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Republic (CO-Bangkok)**

ILO/EU Project on "Improving Social Protection and Promoting Employment"

National Policy Dialogue Report

**NATIONAL POLICY DIALOGUE ON
"INTEGRATED EMPLOYMENT AND SOCIAL PROTECTION POLICY"**

28-29 March 2012

CJCC, Phnom Penh, Cambodia

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1. Workshop Introduction

The *National Tripartite Policy Dialogue on “Integrated Employment and Social Protection Policy”* took place at CJCC in Phnom Penh, Cambodia from 28 to 29 March 2012 and was co-organized by the Ministry of Labour and Vocational Training (MOLVT) and the ILO-European Union Project on Improving Social Protection and Promoting Employment with the aim to support the design of coherent social protection and employment policy in order to reduce poverty in Cambodia. The policy dialogue was prepared to facilitate technical discussion among the tripartite constituents with the following objectives:

- Validating key policy documents produced under the ILO-EU project;
- Discussing a draft national action plan and collecting ideas and recommendations from the dialogue members for consideration for the development of coordinated employment and social protection policies; and
- Organizing media campaign on extending social protection and promoting employment in the country.

The expected outputs of the workshop were:

- Validation of the three key policy documents for use of the national policy development;
- Discussion and consensus among constituents on the draft national action plan with recommendations for an integrated social protection and employment strategy; and
- More public awareness on the social protection and employment policies in the country.

The Workshop was organised in the following format:

- The workshop began with a political commitment made by the government and social partners towards the development and implementation of coordinated social protection and employment policies in Cambodia. A review of the current employment and social protection policies and their implementation in Cambodia followed that commitment.
- The workshop proceeded with a joint review of the options currently available for the government and stakeholders to advance in the areas of social protection and employment policies. An ILO technical consultant presented a draft action plan on integrating social protection and employment strategies for comments and recommendations of the key stakeholders. A debate took place following the presentation.
- A working group session was then organised, in which participants were divided into groups to address scenarios and case studies which were key aspects of employment and social protection strategies. Four groups worked simultaneously on different tasks, before reporting their findings to the plenary.
- The last part of the workshop was the presentation and discussion of the dialogue conclusions and the way forward regarding the development of social protection and employment policy in Cambodia.

2. Welcome and opening session

Moderator: Mr. Chuop Narath, Ministry of Labour and Vocational Training

2.1. Welcome address by the ILO representative

Mr. Helmut Schwarzer, ILO-EU Project Chief Technical Adviser

Mr. Helmut first greeted representatives of the government, particularly the partner ministries of labour and vocational training and CARD, employers and workers' organizations and other relevant agencies who had taken part in this important forum. Mr. Helmut expressed his satisfaction and appreciation regarding the collaboration of the partners within the project and briefed the participants on the key objectives of the forum, first to discuss and validate the three policy documents produced under the project and second to develop an action plan for social protection and employment strategy which both required inputs and involvement of the partner agencies.

Mr Helmut then provided the ILO's commitment through the EU project to support the social protection and policy development process and invited further support and active engagement of all relevant stakeholders, especially the key agencies directly in charge of the policy development and implementation. Finally, he thanked the EU for financial and technical support to this project and this particular event organisation.

2.2. Opening remarks by the Employers' Representative

Ms. Rivera Ho-Rathore, Deputy Secretary General of the Cambodian Federation of Employers and Business Associations (CAMFEBA)

Ms. Rivera began by expressing her pleasure and honor to speak in this forum and highlighted the contribution of employment and social protection policies to the implementation of MDG and RS and emphasized the importance of stakeholder engagement in the policy dialogue for this policy development.

Ms. Rivera explained the aim of the forum, which was to discuss how to effectively integrate employment and social protection policies. She then drew attention to CAMFEBA's commitment to vocational training, industrial relations and labour market and social protection mechanisms for competitiveness and productivity improvement. Finally, Ms. Rivera indicated CAMFEBA's readiness to engage and support the efforts to the social protection and employment policy development. Ending her remarks, she thanked the Ministry of Labour and ILO for their coordination and financial and technical support to this policy development.

2.3. Opening remarks by the Workers' Representative

Mr. Vong Sovann, President of the Cambodia Confederation of Trade Unions (CCTU) and Representative of the Cambodian Trade Unions

Mr. Vong Sovann expressed his honour to be invited to attend the opening ceremony of this important dialogue forum. He took the opportunity to give his observations on several key issues related to social protection and employment policy in Cambodia: youth employment, social protection scheme, workers' rights and informal workers. On the issue of rights, he noted recent developments to the legal framework for the protection of worker rights and deficiencies in respect for exercise of these rights. On youth employment, he reflected on the need for youth employment, mismatch between supply and demand of the labour market, availability of vocational training and job information and areas for further support to improve youth employment situation. On social protection schemes, he stressed the importance of occupational health and safety for workers, the need for the Social Security Fund to expand its coverage and active involvement of trade unions in these areas of work, including their commitment to the implementation of the Decent Work Country Program which foresees social protection. He

then noted key problems informal workers had faced and the need to address them including extension of social protection coverage to this type of workers.

