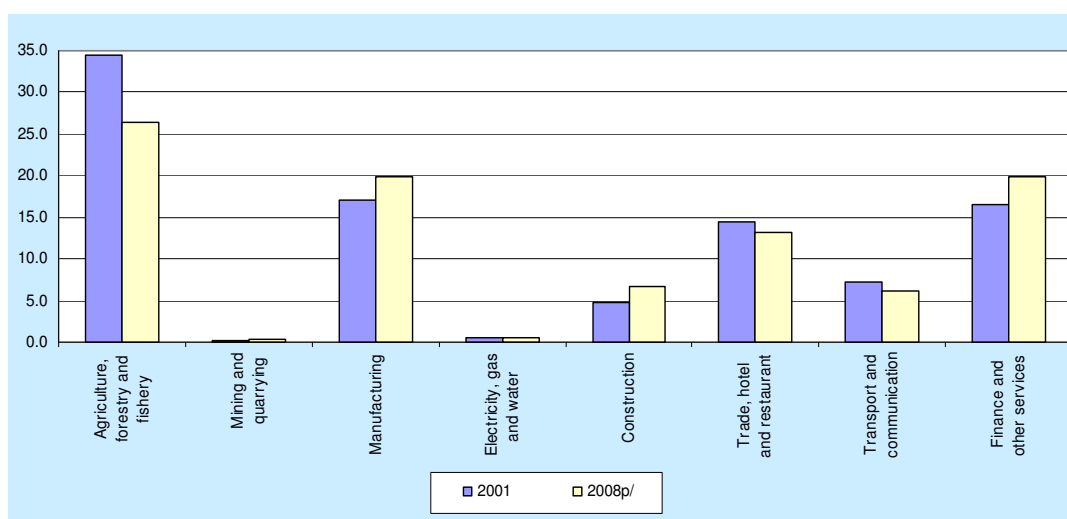
⁷ The policies proposed to achieve the objectives included: i) increase cultivated areas, ii) expand the irrigation system, iii) ensure safety of land occupation and prevent illegal land occupation, iv) continue to implement the agricultural water policy, and v) promote mechanisms for rural finance to provide credit to farmers and others.

Organization in 2004. The Government has also successfully negotiated free and/or favourable trade agreements with many countries.

However, there are still many bottlenecks, similar to those for private industrial investment, which inhibit growth in this sector. A sector-wide approach programme for the trade sector is currently being prepared. The immediate challenge is to ensure that favourable trade agreements in place are exploited by private trade to send Cambodian products to overseas markets in order to diversify export production and thus relieve the dependency on the garment industry.⁸

Manufacturing and other services contributed nearly 20 per cent to GDP, in constant 2000 prices, in 2008, which was higher than in 2001 (at 17.1 per cent for manufacturing and 16.6 per cent for finance and other services). Construction's contribution to GDP also grew, from 4.7 per cent to 6.6 per cent (figure 3.1). The expansion in manufacturing was attributed to the increased production of textiles, wearing apparel and footwear and food, beverages and tobacco subsectors.

Figure 3.1: Contribution to GDP, by sector, in constant 2000 prices, 2001–2008 (%)



Source: NIS/MOP

Note: p/ = preliminary

3.1.2 Trade and foreign direct investment

In constant 2000 prices, exports of goods and services grew by 10.1 per cent in 2007, following increases of 16.4 per cent and 19.2 per cent in 2005 and 2006, respectively. The import of goods and services grew by 12.1 per cent in 2007, following increases of 17.3 per cent and 16 per cent in 2005 and 2006, respectively.

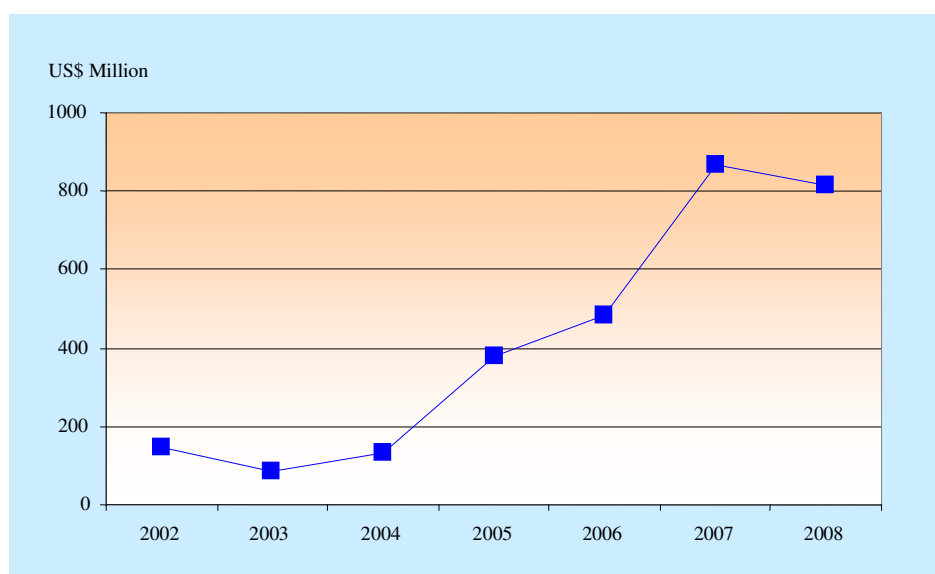
⁸ National Strategic Development Plan 2006–2010, Ministry of Planning.

Table 3.3: Trade in constant 2000 prices (in billion riel)

Export and import	2002	2003	2004	2005	2006	2007
Exports of goods and services	9 259	10 284	13 174	15 333	18 275	20 129
% of GDP	57.0	58.4	67.8	69.7	75.0	74.9
Growth rate, in %	13.0	11.1	28.1	16.4	19.2	10.1
Imports of goods and services	10 983	12 405	14 864	17 438	20 220	22 659
% of GDP	67.7	70.4	76.5	79.2	82.9	84.3
Growth rate, in %	14.5	12.9	19.8	17.3	16.0	12.1

Source: NIS/MOP

There was a downward trend of foreign direct investment (FDI) into Cambodia from 2002 to 2003 that then increased sharply through 2007 before slightly decreasing again in 2008. In 2007, FDI inflows reached a historical peak of US\$867.3 million. The majority of the FDI inflow was from the Republic of Korea and Malaysia in 2008, and the sectors mostly invested in were telecommunications, garment enterprises and commercial banks (see annex table 6 and table 8).

Figure 3.2: Foreign direct investment inflow (in million US\$)

Source: Council for the Development of Cambodia and NBC staff estimates.

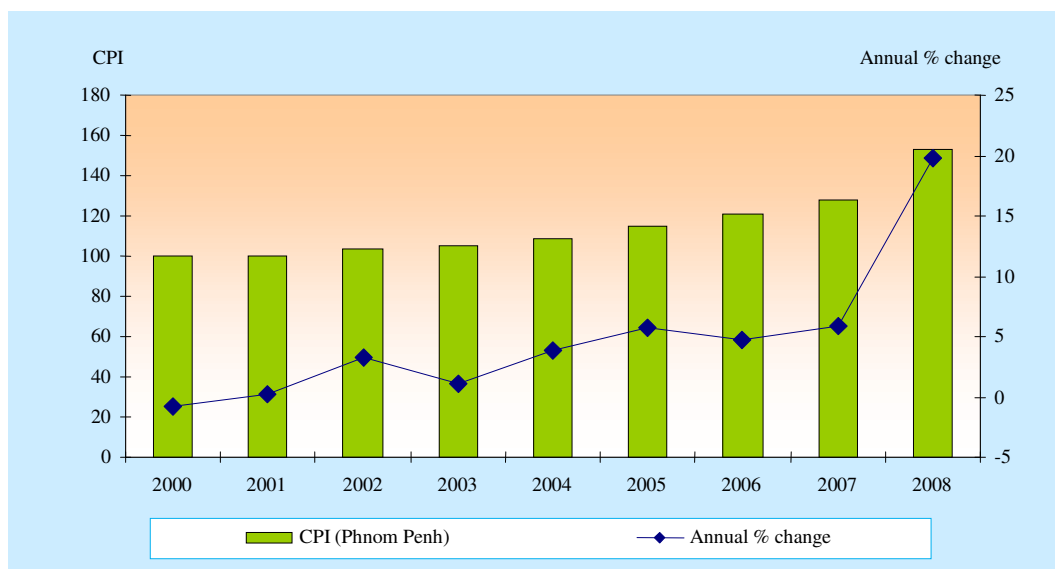
Note: Provisional data for 1999 to 2009, subject to change

3.1.3 Inflation and consumption

Inflation increased tremendously, from 5.8 per cent in 2007 to 19.7 per cent in 2008, mainly because of rising food prices. The surge in global food prices was driven by various factors, including rapid increases in demand, low global stocks and high oil prices. In addition to critically low levels of global food stocks and higher production and transport costs, the global rice price was compounded by export restrictions imposed by large exporting countries and

significant rice purchases from importing countries at higher prices.⁹ Inflation and the food crisis in 2008 as a result of soaring food prices, accentuated the food vulnerability of poor households, including the urban poor. In the absence of formal social safety nets, Cambodian households faced a variety of risks – including illness, increased migration pressures, reduced school attendance and increase in child labour.¹⁰

Figure 3.3: Inflation, (CPI-Phnom Penh, July–December 2000=100)

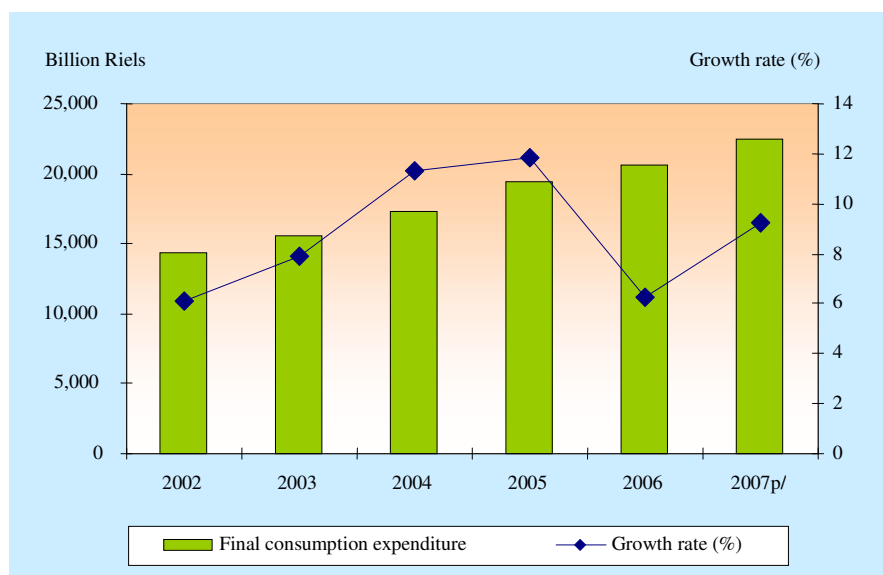


Source: NIS/MOP

Final consumption expenditure (FCE) in constant 2000 prices increased by 9.3 per cent in 2007, compared with increases of 11.9 per cent in 2005 and 6.2 per cent in 2006. FCE as a percentage of GDP declined slightly between 2006 and 2007, from 84.5 per cent to 83.7 per cent in 2007 (see annex table 11).

⁹ United Nations. June 2008. *Cambodia: Rising food prices*, Discussion paper.

¹⁰ See for example ADB. *Protecting Cambodia's most vulnerable from food crisis*. Social Protection Policy Briefs. <http://www.adb.org/Documents/Brochures/Social-Protection-Project-Briefs/CAM-Proj-Brief-Food-Assistance.pdf>

Figure 3.4: Final consumption expenditure in constant 2000 prices (in billion riel)

Source: National Accounts of Cambodia, MOP

Note: p/ = preliminary

3.1.4 Poverty and inequality

The poverty estimates¹¹ in table 3.4 indicate that about 39.0 per cent of Cambodians lived in poverty in 1993/1994 and decreasing to 30.1 percent in 2007 (calculated as the poverty headcount index relative to the overall poverty line for Cambodia). The poverty headcount index relative to the food poverty line for Cambodia also decreased during this period, from 20.0 percent in 1993/94 to 18.0 percent in 2007. However, there are significant regional differences in the poverty rate.

While only 0.8 per cent of Phnom Penh residents were considered poor in 2007, nearly 22 per cent of the residents in other urban areas were classified similarly. In the rural areas, the poverty rate was even higher, at more than 34 per cent. Of the total number of people who were poor, more than 92 per cent lived in rural areas, compared with 7.5 per cent in other urban areas and only 0.3 per cent in Phnom Penh. Both the intensity of poverty and the concentration of the poor were highest in rural areas.

The Government's policies and strategies reflect a stated commitment to reducing poverty and inequality and improving the quality of life for the country's rapidly growing population, so that all Cambodians can enjoy the benefits of economic growth and participate in the development process. The Government's priority poverty-reduction actions, approved in December 2002, remain: i) maintaining macroeconomic stability; ii) improving rural livelihoods; iii) expanding job opportunities; iv) improving capabilities; v) strengthening institutions and improving governance; vi) reducing vulnerability and strengthening social inclusion; vii) promoting gender equity; and viii) focusing on population growth, especially targeting reproductive health and family planning services for the poor. The National Poverty Reduction Strategy (NPRS) adopted a comprehensive approach, outlining pro-poor actions to improve

¹¹ Poverty measures are calculated by comparing the estimates of per capita daily consumption in local currency for each individual in the sample to the updated poverty lines for the region in which each person resides.

rural livelihoods, promote job opportunities, ensure better health, nutrition and education outcomes, and to reduce vulnerabilities.

Table 3.4: Poverty estimates, by region

Region	1993/94		2004		2007	
	Index (%)	% of all poor	Index (%)	% of all poor	Index (%)	% of all poor
Poverty line ¹²						
Phnom Penh	11.4	3.1	4.6	1.1	0.8	0.3
Urban	36.6	10.4	24.7	7.8	21.9	7.5
Rural	43.1	86.5	39.2	91.1	34.7	92.3
Cambodia	39.0	100.0	34.7	100.0	30.1	100.0
Food poverty line*						
Phnom Penh	6.2	3.3	2.6	1.1	0.1	0.1
Urban	19.6	10.8	14.2	7.8	12.7	7.3
Rural	21.9	85.9	22.2	91.1	20.8	92.7
Cambodia	20.0	100.0	19.7	100.0	18.0	100.0

Source: World Bank. 1993/1994. *A poverty profile of Cambodia*

SIDA and MOP. 2004. *A poverty profile of Cambodia*.

World Bank. 2007. *Poverty profile and trends in Cambodia*.

Note: Socio-Economic Survey of Cambodia (SESC) 1993/94: sample size: 498 villages, 5,578 HH, No. of items of consumption recall, food: 177, non-food: 266.

SESC 2004: sample size: 720 villages, 12,000 HH, No. of items of consumption recall, food: 19, non-food: 14.

SESC 2007: sample size: 360 villages, 3,600 HH, No. of items of consumption recall, food: 20, non-food: 16.

All surveys used the same concepts, definitions and methodologies. But the sample design is not the same. In 1993/94 survey not all provinces were included.

*The food poverty lines for each region are based on the estimated cost of consuming a single national reference food bundle providing an average subsistence diet of 2,100 calories per day (averaged over persons of all ages and both sexes).

Average consumption rates for the entire population reflect a steady upward trend, but the extent of this increase has been far greater for the top-earning deciles of the population than for those at the lowest income level. As would be expected in this context, the Gini coefficient rose to 0.43 per cent, in a three-year period (2004–2007) as shown in table 3.5, Although income inequality in Phnom Penh decreased during that period, the estimated decrease was not statistically significant.

Table 3.5: Gini coefficient of inequality of per capita consumption, by region

Region	1993/94	2004	2007
Phnom Penh	0.39	0.37	0.34
Other urban	0.44	0.44	0.47
Rural	0.27	0.34	0.36
Cambodia	0.38	0.40	0.43

Source: World Bank. 1993/1994. *A poverty profile of Cambodia*

World Bank and Ministry of Planning. 1997. *Cambodia poverty assessment*.

SIDA and MOP. 2004. *A poverty profile of Cambodia*.

World Bank. 2007. *Poverty profile and trends in Cambodia*.

¹² World Bank. June 2009. *Poverty profile and trends in Cambodia, Findings from the 2007 Cambodia socio-economic survey*.

3.2 Labour market trends

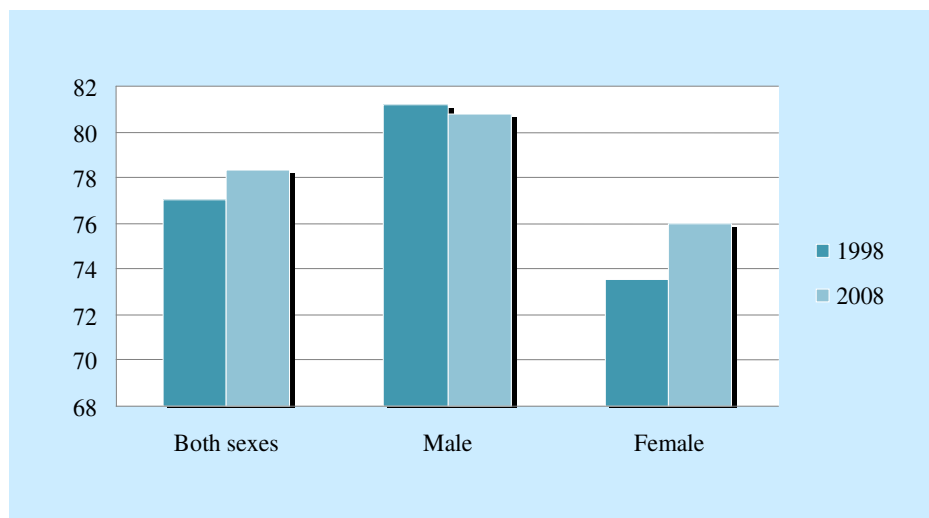
3.2.1 Labour force

The country's labour force has undergone dramatic changes in the past decade, as the data in figure 3.5 (and annex table 13) reflects. In 2008, the labour force aged 15 or older numbered around 7 million, representing an increase of 1.9 million from 1998, or an average increase of 3.3 per cent per annum. During this period, the labour force participation rate increased only slightly, from 77 per cent to 78.3 per cent, or 1.3 percentage points. A breakdown by sex shows the male participation rate at 80.8 per cent (down 0.4 percentage point) and for females at 76 per cent (up 2.5 percentage points).

Among the total labour force, youth represented more than a quarter, at 25.8 per cent. The youth labour force participation rate decreased slightly, from 60.7 per cent in 1998 to 60.1 per cent in 2008. This possibly indicates a positive trend of youth staying longer in the education system. In general, female youth seem to enter and exit the labour force at an earlier age than males. The female economic activity rate continued to be a little higher than for males during the decade.

The adult labour force participation rate increased from 84.7 per cent (nearly 3.8 million) in 1998 to 87.5 per cent (5.2 million) in 2008. The adult labour force participation rate was considerably higher among males, and that rate remained constant throughout the decade. Compared with 1998, the absolute number of adult males increased by almost 668,000 in 2008. The number of female adults increased by 722,000, or 4.8 percentage points. Thus, the gender gap in the adult labour force participation rate shrunk over the decade (from a 16.8 percentage point difference in 1998 to a 12.1 percentage point difference in 2008).

Figure 3.5: Labour force participation rate, for workers aged 15 and older (%)



3.2.2 Employment

The employment-to-population ratio is defined as the proportion of working-age population who are employed. A large ratio means that a large proportion of a country's population is employed, while a small ratio means that a large portion of the population is not

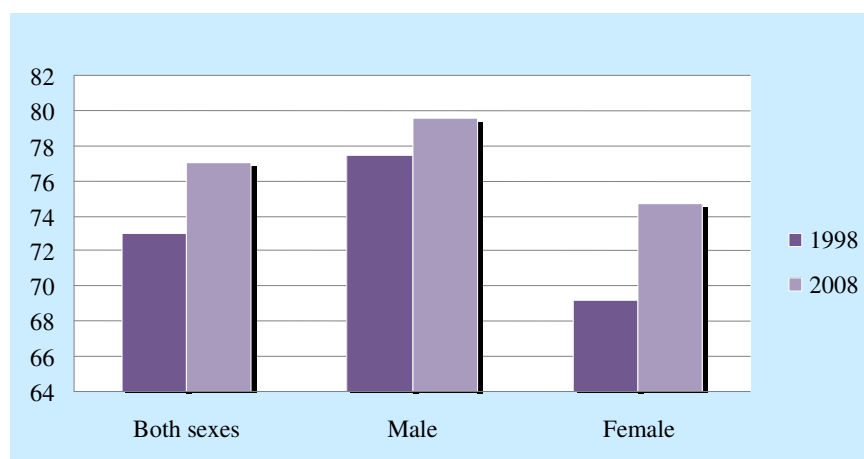
involved directly in market-related activities because they are either unemployed or (more likely) out of the labour force altogether.¹³

Cambodia's employed population changed dramatically over the decade, as annex table 15 indicates. In 2008, the employed population aged 15 or older was recorded at 6.8 million, or an increase of 2.1 million people (an average of 3.7 per cent annually) from 1998. The employment-to-population ratio increased 4 percentage points during the same period to 77 per cent. When broken down by sex, the male employment-to-population ratio was greater in 2008 than the female's ratio, at 79.6 per cent compared with 74.7 per cent. In 1998, it was 77.4 for males and 69.2 per cent for females.

By 2008, the youth employment-to-population ratio had increased by 4.8 percentage points, to 58.1 per cent. When compared with the 1998 data, the absolute number in 2008 had increased by nearly 623,000 people. In general, the female youth employment-to-population ratio was larger than the male ratio in both years. This may be due to the large proportion of young women engaged in unpaid household work. It seems that females enter the labour force sooner than many males, who are encouraged to stay in school longer.

The adult employment-to-population rate also increased, from 3.7 million (82.2 per cent) in 1998 to 5.1 million (86.6 per cent) in 2008. The adult employment ratio in 2008 was considerably higher among males than females. But in terms of growth, the adult male ratio increased marginally, by 1.5 percentage points; the female adult ratio increased much more, at 6.5 percentage points.

Figure 3.6: Employment-to-population ratios for workers aged 15 and older (%)



As noted previously, the employed population aged 15 or older was 6.8 million in 2008, or an increase of 2.1 million (4 percentage points) from 1998. The decadal employment growth rate thus works out at 43.3 per cent, with an average annual exponential growth rate of 3.6 per cent for the decade. The youth decadal employment growth rate registered at 55.9 per cent, or an average of 4.4 per cent increase per year, while it was 39.5 per cent among adults, or an average annual increase of 3.3 per cent.

¹³ ILO. *Key indicators of the labour market*, Sixth Edition.