2.4. Opening remarks by the Representative of the Ministry of Interior and CARD

H.E Mr. Ngy Chanphal, Secretary of State, Ministry of Interior and Vice Chairman of CARD

H.E Mr. Ngy Chanphal expressed his pleasure to attend the opening ceremony and discussion of the forum on behalf of the Ministry of Interior and CARD. H.E Chanphal noted that Cambodia had actually implemented social protection programs for a long time. He reminded that the government had developed and implemented NSPS, but still there was indeed a need to plan for employment and social protection due to regional integration process, impacting the Cambodian labour market particularly in 2015 when a common market will be established, economic instabilities and natural disasters, inevitable challenges of economic developments.

H.E Chanphal also pointed out to the key role of this planning in social justice, stability and economic development. In addition, he mentioned that the country, especially the developing countries, needed to have such a five to ten year plan to properly address social protection and employment. Finally, H.E Chanphal advised the participants on the excellent opportunity the forum gave to review social protection and employment conditions and develop a plan to improve these conditions for the country.

2.5. Opening remarks by the Representative of the Ministry of Labour and Vocational Training

H.E Oum Mean, Secretary of State, Ministry of Labour and Vocational Training

After welcoming representatives of the ILO, the Ministry of Interior/CARD, employers and workers' organizations, participants of the tripartite national forum, H.E Mr. Oum Mean reminded the forum of the government's commitments and progress on development and implementation of the Decent Work Country Program in which social protection and employment were also part of the program, enforcement of labour and social security laws, working conditions, industrial relations, child labour and migration. While highlighting the key developments, H.E Mr. Oum Mean also pointed out to challenges including the lack of legal standard and policies for employment and social protection for workers in the country's labour market.

Drawing attention to the topics in focus, H.E Mr. Oum Mean noted that with the government's commitment and support of the line ministries, employers and workers' organizations and importantly the ILO project, three policy documents: (1) Cambodia: Toward a national employment strategy for sustained poverty reduction, (2) social protection expenditure review and performance review and (3) Cambodia: an integrated social protection and employment policy development have been produced and the third document would be reviewed and discussed in the two day forum with the aim of developing strategy and action plan for social protection and employment which would contribute to poverty and vulnerability reduction.

He then advised the participants to contribute their experiences and skills and participate fully in the review and discussion process on the three key policy documents which were essential to the development of the national policy on employment and social protection.

Finally, before officially opening the tripartite dialogue forum, H.E Mr. Oum Mean thanked the participants for their attendance in the forum and the ILO and EU for their financial and technical support to this work.

3. Session 1: Departure point: Review of the current employment and social protection policies in Cambodia

The session provided an overview of the framework for social protection and employment in Cambodia both the government's commitment, available programs and policies in these areas, status of implementations and results of these commitments.

3.1. National Social Protection Strategy for the Poor and Vulnerable (NSPS) and Implementation Challenges

H.E Mr. Ngy Chanphal, Secretary of State, Ministry of Interior and Vice Chairman of CARD

H.E Mr. Chanphal first presented economic and social growth indicators and projections including population, GDP, inflation, savings. He also provided an overview of existing safety net programs and social protection schemes including their coverage, funding sources and benefit amounts.

H.E Chanphal provided an historical perspective of the development of Cambodia from 1993 to 2009, stressing that the country had faced several phases (rehabilitation phase, reconstruction phase and the high growth, and then the 2009 financial crisis). He noted that Cambodia had actually implemented social protection programs for a long time particularly during the rehabilitation and reconstruction phases, in the form of food distribution, PWP, HEFs, CBHIs, scholarships and social welfare services. In 2010 the Royal Government of Cambodia has commissioned CARD to (1) study the SP situation and the challenges that the poor and the vulnerable are facing and (2) develop a strategy to ensure that the poor can become a productive workforce that can contribute to the development of Cambodia (skills, productivity, etc.). He reminded that growth itself is not enough to ensure sustainability of economic development and that the investment in social protection is an investment in human capital that will enable to reduce poverty.

H.E Mr. Chanphal then explained the National Social Protection Strategy (NSPS) by first addressing the five objectives of the strategies for the poor and vulnerable which included (1) addressing their basic needs (2) reducing poverty and vulnerability and enhancing their human development, (3) addressing seasonal un- and underemployment and providing livelihood opportunities, (4) promoting affordable health care and (5) improving social protection for special vulnerable groups. The strategy's rationale, the conditions for effective implementation, as well as a timeline from initiating the strategy to discussion and dissemination of the strategy were also presented. The National Social Protection Strategy was endorsed in March 2011 and officially launched by the Prime Minister in December 2011. To implement the National Social Protection Strategy, "we need to scale up and harmonize existing social protection programs and coordinate all social protection policies implemented by the different line ministries", H.E. Chanphal said.

In his final part of the presentation, H.E Chanphal addressed the public work program by first recognizing it as the backbone of safety net program and a key contribution to the overall objective of NSPS by providing cash and/or food and creation of physical and community assets. After showing activities and achievements under NSPS, H.E Chanphal concluded his presentation by stressing that NSPS focused only the informal sector employing the poor and vulnerable people and it was not an employment strategy.

3.2. Labour Market and Employment Policies: the future elaboration of a National Employment Strategy

Presenter: H.E Mr. Seng Sakada, Director General, Ministry of Labour and Vocational Training

H.E Mr. Sakda first thanked the ILO and EU for their cooperation and support to the project and for inviting him to speak in this event. Regarding the labour market and employment strategies, he explained that there were three stages of employment: pre-employment, employment and post-employment and covering these is the focus of the employment strategy. Pre-employment is the period where people get educated and trained for employment. Youth persons can choose to prepare themselves for work through two ways, the academic and vocational training although the former is more common than the latter in the Cambodia's context. Mr. Sakda said some problems exist on the Cambodian labour market: first people did not recognize the importance of vocational training yet and second there was a mismatch in the labour market, resulting in youth unemployment and lack of human resources for some companies. The employment strategy/policy therefore needed to address this.

Mr. Sakda then discussed the employment stage which has a lot to do with skill developments, working conditions, industrial relations, occupational health and safety, and social protection including pension scheme. He took the opportunity to elaborate each one and what the government has done on these areas. Regarding the post employment, it has to do with programs for those retiring from work. He said the government has developed a law on social security for people under the labour law and a national fund for veterans including for retirees, disabled people and their families. Finally, he noted that the Ministry of Labour has planned to set up a national institute for employment with a mandate to study and monitor implementation of a national policy on employment.

3.3. Financing Social Protection and Employment Policy

Presenter: H.E Mr. Vong Sandap, Deputy Secretary General, Ministry of Economy and Finance

H.E Mr. Sandap explained the increased government's budget for agriculture support from 2003 to 2010. Then he gave an overview of the emergency food assistance project which was among the main government projects to help the poor and vulnerable. The project with its three components of consumption, productivity enhancement and capacity development has been implemented between 2008 to 2012, covers 50 districts of 7 provinces and costs 35 million dollars (17 million from ADB grant, 12 million from ADB loan and 5 million from a government contribution).

H.E Mr Sandap also reflected on achievements under each component of the project by giving figures and photos of activities. Key achievements in the first component were rice distribution, food scholarship, school feeding, early childhood learning center, food for work, cash for work and small civil works. The second component was focused on providing fertilizer, seeds, training and credits. These included help provided to those affected by storms in Kampong Thom in 2009 and 2010 and job creation for these rural areas. Component 3 was aimed at increasing capacity for emergency response. H.E Mr. Sandap concluded his presentation by noting that the government had made efforts to create economic growth, jobs, agriculture development, address social problems especially poverty and clearly the government's revenue was not large enough for us to fund such support program and it was why our development partners took that financing role for some time.

Discussions:

The coordinator of the ILO project office in Cambodia noted to the participants that the ILO support through its projects in Cambodia also reached out to rural areas and in different forms including entrepreneurship enhancement, women group development, working conditions for farmers, etc.

The representative of the worker organizations appreciated the presentations. He was interested and much supportive of the Ministry of Labour's plan to develop the employment institute and called for financial and technical support from the ILO. His appreciation also went to the food assistance project of the Ministry of Finance which helped the poor who were those in most need of assistance.

Another worker's organization representative first appreciated achievements made under the projects presented. He also drew attention to the noticeable unjust project delivery of assistance making the support reach fewer beneficiaries than planned. He also took the floor to highlight some key social issues of urban eviction, poor education and labour migration which the government needed to address urgently.

The representative of the employer organization first emphasized the interconnection between capacity building, productivity and wages by stating that higher wages resulted from productivity which also stemmed from right capacities in the industries. The representative also reminded the participants of the fact that social protection was investment which helped fight poverty and there was a need to have appropriate governance mechanism that would feed this investment back into the system.