Table 3.6: Employment growth

Age group	Year		Growth rate	
	1998	2008	Decadal growth rate (%)	Annual growth rate (%)
Both sexes				
15+	4 773 488	6 841 272	43.3	3.6
15–24	1 114 189	1 736 962	55.9	4.4
25+	3 659 299	5 104 310	39.5	3.3
Male				
15+	2 330 301	3 345 926	43.6	3.6
15–24	502 134	828 975	65.1	5.0
25+	1 828 167	2 516 951	37.7	3.2
Female				
15+	2 443 187	3 495 346	43.1	3.6
15–24	612 055	907 987	48.4	3.9
25+	1 831 132	2 587 359	41.3	3.5

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Note: Employment entails persons in the following categories for six months (183 days) or more during the one year preceding the census date: i) persons who were in paid employment (working in public or private organization, etc.); ii) persons who performed some work for wage, salary, profit or family gain in cash or kind; iii) persons who did not do any work for pay or profit although they had a job to which they could return (off-season workers like farmers or fishermen), those on sick leave or leave without pay, those who could not work due to strike or lockout in the organization where they worked; iv) persons who were self-employed (such as running a shop alone, selling eatables or working as doctors, lawyers, etc.).

Employment by education

Among the some 6.8 million employed persons aged 15 or older in 2008, 75.7 per cent were considered literate, which was an increase of 2 million people and 8.6 percentage points since 1998. Among them, females registered the bigger increase, jumping from 56.3 per cent in 1998 to 69.1 per cent in 2008, while the proportion of males expanded from 78.3 per cent to 82.7 per cent (annex table 19).

Thus it is no surprise that the proportion of people in the employed population aged 15 or older considered illiterate declined, from about 33 per cent in 1998 to 24.3 per cent in 2008. The proportion of employed people who had not completed primary school also declined, from 38.6 per cent to 34.5 per cent. Those who completed the primary or lower secondary levels increased, from 17.2 per cent to 23 per cent and 7.2 per cent to 13.7 per cent, respectively. Unfortunately, the proportion of employed people who had completed the secondary level declined, from 2.4 per cent to 1.5 per cent.

Similar patterns emerged among the youth and the adult age groups. Again, the striking change is the decline of females aged 15 or older considered illiterate, from 43.7 per cent to 30.9 per cent. But, the proportion of employed females who had not completed the primary level of education (36.1 per cent) was still larger than the proportion of males (32.8 per cent). Furthermore, across the range of education level achievement, the proportion of females remained much smaller, in both sets of census data. As explained in the following box, the Government is working to address the inequity.

Box 1

Women advancing in education, but gender gap remains

Literacy among women has increased quite significantly. But in terms of access to education, the census results indicate that many more males than females continue to benefit. That gender gap has immediate implications for employment opportunities for females. The Government plans to address the gender imbalance by creating a scholarship programme for girls and by building more secondary schools, thus minimizing the distance that adolescents have to travel, which should help improve the attendance of girls in the lower secondary and higher levels of schooling. However, significantly more commitment and investment will be needed to achieve equality in education. The Government has targeted the elimination of the gender gap in upper secondary and tertiary education by 2015, but it also needs to increase the overall numbers of adolescents completing high school.

Source: MOP. 2005. *National strategic development plan 2006-2010*, Royal Government of Cambodia.

Employment by sector

In terms of sector distribution, the proportion of the population in the primary sector declined during the decade, while the proportions in the secondary and tertiary sectors increased. This means that overcrowding in the agriculture sector is gradually declining and employment is diversifying.

In 2008, about 72.1 per cent of employed persons aged 15 or older were found in the primary sector (agriculture, forestry and fishery workers), followed by 19.3 per cent in the tertiary sector (service and sales workers) and then 8.6 per cent in the secondary sector. In 1998, the corresponding proportions were 77 per cent, 18.3 per cent and 4.2 per cent. As shown in table 3.7, the number of the females employed in the primary sector was larger than for males in both 1998 and 2008. The data also indicate that females have a major role in agriculture production, although males and females tend to specialize in different tasks.

In general, male tasks are those involving considerable physical effort or use of technology and machinery. For example, in rice farming, women are responsible for seed preparation and planting (soaking, cleaning, storing, and broadcasting), weeding and low-tech pest control. Men are responsible for land preparation, irrigation, pesticide spraying and mechanical threshing (Norris et al., 2001).

Table 3.7: Employment, by sector, age and sex

Sex, sector and age	1998			2008		
	15+	15-24	25+	15+	15-24	25+
Both sexes	4 773 488	1 114 189	3 659 299	6 841 272	1 736 962	5 104 310
Primary sector	77.0	79.1	76.4	72.1	68.6	73.3
Secondary sector	4.2	6.5	3.5	8.6	15.5	6.2
Tertiary sector	18.3	13.7	19.7	19.3	15.9	20.5
Not reported	0.4	0.7	0.4	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Male	2 330 301	502 134	1 828 167	3 345 926	828 975	2 516 951
Primary sector	71.1	75.7	69.8	69.2	70.6	68.7
Secondary sector	5.0	6.2	4.7	8.1	11.9	6.9
Tertiary sector	23.4	17.2	25.1	22.7	17.5	24.4
Not reported	0.5	0.8	0.4	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	2 443 187	612 055	1 831 132	3 495 346	907 987	2 587 359
Primary sector	82.7	81.9	82.9	75.0	66.9	77.8
Secondary sector	3.5	6.8	2.4	9.0	18.7	5.6
Tertiary sector	13.5	10.8	14.3	16.0	14.4	16.6
Not reported	0.4	0.5	0.4	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Adult and youth unemployment

The unemployment rate is generally very low in Cambodia because most people of working age cannot afford the luxury of spending time looking for the “right job”. In the absence of unemployment benefits or family savings, those without employment are often under pressure to accept whatever job is available for the sake of survival.

In addition, the unemployment rate shows a downward trend over the decade (table 3.8). The unemployment rate among all people aged 15 or older declined, from 5.3 per cent in 1998 to 1.6 per cent in 2008. Among them, the female unemployment rate was marginally higher in 2008. In general, unemployment rates were lower in the rural areas than in the urban areas, owing to the lack of social protection systems and the absorption of a large number of workers in low-productivity agriculture.

In looking at the age-specific unemployment rates, the largest proportion is found among the youth. The youth unemployment rate is 3.3 per cent compared to the adult unemployment rate of 1.1 per cent. However, over the decade, the unemployment rate for both sexes among the youth declined significantly, from 12.3 per cent to 3.4 per cent among males and 12 per cent to 3.3 per cent among the females. There is a similar pattern among the adult population trend, although the decline is marginal

Among the unemployed people aged 15 or older in 2008, 80.7 per cent were considered literate. Of them, 3.7 per cent had no educational qualification, 28.5 per cent had not completed

the primary level of school, 25.2 per cent had completed it and 19.4 per cent had finished through the lower secondary level. Only 3.9 per cent of the unemployed had gone beyond the lower secondary level. The proportion of unemployed youth and adults considered illiterate or who had not completed the primary level declined for both males and females over the decade. But there was a considerable increase in the unemployed literate males and females who had completed the primary level, lower secondary level or beyond (annex table 20).

Table 3.8: Unemployment rate

Age group	1998	2008
Both sexes		
15+	5.3	1.6
15–24	12.2	3.3
25–64	2.9	1.1
65+	2.9	1.0
Male		
15+	4.6	1.5
15–24	12.3	3.4
25–64	2.3	0.8
65+	2.0	0.8
Female		
15+	5.8	1.8
15–24	12.0	3.3
25–64	3.6	1.3
65+	3.9	1.3

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Confronted with the challenge of an expanding youth workforce, the Government is working on improving the range opportunities available to them, as explained in the following box.

Box 2
Measures to improve youth employment

The National Strategic Development Plan (NSDP) 2006–2010 prescribed measures to implement the Rectangular Strategy for Growth, Labour, Equity and Effectiveness and to achieve the Cambodian Millennium Development Goals (CMDGs) for 2010. The NSDP included a systematic policy to create more jobs, especially for young people entering the labour market through various measures: i) increase agricultural productivity to generate more rural employment opportunities, which will have important cross-sector multiplier effects, including through increased demand for goods and services; ii) encourage domestic and foreign direct investments in priority sectors, especially agriculture, agro-industry, labour-intensive industries and projects, and tourism; iii) establish technical vocational education and training networks to serve both men and women equitably, especially those who are poor, disabled and vulnerable groups, and to respond to labour market needs, both in the short term and long term; iv) develop a labour database and statistical system with disaggregated data by gender, disabilities and other relevant social factors; and v) assist Cambodians seeking employment in other countries.

Source: MOP. 2005. *National strategic development plan 2006-2010*, Royal Government of Cambodia.

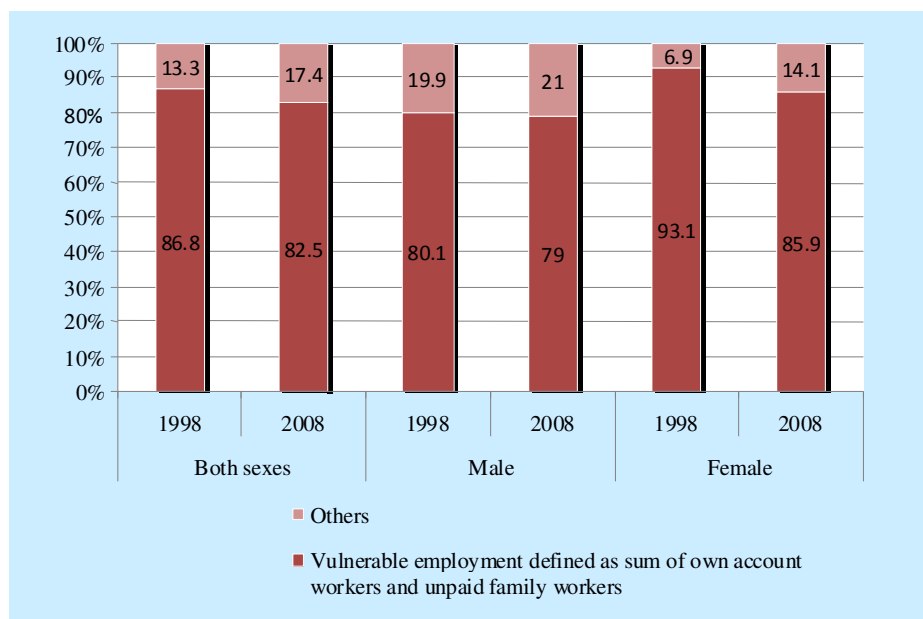
Vulnerable employment

The 2008 census data reveals a large portion of vulnerable employment, defined as unpaid family workers and own-account workers, who constituted 82.5 per cent of the employed population aged 15 or older (annex table 18). This was an increase in absolute numbers over the 4.1 million people in 1998 but a proportional decline from the earlier figure of 86.8 per cent. This indicates that a large number of employed persons fall in the definition of vulnerable employment.

The proportion of both youth and adult employed persons in vulnerable employment declined considerably over the decade. In 1998, youth of both sexes and adult females were the predominant groups. And although there was a decrease in the youth proportion over the decade, the decline was much greater for females, at a 15.4 percentage point change in 2008 compared with the 3.9 percentage point change for the males. Of the total number of people engaged in vulnerable employment, the proportion of women was slightly more than half, at 53.1 per cent.

Among the males in vulnerable employment, most were own-account workers, at 61.5 per cent in 1998 and 54.5 per cent in 2008. The majority of females (62.1 per cent in 1998 and 60.6 per cent in 2008) were not paid for their employment nor were unpaid family workers. The proportion of own-account workers declined over the decade as the proportions of paid employees and unpaid family workers increased. The proportion of unpaid workers among the employed females declined, though only slightly. The proportion of own-account workers also declined, while the proportion of paid employees increased considerably.

Figure 3.7: Proportion of vulnerable employment within all employment



Although estimates for the informal sector are not available, it is likely that most of the vulnerable workers are in the informal economy, where earnings are low, there is no access to social protection or security of job or income, and where working conditions are usually poor and representation absent.

3.2.3 Labour migration – internal and international

As shown in table 3.9, the number of internal migrant workers¹⁴ increased slightly over the decade, from 2.3 million to 2.5 million. The majority of them found work in the primary sector, although the proportion of them declined by 10 percentage points. The number of female migrant workers was smaller than the number of males in both sets of census data. And the proportion of internal migrant workers in the primary sector actually decreased for both males (from 56.3 per cent in 1998 to 49.7 per cent in 2008) and females (from 68.5 per cent to 53.8 per cent). Migrants who worked in the tertiary sector increased from 31 per cent in 1998 to 34.9 per cent in 2008, followed by an increase in the secondary sector, from 7.3 per cent to 13.6 per cent.

Table 3.9: Internal migrant workers (%)

Sectors/age group	1998			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
All (no.)	2 337 854	1 292 047	1 045 807	2 516 502	1 382 575	1 133 927
Primary sector	61.7	56.3	68.5	51.5	49.7	53.8
Secondary sector	7.3	8.0	6.3	13.6	12.3	15.1
Tertiary sector	31.0	35.7	25.2	34.9	38.0	31.1
Total	100.0	100.0	100.0	100.0	100.0	100.0
15–24	389 456	198 597	190 859	497 030	239 374	257 656
Primary sector	55.5	52.7	58.3	41.2	44.5	38.2
Secondary sector	14.8	13.3	16.4	27.7	21.4	33.6
Tertiary sector	29.7	34.0	25.3	31.1	34.1	28.2
Total	100.0	100.0	100.0	100.0	100.0	100.0
25+	1 933 897	1 087 045	846 852	2 000 595	1 133 677	866 918
Primary sector	63.0	56.9	70.8	53.9	50.6	58.3
Secondary sector	5.7	7.1	4.0	10.1	10.4	9.7
Tertiary sector	31.3	36.1	25.2	36.0	38.9	32.1
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

The figures reported in this section on overseas migration relate to registered migrant workers only. As reported by the MOLVT (table 3.10), the total number of annual overseas workers was highest in 2007 (at 9,476 persons) and fell to 7,340 persons in 2008. Starting from 2004, the total number of women going overseas to work was higher than the number of men who left the country. Cambodians have been going officially to Malaysia for work since 1998, while there has been an official reception of them in the Rep. of Korea since 2003, in Thailand since 2006 and in Japan since 2007. The number of migrant workers in Thailand in 2007 (5,670 persons) was higher than those working in Malaysia (3,219), followed by the Rep. of Korea (584) and Japan (3 persons). The situation changed considerably a year later in 2008 when more workers (2,654) went to Malaysia and Rep. of Korea (2,531) than to Thailand (2,116) and Japan (39 workers).¹⁵

¹⁴ An internal migrant worker is someone who has moved residence for employment from one geographical location to another within the country.

¹⁵ These are figures on officially available legal migration.

Table 3.10: Number of Cambodians working overseas, by country

Year	2003	2004	2005	2006	2007	2008	2009
Total	1 329	1 483	2 244	3 636	9 476	7 340	14 924
Male	711	624	899	1 798	4 611	3 616	4 292
Female	618	859	1 345	1 838	4 865	3 724	10 636
Thailand				445	5 670	2 116	3 543
Male				226	3 935	1 425	1 968
Female				219	1 735	691	1 575
Malaysia	573	809	1 776	1 690	3 219	2 654	9 682
Male	73	105	467	231	174	53	876
Female	500	704	1 309	1 459	3 045	2 601	8 806
Japan					3	39	16
Male					3	13	10
Female					0	26	6
Rep. of Korea	756	674	468	1 501	584	2 531	1 687
Male	638	519	432	1 341	499	2 125	1 438
Female	118	155	36	160	85	406	249

Source: Department of Employment and Manpower, MOLVT

Targeted policy efforts by the MOLVT and bilateral and multilateral partnerships aim to increase overseas employment opportunities for Cambodian jobseekers and to better manage the system of international migration (box 3).

Box 3 Strategies to increase overseas employment of Cambodians

Of the priorities identified by the Ministry of Labour and Vocational Training to promote equity and improve living conditions among the Cambodian people, promoting local and foreign employment was one of the top.

The MOLVT and its Korean counterpart forged an Employment Permit System to recruit, send and manage Cambodian workers in the Rep. of Korea. In addition to managing Cambodian workers abroad, the MOLVT has set up mechanisms in collaboration with various institutions for receiving and resolving workers' complaints. Currently, the MOLVT is working with international organizations such as the ILO and the International Organization on Migration (IOM) to improve the system for managing the placement of Cambodians abroad. Among the issues needing to be rectified are: i) lack of information and understanding among government officials and prospective migrants in the province on recruitment processes; ii) lengthy recruitment procedures and high recruitment expenses; iii) weak institutions responsible for managing and protecting migrant workers; iv) no structured pre-departure training for migrant workers; v) lack of skills required by the overseas employers; and vi) a weak database system for the monitoring of individual migrants (the database system is supported by IOM, but is inadequate).

Source: MOLVT. 20 February 2009. *Report on the achievements of the Ministry of Labour and Vocational Training for the third mandate and its objectives to be continued.*

In looking at Cambodian workers going overseas between 2003 and 2008, as shown in table 3.11, it appears that most of them worked in the manufacturing sector, followed by domestic work and then agriculture.

Table 3.11: Number of Cambodian workers working overseas, by sector

Year	2003	2004	2005	2006	2007	2008
Total	1 329	1 483	2 244	3 636	9 476	7 340
Domestic workers	37.6	39.2	44.9	31.4	22.3	35.2
Manufacturing	62.4	55.6	49.4	68.3	76.0	50.2
Agriculture	0.0	5.1	5.7	0.3	1.6	13.2
Construction	0.0	0.0	0.0	0.0	0.0	0.9
Officials	0.0	0.0	0.0	0.0	0.0	0.5

Source: Department of Employment and Manpower, MOLVT

3.2.4 Vocational training, skills development and labour market demand

To ensure that government efforts to develop quality technical and vocational skills support national technological growth, benefit society and are consistent with the National Strategy for Poverty Alleviation 2003–2005 and the Rectangular Strategy for Growth, Labour, Equity and Effectiveness, the MOLVT examined the vocational training available in fiscal year 2007–2008. The TVET system then, as now, consisted of 39 polytechnics and institutes and 25 provincial training centres under the MOLVT's direct supervision. Nine institutes conducted training courses at the bachelor and engineer levels and offered a master's programme (six in Phnom Penh, one in Kampot province and two in Battambang province). One centre conducted short training courses (Phnom Penh) and two centres offered longer courses (Kandal province and the Japan Victor Company in Phnom Penh).

The MOLVT manages 25 provincial training centres that deliver non-formal training programmes in rural areas and 11 polytechnics and institutes that deliver formal TVET courses. There are also a range of non-formal training programmes run by private providers and NGOs. About 30–50 organizations train 300–500 people per year in short programmes.¹⁶

The MOLVT also found that the number of TVET graduates increased, from 88,367 in 2007 to 113,648 in 2008 (table 3.12). More than half of the 2008 graduates (59.1 per cent) had attended a primary short-term training course in a public institution, while more than a third (35.5 per cent) studied in a centre run privately or by an NGO or an international organization. Only 2.8 per cent of the 2008 graduates studied for a technical diploma or technician certification in a public institution. Even fewer, 1.3 per cent, attended a public primary long-term training programme, and 1.2 per cent received vocational training at the post-graduate level.

¹⁶ ADB. 2009. *Report and recommendations of the president to the board of directors on a proposed fund grant*, Kingdom of Cambodia. Strengthening Technical and Vocational Education and Training Project.

Table 3.12 Students in technical and vocational education and training

Level	2004	2005	2006	2007	2008	2009
Both sexes, No.	24 587	27 894	47 986	88 367	113 648	168 630
Post-graduate and graduate	0.0	3.7	2.3	1.3	1.2	0.79
Public technical diploma/technician	7.0	4.4	4.6	2.5	2.8	1.75
Public primary long-term training	8.1	2.1	1.0	1.8	1.3	0.72
Public primary short-term training	24.4	38.3	36.9	73.5	59.1	69.52
Private/NGO, international org.	60.5	51.4	55.1	20.9	35.5	27.21
Total	100.0	100.0	100.0	100.0	100.0	100.0
Male, No.	12 777	15 574	27 999	56 494	59 745	80 743
Post-graduate and graduate	0.0	5.3	2.9	1.5	1.9	1.33
Public technical diploma/technician	9.1	5.3	5.4	2.6	3.7	2.37
Public primary long-term training	13.7	3.5	1.7	2.2	2.1	1.01
Public primary short-term training	26.8	36.0	31.0	68.1	54.4	61.73
Private/NGO, international org.	50.4	49.9	59.0	25.5	37.9	33.56
Total	100.0	100.0	100.0	100.0	100.0	100.0
Female, No.	11 810	12 320	19 987	31 873	53 903	87 887
Post-graduate and graduate	0.0	1.7	1.5	1.0	0.5	0.29
Public technical diploma/technician	4.8	3.4	3.5	2.2	1.7	1.19
Public primary long-term training	2.1	0.4	0.1	1.0	0.5	0.45
Public primary short-term training	21.8	41.2	45.3	83.1	64.3	76.68
Private/NGO, international org.	71.4	53.2	49.6	12.8	32.9	21.38
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Department of Technical Vocational Education and Training Management, MOLVT

Quality of training has become as crucial an issue for the MOLVT as is expanding training opportunities, as noted in the following box.

Box 4 **The National Training Board to improve training quality and effectiveness**

To reach the goals of the Rectangular Strategy, the National Training Board (NTB), an apex body of the TVET, was formed to oversee that policies, national planning projects, coordination, technical and vocational education and training emphasize quality and effectiveness. The NTB also responds to the various industry, trade, agriculture and service needs. The NTB operates with the following objectives: i) direct TVET development policy towards helping to reduce poverty; ii) decentralize TVET programmes; iii) support enterprise growth with a skilled workforce; iv) encourage community- and enterprise-based training; v) assist youth who drop out of general education; vi) encourage self-employment and provide credit assistance; vii) help small-scale enterprises start up and grow; viii) develop public-private partnerships to share financial resources and to involve the private sector in designing training programmes and expanding TVET options; ix) assure the quality of TVET provision and improve the quality of TVET leadership, management and coordination; x) create a mechanism for labour market information; xi) develop national competency standards.

In addition, the NTB formed three technical committees, each responsible for the following: i) accrediting TVET courses, programmes and institutions; ii) developing the national standards, testing and issuing certificates; and iii) generating labour market information system.

The NTB also set up a website (www.ntb.gov.kh) as well as a new National Employment Agency to provide employment services through job centres

and labour market information.

Source: MOLVT. 20 February 2009. *Report on the achievements of the Ministry of Labour and Vocational Training for the third mandate and its objectives to be continued.*

Data from the Cambodia Investment Board (of the Council for the Development of Cambodia and shown in table 3.13) indicates that industry demanded the largest proportion of labour in a three-year period between 2006 and 2008, particularly due to an increase in the number of investment projects, from 36 to 66. In 2008, the labour demand through investment projects in the services sector increased significantly, to 39.8 per cent of all labour from around 7 per cent in 2006 and 2007. However, the labour demand through investment projects in the agriculture sector decreased substantially between 2006 and 2008, from 35.7 per cent to just 2.8 per cent.