4. Session 2: Options on the table for integration of social protection and employment

The session introduced the draft action plan on integrating social protection and employment strategies and other related government programs and plans for the participants to understand, discuss and comment on.

4.1. Proposed Action Plan on integrating social protection and employment strategy

Presenter: Mr. Arthur van de Meerendonk, ILO EU-Project Technical Adviser

Mr. Arthur first explained that the overall strategic framework of Cambodia already has a National Development Strategy and a National Social Protection Strategy, hence there was the need for a National Employment Strategy to close the existing normative gap. The strategy would also address the links between the overall planning framework, the social problems and the labour market. The strategy was supposed to address two main issues in the Cambodia's context: firstly, productivity improvement and, secondly, inclusion of the vulnerable and poor into the formal sector. The steps for elaborating an employment strategies were also proposed by the advisor, which included identification of priority sectors, needs in the sectors, stakeholder actors, formulation of elements of employment strategy and indicator definition to measure progress.

Mr. Arthur then indicated that there were overlaps between the employment strategy and NSPS regarding the active labour market programs and the establishment of work related social protection schemes and it was therefore important to have an integration and establishment of national institutional framework to monitor the implementation. Mr. Arthur also highlighted key challenges for vocational training (mainly how to increase its attraction to students, be responsive to labour market, addressing SME startup skill requirement and accreditation) and national employment agency (matching function,

national vacancy database, competency database, training and replacement services) in Cambodia.

Mr. Arthur noted that as there was a number of social protection schemes in Cambodia, it was important to bring them under a more coherent framework. The study suggested the establishment of an umbrella organization to supervise, regulate and monitor the administration of social security. The organization should be autonomous and established by a law to be developed. Another suggestion was to endorse the establishment of the People Service which CARD (with support from the ILO) will be launching during 2012 as a pilot in two provinces, under which families register and access social and employment benefits and services in a single place in their commune or district.

Discussions:

Employer's organization representative first appreciated the great research, especially the review of what TVET, NSSF and NEA had done in comparison with their mandates. The representative supported the study's suggestion to establish the People Service as it did not only provide aid to those in financial need, but also skill development and work opportunity.

A representative from the Ministry of Agriculture stated that the strategy should address youth unemployment as many university graduates could not find any job. The Council on Development (CDC) could be a suitable forum to present this work as they had done considerable efforts on the subject.

Another representative from the Ministry of Labour mentioned that the strategy should not only address jobs, but also job quality. He explained that we had got some job opportunities, but job conditions were still not decent, for example, workers worked under bad working and living conditions.

A worker organization representative drew attention to work accidents during employment which should be addressed in the employment and social protection strategy. He also pointed to the need to direct and advise youths to study the right subjects for job market. The representative questioned the direction of the strategy whether to set floor or ceiling for the employment and social protection.

The ILO representative appreciated the comments from the floor. On the establishment of the new institution, this would need to be coordinated within the current institutions and this would be a medium term, rather than a short term issue. Secondly, inclusion of other ministries in future discussions was a good idea as long as they had the mandates. Training and skill developments were clearly important to address in the strategy. The strategy would propose to create a social floor, and not a ceiling. All points of comments had been taken note and would be incorporated in the strategy development.

4.2. Social Protection and Informal Economy: Social dialogue on employment

Presenter: Dr. Vathana Sann, Deputy Secretary General, Council for Agriculture and Rural Development

Dr. Vathana gave an overview of the Cambodian labour market and the dominance of the informal employment which was characterized by poor and insecure job. Demographic changes were then explained stressing the young population with potentials for more work productivity, higher labour participation rate, improved employment status and the need for a safety net. Dr. Vathana emphasized 3 key areas of labour market intervention:

labour productivity improvement, formalization of informal sector and human capital development, and the need of a social protection and employment policy for the market.

Dr. Vathana then gave an overview of social protection schemes available in Cambodia. Priority and objectives of the recently launched NSPS were presented. NSPS was focused currently on the poor and vulnerable, but the plan was also to move to cover formal sector workers and more services in the labour market. It was the intention that basic social protection (access to health, education, food security and income security) and employment services (skill assessment and training, job placement, business development services) were the current and immediate future focus, but when the services yielded the results (increased employability, access to sustainable employment with high income), then the social protection would be expanded.

4.3. Social Security as part of the Integrated Strategy

Presenter: Mr. Ouk Samvichea, Director of National Social Security Fund (NSSF), Ministry of Labour and Vocational Training

Mr. Samvichea noted that the NSSF was established under the 2002 law on social security which guaranteed formal workers in the private sector access to benefits in the event of accidents, disability, old age and retirement. NSSF was established in 2002, but it had only launched employment injury insurance scheme since then. The scheme now covered treatment cost of 20,000 workers and the cases of mass fainting were paid by the fund. The suggestion to create a supervisory social security organization was a good idea, but it would depend on the leadership's approval and some considerations should be made on legal frameworks.

4.4. National Employment Services as part of the integrated strategy

Presenter: Mr. Sokkhon David, National Employment Agency

Mr. David first provided an overview of the National Training Board (NTB), an inter-ministerial and tri-partite body for dialogue between government, industry, training providers and workers for policy formulation and implementation. He noted that NEA was established by a sub-decree in 2009 as a special operation agency of the NTB with the purpose of providing quality employment and labour market information to employers, job seekers and training providers.

With employers, NEA provided labour market information, recruitment events, on-site recruitment, vacancy matching, job seeker referral, vacancy announcement. NEA provided job seekers with registration, internship, career seminars, labour market information, employment guidance, access to vacancies, referral to employers. Services for training providers included announcement of training program, labour market information, career guidance, internship. 5 job centers had been established, and all provinces and municipalities will have a job center in the future. NEA would also collect, analyze and disseminate labour market information.

5. Parallel working groups to discuss key aspects of the draft National Action Plan

Moderator: Ms Diane Taieb and Mr. Arthur van de Meerendonk, ILO EU-Project Technical Advisers

Following the presentations and discussions of Day 1, participants were then divided into four working groups for discussing and finding responses and arguments for different

scenarios and actual situations which were considered key aspects to be addressed by the draft National Action Plan. Groups were tripartite in structure and contained either ILO or Ministry of Labour resource persons to help clarify technical questions and stimulate discussion. Each group nominated one team leader, one note taker and one presenter. Some guiding questions were provided to the groups to facilitate their technical discussions.

5.1. Working group findings

Group 1: Being able to fund personal training/studies based on the needs of the economy

Scenario/actual situation and group tasks:

See Annex 3.

Group's comments:

Question 1 (general context and challenges):

- The group summarized the case study as (1) Mr. Rith, 23 years old, coming from a province, (2) he was studying management at a university in Phnom Penh and was also supporting high-school for his sister, (3) he studied day time and worked at night as a receptionist at a guest house.
- The group also identified a number of challenges in the case study: (1) there was a lack of financial support for Rith and his sister to pay for accommodation and food, (2) there was the risk of a skill mismatch for him, as he studied management which was different from the market needs and he should have considered going for a vocational training instead; Rith may not be able to find a job after completion of his study and was struggling during his study.

Question 2 (kind of social protection schemes and arguments):

- The group identified a cash transfer linked to vocational training and a possible part-time job with an employer as an important scheme for 3 reasons (1) it gave Rith and young sister enough time and guidance to study, (2) such support helped improve the capacity and (3) the support helped create good chance for getting a good job.

Question 3 (if a part-time program a good solution?):

- The group found that this program was good for three reasons (1) it gave work experience importance for the study and job market (2) the part-time job provided salary to support study and food and (3) it provided a better employment opportunity after graduation.

Question 4 (pay for accommodation or food for trainees and government's income support):

- The group found that the company should pay for the scheme because (1) this offered mutual benefits, (2) it was economical to the company due to no expense on recruitment and (3) the company became known for its contribution to human resource development.

Question 5 (institutions involved in the design of scheme):

- The group was of the view that the Ministries of Labour, Finance, Education, NGOs and companies should be involved because (1) this policy was related to these

ministries, (2) the labour ministry had its structure for this policy and (3) other related ministries and agencies mentioned should be involved as their contribution, financial or others, would be crucial.

Group 2: Tourism as an opportunity to develop local entrepreneurship

Scenario/actual situation and group tasks:

See Annex 3.

Group's comments:

Question 1 (general context and challenges identified in the case study):

- The group summarized the case as a taxi driver in the touristic province of Siem Reap, who was the employee of a transport company, received low remuneration and had no access to training nor to a small credit to buy a car and start as a self-employed.
- The group agreed that there were good business activities in the case study and tourism was key contribution to this. Challenges included lack of capital, no ability to get loan, small income for the poor, lack of capacity to set up small business, lack of vocational training skill.

Question 2 (earn more income in the same job):

- The group pointed out that that the character in the case study may buy a car on credit, there should be technical assistance for starting business, availability of unions to help negotiate with employers to increase wage and benefits, availability of additional skills such as tour guide and English training and health insurance for him and his family.

Question 3 (solution for small business start-up capital):

- The group identified the solution as an easier process to get loan from micro finance institution with lower interest, long term loan, less requirements.

Question 4 (kinds of financial institutions to provide financial services to small entrepreneur):

- The group found that there could be different options: state loan institution for SME (seen as a state obligation), non-profit microfinance schemes (complementary service), private financial institution (loan providing) and self-help group (saving scheme).