Table 3.13: Labour demand through investment projects, by sector, 2008

Sector	Labour	%	No. of projects
2008			
Agriculture	4 729	2.8	5
Industry	98 583	57.4	66
Services	68 398	39.8	27
Total	171 710	100.0	98
2007			
Agriculture	2 198	3.7	3
Industry	52 761	89.0	36
Services	4 355	7.3	8
Total	59 314	100.0	47
2006			
Agriculture	68 367	35.7	20
Industry	109 344	57.1	61
Services	13 851	7.2	17
Total	191 562	100.0	98

Source: Department of Labour Market Information, MOLVT. 2009. *Report on labour market information: First semester 2009.*

3.2.5 Labour productivity

A fundamental challenge confronting Cambodia is the need to accelerate productivity growth and ensure that productivity gains are translated into better working conditions and higher wages. Table 3.14 reflects the level of GDP per person employed by industries from 1998 to 2008. The estimates reveal that labour productivity (the value added per person employed) increased from around 2.4 million riels (US\$631) in 1998 to nearly 4.2 million riels (US\$1,032) in 2008. The average annual growth rate was 5.7 per cent in terms of the riel value and 4.9 per cent in terms of the US dollar value. The highest average annual change in labour productivity between 1998 and 2008 occurred in the mining and quarrying sector (19.4 per cent), followed by finance and other services (8.6 per cent), transport and communication (5.8 per cent), construction (3.7 per cent) and manufacturing (3.1 per cent). The average annual growth of labour productivity (in riel value) in agriculture in the same period was slower, at 1.7 per cent, as well as in the trade, at 1 per cent. But the average annual growth rate declined for hotels and restaurants by 1 per cent and by 3.9 per cent in the electricity, gas and water sector.

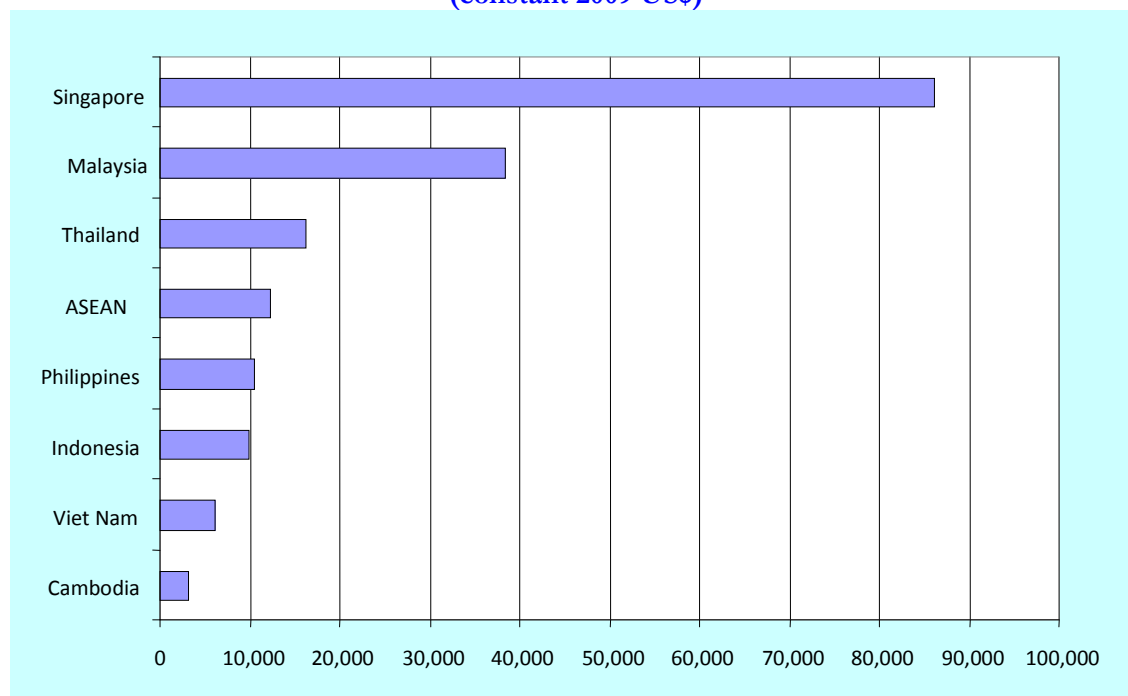
Table 3.14: Labour productivity, by industry
(value added per person employed, in constant 2000 value)

Sector	1998		2008		Average annual growth (%)	
	(thousand riel)	(US\$)	(thousand riel)	(US\$)	riel	US\$
Total	2,380	631	4,190	1,030	5.7	4.9
Agriculture, forestry and fishery	1,294	343	1,537	378	1.7	1.0
Mining and quarrying	3,637	964	25,341	6,229	19.4	18.7
Manufacturing	9,735	2,580	13,339	3,279	3.1	2.4
Electricity, gas and water	15,849	4,200	10,695	2,629	-3.9	-4.7
Construction	9,337	2,474	13,553	3,332	3.7	3.0
Trade	4,156	1,101	4,598	1,130	1.0	0.3
Hotels & restaurants	24,378	6,460	22,068	5,425	-1.0	-1.7
Transport and communications	6,042	1,601	10,824	2,661	5.8	5.1
Finance and other services	4,292	1,137	10,096	2,482	8.6	7.8

Source: NIS/MOP

Despite rises in productivity, the overall output level per work remains low in comparison with other ASEAN countries, as figure 3.8 shows. Raising productivity levels within Cambodia is vital if the country is to remain competitive in relation to its ASEAN neighbours, especially in the aftermath of the economic crisis.

Figure 3.8: Output per worker, by selected ASEAN countries, 2008
(constant 2009 US\$)



3.2.6 Social protection

Despite the progress in several development indicators, a significant proportion of the population remains poor, and as noted, 82.5 per cent were in vulnerable employment in 2008. The economic crisis, and prior to that the food crisis, has also exacerbated some of these problems. The extension of social assistance and social protection thus remains a critical factor in Cambodia's economic development.

The current social protection landscape consists of i) a National Social Security Fund for private sector employees, which provides employment injury insurance; ii) the National Social Security Fund for civil servants, which provides pension benefits; iii) various social health protection programmes targeting people who are poor and informal economy workers, such as the health equity funds and the community-based health insurance schemes; a social health protection strategy was drafted (by a collaboration among the Council of Agriculture and Rural Development, the Ministry of Health, the French Agency for Development, the German Technical Cooperation (GTZ) agency and the World Health Organization) and submitted for final approval; and iv) various social safety nets (or social assistance) programmes targeting the poor and the vulnerable. They are largely funded by donor support, such as the World Bank, the Asian Development Bank, the World Food Programme and UNICEF.

National Social Security Fund for private sector employees

The Law on Social Security was enacted in 2002, giving private sector employees a right to social benefits for work-related accidents and disability, old age and retirement (for war veterans). The law called for a National Social Security Fund (NSSF) to oversee the social security schemes. The programme was designed to be implemented in three stages – first the employment injury scheme in 2007, then the health scheme and finally the pension scheme in 2012. The social security schemes are available to persons defined by the provisions of the Labour Law: employees working for enterprises of eight employees or more. The pension scheme provides benefits to people who have retired, become disabled through a work-related accident and the designated beneficiary of an employee who dies.

The occupational risk benefits, as stated in Article 15, cover workplace accidents and work-related diseases (even if it doesn't interrupt a person's ability to work) as well as accidents linked with commuting between home and work. Specifically it covers: i) medical care services; ii) a daily allowance; iii) disability pension or allowance; and iv) funeral benefits and pension allowance for a designated beneficiary.

After the NSSF was set up in March 2007, the MOLVT launched the employment injury scheme. Today it covers 1,300 enterprises and 410,000 workers. Most insured workers are women working in garment and shoe manufacturing enterprises as well as in banks, hotels and construction sites. Prior to the introduction of the employment injury scheme, the MOLVT rarely received notice of any work-related accident. In the first two months after the mechanism was implemented, the NSSF received approximately 200 cases.¹⁷ The NSSF plans to increase the coverage of the employment injury scheme, especially outside Phnom Penh.

The health scheme is in the process of being developed.

National Social Security Fund for civil servants

The NSSF for civil servants (NSSF-C) was created by royal decree on 12 January 2008 and started operations in May 2009. Two government ministers sit on its board of directors: the Minister of Finance and the Minister of Social Affairs, Veterans and Youth. It includes 34 employees at the central level and about 500 persons working in the field. It covers 180,000 civil servants and their families, which is about 1–2 per cent of the population.

¹⁷ MOLVT. 20 February 2009. *Report on the achievements of the Ministry of Labour and Vocational Training for the third mandate and its objectives to be continued.*

The NSSF-C includes a pension scheme that is financed from the government budget. The NSSF-C plans to shift to a contribution-based system providing a number of benefits: pensions (including survivors) and coverage for disability, maternity, work injury and funerals. An actuarial study determined the various contributions required: 24 per cent of each employee's salary – 18 per cent paid by the State and 6 per cent by the civil servant. The main challenge for the fund seems to be the design and implementation of the management information system. The NSSF-C plans to provide a social health insurance scheme, with support from GTZ; an actuarial study will be conducted in 2010 to determine the contribution rates and benefits.

Social health protection programmes targeting the poor and informal-economy workers: Health equity funds and community-based health insurance schemes

The health equity fund (HEF) is a mechanism to reimburse health facilities for treating patients who are classified as too poor to pay. It was developed in 2003 and introduced into the Health Sector Support Project from 2004–2008; although, it was then followed with a second project for 2009–2013. After a piloting trial, the HEF was introduced in four models, involving different implementers and operators, benefits packages and financing mechanisms. As of March 2009, the HEF was functional in 50 of 77 Operational Districts, covering (in principle) 3,168,883 people, or about 68 per cent of the poor population (although actual use by people who are poor is lower).

Voluntary community-based health insurance (CBHI) schemes have been mainstreamed and operational under common guidelines since 2006. The CBHI schemes target the near-poor who can afford to pay a minimal amount for a premium contribution in exchange for a defined health care benefits package. In 2008, there were 12 schemes operated by local and international NGOs, covering about 79,873 members. In 2009, the CBHI schemes increased to 13 but coverage jumped to 122,829 members.

Social safety nets (or social assistance) programmes targeting the poor and vulnerable

The social assistance programmes consist mainly of food distribution, school feeding, food-for-work and cash-for-work public works programmes. The Council for Agriculture and Rural Development (under the Council of Ministers) recently initiated a social protection strategy for the poor and vulnerable that provides a long-term framework for a comprehensive social protection system to contribute to the sustainable long term poverty reduction.

3.2.7 Occupational safety and health

Through its policy on “healthy manpower, healthy labour productivity”, the MOLVT paid attention to improving the safety and health of the employees to prevent occupational accidents and diseases and provide safe and healthy working environment.¹⁸ In 2009, the MOLVT launched its first OSH master plan,¹⁸ which identified six priority areas for action: i) strengthening the national OSH systems; ii) improving inspection and compliance; iii) promoting OSH activities by employers' and workers' organizations; iv) implementing special programmes for hazardous occupations; v) extending OSH protection to small enterprises and rural and

¹⁸ MOLVT. The First Occupational Safety and Health Master Plan 2009–2013. Available at: http://www.ilo.org/asia/whatwedo/publications/lang--en/docName--WCMS_112931/index.htm

informal economy workplaces; and vi) promoting collaborative actions regarding hazardous child labour and AIDS projects for stronger compliance. Reporting from the Department of Occupational Safety and Health indicates that the number of employees who had a medical check-up had increased significantly from 2007. In each corresponding year, more female workers than male workers had had a medical check-up (table 3.15).

The MOLVT is cooperating with the Cambodian National AIDS Commission to implement Prakas 086 on HIV workplace policies and programmes. This cooperation has included the establishment of a national tripartite coordinating mechanism on HIV and AIDS in the workplace and creating committees, policies and programmes in numerous enterprises. These enterprise-based programmes are geared towards protecting the employment rights of people with HIV, delivering ongoing prevention and increasing the use of available HIV testing and treatment services.¹⁹

Table 3.15: Workers having a medical check-up

Sex	2004	2005	2006	2007	2008	2009
Both sexes	34 646	43 100	23 547	142 837	121 525	98 480
Female	24 518	29 014	17 074	110 796	92 534	58 670
Male	10 128	14 086	6 473	32 041	28 991	39 810

Source: Department of Occupational Safety and Health, MOLVT

Table 3.16 shows the number of occupational injuries reported to Department of Social Security from 2001 to 2005. Most of the reports are from women workers in the garment industry. Most frequent causes of injuries are fainting cases due to hot and dusty environment or overtime work. The top reason of fatal cases reported is traffic accidents. The number of reported accidents from the construction sector is still limited in spite of the fact that construction is an accident prone occupation. There is a need to strengthen accident reporting from the construction industry as well as the manufacturing sectors. As explained in box 5, the Government is working to improve the reporting system.

Table 3.16: Reported occupational injuries

	2001		2002		2003		2004		2005	
	M	F	M	F	M	F	M	F	M	F
Garment	2(2)	242(7)	29	211 (1)	14	373(3)	1	269	1	208
Brick	0	0	0	0	0	0	1		2	0
Other manufacturing	1(1)	6(6)	1(1)	0	0	0	2 (1)	130	0	0
Construction	0	0	1(1)	0	0	0	0	0	0	0
Total	3(3)	248(13)	31(2)	211(1)	14	373(3)	4(1)	399	3	208

Source: Department of Social Security, MOLVT

¹⁹ Report on the Achievements of Ministry of Labour and Vocational Training for the Third Mandate and Its Objectives to be continued, dated 20 February 2009.

Box 5

Systems being developed to improve the reporting of accidents at workplace

Cambodia is currently working to improve the reporting system of occupational accidents and diseases in order to develop reliable national statistics and provide appropriate compensation to victims. Available statistics cover a relatively small portion of the real magnitude of the accidents and diseases and should be used cautiously. The following table shows the number of occupational accidents by type of industry, sex and severity of injuries that were reported to the National Social Security Fund in 2009. However, this accident data does not cover all provinces and workplaces because their employment injury scheme covered only the registered private formal sector workers mostly in Phnom Penh and a few neighbouring provinces, such as Kandal or Kampong Speu. Despite this limitation, the data clearly shows that many women workers in the garment and manufacturing sectors suffer from occupational injuries and need special attention for improving their working conditions.

Occupational accident by type of industry, sex and severity of injuries for 2008, 2009 and 2010 (by October)

Type of industry	Victims			Death	Severity of injuries		
	Total	Female	Male		Temporary disability	Permanent disability >20%	Permanent disability <20%
Garment	8 061	6 967	1 094	26	8 011	8	16
Bank	409	108	301	2	407	0	0
Hotel	272	111	161	4	268	0	0
Super market	43	17	26	0	43	0	0
Air port	21	4	17	0	21	0	0
Construction	25	4	21	0	25	0	0
Telecommunication	24	6	18	2	22	0	0
Security	57	7	50	1	56	0	0
Beer production	73	31	42	0	73	0	0
Publication	105	56	49	0	105	0	0
Transportation	36	6	30	0	36	0	0
Food prod.	13	8	5	0	13	0	0
Gasoline selling	21	3	18	0	21	0	0
Cable production	9	0	9	0	8	0	1
Roofing tile prod.	6	0	6	0	5	1	0
Hygiene	44	9	35	1	41	2	0
Animal feed prod.	3	0	3	0	3	0	0
Footwear prod.	621	501	120	8	602	4	7
Real estate	20	4	16	0	20	0	0
Laundry	9	5	4	0	9	0	0
Petrol and gas	5	1	4	0	5	0	0
Paper production	5	1	4	0	5	0	0
Textile	431	416	15	0	431	0	0
Computer selling	5	1	4	0	5	0	0
Iron production	19	0	19	1	18	0	0
Restaurant	43	27	16	1	42	0	0
Farming and husbandry	4	0	4	0	4	0	0
Snack production	2	0	2	0	2	0	0
Education	16	9	7	0	16	0	0
Production of wood materials	17	9	8	0	17	0	0
Sell, supply machines and tools	3	2	1	0	3	0	0
Recruit employee	1	0	1	0	1	0	0
Port activity	5	0	5	0	5	0	0
Plastic production	1	0	1	0	1	0	0
Motor production	41	19	22	0	41	0	0
Car Selling	1	0	1	0	1	0	0

Insurance	8	4	4	0	8	0	0
Electricity	28	3	25	0	28	0	0
Packaging	17	7	10	0	17	0	0
Toy production	3	3	0	0	3	0	0
Steel and galvanize prod.	9	1	8	0	9	0	0
Grocery selling	1	1	0	0	1	0	0
Other wholesaler	16	7	9	0	16	0	0
Sport activity	3	1	2	0	3	0	0
Other services	6	3	3	0	6	0	0
NGO	3	1	2	0	3	0	0
Production packaging	2	0	2	0	2	0	0
Hospital	1	1	0	0	1	0	0
Message	2	0	2	0	2	0	0
Soy sauce prod.	1	0	1	0	1	0	0
Drinking & smoking selling	1	1	0	0	1	0	0
Bicycle prod.	13	9	4	0	13	0	0
Machine bolting prod.	4	1	3	0	4	0	0
Ice production	1	0	1	1	0	0	0
Drinking water prod.	1	0	1	0	1	0	0
Souvenir selling	5	5	0	0	5	0	0
Tourism company	1	0	1	0	1	0	0
Total	10 597	8 380	2 217	47	10 511	15	24

Source: National Social Security Fund annual report 2010

3.2.8 Working children

The Government is engaged in stemming the use of child labour, with two primary focus points: i) eliminating the worst forms of child labour and reducing the incidence of child labour and ii) fighting against the trafficking of children and women.

Table 3.17 presents the census findings on the children who worked²⁰ as a main activity, as a proportion of all children aged 5–17 years. “Main activity” is defined as working six months (183 days) or more during the one-year period preceding the census date. According to the findings, the proportion of working children increased, from 8.3 per cent of all children in 1998 to 9.7 per cent in 2008. That increase came from boys: far more boys (9.1 per cent) worked in 2008 than in 1998 (6.4 per cent). The proportion of girls working remained the same for both years, although, at 10.3 per cent, it was larger than for the boys.

Table 3.17: Proportion of working children among all children aged 5–17, by sex

Sex	1998		2008	
	All children	Working children (%)	All children	Working children (%)
Both sexes	4 302 819	8.3	4 115 093	9.7
Boy	2 192 072	6.4	2 122 599	9.1
Girl	2 110 747	10.3	1 992 494	10.3

Source: NIS/MOP. General population census of Cambodia 1998.
NIS/MOP. General population census of Cambodia 2008.

Census data shows that the number of working children (aged 5–17) increased by 40,400 (11.3 per cent). For those aged 5–14, the increase was even more significant, at 32.1 per cent. The proportion of child workers in agriculture, however, declined over the decade, while the

²⁰ “Children who worked” is defined as those children whose “main” activity was “employed” in the past 12 months.

proportions in the industry and services sectors increased. In the industry sector, for instance, children represented 11.2 per cent of all workers employed in 2008, a rise from the 5.2 per cent it was in 1998. The proportion of girls in the industry sector in 2008 increased to 14.5 per cent from a much lower 5.9 per cent in 1998 and more than the proportion of boys (at 7.7 per cent). However, the proportion of boys in the services sector in 2008 was larger (at 13.3 per cent) than the proportion of girls (at 9.8 per cent). What is also interesting to note is that the largest numeric concentration was among those aged 15–17 years, and there was a significant increase in the numbers of boys working in that age group between 1998 and 2008 (annex table 24).

As previously noted, all children aged 6 years or younger were treated as illiterate even if going to a school or capable of reading or writing a few words. Both the census surveys asked about the highest grade completed of all persons who reported they had ever attended a school or other educational institution. Among the working children, most had a primary level of education or had started school but dropped out. The biggest change appeared among the working children who had completed primary school, jumping to 31 per cent in 2008 from 13 per cent in 1998. But the proportion of children with a lower secondary education in 2008 increased to 4.6 per cent of the total employed children, from 2.1 per cent in 1998 (annex table 27).

3.2.9 Industrial relations, dispute resolution and collective bargaining

Industrial relations

Starting from almost nothing in the early 1990s, Cambodia's industrial relations have evolved rapidly over the past 15 years and, in particular, over the past 5 years. Unions began to emerge before the adoption of the Labour Code in 1997. A dispute resolution system was quickly established and now includes conciliation and arbitration mechanisms. And genuine collective bargaining began in the hotel industry in 2004. Workers and employers engaged in regular dialogue, and the Government adopted a policy to promote collective bargaining more broadly.

Legal and regulatory framework

The 1997 Labour Code protects the rights of private sector employees to form and join trade unions of their choosing. It also provides for procedures for a strike and lockout and contains provisions for dispute settlements and for collective bargaining. The law has been supplemented by a large number of Prakas and other implementing regulations covering strikes and strike procedures, union registration, collective bargaining procedures and union representation. Cambodia ratified the eight core Conventions of the ILO in 1999 that cover these issues.

Institutions

A large number of enterprise and high-level unions have been established since the mid 1990s. Cumulatively, more than 1,687 unions have been registered since the adoption of the Labour Code, organized under 42 federations and 5 confederations as well as some independent or non-affiliated groupings. Twenty-eight federations represent workers in the garment industry. The Cambodian Federation of Employers and Business Associations (established in 2000) serves as the umbrella organization for the employer community, with more than 900 direct and indirect members. The Garment Manufacturers Association in Cambodia (GMAC) is the oldest employers' organization and provides industrial relations and dispute resolution services to its

members. The MOLVT registers unions, union federations and employers' organizations as part of its responsibilities.

Table 3.18: Union registration

	2008	2009		Total
		New reg.	Re-reg.	
No. of union registrations at the enterprise level	265	163	182	610

Source: MOLVT

From 1997 up to the end of 2009, the MOLVT issued registration certificates to 1,687 enterprise unions. This figure does not include 39 union federations and 7 union confederations. An additional 38 enterprise unions and 2 union federations registered during the first quarter of 2010, bringing the 2009 year-end total to 1,725 registered unions. Only an estimated one third of them are active. This is because a union registration certificate is only valid for two years, which implies that unions that registrations before 2008 have since expired. In 2009, only 163 enterprise unions applied for a new registration. Thus, the real number of enterprise-based unions still active is estimated at around 610 (a sum obtained by adding the 2008 figure (265) with the 2009 figure (163) and then with those seeking to re-register in 2009 (182).

The national statutory tripartite body is the Labour Advisory Committee, chaired by the MOLVT. It is the mechanism for discussing and approving a range of national labour policies, including the minimum wage. More recently, the prime minister established the Eighth Working Group on Industrial Relations under the Government-Private Sector Forum, another important venue for discussing labour and industrial relations issues.

Dispute and dispute resolution

Cambodia has rapidly developed a competent dispute settlement system through the MOLVT's Department of Labour Disputes (DLD), which is responsible for conciliation; provincial and municipal Departments of Labour carry out similar functions. The DLD also serves as the secretariat for the Arbitration Council. Established in 2003, the Arbitration Council has become an important component of the industrial relations system. It is composed of 30 part-time arbitrators, 10 each nominated by unions, employers and the MOLVT, who are mandated by law to resolve collective disputes that cannot be resolved through conciliation. The Arbitration Council has heard more than 900 cases and has gained widespread trust among its users. Observers note that it can be further strengthened through the use of binding arbitration for rights disputes.