Question 5 (solution to provide small business set-up skill using existing government services):

- The group suggested that there should be vocational training for the poor, strengthening of the commune council to respond to the business, provision of business capital, technical support for business planning through mentoring and efforts of line ministries.

Group 3: Encouraging registration of companies

Scenario/actual situation and group tasks:

See Annex 3.

Group's comments:

Question 1 (general context of the case study):

- The group summarized that the case study presented the bureaucracy of public services related to business registration, high time consumption for business operation, difficulty to get information and high cost involved in business registration and operation, hence creating difficulties for formalization of businesses.

Question 2 (is the One-Window Service Office OWSO good to encourage company registration?):

- The group was of the view that OWSO was good because it could reduce registration obstacles, increase transparency in registration information and cut registration cost (no need to go to several line ministries in future, data kept in single database).

Question 3 (kind of company that should be registered):

- The group thought that big companies should be encouraged to register, investors should be encouraged to start their business and job seekers should be provided with employment information.

Question 4 (lower fee for and identification of poor people):

- The group found that poor people should be asked lower fees for registration procedures of small businesses. Poor people should be identified through ID poor project, equity principle and poverty reduction program.

Question 5 (data for company registration):

- The group suggested that all data should be in one place, the database would be easier to collect, compile and update and researchers would find it easier to get the information.

Group 4: job replacement centers, vocational trainings and employers in Siem Reap

Scenario/actual situation and group tasks:

See Annex 3.

Group's comments:

Question 1 (general context and challenges identified in the case):

- The group summarized the case as resulting from lack of cooperation/coordination of employment centers, vocational training and enterprises.
- The group found that there is limited understanding of job seekers and job providers, limited cooperation and consultation among stakeholders.

Question 2 (actions to take to understand the needs of companies in the city?):

- The group suggested that there should be a list of relevant agencies, there was a need to disseminate all information related to employment to job seekers and providers in the province.

Question 3 (what to do after knowing the skills needed by the companies?):

- The group advised that there was a need to provide the right training in accordance with the skills needed in the markets, there was a need to build a connection between the two parties.

Question 4 (is public private partnership good between the provincial training center and private companies?):

- The group agreed that it was a great idea as it encouraged them to know each others, it increased employment opportunity and productivity.

Question 5 (responsible institutions?):

- The group found that the responsible agencies were Ministries of Labour and Vocational Training, Education, non-government organizations, companies, job seekers and universities.

6. Wrapping up: Main findings, Recommendations and Ways Forward

- Wrapping up the dialogue forum, Mr. Arthur van de Meerendonk noted eleven key consensus points among the participants of the two day forum:
 1. *there was a need to have a national employment strategy to fill the gap (there already exists a National Development Strategy and a National Social Protection Strategy);*
 2. *there was a need to integrate the national employment strategy into the existing strategic framework – noticeably with the NSPS;*
 3. *social dialogue was key in this integration;*
 4. *sectors needed to be identified that could be Cambodia’s “Growth Diamonds”;*
 5. *Indicators needed to be defined along the various dimensions (of the growth diamond)... that helped to reveal the gaps between the present situation and the target in 2020... and that helped to set milestones on each of these dimensions;*
 6. *on a national level and on sector levels action plans needed to be drafted to meet the current challenges and to bridge the gap between present and future;*
 7. *crucial in these concerted action plans was meeting the demands of the labor market including its present demand and future demand;*
 8. *Major challenges lie in the areas: TVET, Labor institute – needs to be further discussed – in particular its links with existing agencies, NEA (including its tasks and role and including involvement of the private sector), extending SP to the entire population;*
 9. *In each of these areas,, the linkages between SP and Employment are crucial to their success;*
 10. *Consensus that this required a coordination structure: at the ministerial level, here, several options needed to be elaborated with respect to an effective structure, at the operational level - first a clear delineation of the tasks and responsibilities of the existing institutions is required + an inventory how under the current framework collaboration/coordination between the various institutions; and*
 11. *Single Window Service provided a test case for this... because at this grass roots level the effectiveness and adequacy of integrated service delivery will become apparent.*
- Ms. Sukti Dasgupta, the Bangkok-based ILO employment specialist, provided an overview of the next steps of ILO involvements in this work. She began by mentioning first the request by the Cambodian Ministry of Labour to the ILO for support to the NES development, and then ILO preparation and dissemination of a concept note on issues for employment policy, integration of employment policy and social protection for Cambodia. She noted that the key next steps using ILO-EU project inputs included in-depth studies on special issues such as rural sectors, opportunities for legal and protected migration, identification of sectoral and macro policies, and identifying skill gaps. She noted that to

guide the Employment Policy the government is considering setting up an inter-ministerial committee that would have the MOLVT as the secretariat. The Inter ministerial Committee will promote further tripartite consultation on priorities, preparation of employment policy which will also seek to integrate employment and social protection policies, and an Action Plan to implement it in an effective manner. She noted that the vision for the Cambodian Employment Policy that is integrated with the social protection policies is based very much on the current challenges that Cambodia faces in the labour market where large numbers of young people are entering the labour market and for whom productive opportunities need to be provided while at the same time youth needed to be prepared for labour market through skill training, skill and demand matching. Furthermore, an integrated employment and social protection policy would promote job creation extend protection, and create the conditions for growth with equity and social justice.

- Ms. Valerie Schmitt, the Bangkok-based ILO social security specialist, and Ms. Diane Taieb, a Cambodia-based ILO social security project officer, presented the future steps of ILO cooperation with the Cambodian partners. They mentioned the support given to the elaboration of the NSPS by ILO, including the ILO-EU Project, and the request to support its implementation, particularly the Single Window Service Project and the Public Works Components. They said that a single database for social policies and a monitoring mechanism had already been identified as priorities. A second cooperation area which has already been requested by the Cambodian government is the implementation of the Social Health Program at the NSSF for private sector workers. This second cooperation can be designed in a synergic way with the implementation of the Single Window Service.

7. Closing session

Mr. Helmut Schwarzer, Chief Technical Advisor of the ILO-EU project, first thanked H.E Seng Sakada, Director General of the Ministry of Labour and Vocational Training for presiding over the closing session, the EU representative, the representatives of the worker and employer organizations and all participants for their active participation and discussion over the past two days. All discussions were meaningful, informative and significant for further developments in the areas of employment and social protection national strategy establishment. He noted that ILO-EU project will complete its project activities at country level soon, but will use inputs from this dialogue to finalize their publications for distribution. Of course ILO would continue to support the national strategic development process the Cambodian government and social partners are undertaking.

Mr. Vong Sovann, representing the trade unions, expressed his pleasure that the trade unions were given the opportunity to take part in this dialogue. He observed active discussion and presentation in the forum by a wide range of stakeholders including the government, workers and employers' organization, students and other relevant agencies. He said youth employment had been a particular interest of the Cambodian trade union and the unions were happy that the policy under establishment would address this issue benefiting our children. Mr. Vong Sovann requested the Ministry of Labour to take ideas and comments from this dialogue into consideration in the development of the policy. Finally, he provided unions' commitment to contribute to the development of social protection and employment strategy.

Mr Vincent Vire, EU attaché in Cambodia, appreciated the broad participation of key stakeholders in this important dialogue forum. The EU has been cooperative through the ILO project in the work of social protection and employment strategy/policies in Cambodia to enhance equitable growth and better intervention and services in the Cambodian labour market. Through the ILO-EU project, the Cambodian government and

its stakeholders could address social gaps and receive technical knowledge and experience transfer and a social protection and employment policy would be established on the basis of the support and commitment of the government and social partners. The attaché shared the EU experiences on social protection and employment and highlighted their key role to the societies in EU. He also encouraged the government and social partners to continue their efforts on the development of social protection and employment policies.

H.E Seng Sakada, Director General of the Ministry of Labour and Vocational Training, first congratulated the participants for the success of the national dialogue. He reminded the participants of the Decent Work Country Program signed recently which indicated some degree of existing integration of social protection and employment issues. He emphasized the government's appreciation towards ILO and social partners in the country through excellent presentations and consultations to be able to develop an Employment Policy for Cambodia and for promoting integration between employment and social protection policies by responding to the actual situations of the country. He noted that the MOLVT was taking necessary steps to set up an Interministerial Committee that would guide the Employment Policy development along the above lines. He also noted that four areas of further study have been identified and studies in these areas will be started with ILO support – these are macro and sectoral policies and their impact on the labour market, policies to promote job creation through managed migration, identifying skill gaps in the economy and an in depth study on rural employment.

He noted that with the three key technical policy documents produced under the ILO-EU project and inputs from the two days of dialogue, the Ministry of Labour will use this great base to work further in close cooperation with the ILO to implement coordinated employment and social protection policies. Before officially closing the dialogue forum, he thanked the ILO and EU for their technical and financial assistance to the past contributions to this work and in particular to the organization of this event.