Table 3.19: Labour disputes

Activities	2001	2002	2003	2004	2005	2006	2007	2008	2009
Disputes	146	118	155	229	148	217	186	174	131
Settled	140	116	138	157	82	142	103	90	44
Sent to arbitration council	0	0	15	72	66	75	83	84	87

Source: Department of Labour Dispute, MOLVT

Strikes in a number of major hotels in 2004 led to collective agreements between unions and management, many of which have been renewed several times. This has helped build a good relationship between the parties and has practically eliminated strikes in the establishments that have agreements perceived as good.

Most representative status and collective bargaining

Cambodia's labour law and regulations support the concept of most representative status (MRS) for trade unions, whereby a union with at least 51 per cent of workers in a given enterprise as members may be assigned the right to represent all workers in the enterprise for purposes of collective bargaining. Where multiple unions are allowed to operate, this is a key feature to enable an orderly process of collective bargaining in which the employer can negotiate with a single union. A new regulation issued in 2008 helped to facilitate the certification of MRS unions by the MOLVT, resulting in a 400 per cent increase in new certifications and 202 MRS certifications.

Table 3.20: Most representative status (MRS)

	2002–2006	2007	2008	2009	Total
No. of MRS certifications	122	9	36	35	202

Source: MOLVT

Collective bargaining has become a well-established practice among certain hotels and other establishments but is still developing in the garment industry. As trust, dialogue and capacity among the parties continues to build, it is becoming more widely accepted and practised. Table 3 shows the number of collective bargaining agreements (CBAs) signed. However, the proportion of workers covered by collective bargaining agreements is currently not available.

Table 3.21: Collective bargaining agreements

	2003–2006	2007	2008	2009	Total
No. of collective bargaining agreements	45	19	11	131	206

Source: MOLVT

In 2007 and 2008, there was a reported increase in the number of CBAs registered at the MOLVT, at the annual rate of 15 which was more than the average of 11 CBAs per year between 2003 and 2006. The number of CBAs skyrocketed to 131 in 2009, and during the first quarter 2010, an additional 24 CBAs were registered. However, about half of those CBAs are believed to have been concluded by the shop stewards, and about two thirds of the remaining ones were concluded by minority unions. In addition, such CBAs deal mostly with a single issue and on an ad hoc basis rather than through an orderly collective bargaining process. Thus, only an estimated 30 high-quality CBAs were concluded by MRS unions across all sectors (garment and shoe production, hotel, food and beverage, construction, etc.).

Minimum wage setting

An important breakthrough occurred in 2006 when, for the first time, all garment sector union federations and the GMAC agreed to negotiate a new minimum wage for workers in the textile and garment sector. Negotiations took place over a four-month period, and though ultimately the parties could not reach an agreement, the experience formed the basis for improved communications.

3.3 Concluding remarks

This chapter highlights the recent economic, social and labour trends for Cambodia. A few important messages have emerged from the analysis:

- Cambodia has witnessed robust economic growth, at least prior to the economic crisis, and this has contributed to lowering poverty levels and unemployment. At the same time, the country has made significant developments in improving its industrial relations climate by setting up appropriate institutions. However, the distribution of gains of this economic growth has been uneven, and has led to increased inequality of income and consumption.
- The country's labour force has undergone dramatic changes in the past decade – while the overall labour force participation rate increased only marginally over the period, the proportion of women in the labour force increased significantly, lowering the gender gap in labour force participation rates. This is partly attributed to the large number of unpaid female family workers and partly to the rise in wage employment in the garment sector. Women enter the labour force at a younger age than men because men are encouraged to stay in education longer. The proportion of the labour force in the primary sector has fallen, and internal migration (expected to be mostly rural to urban) has increased in numbers, with the proportion of women in internal migration going up slightly.
- While the Government is working towards setting up social protection systems, its current limited coverage continues, though there is no reliable national data on that. In the absence of social protection systems, unemployment rates have been low in Cambodia, as in other developing countries. As well, unemployment rates dropped over the past decade. But the unemployment rate of the youth remains at levels higher than the adult rate, making unemployment primarily a youth issue. A third of the unemployed among both the youth and adult workers had not completed their primary level of schooling.
- A large majority of the total employed – 82.5 per cent – are in vulnerable employment. This combined with the fact that the number of working children has been on the rise, that about a quarter of the labour force is still illiterate and that productivity levels in Cambodia remain lower than in other ASEAN countries, raise concerns about the quality of employment on one hand and the ability of the labour force to compete globally and regionally on the other.

Chapter

4

Global economic crisis impacts on the labour market, especially the garment sector

Since its onset in late 2008, the global economic crisis (stemming from a financial crisis) has created severe economic, social and labour market turmoil for developed and developing countries alike. Cambodia is no exception, having been impacted primarily through its trade and investment channels. In particular, it was the reduction in overseas (predominantly United States and European Union) demand for Cambodian-made clothing that has had severe consequences for many of the more than 300 garment manufacturing firms, a significant number of which were forced to close or temporarily suspend operations. Consequently, although estimates of job losses vary, it is likely that the garment industry has lost between 15 and 20 per cent of its peak workforce since 2008. Those losses, coupled with corresponding retrenchments in other sectors (particularly construction and tourism, which along with garments and agriculture constitute the four growth drivers of the economy), have resulted in financial distress for hundreds of thousands of poor households, in both urban and rural areas. Coming on the heels of the food price rise in 2007 and 2008, the global economic crisis has exacerbated difficulties and compromised the livelihoods and well-being of many Cambodians, as workers have lost jobs and remittances to rural areas have fallen.

The following chapter discusses the impacts of the global economic crisis that caused the economic downturn in the labour market, with a particular emphasis on the hardest-hit sector – garment manufacturing – and the government's responses.

4.1 Impacts on the economy and labour market

Prior to the onset of what started as a financial crisis, Cambodia had succeeded in maintaining macroeconomic stability amid several consecutive years of high GDP growth (averaging 11.1 per cent between 2004 and 2007). Key to this was the performance of its construction, tourism and garment industries, all of which enjoyed prolonged periods of double-digit growth, as well as more modest improvements to output and productivity in the agriculture sector (where the majority of the workforce is still employed). The role of the garment sector in

particular is highlighted in table 4.1. Since the early 2000s, the sector has consistently accounted for around 14–16 per cent of GDP.

As a result of the crisis, GDP growth rates crashed from a level of 10.2 per cent in 2007 to 6.7 per cent in 2008. The government's stimulus measures, which included an increase in investment in agriculture and broad based development of non-agriculture sectors, along with political stability, active private sector participation, increased official development aid and sustained foreign direct investment kept the Cambodian economy in relatively good shape, inspite of the downturn in certain sectors. The GDP growth in 2009 remained in the positive, 0.1 percent, while the growth in 2010 is expected to be around 5 percent (Recent Macroeconomic Performance, www.mef.gov.kh, Ministry of Economy and Finance). It remains to be seen, however, the extent to which – and speed with which – recovery in the growth sphere can be matched by corresponding recovery in employment, especially in the affected sectors.

Table 4.1: Growth rates of real GDP and the garment sector

Indicator	Unit	2004	2005	2006	2007	2008
Real GDP growth	%	10.3	13.3	10.8	10.2	6.7
Real GDP growth	billion riel	19 434	22 009	24 380	26 870	28 668
Real GDP growth	million US\$	4 840	5 378	5 942	6 600	7 061
Garment sector	billion riel	2 947	3 217	3 873	4 261	4 355
Garment sector	million US\$	734	786	944	1 047	1 073
Garment sector	% of GDP	15.2	14.6	15.9	15.9	15.2
Garment sector	% growth	24.9	9.2	20.4	10.0	2.2

Source: NIS/MOP

For the tourism sector, which accounts for more than 13 per cent of GDP, this was the first decline in more than a decade. This change can be explained by a decline in tourism revenues due to decreased numbers of Western and Asian tourists and a reliance, which remains growing, on lower-spending and short-stay tourists during the economic downturn.

As noted earlier, garment manufacturing is Cambodia's leading industry. Exports from the sector have shown a gradual year-on-year increase since the early 2000s; in 2008, exports constituted around 67 per cent of total exports. According to the Ministry of Commerce, the sector experienced 70 factory closures and approximately 70,000 job losses between October 2008 and October 2009, as the global economic crisis hit global demand for Cambodian-made garments. Because a vast majority of those working in the garment sector are women, the crisis has had a disproportionately adverse impact on women workers. The growth of the garment sector since the mid 1990s had provided unprecedented formal employment opportunities for thousands of low- and unskilled women, particularly from the country's impoverished rural areas. However, their over-representation in the garment sector led to women being particularly and acutely exposed to the negative impacts during the recent economic downturn – most notably reduced hours, layoffs, suspensions and retrenchment.

Hence, although tentative recovery of the sector is expected in 2010, key factors include competitiveness, labour productivity and industrial peace – all long-standing concerns that pre-date the economic downturn. Better Factories Cambodia – an ILO monitoring and management programme operating in the garment sector since 2001 – is working with both employers and unions to find solutions to these challenges as well as to advise workers and factory owners on the sustainable management of factory closures, which have continued (albeit in smaller numbers) into 2010.

Cambodian garment firms also appear to have lost out to other regional competitors during the downturn. Data from the United States Department of Commerce shows that garment imports from Cambodia for the first six months of 2009 declined by a massive 29.9 per cent, in comparison with the same period a year earlier. Imports from Viet Nam, however, remained largely unchanged during this period, while imports from China and Bangladesh increased by 3.7 per cent and 6.8 per cent, respectively.

Speculation as to the reason for Cambodia's differential performance has focused on a combination of pre-existing structural and contextual factors, which include limited product and market diversity, the erosion of trade preferences, problematic industrial relations and more crisis-specific factors such as the ability – or inability, in Cambodia's case – to produce greater volumes for lower costs per unit.

Table 4.2: United States garment imports, by country (in million US\$)

Country	Year to date June 2008	Year to date June 2009	% change
WORLD	32 995.69	28 907.09	-14.14%
China	9 069.47	9 421.43	3.73%
ASEAN	7 480.58	6 614.11	-13.10%
Viet Nam	2 349.51	2 347.60	0.00%
Indonesia	2 020.72	1 947.19	-3.77%
Cambodia	1 155.46	889.82	-29.85%
India	1 744.13	1 593.69	-9.44%
Bangladesh	1 623.46	1 741.16	6.76%
Sri Lanka	727.44	634.24	-14.69%
Pakistan	688.39	597.87	-15.14%

Source: UNDP Cambodia. 5 August 2009. *Crisis impact watch*, Volume 1, Issue.

As noted, factory closures since late 2008 have resulted in substantial job losses within the garment sector. However, in addition, many remaining factories have had to implement austerity measures that have negatively affected their workforce. These have included temporary suspensions (which are limited by law to two months), shortened work weeks and reductions in overtime. The availability of overtime in particular is often a critical provision for many garment workers because it allows them to boost their salary (the minimum wage in the garment sector is US\$50 per month) to a level that permits them to remit money home and have enough left over to cover their own basic expenses, such as food, transport and accommodation.

There is no national data on the impact of the crisis on households. However, it is assumed that the impact on workers in the affected sectors and on their households (such as affected remittance flows back home) is likely to be significant, including on children of poor and vulnerable households (box 6). It raises the risk of increasing child labour and of more poor families switching to less nutritious food and deferring medical treatments.

The crisis in the garment sector and across the other sectors more generally has also demonstrated the acute need for improved social protection and social safety nets to help workers – particularly the poor and vulnerable – more effectively manage shocks during periods of economic hardship.

Box 6

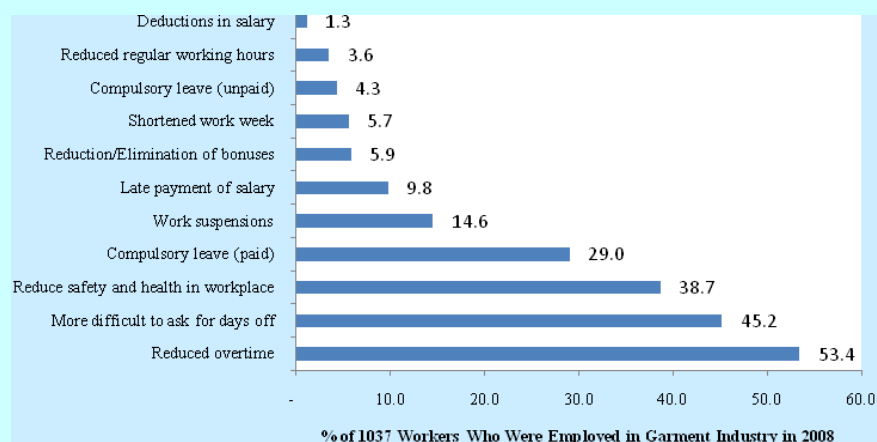
ILO study on the garment sector reveals new hardships and coping mechanisms

Research conducted by the ILO in late 2009 revealed an average income decline of US\$17 per month among employed workers during the period of the economic downturn. The primary reason for this, the study found, was the reduction in overtime.

The same research provided indications of the extent to which declining garment sector incomes can impact more than just workers. As is already known, the vast majority of factory workers are young, female migrants from Cambodia's impoverished rural areas. For most, the decision to enter factory work is one borne out of economic necessity; a combination of weak employment prospects at home and the need to support often-large families, including siblings, parents, grandparents and children, means that in many cases, sending remittances home is the number-one priority for workers. Thus the level of income a worker is able to receive in the factory can have a direct impact on the welfare, spending decisions and division of labour of a large number of rural households reliant on the remittances. Interestingly, the ILO research shows that for nearly one in seven workers' families, a decision was made during the downturn period to send an additional family member – often a female sibling – into the labour force to find work. This may be seen as one coping mechanism designed to overcome the decline in income-generating capacity of workers during this time.

The ILO study also found that people seeking re-employment most favour a return to the garment industry. Typically, this is because workers often have a well-established network in a factory. But many are also unaware of the wider job opportunities available to them. Of those that do seek work outside the factories, most look for employment in tailoring, cosmetology and hair styling as well as in informal – and typically “transitory” – jobs, such as street-side food vending. To find a new job, workers typically seek the advice of friends, ahead of other resources such as trade unions, relatives, NGOs and newspaper listings.

New hardships on employed workers



Source: Chandararot, K. and Dannet, L. 2010. *Tracking study of Cambodian garment sector workers affected by the global economic crisis: Benchmarking survey report*. ILO. Available at: www.betterfactories.org. The study findings derive from the baseline exercise of a six-month tracking study examining the impact of the crisis on employed and unemployed garment workers. See ILO. 2010. *Research snapshot: Garment workers tracking study* available at: [www.betterfactories.org/content/documents/1/Research%20Snapshot%20on%20Garment%20Workers%20Survey%20\(Eng\).pdf](http://www.betterfactories.org/content/documents/1/Research%20Snapshot%20on%20Garment%20Workers%20Survey%20(Eng).pdf)

When workers are faced with job loss, as experienced in the garment sector recently, job searching, particularly for the poor and those with little education and skills, can be a major challenge. Labour market information and public employment services are largely out of reach to these groups. This is a major hindrance to the attainment of decent and productive employment. And it is why the MOLVT began establishing in 2009 a network of regional job centres aimed at

providing practical employment services for a range of job seekers, including those retrenched amid the economic downturn. With financial and technical assistance from the ILO, the MOLVT has since opened two new pilot centres, in Phnom Penh and Battambang province, with another two due to open in 2010. These centres will provide referral services to potential employment and vocational training opportunities for job seekers across all sectors.

4.2 Responses to the crisis

To mitigate the impact of the global economic crisis, the Government initiated several measures to help support the economy as well as affected firms and workers. Expansionary fiscal policy, mainly in the form of targeted tax cuts and incentives for key sectors (garment manufacturing and tourism included) were deployed to offset some of the immediate financial impacts on firms as well as to lessen the need for staff layoffs as a response measure. Alongside this, the Government unveiled a special fund for the re-training of retrenched garment workers, offering numerous short vocational training courses designed to re-skill up to 40,000 workers for re-employment, both within and outside the sector. The scheme concluded in 2009, but a second phase is being considered.

Since 2009, the Government has expanded its support for social protection (including social safety nets) that is delivered by ministries and agencies to help vulnerable groups manage future economic shocks. The centrepiece of these efforts has been the development of a National Social Protection Strategy (NSPS), prepared in close collaboration with development partners. The core components of the strategy include the expansion of conditional cash transfers, labour-intensive public works programmes and health equity funds. The Government is currently in the process of establishing the necessary arrangements for the implementation of the strategy, which is intended as a permanent facility addressing both chronic poverty and the detrimental effects of external shocks, such as economic and commodity price crises, and natural disasters, such as floods and droughts.

In addition to short-term emergency measures, the Government has also intensified efforts to develop sustainable solutions to specific sector challenges, in particular those relating to the garment sector. These have included lobbying for new preferential trade agreements for clothing exports to replace recently expired ones, exploration of new export markets (particularly in Asia) and preliminary discussions on the development of an upstream textiles and accessories industry (to help Cambodia compete with countries with more integrated garment production bases).

The country's exit strategy from fiscal expansion is now an important consideration for economic policy makers in 2010. The 2010 budget seeks to partially withdraw this stimulus to ensure fiscal sustainability, to be achieved through the introduction of a new property tax and by curbing expenditure growth, particularly in public sector wages. This should bring the deficit down to a more manageable level, requiring only minimal financing from budget reserves. However, balancing this with the needs of a still-unsure economic recovery will be a critical challenge in the coming year.

On the monetary policy side, the National Bank of Cambodia's rapid response included a dramatic easing of monetary policy and the implementation of wide-ranging measures to support and strengthen the financial and banking systems. The Government is confident that through a vigorous implementation of its socioeconomic policy agenda for the Fourth Legislature (articulated in the Rectangular Strategy, Phase II), in particular the implementation of policies to diversify and broaden the economic base and to improve competitiveness in the regional and

international markets, economic growth will rebound towards its historical growth trend in the medium term.

Although the Government has taken various measures to tackle the impacts from the crisis, recovery in Cambodia will largely remain an externally driven process. For this reason, concurrent recovery in the real economy (and particularly in employment growth) will remain both uncertain and unpredictable. However, to best ensure that Cambodia both rebounds from the current economic malaise and strengthens its economic fundamentals to better insulate it against similar future shocks, the Government has unveiled a list of priority challenges it intends to address in the coming years:

- diversify the markets for garments and other manufactured goods exported to East Asia, the Middle East and Africa
- further improve tourism infrastructure and develop more tourism destinations and attractive tour packages
- prioritize the use of resources and expertise of the Government and donors to broaden and diversify the agriculture sector to attract more quality investments in agri-business and improve agriculture trade links, land reform, agricultural diversification and agro-processing
- further invest in infrastructure development, particularly energy generation to reduce energy costs to the private sector and to the community
- continue to promote and support wealth creation and improving people's livelihoods according to the principles and procedures stipulated in the Constitution.

4.3 Concluding remarks

Beginning in late 2007, Cambodia, like many other countries, was affected by the global economic crisis. The crisis affected mainly the garment, tourism and construction sectors, resulting in job losses in these sectors and a decline in the number of tourists. In the garment sector alone, an estimated 70,000 jobs have been lost since the end of 2008. This has highlighted the vulnerability of its export-led growth. It also has raised concerns about the competitiveness of Cambodian exports in comparison with other Asian countries.

The Government has put in place several timely policies and strategies to cope with the crisis. While these may help in restoring economic growth – provided the external economic climate improves, its impact on the labour market may continue to have far-reaching effects. This also highlights the need to promote social protection to mitigate the negative impacts of the crisis on the labour force.

Chapter

5

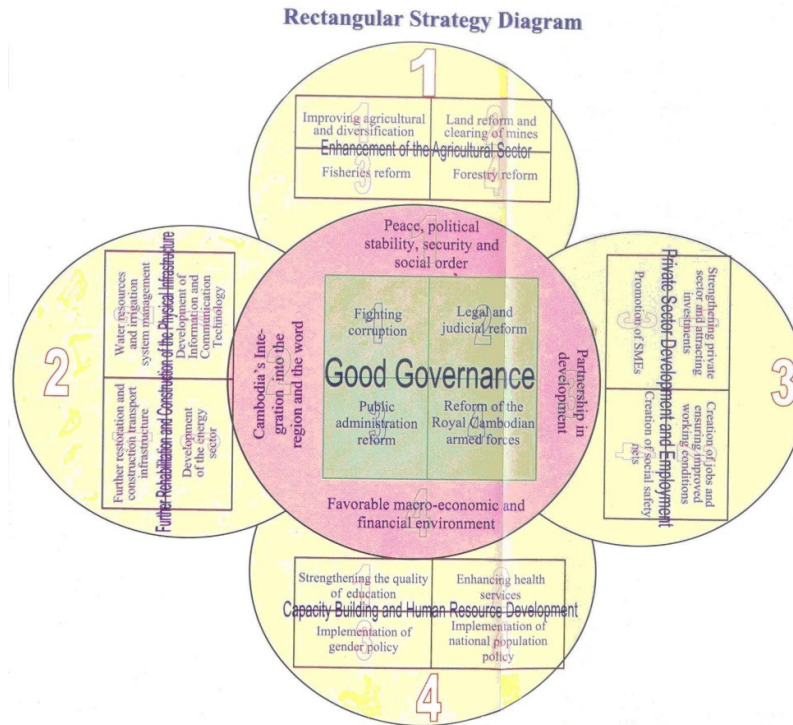
Labour market issues during the Asian Decent Work Decade 2006–2015

This chapter presents a discussion of the labour market issues during the Asian Decent Work Decade 2006–2015 in order to identify long-term challenges that confront Cambodia. Having only recently emerged from social conflict, Cambodia has certainly made many worthwhile advances in economic growth and development in the past decade, driven by its efforts to address socioeconomic challenges and raise the standards of living of its population through pragmatic policies and programmes.

5.1 The Rectangular Strategy

The Rectangular Strategy, Phase II, as shown in figure 5.1, identifies four fundamental building blocks of economic and social development: 1) enhancement of the agricultural sector; 2) further rehabilitation and construction of physical infrastructure; 3) private sector development and employment; and 4) capacity building and human resource development. Good governance forms the centre of the Rectangular Strategy and is a prerequisite for achieving the other goals.

Figure 5.1: Rectangular Strategy



The National Strategic Development Plan 2006–2010 and the NSDP update for 2009–2013 draw on all government ministries and agencies to implement the Government’s Rectangular Strategy and meet the NPRS goals and the Cambodian MDG targets. These government policies and strategies give a high priority to poverty reduction.

Creating opportunities for good-quality employment or decent work is critical to sustain poverty reduction. Across Asia, governments have accepted the first MDG’s target of full and productive employment and decent work for all, including young people of both sexes. While meeting this target is a complex task, it is crucial to focus on creating productive employment opportunities because this is the most viable means of sustainable poverty reduction. The Decent Work Agenda provides a way forward in this regard – focusing not only on quality jobs and social protection but also on a participatory dialogue process to achieve greater coherence between economic and social policies.

5.2 Policies and programme for expanding decent work opportunities

The Decent Work Country Programme (DWCP) provides the strategy for tackling decent work issues within the framework of the Government’s Rectangular Strategy and the NSDP. The DWCP is designed for a period of three years (2008–2010) that corresponds to the NSDP and the United Nations Development Assistance Framework. The DWCP reflects the priorities of the tripartite constituents in the country. Social dialogue is a key tool to achieve the formulation of the DWCP for Cambodia and is a cross-cutting theme in all areas of the DWCP.

For the DWCP 2008–2010, constituents in Cambodia identified three priority areas:

- Productive employment opportunities – increased productive employment opportunities for women and men, youth and people with disabilities, particularly in the rural areas.
- Good governance – improved respect for the rule of law, more effective labour laws, and labour market institutions and practices that comply with international labour standards. Government and social partners adopt and implement policies to improve and protect the rights of children, women, migrant workers and indigenous peoples.
- Rights and social protection – increased social protection coverage to men and women workers in both the formal and informal economies.

5.3 Challenges

Although the level of overall poverty has been declining, income inequality has been on the rise. The global economic crisis has accentuated many of the labour and social challenges identified in this report. As the commentary in Chapter 4 indicated, some of Cambodia’s hard-won gains have been threatened by the economic crisis, especially in the labour market. This section looks beyond the crisis and identifies emerging issues for more inclusive, sustainable and job-rich growth in Cambodia.

5.3.1 The challenge of achieving full productive and decent employment for all

Increasing productive employment opportunities and employability of Cambodians of all backgrounds is a critical requirement, particularly in the rural areas where poverty is most widespread (and severe) and diversified economic activity scarcest. This is well reflected in the country’s national strategic plans, which emphasize the importance of sustainable long-term job creation to the country’s economic and social development. Demographic and economic trends make this challenge particularly pertinent in the Cambodian context. Coupled with the fact that there is a significant and growing mismatch between the skills provided to the workforce and the skills required in the labour market, it is clear that the employment challenge in Cambodia is only likely to intensify in the coming years.

Projected population trends indicate growth in working-age population

One of Cambodia’s major economic and social challenges is to create employment opportunities for new entrants to the labour force while at the same time increasing earnings and raising productivity for the vast majority of workers employed in rural areas and the informal economy. Current data shows that between 1998 and 2008, the labour market expanded at an average annual rate of about 192,000 new entrants annually. The population projection presented in section 2.4 estimates the average annual growth rate of total population between 2009 and 2015 will be 1.3 per cent. The working population (aged 25–54) will grow at an average annual rate of 3.4 per cent (annex table 28). This high growth rate of the working-age population will expand the labour force in the next decade. The Government must create more productive jobs, more social protection to the most vulnerable, including better occupational safety and health conditions, and more skilled work that can contribute to growth and competition.

The need for raising productivity to move out of vulnerable employment and poverty

As noted in section 3.2.5, Cambodia lags behind other countries in the ASEAN region in terms of productivity levels. Raising labour productivity and enhancing the competitiveness of Cambodia's products will continue to be a priority in the coming years. The NSDP update 2009–2013 notes the need for an improved and educated workforce, which is a prerequisite for raising productivity.

Poverty reduction in Cambodia has been steady, if not exceptional, for the past decade and a half – declining by an average of 1 per cent per annum to a current rate of around 30 per cent. In addition, unemployment, as defined in its strictest and official sense, remains low, at less than 2 per cent.

However, despite these positive trends, it is important not to overlook the considerable numbers of workers in “vulnerable employment”. These workers are typically among those most likely to be constrained by a lack of education and skills, leading to a lack of opportunities and low incomes, as well as those most vulnerable to unforeseen shocks, such as unemployment or medical emergencies (because they rarely make sufficient money to amass contingency savings). Consequently, it is highly important that the productivity of these workers is raised so that they can enhance their earnings and move out of poverty.

Certain groups in society are in particular need of assistance when it comes to productivity because of their low skills and limited employment opportunities. These include those living under or close to the poverty line, young people (who comprise a disproportionately high percentage of the unemployed), women (who still face constraints relating to traditional attitudes and comparably poorer educational performance), those living in particularly isolated and poor rural areas. Policies and programmes to increase employment opportunities for these groups and enhance their employability are required for Cambodia to sustain a socially harmonious model of growth and development and strengthen the country's overall human capital base and economic competitiveness.

Skills development and employability

Despite notable improvements in recent years, Cambodia faces significant challenges in building a strong human capital base and a skilled workforce responsive to its labour market needs. Decimation of the education and training systems during the years of war and isolation have left large swathes of the labour force lacking the skills and competencies necessary for them to break out of the low skills-low income-few opportunities trap. Despite general achievements in educational access and quality over the past 15 years (particularly at the primary level), universities and technical training providers remain largely under-resourced and not attuned to the labour market needs. Partly as a result of this, Cambodia today grapples with a profound and growing mismatch between the skills of the labour force and those required by employers – a situation exacerbated by both the fast-growing labour force and the slow pace of economic diversification.

Since the mid 1990s, Cambodia has achieved considerable growth in the number of tertiary education and technical training providers. However, the quality of tuition and courses at these institutions remains a concern, as employers struggle to find young people with appropriate skills for the workplace. Beyond specific “hard” skills, this also extends to more generic soft skills such as critical thinking, communication and leadership, the lack of which is an increasingly common concern of employers in the country. Although often staffed by Cambodians, key

sectors in Cambodia's economy are managed by foreigners, with managers continuing to lament the lack of suitably qualified local talent needed to reverse this trend.

Labour market inefficiencies also arise out of the structural imbalance between the numbers completing higher (tertiary) education and those obtaining technical and vocational qualifications. Cambodia, at its current level of development, desperately requires skilled labour from the latter category, in professions such as mechanics, electrical technicians and the hospitality and construction trades because this is where the bulk of new employment is being created. Currently, however, the country actually generates far more university graduates – mostly in a small handful of subjects (typically, social sciences and business-related studies) –are unsuited to vocational occupations. In large part, this can be attributed to young people's perceptions that a university education is both more prestigious and more “marketable” than a technical or vocational qualification. While the reality often belies this, it will take some time and considerable efforts in expanding labour market information and in promoting the employment value of technical and vocational training to reverse those perceptions and bring the labour force aspirations into closer harmony with the expectations of the labour market.

Given the current economic structure, strengthening the provision of TVET is a particularly critical issue for Cambodia. Despite notable progress recently, for example in developing a national TVET framework and the adoption of competency-based skills standards, publicly and privately delivered training remains weak, both in terms of capacity and responsiveness to the labour market needs. In most cases, courses are designed with a traditional supply-side prerogative in mind and are repeated year after year with little consideration of their wider relevance. Tailor-made TVET courses designed in consultation with employers remain few and far between, and the subjects currently offered often fail to reflect the true breadth of the labour market opportunities available. These factors are further exacerbated by the fact that most students have insufficient knowledge of the labour market to accurately assess how their study choices translate into future employment prospects.

Linked to those issues, Cambodia also faces a significant youth employment challenge. Echoing the global trend, youth in Cambodia are more likely to find themselves unemployed than older adults, even while official unemployment in the country is fairly low. The narrow economic base has contributed to the gradual widening of the gap between the labour force demands and labour market provisions, with a disproportionate burden of the impact falling on young people. Although such constraints look unmovable in the short run, they can be addressed in the long-term through a dual-track policy that combines a comprehensive (and inclusive) national employment strategy with a re-evaluation of the employment value of the country's current and future (expected) pattern of economic growth.

5.3.2 Social protection to combat vulnerability

Before the recent economic downturn, Cambodia had enjoyed more than a decade of sustained growth, leading to a substantial rise in real per capita household consumption and a decline in the poverty headcount. Today, as in the past, the overwhelming majority of people who are poor and vulnerable lives in the rural areas. Hence, although the achievements are certainly noteworthy, it is clear that a large subset of the population remains, for various reasons, unable to mitigate the risks that heighten their vulnerability to unforeseen economic shocks and, with them, (increased) poverty.

Social protection (social security) is a coherent set of public measures provided by society to its members as well as by private or non-statutory schemes with similar objectives. The social

protection system in Cambodia is at its preliminary stage of development, with only limited benefits to the typically more protected groups such as civil servants and private sector employees and scattered programmes (mainly donor funded) for the informal economy and the poor.

Investing in social protection will help to reduce poverty and inequalities. One of the challenges for Cambodia in the near future is the implementation of the National Social Protection Strategy for the poor and the vulnerable, which will entail establishing a social protection floor (SPF) on which higher levels of benefits will be progressively built. The floor is a basic guarantee of social protection for the entire population through a package of benefits and complementary social services to address the vulnerabilities along the life-cycle approach for children, pregnant women and mothers, the working-age population, the disabled and the elderly.

5.3.3 Gender equality

As noted previously, there has been a rise in the women's labour force participation rate as well as a rise in the employment-to-population ratio for women. And although the fast growth of the garment sector increased women's share of wage employment, gender disparities in employment and decent work still remain. This is largely because of traditional attitudes about "appropriate" occupations for women and men that have considerably bearing on girls' and women's access to education, training and support services.

Around 78 per cent of all women are engaged in the primary sector; the majority of them are in agriculture. However, for the most part, women in agriculture are unpaid family workers. Rural women are also more likely to be illiterate than rural men and are typically constrained in their access to credit, land and other resources. While the land law includes measures to ensure the rights of women, low levels of literacy can hinder claims to those entitlements. Information about markets and technology is scarce and of poor quality, and where available, it is generally more accessible to men than women. All this limits opportunities for women to increase their production and improve their livelihoods. The larger proportion of women than men in agriculture also probably implies that there are fewer opportunities for women, who are likely to be less skilled than men, in the non-agriculture sector. Training is often delivered in establishments not convenient for women because of their additional responsibilities for household work and child care. In many cases, training programmes reinforce gender stereotypes in career options. These factors, combined with social exclusion based on sex, mean that women workers are in a less favourable position compared with men when it comes to accessing a whole host of enabling facilities and services.

5.3.4 Industrial relations

Industrial relations, and in particular in the garment industry, are characterized by a high level of disputes, which may be considered normal in any young system. Unions and employers typically do not have the knowledge or the tools to engage in dialogue and dispute prevention measures, including collective bargaining. Employers have noted that multiple and competing unions in the workplace and strikes that do not follow procedures create challenges for good industrial relations in the garment sector. Unions complain about low or unpaid wages, anti-union discrimination and abuse of short-term contracts. This has gradually changed over time as workers and employers have increasingly resorted to working together to improve industrial relations. As noted in section 3.2.9, several initiatives have provided a solid institutional basis for improved industrial relations. However, it is still a major challenge.

5.3.5 Timely labour market statistics

Another major challenge for sustainable and inclusive development is the lack of labour statistics, which are critical for planning policies for the creation of decent and productive employment and the alleviation of poverty. This challenge is further magnified in light of the recent – and to some extent, ongoing – global economic crisis, which has had a particularly severe impact on Cambodia.

The economy grew quite remarkably in the past few years, but there is as yet limited information on the labour market aspects of this spectacular growth. Cambodia's growth has been, and continues to be, based largely on exports and FDI, and this has resulted in a degree of transformation from a purely agricultural to an early-industrial economic structure. These changes are likely to be accompanied by dynamic changes in the labour market as opportunities and aspirations change. However, the significant absence of up-to-date and reliable data and analysis on both the quantity and quality of jobs in the country remains a major impediment to the design of appropriate employment and development policies.

Major gaps currently exist in the estimates and analysis of the informal economy, the types of employment relationships, the skills mismatch, underemployment, productivity and earnings, the working poor, gender gaps in occupations and earnings, child labour, migrant workers, occupational safety and health, working time and household coping mechanisms. These present bottlenecks in the decision-making process relative to the achievement of the long-term development goals.

While most analysts agree that the current economic crisis has had a major impact on the labour market, the absence of reliable and high-quality national data means that most assessments depend on anecdotal evidence and sector- and region-specific surveys.

A labour force survey should be highly effective in enabling researchers and policy makers to analyse these challenges and formulate policies to support national development and poverty reduction. The previous labour force survey was carried out in 2001, and since then, several dynamic changes have taken place in the labour force and the labour market.

The 2008 population census survey provides some limited information on a few labour market indicators prior to the current crisis. The socioeconomic surveys in 2004 and 2007 also provide some, again limited, information on employment, unemployment and status in employment but not on the broader and more substantive issues of decent work. Given the significant changes in the economy recently and their labour market implications, a full-fledged labour force survey is now necessary to capture the complexity of the labour market for use in policy formulation, as also noted in the Statistics Master Plan of the NIS. The lack of up-to-date and comprehensive labour market data is an important constraint in the development of an employment policy, active labour market policies and social protection programmes nationwide.

5.4 Policy areas

5.4.1 A gender-sensitive National Employment Policy and Strategy

Consistently high rates of GDP growth have led to tangible reductions in the level of poverty in recent years. Despite such aggregate achievements, Cambodia will continue to require

sustained and diversified economic growth in the coming years as well as an accelerated pace of productive and remunerative employment generation to prevent the stalling of future developmental goals. Despite a decline in the unemployment rate (as conventionally measured) to around 1.6 per cent, the poverty incidence remains around 30 per cent, and this situation characterizes the nature of the current employment challenge, much of which is related to the problem of “vulnerable employment”.

There exists substantial vulnerability of jobs and income among the working population. The impact of the global economic crisis has compounded the challenge of creating decent employment opportunities. Although the Government’s response to the crisis was swift and multifaceted, the negative impacts have still been substantial. While there is as yet no national reliable data to show that unemployment has increased, it would not be an exaggeration to say that the crisis is likely to have swelled not only the ranks of the unemployed but also those in vulnerable employment in the informal economy. The latter is in fact more likely because many people find it difficult to remain unemployed when no coping mechanisms are available. Furthermore, the economic crisis has also exposed the vulnerabilities of women workers in the country’s industrial sector (garments) and put the brakes on many of the hard-won achievements in moving women out of low-productivity agriculture and into higher-productivity and formal wage employment.

The National Strategic Development Plan 2006–2010 places poverty reduction as the highest national priority. The Government expressed the need for “focused attention and targeted action to reach the Cambodia Millennium Development Goals (CMDGs) in reducing poverty” (NSDP 2006–2010). The NSDP 2009–2013 update notes that “creating jobs and ensuring improved conditions are the Government’s continuing long-term goals, aimed at enhancing the living standards of the population and ultimately alleviating poverty and accelerating economic growth”. This amply provides the context and justification for designing a national employment strategy and for embedding it into the national development framework.

The basic objective of an employment strategy is to provide support to policy planners, social partners and other relevant parties to formulate policies and programmes towards the generation of productive and remunerative employment, with full respect for rights at work. An employment strategy is also expected to assist the Government in making employment generation (quantity and quality) an objective in economic and social policy making in order to promote the goal of full employment and decent work. While the specificities of the employment policy need to be worked out, it should encompass mainstreaming employment, especially for women, rural and vulnerable workers into macroeconomic policies, sector policies, skills development policies, migration policies and enterprise development policies. In each of these policy areas, care should be taken to ensure that it is appropriate and tailored to the needs of women, especially young women and particularly regarding training and skills development.

5.4.2 A social protection strategy

With a view to developing a common and shared vision on the extension of social protection and to increase the coordination and coherence between the various components of this effort, two social protection strategies are being developed:

- The Social Health Protection Master Plan, developed by the Ministry of Health and awaiting approval by the Council of Administrative Reform. The plan envisions the

development of a unified social health protection system that covers the whole population (administrative merger of existing schemes).

- The National Social Protection Strategy for the poor and the vulnerable, developed by the Council for Agriculture Development, which has been submitted to the Council of Ministers. The strategy provides a vision for the development of a social protection floor for the poor and the vulnerable, beginning with the implementation of universal access to basic social services (health, food and education) and minimum income support for people of working age (public works programmes) and families with children as well as specific vulnerable groups.

These strategic frameworks are in line with the Government's Rectangular Strategy, which sets the broad policy directions for improving social protection and identifies priorities for the development of social safety nets. It promotes sustainable and equitable development and prioritizes improvements in social protection provision.

There is now a huge task ahead to expand social protection: designing and costing the schemes; developing laws and subdecrees to guarantee the provision of the social security benefits as defined under the different schemes; implementing the administrative structure that will manage the schemes; developing the coordination mechanisms; enforcing the legislation, establishing appeals mechanisms and so on.

The national occupational safety and health system is under development in terms of legislation, inspection, advocacy and training. National OSH capacities need to be strengthened through the planning and development of a national OSH programme.

5.4.3 Enabling environment for industrial relations

Improving the rule of law, making labour laws more effective and harmonizing labour market institutions and practices with international labour standards – the need for better governance is at the core of Cambodia's development strategy.

The Government has in recent years supported a number of principles and policies that should lead to improved governance of the labour market. In 2007, the prime minister expressed support for improved collective bargaining between employers and the unions with the most representative status on the grounds that enterprises with good collective agreements experience very few, if any, strikes or serious labour disputes. This is especially important in the garment industry, where there are multiple unions as well as anti-union discrimination by employers and wildcat strikes. A union with at least 51 per cent of an enterprise's workforce as members can be certified with the MRS and is given the right to negotiate on behalf of all workers in the enterprise. As a result of this policy and its implementation by the MOLVT, the number of unions certified as MRS increased more than 400 per cent.

In response to demands from employers, the prime minister also agreed to promulgate a new trade union law, which is now under preparation and will be finalized in June 2011.

Workers and employers have also committed to exploring the use of binding arbitration, both for rights disputes and in collective bargaining agreements. They made similar commitments to refrain from striking or conducting a lock-out prior to arbitration. Turning

these principled commitments into concrete action will have a substantial positive impact on industrial relations in Cambodia.

5.5 Concluding remarks

Despite major achievements, there are policy challenges confronting the country that will have bearing on the achievement of decent work goals. Robust economic growth, prior to the crisis, led to a declining poverty rate, but the level of poverty is still significant. Furthermore, while the rate of unemployment remains small, and has declined in the past decade, the level of vulnerable employment remains high and is a major concern. As the working-age population expands in the coming years, the pressure on the labour market to provide quality jobs will also rise. Addressing deficits in the both the quantity and quality of jobs thus remains a main policy challenge.

Relevant gender and age-specific labour market information is critical for informed decision making and establishing an effective labour market information system, as also noted in the NSDP update 2009–2013. Cambodia has built a strong national statistical system; the census surveys and the socioeconomic surveys provide data for labour market indicators. In addition, data from various line ministries and UN agencies provide relevant information about certain labour and social trends.

This report reflects the data that is available for analysing the labour market and trends. However, data on certain critical areas such as earnings, informal sector employment, underemployment, the working poor, working time, social dialogue mechanisms, are currently not available. Additional efforts are required to boost the information base for more thorough and detailed labour and social trends analysis and monitoring that will provide a more credible basis for labour market policy formulation. In addition to having a robust data collection and dissemination system, using such data for analysis and labour market information is extremely important.

As Cambodia continues to grow and integrate with the global economy, the access to decent and productive work remains one of the most viable means of poverty reduction. Although much has been achieved in these areas, challenges remain. Relevant policies for strengthening the labour market institutions and reducing poverty need to be based on a solid information base of consistent data and statistics. There are currently hampering gaps, although significant efforts have been taken to address the situation.

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Table 1: Population, by five-year age groups and sex, 1998 and 2008

Ages	1998			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
Total	11 437 656	5 511 408	5 926 248	13 395 682	6 516 054	6 879 628
0–4	1 466 792	747 292	719 500	1 372 615	703 058	669 557
5–9	1 772 820	903 976	868 844	1 470 672	752 336	718 336
10–14	1 658 196	851 139	807 057	1 670 505	859 412	811 093
15–19	1 344 258	664 184	680 074	1 619 290	834 416	784 874
20–24	745 687	354 100	391 587	1 369 202	669 343	699 859
25–29	888 540	426 968	461 572	1 233 361	605 706	627 655
30–34	782 682	370 090	412 592	693 235	335 046	358 189
35–39	695 868	325 331	370 537	844 948	408 295	436 653
40–44	497 067	199 722	297 345	737 451	344 275	393 176
45–49	415 931	175 052	240 879	653 650	299 005	354 645
50–54	312 463	132 413	180 050	490 726	195 911	294 815
55–59	256 930	110 189	146 741	391 116	162 328	228 788
60–64	204 994	86 602	118 392	277 611	116 731	160 880
65–69	166 928	70 660	96 268	216 839	90 521	126 318
70–74	112 213	46 769	65 444	158 945	63 938	95 007
75–79	67 528	27 838	39 690	107 886	42 710	65 176
80 +	48 759	19 083	29 676	87 630	33 023	54 607
15–24	2 089 945	1 018 284	1 071 661	2 988 492	1 503 759	1 484 733
25+	4 449 903	1 990 717	2 459 186	5 893 398	2 697 489	3 195 909
15+	6 539 848	3 009 001	3 530 847	8 881 890	4 201 248	4 680 642

Source: National Institute of Statistics (NIS)/ Ministry of Planning (MOP).
General population census of Cambodia 1998.
 NIS/MOP. *General population census of Cambodia 2008.*

Table 2: Educational levels completed, by literate persons, 1998 and 2008

Educational level	1998				2008			
	Total	7-14	15-24	25+	Total	7-14	15-24	25+
Both sexes								
Number	9 225 621	2 685 773	2 089 945	4 449 903	11 435 116	2 553 226	2 988 492	5 893 398
Illiterate	3 447 252	1 298 159	500 555	1 648 538	2 475 733	484 878	374 444	1 616 411
No class completed	101 617	31 207	12 188	58 222	212 201	34 168	40 966	137 067
Primary not completed	3 659 782	1 224 770	853 033	1 581 979	4 378 798	1 581 583	779 914	2 017 301
Primary completed	1 291 538	121 604	479 533	690 401	2 560 657	433 565	983 471	1 143 621
Lower secondary	533 070	9 768	194 171	329 131	1 524 592	18 590	704 995	801 007
Secondary school/baccalaureate	155 576	-	42 899	112 677	144 651	-	50 466	94 185
Beyond secondary	27 792	-	6 180	21 612	131 821	-	53 190	78 631
Other	4 595	116	597	3 882	6 134	429	934	4 771
Not reported	4 399	149	789	3 461	529	13	112	404
Male								
Number	4 384 569	1 375 568	1 018 284	1 990 717	5 512 476	1 311 228	1 503 759	2 697 489
Illiterate	1 279 680	654 158	188 289	437 233	882 774	255 992	159 659	467 123
No class completed	53 905	16 544	6 186	31 175	93 245	19 115	20 240	53 890
Primary not completed	1 800 770	637 356	404 793	758 621	2 084 223	818 665	375 325	890 233
Primary completed	773 774	62 431	267 019	444 324	1 358 631	208 621	495 337	654 673
Lower secondary	338 511	4 916	119 070	214 525	907 732	8 592	394 345	504 795
Secondary school/baccalaureate	109 855	-	27 359	82 496	92 409	-	27 564	64 845
Beyond secondary	21 721	-	4 627	17 094	89 063	-	30 615	58 448
Other	3 710	88	497	3 125	4 089	233	594	3 262
Not reported	2 643	75	444	2 124	310	10	80	220
Female								
Number	4 841 052	1 310 205	1 071 661	2 459 186	5 922 640	1 241 998	1 484 733	3 195 909
Illiterate	2 167 572	644 001	312 266	1 211 305	1 592 959	228 886	214 785	1 149 288
No class completed	47 712	14 663	6 002	27 047	118 956	15 053	20 726	83 177
Primary not completed	1 859 012	587 414	448 240	823 358	2 294 575	762 918	404 589	1 127 068
Primary completed	517 764	59 173	212 514	246 077	1 202 026	224 944	488 134	488 948
Lower secondary	194 559	4 852	75 101	114 606	616 860	9 998	310 650	296 212
Secondary school/baccalaureate	45 721	-	15 540	30 181	52 242	-	22 902	29 340
Beyond secondary	6 071	-	1 553	4 518	42 758	-	22 575	20 183
Other	885	28	100	757	2 045	196	340	1 509
Not reported	1 756	74	345	1 337	219	3	32	184

Source: NIS/MOP. *General population census of Cambodia 1998.*
NIS/MOP. *General population census of Cambodia 2008.*

**Table 3: GDP, by production in constant 2000 prices
(in billion riel)**

Economic activity	2002	2003	2004	2005	2006	2007	2008p/
Agriculture fisheries & forestry	5 108	5 645	5 596	6 476	6 830	7 174	7 584
Crops	2 168	2 643	2 582	3 295	3 470	3 753	4 000
Paddy	1 176	1 437	1 262	1 813	1 891	2 033	2 116
Other crops	992	1 206	1 321	1 482	1 578	1 720	1 884
Livestock & poultry	861	910	945	998	1 080	1 120	1 163
Fisheries	1 615	1 642	1 614	1 705	1 770	1 784	1 900
Forestry & logging	464	450	454	477	511	516	521
Industry	4 007	4 490	5 235	5 900	6 977	7 564	7 870
Mining	47	55	69	87	101	109	126
Manufacturing	2 972	3 337	3 927	4 309	5 060	5 509	5 681
Food, beverages & tobacco	449	470	445	485	502	517	548
Textile, wearing apparel & footwear	2 021	2 360	2 947	3 217	3 873	4 261	4 355
Wood paper & publishing	94	80	84	92	100	105	110
Rubber manufacturing	69	62	57	52	54	59	64
Other manufacturing	338	364	394	462	532	568	604
Non-metallic manufacturing	77	87	99	121	145	160	175
Basic metal and metal prod.	30	34	39	47	57	61	66
Other manufacturing	231	244	255	294	329	346	364
Electricity gas & water	75	82	92	103	136	151	164
Construction	913	1 014	1 148	1 401	1 681	1 795	1 899
Services	6 259	6 627	7 502	8 484	9 341	10 289	11 217
Trade	1 606	1 665	1 763	1 913	2 049	2 244	2 455
Hotel & restaurants	759	632	779	953	1 084	1 195	1 312
Transport & communications	1 152	1 189	1 303	1 491	1 523	1 633	1 749
Finance	164	175	210	251	312	381	454
Public administration	357	341	318	337	333	334	349
Real estate & business	1 046	1 291	1 553	1 673	1 856	2 055	2 158
Other services	1 175	1 335	1 575	1 864	2 185	2 448	2 742
Taxes on products less subsidies	1 004	1 010	1 288	1 367	1 470	2 143	2 338
Taxes on Products	1 053	1 067	1 346	1 439	1 583	2 178	2 374
Less: subsidies	49	57	58	72	112	36	36
Less: FISIM	146	158	187	216	240	300	342
Gross domestic product	16 232	17 613	19 434	22 009	24 380	26 870	28 668

Source: NIS/MOP

Note: p/ = preliminary

Table 4: Growth rates of GDP, by production, in constant 2000 prices (%)

Economic activity	2003	2004	2005	2006	2007	2008p/
Agriculture fisheries & forestry	10.5	-0.9	15.7	5.5	5.0	5.7
Crops	21.9	-2.3	27.6	5.3	8.2	6.6
Paddy	22.2	-12.2	43.7	4.4	7.5	4.1
Other crops	21.5	9.5	12.2	6.5	9.0	9.5
Livestock & poultry	5.7	3.9	5.6	8.2	3.7	3.8
Fisheries	1.7	-1.7	5.6	3.8	0.8	6.5
Forestry & logging	-3.0	0.8	5.1	7.0	1.1	0.9
Industry	12.0	16.6	12.7	18.3	8.4	4.0
Mining	18.1	24.2	26.3	15.9	7.7	15.8
Manufacturing	12.3	17.7	9.7	17.4	8.9	3.1
Food, beverages & tobacco	4.7	-5.2	9.0	3.3	3.1	5.9
Textile, wearing apparel & footwear	16.8	24.9	9.2	20.4	10.0	2.2
Wood paper & publishing	-14.3	4.2	10.0	8.4	4.9	5.0
Rubber manufacturing	-9.8	-8.6	-9.0	3.3	9.6	9.2
Other manufacturing	7.7	8.1	17.3	15.0	6.8	6.5
Non-metallic manufacturing	11.8	14.9	21.7	20.2	10.3	9.1
Basic metal and metal products	11.9	14.6	21.3	20.3	7.6	7.0
Other manufacturing	5.8	4.8	15.1	12.0	5.0	5.2
Electricity gas & water	9.1	11.2	12.5	31.7	11.5	8.5
Construction	11.1	13.2	22.1	20.0	6.7	5.8
Services	5.9	13.2	13.1	10.1	10.1	9.0
Trade	3.7	5.8	8.5	7.1	9.5	9.4
Hotels & restaurants	-16.8	23.4	22.3	13.7	10.2	9.8
Transport & communications	3.2	9.6	14.5	2.1	7.2	7.1
Finance	6.6	20.5	19.6	24.0	22.2	19.2
Public administration	-4.5	-6.7	5.9	-1.2	0.1	4.5
Real estate & business	23.3	20.3	7.8	10.9	10.7	5.0
Other services	13.7	18.0	18.3	17.2	12.1	12.0
Taxes on products, less subsidies	0.6	27.6	6.1	7.6	45.7	9.1
Taxes on products	1.3	26.2	6.9	10.0	37.6	9.0
Less: subsidies	15.7	1.6	24.7	55.7	-68.3	1.5
Less: FISIM	8.7	17.7	15.9	10.9	25.0	14.0
Gross domestic product	8.5	10.3	13.3	10.8	10.2	6.7

Source: National Accounts of Cambodia, MOP

Note: p/ = preliminary

Table 5: Trade in constant 2000 prices (in billion riel)

	2002	2003	2004	2005	2006	2007
Exports of goods and services	9 259.2	10 285.4	13 174.0	15 333.3	18 275.0	20 129.3
Merchandise FOB	6 966.5	8 219.1	10 274.3	11 467.2	13 993.6	15 343.8
Services	2 292.7	2 066.3	2 899.7	3 866.1	4 281.5	4 785.5
Less: Imports of goods and services	10 982.6	12 404.5	14 863.6	17 438.1	20 219.8	22 658.5
Merchandise FOB	9 462.5	10 759.2	13 065.3	15 317.1	17 778.6	20 028.3
Services	1 520.1	1 645.3	1 798.3	2 121.0	2 441.2	2 630.3
<i>Balance on external goods and services</i>	<i>-1 723.4</i>	<i>-2 119.1</i>	<i>-1 689.6</i>	<i>-2 104.8</i>	<i>-1 944.8</i>	<i>-2 529.2</i>

Source: NIS/MOP

Table 6: Foreign direct investment inflow, by country (in million US\$)

Country	2002	2003	2004	2005	2006	2007	2008
Inflow	145.1	84.0	131.4	381.2	483.2	867.3	815.2
Argentina	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Australia	0.0	0.8	0.0	23.8	2.7	29.4	32.3
Belgium	0.0	0.0	0.0	0.0	12.2	24.4	0.0
Bulgaria	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Canada	2.8	0.0	4.3	2.1	5.4	4.8	1.3
China	49.2	26.2	33.0	102.8	130.1	164.9	76.9
Germany	0.0	0.0	0.0	0.0	0.0	0.0	13.4
France	-13.9	0.6	3.9	9.2	0.0	23.3	35.5
Hong Kong (China)	-5.6	5.5	0.2	3.7	8.5	21.6	0.3
India	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Indonesia	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Japan	2.2	0.0	3.5	1.9	4.5	30.9	38.1
Kazakhstan	0.0	0.0	0.0	0.0	0.0	2.2	34.3
Korea, Rep. of	38.2	1.0	6.2	71.9	27.1	119.3	202.7
Kyrgyzstan	0.0	0.0	0.0	0.0	0.0	20.8	0.0
Macao	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Malaysia	-29.1	1.0	25.8	46.3	26.2	101.3	135.6
Netherlands	2.5	0.0	0.0	0.0	0.0	0.0	23.9
New Zealand	0.0	0.0	0.0	0.0	0.0	1.6	0.0
Norway	0.0	0.0	0.0	0.0	0.0	5.0	8.0
Philippines	1.4	0.0	0.0	0.0	0.0	0.0	0.0
Portugal	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Russia	0.0	0.0	0.0	0.0	0.0	0.0	6.3
Saudi Arabia	0.0	0.0	0.0	0.0	0.0	40.1	64.2
Singapore	-9.0	7.0	2.8	32.6	14.3	9.7	2.0
Sweden	0.0	0.0	0.0	0.0	0.0	3.3	0.0
Switzerland	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Taiwan (China)	-2.6	-0.3	18.1	13.7	44.5	45.0	18.4
Thailand	18.3	11.8	3.3	50.2	110.8	61.9	4.8
United Kingdom	-11.0	0.6	1.8	7.7	3.9	28.6	3.9
United States	7.1	0.0	2.7	6.8	50.5	13.3	41.3
Uzbekistan	0.0	0.0	0.0	0.0	0.0	0.6	0.0
Viet Nam	26.9	0.0	0.0	0.0	4.3	98.3	98.5
Others	67.6	29.7	25.7	8.3	38.2	16.7	-26.6

Source: Council for the Development of Cambodia (CDC) and NBC staff estimates.

Note: Provisional data for 1999 to 2009, subject to change.

Table 7: Foreign direct investment in stock, by country (in million US\$)

Country	2002	2003	2004	2005	2006	2007	2008
Stock	1 874.4	1 958.4	2 089.8	2 471.0	2 954.2	3 821.5	4 636.7
Argentina	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Australia	39.5	40.3	40.3	64.2	66.9	96.3	128.5
Belgium	0.0	0.0	0.0	0.0	12.2	36.7	36.7
Bulgaria	0.2	0.2	0.2	0.2	0.2	0.2	0.2
Canada	15.3	15.4	19.6	21.8	27.2	32.0	33.3
China	138.2	164.4	197.4	300.1	430.3	595.2	672.1
France	61.3	61.9	65.9	75.1	75.1	98.5	135.2
Germany	0.0	0.0	0.0	0.0	0.0	0.0	12.1
Hong Kong (China)	119.8	125.2	125.4	129.1	137.6	159.2	159.5
India	1.1	1.1	1.1	1.1	1.1	1.1	1.1
Indonesia	6.2	6.2	6.2	6.2	6.2	6.2	6.2
Japan	14.1	14.1	17.6	19.5	24.0	55.0	93.0
Kazakhstan	0.0	0.0	0.0	0.0	0.0	2.2	36.5
Korea, Rep. of	62.3	63.2	69.5	141.4	168.5	287.7	490.4
Kyrgyzstan	0.0	0.0	0.0	0.0	0.0	20.8	20.8
Macao	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Malaysia	376.9	378.0	403.8	450.1	476.3	577.7	713.3
Netherlands	57.3	57.3	57.3	57.3	57.3	57.3	81.2
New Zealand	0.0	0.0	0.0	0.0	0.0	1.6	1.6
Norway	0.0	0.0	0.0	0.0	0.0	5.0	13.0
Philippines	1.7	1.7	1.7	1.7	1.7	1.7	1.7
Portugal	4.6	4.6	4.6	4.6	4.6	4.6	4.6
Russia	1.1	1.1	1.1	1.1	1.1	1.1	7.5
Saudi Arabia	0.0	0.0	0.0	0.0	0.0	40.1	104.2
Singapore	196.0	203.1	205.8	238.5	252.8	262.4	264.5
Sweden	0.0	0.0	0.0	0.0	0.0	3.3	3.3
Switzerland	0.6	0.6	0.6	0.6	0.6	0.6	0.6
Taiwan (China)	243.8	243.5	261.7	275.3	319.8	364.9	383.3
Thailand	169.5	181.3	184.6	234.9	345.7	407.6	412.4
United Kingdom	113.6	114.2	116.0	123.8	127.7	156.3	160.2
United States	42.3	42.3	45.0	51.8	102.3	115.6	156.9
Uzbekistan	0.0	0.0	0.0	0.0	0.0	0.6	0.6
Viet Nam	29.0	29.0	29.0	29.0	33.3	131.6	230.0
Others	178.0	207.7	233.4	241.7	279.9	296.6	270.0

Source: CDC and NBC staff estimates.

Note: Provisional data for 1999 to 2009, subject to change.

Table 8: Foreign direct investment inflow, by sector (in million US\$)

Sector	2002	2003	2004	2005	2006	2007	2008
Flow	145.1	84.0	131.4	381.2	483.2	867.3	815.2
Enterprise	171.5	81.7	118.0	326.8	409.8	699.9	471.1
Garment	30.0	31.8	63.7	131.1	100.9	154.6	99.4
Beverage	0.0	1.8	0.0	13.4	12.2	31.8	5.4
Cigarette	0.0	2.7	5.3	10.4	0.0	2.7	0.0
Hotel	14.9	15.6	0.0	20.6	27.7	3.2	7.6
Resort	0.0	0.0	1.2	4.8	0.0	72.5	68.3
Wood product	1.4	0.0	0.0	0.6	0.0	6.8	3.5
Petroleum	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Telecommunication	0.9	0.0	0.0	0.0	0.0	197.5	142.3
Packaging	1.1	1.1	6.9	14.3	0.0	19.0	4.4
Agriculture	28.8	0.8	9.9	12.5	130.6	118.0	72.3
Footwear	0.0	0.0	1.2	0.0	27.4	16.2	3.8
Others	94.5	27.8	29.8	119.1	111.0	77.6	64.1
Commercial bank	-26.4	2.3	13.4	54.4	73.4	167.4	344.1

Source: CDC and NBC staff estimates.

Note: Provisional data for 1999 to 2009, subject to change.

Data are estimated based on fixed assets provided by the CDC project approval.

Table 9: Foreign direct investment in stock, by sector (in million US\$)

Sector	2002	2003	2004	2005	2006	2007	2008
Stock	1 874.4	1 958.4	2 089.8	2 471.0	2 954.2	3 821.5	4 636.7
Enterprise	1 665.7	1 747.4	1 865.4	2 192.2	2 602.0	3 301.9	3 773.1
Garment	293.9	325.7	389.4	520.5	621.5	776.0	875.4
Beverage	86.6	88.4	88.4	101.8	114.0	145.9	151.3
Cigarette	25.9	28.6	34.0	44.3	44.3	47.0	47.0
Hotel	237.5	253.1	253.1	273.7	301.4	304.6	312.2
Resort	49.2	49.2	50.5	55.3	55.3	127.8	196.1
Wood product	315.5	315.5	315.5	316.1	316.1	323.0	326.5
Petroleum	77.1	77.1	77.1	77.1	77.1	77.1	77.1
Telecommunications	131.1	131.1	131.1	131.1	131.1	328.6	470.9
Packaging	22.5	23.5	30.4	44.7	44.7	63.7	68.2
Agriculture	46.9	47.7	57.6	70.1	200.7	318.7	391.0
Footwear	25.8	25.8	27.0	27.0	54.4	70.6	74.4
Others	353.7	381.5	411.3	530.4	641.4	719.0	783.1
Commercial bank	208.8	211.0	224.4	278.8	352.2	519.5	863.6

Source: CDC and NBC staff estimates.

Note: Provisional data for 1999 to 2009, subject to change. Data are estimated based on fixed assets provided by the CDC project approval.

Table 10: Poverty estimates, by region

Region	1993/1994		2004		2007	
	Index (%)	% of all poor	Index (%)	% of all poor	Index (%)	% of all poor
Poverty line						
Phnom Penh	11.4	3.1	4.6	1.1	0.8	0.3
Urban	36.6	10.4	24.7	7.8	21.9	7.5
Rural	43.1	86.5	39.2	91.1	34.7	92.3
Cambodia	39.0	100.0	34.7	100.0	30.1	100.0
Food poverty line						
Phnom Penh	6.2	3.3	2.6	1.1	0.1	0.1
Urban	19.6	10.8	14.2	7.8	12.7	7.3
Rural	21.9	85.9	22.2	91.1	20.8	92.7
Cambodia	20.0	100.0	19.7	100.0	18.0	100.0

Source: World Bank. 1993/1994. *A poverty profile of Cambodia*.
 Sida MOP. 2004. *A poverty profile of Cambodia*.
 World Bank. 2007. *Poverty profile and trends in Cambodia*.

Table 11: Consumption in constant 2000 prices (in billion riel)

Expenditure share	2002	2003	2004	2005	2006	2007
Final consumption expenditure	14 426	15 565	17 331	19 386	20 591	22 500
Household final consumption expenditure	13 194	14 232	16 019	17 981	19 201	20 378
Private non-profit organizations serving households	351	409	450	518	547	586
Government consumption expenditure	881	924	862	887	844	1 536
Growth rate (%)						
Final consumption expenditure	6.1	7.9	11.3	11.9	6.2	9.3
Household final consumption expenditure	5.6	7.9	12.6	12.2	6.8	6.1
Private non-profit organizations serving households	20.5	16.6	10.1	15.1	5.5	7.2
Government consumption expenditure	9.9	4.8	(6.7)	2.9	(4.9)	82.1
% of GDP						
Final consumption expenditure	88.9	88.4	89.2	88.1	84.5	83.7
Household final consumption expenditure	81.3	80.8	82.4	81.7	78.8	75.8
Private non-profit organizations serving households	2.2	2.3	2.3	2.4	2.2	2.2
Government consumption expenditure	5.4	5.2	4.4	4.0	3.5	5.7
% shares						
Final consumption expenditure	100.0	100.0	100.0	100.0	100.0	100.0
Household final consumption expenditure	91.5	91.4	92.4	92.8	93.2	90.6
Private non-profit organizations serving households	2.4	2.6	2.6	2.7	2.7	2.6
Government consumption expenditure	6.1	5.9	5.0	4.6	4.1	6.8

Source: National Accounts of Cambodia, MOP

Table 12: Consumer price index, Phnom Penh (July–December 2000 = 100)

Month/quarter/year	2000	2001	2002	2003	2004	2005	2006	2007	2008
Year	100.12	100.34	103.6	104.8	108.9	115.2	120.6	127.7	152.8
January	99.67	99.43	103.1	104.5	105.2	111.2	118.3	121.3	137.9

February	99.38	99.07	102.7	104.6	105.4	111.3	118.2	121.6	140.4
March	99.61	99.95	102.8	105.0	105.9	111.5	118.1	122.2	147.0
1st quarter	99.55	99.48	102.9	104.7	105.5	111.4	118.2	121.7	141.8
April	99.14	100.89	103.8	105.0	106.6	113.0	118.4	123.2	153.0
May	98.59	98.92	102.8	104.7	106.9	113.7	119.3	124.1	156.0
June	98.54	99.72	102.9	104.6	107.7	115.3	119.7	126.4	158.1
2nd quarter	98.76	99.84	103.1	104.8	107.1	114.0	119.1	124.6	155.7
July	99.26	99.92	103.7	104.8	111.1	115.7	121.6	129.4	158.3
August	99.72	100.70	104.2	105.0	112.0	117.1	123.1	129.5	158.7
September	101.96	101.30	104.5	105.1	112.8	118.5	123.8	131.7	158.4
3rd quarter	100.31	100.64	104.1	104.9	112.0	117.1	122.8	130.2	158.5
October	103.99	102.17	104.5	105.1	111.4	118.5	123.4	134.1	158.4
November	101.53	101.30	104.5	105.0	111.0	118.4	122.3	133.9	155.0
December	100.00	100.66	104.4	104.9	110.8	118.1	121.5	134.6	152.7
4th quarter	101.84	101.38	104.5	105.0	111.1	118.4	122.4	134.2	155.4
Annual % change									
Year	-0.8	0.2	3.3	1.2	3.9	5.8	4.7	5.8	19.7
January	0.4	-0.2	3.6	1.4	0.6	5.8	6.3	2.5	13.7
February	-0.3	-0.3	3.7	1.8	0.8	5.6	6.2	2.9	15.5
March	0.2	0.3	2.9	2.1	0.9	5.4	5.9	3.5	20.3
1st quarter	0.1	-0.1	3.4	1.8	0.8	5.6	6.1	3.0	16.5
April	-0.9	1.8	2.8	1.2	1.6	5.9	4.8	4.0	24.2
May	-2.7	0.3	3.9	1.9	2.1	6.3	4.9	4.1	25.7
June	-3.3	1.2	3.2	1.7	3.0	7.0	3.8	5.6	25.1
2nd quarter	-2.3	1.1	3.3	1.6	2.2	6.4	4.5	4.6	25.0
July	-2.7	0.7	3.7	1.1	6.0	4.1	5.1	6.5	22.3
August	-1.8	1.0	3.5	0.7	6.7	4.5	5.1	5.2	22.6
September	0.2	-0.6	3.2	0.5	7.4	5.0	4.4	6.4	20.3
3rd quarter	-1.4	0.3	3.5	0.8	6.7	4.6	4.9	6.0	21.7
October	2.4	-1.8	2.3	0.6	6.0	6.4	4.1	8.7	18.1
November	-0.1	-0.2	3.1	0.5	5.8	6.7	3.2	9.5	15.7
December	-0.8	0.7	3.7	0.5	5.6	6.7	2.8	10.8	13.5
4th quarter	0.5	-0.5	3.0	0.5	5.8	6.6	3.4	9.7	15.8

Source: NIS/MOP

Table 13: Labour force and labour force participation rate (%)

Age group	1998	2000	2001	2008
Both sexes	5 038 382	5 278 956	6 007 406	6 955 640
15–24	1 268 671	1 649 728	2 085 526	1 796 785
25–34	1 489 631	1 220 233	1 291 148	1 759 531
35–44	1 080 119	1 128 499	1 196 778	1 476 944
45–54	651 613	782 125	851 614	1 048 172
55–64	364 127	371 270	422 115	562 728
65+	184 221	127 101	160 225	311 480
Male	2 443 580	2 529 755	2 878 362	3 396 449
15–24	572 862	751 707	983 914	858 191
25–34	769 547	602 908	647 397	897 833
35–44	516 781	551 771	565 881	740 697
45–54	301 151	350 470	371 657	483 132
55–64	180 297	195 479	210 971	259 140
65+	102 942	77 420	98 542	157 456
Female	2 594 802	2 749 201	3 129 044	3 559 191
15–24	695 809	898 021	1 101 612	938 594
25–34	720 084	617 325	643 751	861 698
35–44	563 338	576 728	630 897	736 247
45–54	350 462	431 655	479 957	565 040
55–64	183 830	175 791	211 144	303 588
65+	81 279	49 681	61 683	154 024
Labour force to population (%)				
Both sexes	77.0	78.4	83.3	78.3
15–24	60.7	67.7	76.7	60.1
25–34	89.1	90.5	93.6	91.3
35–44	90.5	92.9	94.5	93.3
45–54	89.5	90.6	93.1	91.6
55–64	78.8	77.3	80.6	84.1
65+	46.6	32.6	39.0	54.5
Male	81.2	80.8	85.1	80.8
15–24	56.3	63.3	73.6	57.1
25–34	96.5	96.9	97.3	95.4
35–44	98.4	97.8	98.8	98.4
45–54	97.9	96.6	98.0	97.6
55–64	91.6	86.7	88.7	92.9
65+	62.6	46.0	52.1	68.4
Female	73.5	76.3	81.6	76.0
15–24	64.9	71.8	79.7	63.2
25–34	82.4	85.0	90.2	87.4
35–44	84.3	88.7	91.0	88.7
45–54	83.3	86.3	89.6	87.0
55–64	69.3	68.9	73.9	77.9
65+	35.2	22.4	27.8	45.2

Source: NIS/MOP. *General Population Census of Cambodia 1998*.
NIS/MOP. *Cambodia Labour Force Survey 2000*.
NIS/MOP. *Cambodia Labour Force Survey 2001*.
NIS/MOP. *General Population Census of Cambodia 2008*.

Table 14: Employment and unemployment-to-labour force ratio

Age group	1998	2000	2001	2008
Employment to labour force (%)				
Both sexes	94.7	97.5	98.2	98.3
15–24	87.8	95.1	97.0	96.7
25–34	96.2	97.3	98.5	98.4
35–44	97.7	98.9	99.0	99.2
45–54	97.9	99.3	99.2	99.3
55–64	97.3	99.7	99.4	99.1
65+	97.1	99.9	99.2	99.0
Male	95.3	97.9	98.5	98.5
15–24	87.7	94.9	97.0	96.6
25–34	96.8	98.1	98.7	98.7
35–44	98.3	99.4	99.7	99.4
45–54	98.6	99.5	99.8	99.5
55–64	98.2	99.8	100.0	99.4
65+	98.0	100.0	100.0	99.2
Female	94.1	97.2	97.8	98.2
15–24	88.0	95.3	97.0	96.7
25–34	95.4	96.4	98.3	98.1
35–44	97.2	98.5	98.4	99.1
45–54	97.4	99.1	98.7	99.2
55–64	96.5	99.6	98.9	98.9
65+	96.1	99.8	97.8	98.7
Unemployment to labour force (%)				
Both sexes	5.3	2.5	1.8	1.7
15–24	12.2	4.9	3.0	3.3
25–34	3.8	2.7	1.5	1.6
35–44	2.3	1.1	1.0	0.8
45–54	2.1	0.7	0.8	0.7
55–64	2.7	0.3	0.6	0.9
65+	2.9	0.1	0.8	1.0
Male	4.7	2.1	1.5	1.5
15–24	12.3	5.1	3.0	3.4
25–34	3.2	1.9	1.3	1.3
35–44	1.7	0.6	0.3	0.6
45–54	1.4	0.5	0.2	0.5
55–64	1.8	0.2	0	0.6
65+	2.0	0	0	0.8
Female	5.9	2.8	2.2	1.8
15–24	12.0	4.7	3.0	3.3
25–34	4.6	3.6	1.7	1.9
35–44	2.8	1.5	1.6	0.9
45–54	2.6	0.9	1.3	0.8
55–64	3.5	0.4	1.1	1.1
65+	3.9	0.2	2.2	1.3

Source: NIS/MOP. *General Population Census of Cambodia 1998*.
NIS/MOP. *Cambodia Labour Force Survey 2000*.
NIS/MOP. *Cambodia Labour Force Survey 2001*.
NIS/MOP. *General Population Census of Cambodia 2008*.

Table 15: Employment and employment-to-population ratio (%)

Age group	1998	2000	2001	2008
Both sexes	4 773 488	5 146 235	5 903 161	6 841 272
15–24	1 114 189	1 569 089	2 023 413	1 736 962
25–34	1 432 332	1 186 995	1 271 822	1 731 414
35–44	1 055 414	1 116 121	1 184 705	1 465 752
45–54	638 172	776 720	844 638	1 041 121
55–64	354 430	370 307	419 719	557 758
65+	178 951	127 003	158 864	308 265
Male	2 330 301	2 475 099	2 837 876	3 345 926
15–24	502 134	713 700	954 323	828 975
25–34	745 157	591 711	639 249	886 001
35–44	508 063	548 303	563 985	736 441
45–54	296 986	348 808	370 806	480 780
55–64	177 114	195 157	210 971	257 476
65+	100 847	77 420	98 542	156 253
Female	2 443 187	2 671 136	3 065 285	3 495 346
15–24	612 055	855 389	1 069 090	907 987
25–34	687 175	595 284	632 573	845 413
35–44	547 351	567 818	620 720	729 311
45–54	341 186	427 912	473 832	560 341
55–64	177 316	175 150	208 748	300 282
65+	78 104	49 583	60 322	152 012
Employment to population (%)				
Both sexes	73.0	76.4	81.8	77.0
15–24	53.3	64.4	74.4	58.1
25–34	85.7	88.1	92.2	89.9
35–44	88.5	91.9	93.6	92.6
45–54	87.6	90.0	92.3	91.0
55–64	76.7	77.1	80.2	83.4
65+	45.3	32.5	38.7	54.0
Male	77.4	79.1	83.9	79.6
15–24	49.3	60.1	71.3	55.1
25–34	93.5	95.1	96.1	94.2
35–44	96.8	97.1	98.4	97.9
45–54	96.6	96.1	97.8	97.1
55–64	90.0	86.6	88.7	92.3
65+	61.4	46.0	52.1	67.9
Female	69.2	74.1	80.0	74.7
15–24	57.1	68.4	77.3	61.2
25–34	78.6	82.0	88.6	85.8
35–44	82.0	87.3	89.5	87.9
45–54	81.1	85.6	88.4	86.3
55–64	66.9	68.7	73.1	77.1
65+	33.8	22.3	27.2	44.6

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *Cambodia labour force survey 2000*.
NIS/MOP. *Cambodia labour force survey 2001*.
NIS/MOP. *General population census of Cambodia 2008*.

Table 16: Employment, by economic activity, age and sex, 2008

ISIC Rev. 4	15+	15–24	25+
Both sexes	6 841 272	1 736 962	5 104 310
Agriculture forestry and fishing	4 934 938	1 192 247	3 742 691
Mining and quarrying	4 968	1 619	3 349
Manufacturing	425 888	213 339	212 549
Electricity, gas, steam and air-con supply	7 456	1 767	5 689
Water supply, sewerage, waste management and remediation activities	7 883	1 897	5 986
Construction	140 104	50 438	89 666
Wholesale and retail trade, repair of motor vehicles and motorcycles	533 917	104 841	429 076
Transportation and storage	154 619	31 601	123 018
Accommodation and food service activities	59 437	22 651	36 786
Information and communications	6 928	1 950	4 978
Financial and insurance activities	16 918	3 262	13 656
Real estate	535	33	502
Professional scientific and technical activities	13 722	2 993	10 729
Administrative and support service activities	54 308	18 236	36 072
Public administration, defence and social security	189 070	11 901	177 169
Education	113 564	13 413	100 151
Human health and social work activities	32 486	3 395	29 091
Art, entertainment and recreation	21 137	9 247	11 890
Other services activities	105 411	49 023	56 388
Use activities of household as employers	1 084	418	666
Activities of extraterritorial organizations and bodies	16 546	2 639	13 907
Not reported	353	52	301
Male	3 345 926	828 975	2 516 951
Agriculture forestry and fishing	2 314 348	585 089	1 729 259
Mining and quarrying	3 199	1 087	2 112
Manufacturing	138 434	54 325	84 109
Electricity, gas, steam and air-con supply	6 425	1 454	4 971
Water supply, sewerage, waste management and remediation activities	4 751	1 198	3 553
Construction	118 499	40 820	77 679
Wholesale and retail trade, repair of motor vehicles and motorcycles	195 905	40 581	155 324
Transportation and storage	140 740	27 028	113 712
Accommodation and food service activities	22 387	7 988	14 399
Information and communications	4 622	1 084	3 538
Financial and insurance activities	10 288	1 493	8 795
Real estate	445	23	422
Professional scientific and technical activities	8 814	1 272	7 542
Administrative and support service activities	33 900	9 314	24 586
Public administration, defence and social security	163 999	8 838	155 161
Education	70 209	6 314	63 895
Human health and social work activities	18 283	1 272	17 011
Art, entertainment and recreation	11 509	3 830	7 679
Other services activities	68 244	34 709	33 535
Use activities of household as employers	373	107	266
Activities of extraterritorial organizations and bodies	10 316	1 126	9 190
Not reported	236	23	213
Female	3 495 346	907 987	2 587 359
Agriculture forestry and fishing	2 620 590	607 158	2 013 432
Mining and quarrying	1 769	532	1 237
Manufacturing	287 454	159 014	128 440
Electricity, gas, steam and air-con supply	1 031	313	718
Water supply, sewerage, waste management and remediation activities	3 132	699	2 433
Construction	21 605	9 618	11 987
Wholesale and retail trade, repair of motor vehicles and motorcycles	338 012	64 260	273 752
Transportation and storage	13 879	4 573	9 306
Accommodation and food service activities	37 050	14 663	22 387
Information and communications	2 306	866	1 440
Financial and insurance activities	6 630	1 769	4 861
Real estate	90	10	80
Professional scientific and technical activities	4 908	1 721	3 187
Administrative and support service activities	20 408	8 922	11 486
Public administration, defence and social security	25 071	3 063	22 008
Education	43 355	7 099	36 256
Human health and social work activities	14 203	2 123	12 080
Art, entertainment and recreation	9 628	5 417	4 211
Other services activities	37 167	14 314	22 853
Use activities of household as employers	711	311	400
Activities of extraterritorial organizations and bodies	6 230	1 513	4 717
Not reported	117	29	88

Source: NIS/MOP. General population census of Cambodia 2008.

Table 17: Employment, by economic activity, age and sex, 1998

ISIC Rev. 3	15+	15–24	25+
Both sexes	4 773 488	1 114 189	3 659 299
Agriculture, hunting and forestry	3 607 414	864 534	2 742 880
Fishing	68 683	16 699	51 984
Mining and quarrying	5 534	1 547	3 987
Manufacturing	148 481	59 107	89 374
Electricity, gas and water supply	3 205	534	2 671
Construction	44 946	11 579	33 367
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	331 342	60 094	271 248
Hotels and restaurants	14 447	5 502	8 945
Transport, storage and communications	112 830	19 793	93 037
Financial intermediations	1 406	219	1 187
Real estate, renting and business activities	2 925	453	2 472
Public administration and defence; compulsory social security	219 784	25 636	194 148
Education	80 580	7 482	73 098
Health and social work	25 978	1 702	24 276
Other community social and personal service activities	65 312	26 815	38 497
Private household with employed persons	9 608	3 744	5 864
Extraterritorial organization and bodies	9 583	1 161	8 422
Not reported	21 430	7 588	13 842
Male	2 330 301	502 134	1 828 167
Agriculture, hunting and forestry	1 608 869	369 134	1 239 735
Fishing	47 508	11 128	36 380
Mining and quarrying	3 370	906	2 464
Manufacturing	71 665	20 439	51 226
Electricity, gas and water supply	2 935	473	2 462
Construction	39 351	9 538	29 813
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	109 400	18 315	91 085
Hotels and restaurants	5 882	1 658	4 224
Transport, storage and communications	101 347	16 483	84 864
Financial intermediations	901	122	779
Real estate, renting and business activities	2 135	286	1 849
Public administration and defence; compulsory social security	201 096	23 259	177 837
Education	53 203	3 868	49 335
Health and social work	15 193	797	14 396
Other community social and personal service activities	45 421	19 647	25 774
Private household with employed persons	3 800	1 144	2 656
Extraterritorial organization and bodies	6 723	686	6 037
Not reported	11 502	4 251	7 251
Female	2 443 187	612 055	1 831 132
Agriculture, hunting and forestry	1 998 545	495 400	1 503 145
Fishing	21 175	5 571	15 604
Mining and quarrying	2 164	641	1 523
Manufacturing	76 816	38 668	38 148
Electricity, gas and water supply	270	61	209
Construction	5 595	2 041	3 554
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	221 942	41 779	180 163
Hotels and restaurants	8 565	3 844	4 721
Transport, storage and communications	11 483	3 310	8 173
Financial intermediations	505	97	408
Real estate, renting and business activities	790	167	623
Public administration and defence; compulsory social security	18 688	2 377	16 311
Education	27 377	3 614	23 763
Health and social work	10 785	905	9 880
Other community social and personal service activities	19 891	7 168	12 723
Private household with employed persons	5 808	2 600	3 208
Extraterritorial organization and bodies	2 860	475	2 385
Not reported	9 928	3 337	6 591

Source: NIS/MOP. General population census of Cambodia 1998.

Table 18: Employment, by status, age and sex, 1998 and 2008

Sex and employment status	1998			2008		
	15+	15–24	25+	15+	15–24	25+
Both sexes	4 773 488	1 114 189	3 659 299	6 841 272	1 736 962	5 104 310
Employer	7 479	1 051	6 428	10 058	2 014	8 044
Paid employee	586 374	131 212	455 162	1 182 167	404 057	778 110
Own account	2 189 694	213 853	1 975 841	2 707 692	245 872	2 461 820
Unpaid family worker	1 951 670	751 384	1 200 286	2 937 753	1 083 428	1 854 325
Other	16 624	9 009	7 615	3 125	1 415	1 710
Not report	21 647	7 680	13 967	477	176	301
Male	2 330 301	502 134	1 828 167	3 345 926	828 975	2 516 951
Employer	4 917	502	4 415	5 704	848	4 856
Paid employee	432 479	75 372	357 107	693 301	176 932	516 369
Own account	1 433 035	131 243	1 301 792	1 824 695	160 359	1 664 336
Unpaid family worker	434 353	282 184	152 169	819 865	489 649	330 216
Other	13 869	8 501	5 368	2 030	1 069	961
Not reported	11 648	4 332	7 316	331	118	213
Female	2 443 187	612 055	1 831 132	3 495 346	907 987	2 587 359
Employer	2 562	549	2 013	4 354	1 166	3 188
Paid employee	153 895	55 840	98 055	488 866	227 125	261 741
Own account	756 659	82 610	674 049	882 997	85 513	797 484
Unpaid family worker	1 517 317	469 200	1 048 117	2 117 888	593 779	1 524 109
Other	2 755	508	2 247	1 048	346	702
Not report	9 999	3 348	6 651	193	58	135
Percentage						
Both sexes	100.0	100.0	100.0	100.0	100.0	100.0
Employer	0.2	0.1	0.2	0.1	0.1	0.2
Paid employee	12.3	11.8	12.4	17.3	23.3	15.2
Own account	45.9	19.2	54.0	39.6	14.2	48.2
Unpaid family worker	40.9	67.4	32.8	42.9	62.4	36.3
Other	0.3	0.8	0.2	0.0	0.1	0.0
Not reported	0.5	0.7	0.4	0.0	0.0	0.0
Male	100.0	100.0	100.0	100.0	100.0	100.0
Employer	0.2	0.1	0.2	0.2	0.1	0.2
Paid employee	18.6	15.0	19.5	20.7	21.3	20.5
Own account	61.5	26.1	71.2	54.5	19.3	66.1
Unpaid family worker	18.6	56.2	8.3	24.5	59.1	13.1
Other	0.6	1.7	0.3	0.1	0.1	0.0
Not reported	0.5	0.9	0.4	0.0	0.0	0.0
Female	100.0	100.0	100.0	100.0	100.0	100.0
Employer	0.1	0.1	0.1	0.1	0.1	0.1
Paid employee	6.3	9.1	5.4	14.0	25.0	10.1
Own account	31.0	13.5	36.8	25.3	9.4	30.8
Unpaid family worker	62.1	76.7	57.2	60.6	65.4	58.9
Other	0.1	0.1	0.1	0.0	0.0	0.0
Not reported	0.4	0.5	0.4	0.0	0.0	0.0

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Table 19: Employment, by completed educational level and sex

Sex and education Level	1998			2008		
	15+	15–24	25+	15+	15–24	25+
Both sexes	4 773 488	1 114 189	3 659 299	6 841 272	1 736 962	5 104 310
Illiterate	1 572 554	327 833	1 244 721	1 662 308	306 298	1 356 010
No class completed	51 946	6 973	44 973	133 984	28 869	105 115
Primary not completed	1 842 486	478 600	1 363 886	2 359 867	577 267	1 782 600
Primary completed	820 636	223 286	597 350	1 570 424	552 197	1 018 227
Lower secondary	344 767	59 327	285 440	936 296	242 463	693 833
Secondary/diploma	115 337	15 949	99 388	99 822	18 190	81 632
Beyond secondary	19 239	1 470	17 769	74 000	11 127	62 873
Other	3 236	205	3 031	4 162	450	3 712
Not reported	3 287	546	2 741	409	101	308
Male	2 330 301	502 134	1 828 167	3 345 926	828 975	2 516 951
Illiterate	506 046	121 841	384 205	580 503	129 799	450 704
No class completed	29 352	3 491	25 861	60 585	14 125	46 460
Primary not completed	920 636	211 624	709 012	1 098 498	271 227	827 271
Primary completed	533 801	117 681	416 120	881 102	264 014	617 088
Lower secondary	234 948	35 642	199 306	600 436	134 125	466 311
Secondary/diploma	85 611	10 332	75 279	67 691	9 433	58 258
Beyond secondary	15 117	1 015	14 102	53 856	5 877	47 979
Other	2 653	171	2 482	2 986	304	2 682
Not reported	2 137	337	1 800	269	71	198
Female	2 443 187	612 055	1 831 132	3 495 346	907 987	2 587 359
Illiterate	1 066 508	205 992	860 516	1 081 805	176 499	905 306
No class completed	22 594	3 482	19 112	73 399	14 744	58 655
Primary not completed	921 850	266 976	654 874	1 261 369	306 040	955 329
Primary completed	286 835	105 605	181 230	689 322	288 183	401 139
Lower secondary	109 819	23 685	86 134	335 860	108 338	227 522
Secondary/diploma	29 726	5 617	24 109	32 131	8 757	23 374
Beyond secondary	4 122	455	3 667	20 144	5 250	14 894
Other	583	34	549	1 176	146	1 030
Not reported	1 150	209	941	140	30	110
Percentage						
Both sexes	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	32.9	29.4	34.0	24.3	17.6	26.6
No class completed	1.1	0.6	1.2	2.0	1.7	2.1
Primary not completed	38.6	43.0	37.3	34.5	33.2	34.9
Primary completed	17.2	20.0	16.3	23.0	31.8	19.9
Lower secondary	7.2	5.3	7.8	13.7	14.0	13.6
Secondary/diploma	2.4	1.4	2.7	1.5	1.0	1.6
Beyond secondary	0.4	0.1	0.5	1.1	0.6	1.2
Other	0.1	0.0	0.1	0.1	0.0	0.1
Not reported	0.1	0.0	0.1	0.0	0.0	0.0
Male	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	21.7	24.3	21.0	17.3	15.7	17.9
No class completed	1.3	0.7	1.4	1.8	1.7	1.8
Primary not completed	39.5	42.1	38.8	32.8	32.7	32.9
Primary completed	22.9	23.4	22.8	26.3	31.8	24.5
Lower secondary	10.1	7.1	10.9	17.9	16.2	18.5
Secondary/diploma	3.7	2.1	4.1	2.0	1.1	2.3
Beyond secondary	0.6	0.2	0.8	1.6	0.7	1.9
Other	0.1	0.0	0.1	0.1	0.0	0.1
Not reported	0.1	0.1	0.1	0.0	0.0	0.0
Female	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	43.7	33.7	47.0	30.9	19.4	35.0
No class completed	0.9	0.6	1.0	2.1	1.6	2.3
Primary not completed	37.7	43.6	35.8	36.1	33.7	36.9
Primary completed	11.7	17.3	9.9	19.7	31.7	15.5
Lower secondary	4.5	3.9	4.7	9.6	11.9	8.8
Secondary/diploma	1.2	0.9	1.3	0.9	1.0	0.9
Beyond secondary	0.2	0.1	0.2	0.6	0.6	0.6
Other	0.0	0.0	0.0	0.0	0.0	0.0
Not reported	0.0	0.0	0.1	0.0	0.0	0.0

Source: NIS/MOP. *General population census of Cambodia 1998.*
NIS/MOP. *General population census of Cambodia 2008.*

Table 20: Unemployment, by completed educational level and sex

Sex and education Level	1998			2008		
	15+	15–24	25+	15+	15–24	25+
Both sexes	264 894	154 482	110 412	114 368	59 823	54 545
Illiterate	82 996	45 347	37 649	22 114	9 525	12 589
No class completed	3 977	1 392	2 585	4 267	1 927	2 340
Primary not completed	99 667	64 339	35 328	32 610	17 482	15 128
Primary completed	50 667	30 776	19 891	28 801	17 894	10 907
Lower secondary	19 634	9 479	10 155	22 208	11 173	11 035
Secondary/diploma	6 450	2 763	3 687	2 367	1 112	1 255
Beyond secondary	1 086	240	846	1 918	696	1 222
Other	74	18	56	68	9	59
Not reported	343	128	215	15	5	10
Male	113 279	70 728	42 551	50 523	29 216	21 307
Illiterate	27 858	18 770	9 088	7 993	4 508	3 485
No class completed	1 882	687	1 195	1 762	894	868
Primary not completed	41 386	28 659	12 727	13 554	8 299	5 255
Primary completed	25 537	15 303	10 234	13 488	8 641	4 847
Lower secondary	11 201	5 319	5 882	11 305	5 903	5 402
Secondary/diploma	4 340	1 738	2 602	1 256	607	649
Beyond secondary	844	179	665	1 117	354	763
Other	54	8	46	39	5	34
Not report	177	65	112	9	5	4
Female	151 615	83 754	67 861	63 845	30 607	33 238
Illiterate	55 138	26 577	28 561	14 121	5 017	9 104
No class completed	2 095	705	1 390	2 505	1 033	1 472
Primary not completed	58 281	35 680	22 601	19 056	9 183	9 873
Primary completed	25 130	15 473	9 657	15 313	9 253	6 060
Lower secondary	8 433	4 160	4 273	10 903	5 270	5 633
Secondary/diploma	2 110	1 025	1 085	1 111	505	606
Beyond secondary	242	61	181	801	342	459
Other	20	10	10	29	4	25
Not reported	166	63	103	6	-	6
Percentage						
Both sexes, No.	(264 894)	(154 482)	(110 412)	(114 368)	(59 823)	(54 545)
Illiterate	31.3	29.4	34.1	19.3	15.9	23.1
No class completed	1.5	0.9	2.3	3.7	3.2	4.3
Primary not completed	37.6	41.6	32.0	28.5	29.2	27.7
Primary completed	19.1	19.9	18.0	25.2	29.9	20.0
Lower secondary	7.4	6.1	9.2	19.4	18.7	20.2
Secondary/diploma	2.4	1.8	3.3	2.1	1.9	2.3
Beyond secondary	0.4	0.2	0.8	1.7	1.2	2.2
Other	0.0	0.0	0.1	0.1	0.0	0.1
Not report	0.1	0.1	0.2	0.0	0.0	0.0
Male, No.	(113 279)	(70 728)	(42 551)	(50 523)	(29 216)	(21 307)
Illiterate	24.6	26.5	21.4	15.8	15.4	16.4
No class completed	1.7	1.0	2.8	3.5	3.1	4.1
Primary not completed	36.5	40.5	29.9	26.8	28.4	24.7
Primary completed	22.5	21.6	24.1	26.7	29.6	22.7
Lower secondary	9.9	7.5	13.8	22.4	20.2	25.4
Secondary/diploma	3.8	2.5	6.1	2.5	2.1	3.0
Beyond secondary	0.7	0.3	1.6	2.2	1.2	3.6
Other	0.0	0.0	0.1	0.1	0.0	0.2
Not reported	0.2	0.1	0.3	0.0	0.0	0.0
Female, No.	(151 615)	(83 754)	(67 861)	(63 845)	(30 607)	(33 238)
Illiterate	36.4	31.7	42.1	22.1	16.4	27.4
No class completed	1.4	0.8	2.0	3.9	3.4	4.4
Primary not completed	38.4	42.6	33.3	29.8	30.0	29.7
Primary completed	16.6	18.5	14.2	24.0	30.2	18.2
Lower secondary	5.6	5.0	6.3	17.1	17.2	16.9
Secondary/diploma	1.4	1.2	1.6	1.7	1.6	1.8
Beyond secondary	0.2	0.1	0.3	1.3	1.1	1.4
Other	0.0	0.0	0.0	0.0	0.0	0.1
Not reported	0.1	0.1	0.2	0.0	-	0.0

Source: NIS/MOP, General population census of Cambodia 1998, NIS/MOP, General population census of Cambodia 2008.

Table 21: Unemployment, by educational level (age 7+)

Educational level	1998			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
Number	273 183	116 737	156 446	118 152	52 416	65 736
Illiterate	87 278	29 729	57 549	24 947	9 309	15 638
No class completed	4 150	1 958	2 192	2 046	830	1 216
Primary not completed	103 163	42 799	60 364	35 011	14 695	20 316
Primary completed	51 291	25 778	25 513	29 505	13 814	15 691
Lower secondary	19 690	11 234	8 456	22 284	11 350	10 934
Secondary/diploma	6 450	4 340	2 110	2 367	1 256	1 111
Beyond secondary	1 161	899	262	1 992	1 162	830
Percentage						
Illiterate	31.9	25.5	36.8	21.1	17.8	23.8
No class completed	1.5	1.7	1.4	1.7	1.6	1.8
Primary not completed	37.8	36.7	38.6	29.6	28.0	30.9
Primary completed	18.8	22.1	16.3	25.0	26.4	23.9
Lower secondary	7.2	9.6	5.4	18.9	21.7	16.6
Secondary/diploma	2.4	3.7	1.3	2.0	2.4	1.7
Beyond secondary	0.4	0.8	0.2	1.7	2.2	1.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: NIS/MOP. *General population census of Cambodia 1998.*
NIS/MOP. *General population census of Cambodia 2008.*

Table 22: Internal migrant workers

Sector and age group	1998			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
Total	2 337 854	1 292 047	1 045 807	2 516 502	1 382 575	1 133 927
Primary sector	1 443 398	727 016	716 382	1 296 514	686 530	609 984
Secondary sector	169 940	103 923	66 017	341 962	170 274	171 688
Tertiary sector	724 516	461 108	263 408	878 026	525 771	352 255
0–14	14 501	6 405	8 096	18 877	9 524	9 353
Primary sector	9 785	4 269	5 516	12 406	5 962	6 444
Secondary sector	1 347	597	750	2 172	986	1 186
Tertiary sector	3 369	1 539	1 830	4 299	2 576	1 723
15–24	389 456	198 597	190 859	497 030	239 374	257 656
Primary sector	216 015	104 658	111 357	204 885	106 516	98 369
Secondary sector	57 659	26 446	31 213	137 727	51 123	86 604
Tertiary sector	115 782	67 493	48 289	154 418	81 735	72 683
25+	1 933 897	1 087 045	846 852	2 000 595	1 133 677	866 918
Primary sector	1 217 598	618 089	599 509	1 079 223	574 052	505 171
Secondary sector	110 934	76 880	34 054	202 063	118 165	83 898
Tertiary sector	605 365	392 076	213 289	719 309	441 460	277 849
Percentage						
Total	100	100	100	100	100	100
Primary sector	61.7	56.3	68.5	51.5	49.7	53.8
Secondary sector	7.3	8.0	6.3	13.6	12.3	15.1
Tertiary sector	31.0	35.7	25.2	34.9	38.0	31.1
0–14	100	100	100	100.0	100.0	100.0
Primary sector	67.5	66.7	68.1	65.7	62.6	68.9
Secondary sector	9.3	9.3	9.3	11.5	10.4	12.7
Tertiary sector	23.2	24.0	22.6	22.8	27.0	18.4
15–24	100	100	100	100	100	100
Primary sector	55.5	52.7	58.3	41.2	44.5	38.2
Secondary sector	14.8	13.3	16.4	27.7	21.4	33.6
Tertiary sector	29.7	34.0	25.3	31.1	34.1	28.2
25+	100	100	100	100	100	100
Primary sector	63.0	56.9	70.8	53.9	50.6	58.3
Secondary sector	5.7	7.1	4.0	10.1	10.4	9.7
Tertiary sector	31.3	36.1	25.2	36.0	38.9	32.1

Source: NIS/MOP. *General population census of Cambodia 1998*.
NIS/MOP. *General population census of Cambodia 2008*.

Table 23: Students in technical vocational education and training

Level	2003–2004	2004–2005	2005–2006	2006–2007	2007–2008
Both sexes	24 587	27 894	47 986	88 367	113 648
Post graduates and graduates	0	1 041	1 126	1 158	1 408
Public technical diploma/technician	1 724	1 237	2 201	2 172	3 151
Public primary long-term training	1 999	594	503	1 562	1 524
Public primary short-term training	5 998	10 692	17 722	64 970	67 178
Private/NGO and int'l org.	14 866	14 330	26 434	18 505	40 387
Male	12 777	15 574	27 999	56 494	59 745
Post graduates and graduates	0	829	820	845	1 131
Public technical diploma/technician	1 159	821	1 500	1 480	2 213
Public primary long-term training	1 754	543	482	1 255	1 269
Public primary short-term training	3 428	5 611	8 669	38 486	32 499
Private/NGO and int'l org.	6 436	7 770	16 528	14 428	22 633
Female	11 810	12 320	19 987	31 873	53 903
Post graduates and graduates	0	212	306	313	277
Public technical diploma/technician	565	416	701	692	938
Public primary long-term training	245	51	21	307	255
Public primary short-term training	2 570	5 081	9053	26484	34679
Private/NGO and int'l org.	8 430	6 560	9906	4077	17754
Percentage					
Both sexes	100.0	100.0	100.0	100.0	100.0
Post graduates and graduates	0.0	3.7	2.3	1.3	1.2
Public technical diploma/technician	7.0	4.4	4.6	2.5	2.8
Public primary long-term training	8.1	2.1	1.0	1.8	1.3
Public primary short-term training	24.4	38.3	36.9	73.5	59.1
Private/NGO and int'l org.	60.5	51.4	55.1	20.9	35.5
Male	100.0	100.0	100.0	100.0	100.0
Post graduates and graduates	0.0	5.3	2.9	1.5	1.9
Public technical diploma/technician	9.1	5.3	5.4	2.6	3.7
Public primary long-term training	13.7	3.5	1.7	2.2	2.1
Public primary short-term training	26.8	36.0	31.0	68.1	54.4
Private/NGO and int'l org.	50.4	49.9	59.0	25.5	37.9
Female	100.0	100.0	100.0	100.0	100.0
Post graduates and graduates	0.0	1.7	1.5	1.0	0.5
Public technical diploma/technician	4.8	3.4	3.5	2.2	1.7
Public primary long-term training	2.1	0.4	0.1	1.0	0.5
Public primary short-term training	21.8	41.2	45.3	83.1	64.3
Private/NGO and int'l org.	71.4	53.2	49.6	12.8	32.9

Source: Department of Technical Vocational Education and Training Management, MOLVT

Table 24: Working Children, by industry and sex

Sex and sector	1998				2008			
	Total	5–11	12–14	15–17	Total	5–11	12–14	15–17
Both sexes	358 017	14 670	56 460	286 887	398 454	18 351	75 621	304 482
Agriculture	306 397	13 446	50 102	242 849	307 837	16 394	62 663	228 780
Industry	18 613	331	1 876	16 406	44 654	810	5 058	38 786
Services	33 007	893	4 482	27 632	45 963	1 147	7 900	36 916
Male	140 526	7 256	21 874	111 396	193 764	9 825	36 885	147 054
Agriculture	119 598	6 602	19 215	93 781	152 977	8 721	30 204	114 052
Industry	5 717	178	652	4 887	14 977	417	1 751	12 809
Services	15 211	476	2 007	12 728	25 810	687	4 930	20 193
Female	217 491	7 414	34 586	175 491	204 690	8 526	38 736	157 428
Agriculture	186 799	6 844	30 887	149 068	154 860	7 673	32 459	114 728
Industry	12 896	153	1 224	11 519	29 677	393	3 307	25 977
Services	17 796	417	2 475	14 904	20 153	460	2 970	16 723
Percentage								
Both sexes	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture	85.6	91.7	88.7	84.6	77.3	89.3	82.9	75.1
Industry	5.2	2.3	3.3	5.7	11.2	4.4	6.7	12.7
Services	9.2	6.1	7.9	9.6	11.5	6.3	10.4	12.1
Male	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture	85.1	91.0	87.8	84.2	79.0	88.8	81.9	77.6
Industry	4.1	2.5	3.0	4.4	7.7	4.2	4.7	8.7
Services	10.8	6.6	9.2	11.4	13.3	7.0	13.4	13.7
Female	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture	85.9	92.3	89.3	84.9	75.7	90.0	83.8	72.9
Industry	5.9	2.1	3.5	6.6	14.5	4.6	8.5	16.5
Services	8.2	5.6	7.2	8.5	9.8	5.4	7.7	10.6

Source: NIS/MOP. *General population census of Cambodia 1998.*
NIS/MOP. *General population census of Cambodia 2008.*

Table 25: Working Children by economic activity and sex, 2008

ISIC Rev. 4	5-17	5-11	12-14	15-17
Both sexes	398 454	18 351	75 621	304 482
Agriculture, forestry and fishing	307 837	16 394	62 663	228 780
Mining and quarrying	412	9	84	319
Manufacturing	33 964	558	3 659	29 747
Electricity, gas, steam and air-con supply	164	3	6	155
Water supply, sewerage, waste management and remediation activities	578	56	126	396
Construction	9 536	184	1 183	8 169
Wholesale and retail trade, repair of motor vehicles and motorcycles	17 136	508	2 738	13 890
Transportation and storage	4 221	152	663	3 406
Accommodation and food service activities	3 500	73	440	2 987
Information and communications	126	3	11	112
Financial and insurance activities	160	1	3	156
Real estate	-	-	-	-
Professional, scientific and technical activities	178	3	16	159
Administrative and support service activities	2 096	25	239	1 832
Public administration, defence and social security	452	-	9	443
Education	15	1	1	13
Human health and social work activities	196	-	16	180
Arts, entertainment and recreation	1 016	25	91	900
Other service activities	16 647	352	3 650	12 645
Use activities of household as employers	132	4	20	108
Activities of extraterritorial organizations and bodies	88	-	3	85
Male	193 764	9 825	36 885	147 054
Agriculture, forestry and fishing	152 977	8 721	30 204	114 052
Mining and quarrying	235	6	41	188
Manufacturing	7 319	250	887	6 182
Electricity, gas, steam and air-con supply	114	3	3	108
Water supply, sewerage, waste management and remediation activities	341	29	69	243
Construction	6 968	129	751	6 088
Wholesale and retail trade, repair of motor vehicles and motorcycles	6 168	224	970	4 974
Transportation and storage	2 986	100	418	2 468
Accommodation and food service activities	831	23	119	689
Information and communications	70	3	8	59
Financial and insurance activities	71	1	-	70
Real estate	-	-	-	-
Professional, scientific and technical activities	63	2	3	58
Administrative and support service activities	628	11	51	566
Public administration, defence and social security	290	-	4	286
Education	11	-	-	11
Human health and social work activities	41	-	1	40
Arts, entertainment and recreation	401	11	58	332
Other service activities	14 197	311	3 294	10 592
Use activities of household as employers	21	1	3	17
Activities of extraterritorial organizations and bodies	32	-	1	31
Female	204 690	8 526	38 736	157 428
Agriculture, forestry and fishing	154 860	7 673	32 459	114 728
Mining and quarrying	177	3	43	131
Manufacturing	26 645	308	2 772	23 565
Electricity, gas, steam and air-con supply	50	-	3	47
Water supply, sewerage, waste management and remediation activities	237	27	57	153
Construction	2 568	55	432	2 081
Wholesale and retail trade, repair of motor vehicles and motorcycles	10 968	284	1 768	8 916
Transportation and storage	1 235	52	245	938
Accommodation and food service activities	2 669	50	321	2 298
Information and communications	56	-	3	53
Financial and insurance activities	89	-	3	86
Real estate	-	-	-	-
Professional, scientific and technical activities	115	1	13	101
Administrative and support service activities	1 468	14	188	1 266
Public administration, defence and social security	162	-	5	157
Education	4	1	1	2
Human health and social work activities	155	-	15	140
Arts, entertainment and recreation	615	14	33	568
Other service activities	2 450	41	356	2 053
Use activities of household as employers	111	3	17	91
Activities of extraterritorial organizations and bodies	56	-	2	54

Source: NIS/MOP. General population census of Cambodia 2008.

Table 26: Working Children by economic activity and sex, 1998

ISIC Rev. 3	5-17	5-11	12-14	15-17
Both sexes	358 017	14 670	56 460	286 887
Agriculture, hunting and forestry	299 164	12 709	48 443	238 012
Fishing	7 233	737	1 659	4 837
Mining and quarrying	626	29	109	488
Manufacturing	15 483	244	1 484	13 755
Electricity, gas and water supply	53	2	4	47
Construction	2 451	56	279	2 116
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	16 504	508	2 387	13 609
Hotels and restaurants	1 061	28	85	948
Transport storage and communications	4 106	166	580	3 360
Financial intermediations	12	-	-	12
Real estate, renting and business activities	44	1	1	42
Public administration and defence; compulsory social security	1 505	1	3	1 501
Education	324	-	-	324
Health and social work	123	-	1	122
Other community social and personal service activities	7 815	153	994	6 668
Private household with employed persons	1 432	36	429	967
Extraterritorial organization and bodies	81	-	2	79
Male	140 526	7 256	21 874	111 396
Agriculture, hunting and forestry	115 224	6 197	18 282	90 745
Fishing	4 374	405	933	3 036
Mining and quarrying	289	14	45	230
Manufacturing	3 584	124	416	3 044
Electricity, gas and water supply	37	2	3	32
Construction	1 807	38	188	1 581
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	4 187	224	664	3 299
Hotels and restaurants	194	9	15	170
Transport storage and communications	2 796	116	352	2 328
Financial intermediations	7	-	-	7
Real estate, renting and business activities	23	1	-	22
Public administration and defence; compulsory social security	1 281	1	1	1 279
Education	118	-	-	118
Health and social work	45	-	1	44
Other community social and personal service activities	6 212	112	851	5 249
Private household with employed persons	315	13	121	181
Extraterritorial organization and bodies	33	-	2	31
Female	217 491	7 414	34 586	175 491
Agriculture, hunting and forestry	183 940	6 512	30 161	147 267
Fishing	2 859	332	726	1 801
Mining and quarrying	337	15	64	258
Manufacturing	11 899	120	1 068	10 711
Electricity, gas and water supply	16	-	1	15
Construction	644	18	91	535
Wholesale and retail trade, repair of motor vehicles, motorcycle and personal and household goods	12 317	284	1 723	10 310
Hotels and restaurants	867	19	70	778
Transport storage and communications	1 310	50	228	1 032
Financial intermediations	5	-	-	5
Real estate, renting and business activities	21	-	1	20
Public administration and defence; compulsory social security	224	-	2	222
Education	206	-	-	206
Health and social work	78	-	-	78
Other community social and personal service activities	1 603	41	143	1 419
Private household with employed persons	1 117	23	308	786
Extraterritorial organization and bodies	48	-	-	48

Source: NIS/MOP. General population census of Cambodia 1998.

Table 27: Working Children by completed educational level and sex

Educational level and sex	1998				2008			
	Total	5–11	12–14	15–17	Total	5–11	12–14	15–17
Both sexes	358 017	14 670	56 460	286 887	398 454	18 351	75 621	304 482
Illiterate	135 287	10 437	28 046	96 804	96 764	10 598	25 640	60 526
No class completed	2 418	144	452	1 822	3 968	798	895	2 275
Primary not completed	165 341	3 897	24 107	137 337	155 675	6 420	33 130	116 125
Primary completed	46 879	184	3 566	43 129	123 482	530	15 344	107 608
Lower secondary	7 484	-	232	7 252	18 313	-	591	17 722
Secondary/diploma	357	-	-	357	147	-	-	147
Beyond secondary	-	-	-	-	-	-	-	-
Other	251	8	57	186	105	5	21	79
Male	140 526	7 256	21 874	111 396	193 764	9 825	36 885	147 054
Illiterate	50 916	5 117	11 016	34 783	48 645	5 629	12 855	30 161
No class completed	1 097	80	203	814	2 111	443	484	1 184
Primary not completed	65 406	1 944	9 143	54 319	79 116	3 457	16 764	58 895
Primary completed	19 516	109	1 369	18 038	55 566	293	6 506	48 767
Lower secondary	3 260	-	106	3 154	8 172	-	262	7 910
Secondary/diploma	164	-	-	164	74	-	-	74
Beyond secondary	-	-	-	-	-	-	-	-
Other	167	6	37	124	80	3	14	63
Female	217 491	7 414	34 586	175 491	204 690	8 526	38 736	157 428
Illiterate	84 371	5 320	17 030	62 021	48 119	4 969	12 785	30 365
No class completed	1 321	64	249	1 008	1 857	355	411	1 091
Primary not completed	99 935	1 953	14 964	83 018	76 559	2 963	16 366	57 230
Primary completed	27 363	75	2 197	25 091	67 916	237	8 838	58 841
Lower secondary	4 224	-	126	4 098	10 141	-	329	9 812
Secondary/diploma	193	-	-	193	73	-	-	73
Beyond secondary	-	-	-	-	-	-	-	-
Other	84	2	20	62	25	2	7	16
Percentage								
Both sexes	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	37.8	71.1	49.7	33.7	24.3	57.8	33.9	19.9
No class completed	0.7	1.0	0.8	0.6	1.0	4.3	1.2	0.7
Primary not completed	46.2	26.6	42.7	47.9	39.1	35.0	43.8	38.1
Primary completed	13.1	1.3	6.3	15.0	31.0	2.9	20.3	35.3
Lower secondary	2.1	0.0	0.4	2.5	4.6	0.0	0.8	5.8
Secondary/diploma	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.0
Beyond secondary	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.1	0.1	0.1	0.1	0.0	0.0	0.0	0.0
Male	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	36.2	70.5	50.4	31.2	25.1	57.3	34.9	20.5
No class completed	0.8	1.1	0.9	0.7	1.1	4.5	1.3	0.8
Primary not completed	46.5	26.8	41.8	48.8	40.8	35.2	45.4	40.0
Primary completed	13.9	1.5	6.3	16.2	28.7	3.0	17.6	33.2
Lower secondary	2.3	0.0	0.5	2.8	4.2	0.0	0.7	5.4
Secondary/diploma	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.1
Beyond secondary	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.1	0.1	0.2	0.1	0.0	0.0	0.0	0.0
Female	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Illiterate	38.8	71.8	49.2	35.3	23.5	58.3	33.0	19.3
No class completed	0.6	0.9	0.7	0.6	0.9	4.2	1.1	0.7
Primary not completed	45.9	26.3	43.3	47.3	37.4	34.8	42.3	36.4
Primary completed	12.6	1.0	6.4	14.3	33.2	2.8	22.8	37.4
Lower secondary	1.9	0.0	0.4	2.3	5.0	0.0	0.8	6.2
Secondary/diploma	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.0
Beyond secondary	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.1	0.0	0.0	0.0	0.0	0.0

Source: NIS/MOP. General population census of Cambodia 1998.
NIS/MOP. General population census of Cambodia 2008.

Table 28: Population projections, 2009–2015

Age	2009	2010	2011	2012	2013	2014	2015
Total (million)	13.9	14.1	14.3	14.5	14.7	14.9	15.1
0–14	4.6	4.5	4.4	4.4	4.3	4.3	4.3
15–24	3.1	3.2	3.3	3.3	3.3	3.3	3.3
25–54	4.9	5.1	5.2	5.4	5.5	5.7	5.9
55–64	0.7	0.7	0.8	0.8	0.8	0.9	0.9
65+	0.6	0.6	0.6	0.6	0.7	0.7	0.7
Male (million)	6.8	6.9	7.0	7.1	7.2	7.3	7.4
0–14	2.3	2.3	2.3	2.2	2.2	2.2	2.2
15–24	1.6	1.6	1.7	1.7	1.7	1.7	1.7
25–54	2.3	2.4	2.5	2.6	2.7	2.7	2.8
55–64	0.3	0.3	0.3	0.3	0.3	0.4	0.4
65+	0.2	0.2	0.2	0.3	0.3	0.3	0.3
Female (million)	7.2	7.2	7.3	7.4	7.5	7.6	7.7
0–14	2.2	2.2	2.2	2.1	2.1	2.1	2.1
15–24	1.5	1.6	1.6	1.6	1.6	1.6	1.6
25–54	2.6	2.7	2.7	2.8	2.9	3.0	3.0
55–64	0.4	0.4	0.5	0.5	0.5	0.5	0.5
65+	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Sex ratio	94.8	94.9	95.1	95.2	95.3	95.4	95.5
Growth rate (%)	1.40	1.35	1.34	1.32	1.30	1.27	1.24
Growth rate (5)							
Age group 25–24	3.2	3.0	2.9	2.9	2.9	3.0	2.9

Source: NIS/MOP. First projection.

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