ANNEXES

Annex I. List of participants

NATIONAL DIALOGUE ON INTEGRATED EMPLOYMENT AND SOCIAL PROTECTION POLICY

28-29 March 2012 at Cambodia-Japan Cooperation Center (CJCC), Phnom Penh, Cambodia

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Annex II. Workshop programme

NATIONAL DIALOGUE ON INTEGRATED EMPLOYMENT AND SOCIAL PROTECTION POLICY

28-29 March 2012

Cambodia-Japan Cooperation Center (CJCC)

Phnom Penh, Cambodia

Final Agenda

Day 1: Wednesday 28th, March 2012	
07.30-08:30	<i>Registration</i>
08.30-09.30	<p>Opening Session: Welcome and opening remarks (7mn each)</p> <ul style="list-style-type: none"> ▪ Mr Helmut Schwarzer, ILO-EU Project Chief Technical Advisor ▪ Ms. Riviera Ho-Rathore—Deputy Secretary General of CAMFEBA, President of the Cambodian Federation of Employers and Business Associations (CAMFEBA) ▪ Mr. Vong Sovann, Representative of Cambodian Trade Union ▪ H.E Ngy Chanphal, Secretary of State, Ministry of Interior and Vice Chairman of CARD and Chairman of Social Protection Coordination Unit of CARD ▪ H.E. Oum Mean, Secretary of State, Minister of Labour and Vocational Training and the representative of H.E Vong Sauth, Minister of Labour and Vocational Training
09.30-09:50	<i>Coffee/tea break</i>
09:50-12:00	<p>Facilitator: Mr. Helmut Schwarzer (ILO)</p> <p>Session 1 – What is the departure point? Review of the current employment and social protection policies in Cambodia</p> <p>Presentations (30mn each)</p> <ul style="list-style-type: none"> ▪ National Social Protection Strategy for the Poor and Vulnerable (NSPS) and Implementation Challenges. H.E Ngy Chanphal (<i>Council for Agricultural and Rural Developemnt</i>) ▪ Labour Market and Employment Policies, the future elaboration of a National Employment Strategy. H.E Seng Sakda (Ministry of Labour and Vocational Training) ▪ Emergency Food Assistance Project - H.E Vong Sandap (Ministry of Economy and Finance) <p>Plenary discussion (Q&A) (20mn)</p>
12:00-13.30	<i>Lunch (provided)</i>
13:30 - 15:00	<p>Energizing exercise – Ms. Diane Taieb (ILO)</p> <p>Session 2- Which options are currently on the table? Facilitator: Ms. Makiko Matsumoto (ILO)</p> <ul style="list-style-type: none"> ▪ Proposed Action Plan on integrating social protection and employment strategy by Mr. Arthur van de Meerendonk (ILO) (45mn) ▪ Comments from key stakeholders: Trade Unions, Employers, Government (15mn each) ▪ Plenary discussion (Q & A) (30mn)

15:00-15:30	<i>Coffee/tea break</i>
15:30-17:00	<p>Reactions from public policy institutions: (10mn each) Facilitator: Ms. Valérie Schmitt (ILO)</p> <ul style="list-style-type: none"> ▪ The Cambodian Social Protection Floor and the PEOPLE Service as a parts of the integrated strategy by H.E Dr. Sann Vathana (CARD) ▪ Social Security as part of the integrated strategy by Mr. Ouk Samvithyea (NSSF) <p>Plenary discussion (Q&A) (30mn)</p>
17:00-17:15	Wrap-up of the day: Mr. Helmut Schwarzer (ILO)
Day 2: Thursday 29th, March 2012	
08:00-08:30	Registration
08:30-08:40	Welcoming of the day and explain the group work by Mr. Helmut Schwarzer (ILO)
08.40-10:00	<p>Parallel working groups to discuss on key aspects of the draft National Action Plan Moderator: Mr. Arthur van de Meerendonk (ILO) 4 Groups mixing Government, Employers, Trade Unions, Youth associations, NGOs, universities, Development Partners, ... Group Discussion Exercise (Ms. Diane Taieb and Mr. Arthur van de Meerendonk: formulate some guiding questions for the groups to answer)</p>
10.00-10.30	<i>Coffee/tea break</i>
10.30-12:00	<p>Presentation of Group Results and Possible Consensus Areas Moderator: ILO (Arthur/Diane)</p> <ul style="list-style-type: none"> - Organization/Tabulation of answers according to a set of questions (40mn) - Plenary Discussion/Search for possible consensus points (40mn) ▪ National Employment Services as part of the integrated strategy by Mr. Sokkhon David (NEA)
12.00-13:30	<i>Lunch (provided)</i>
13:30-14:00	Way Forward, Moderator: Ms. Sukti Dasgupta (ILO) Presentation of the consensus points from the morning discussion by Mr. Arthur van de Meerendonk (ILO)
14:00-15:00	<p>Action for future development from each constituent (10mn each)</p> <ul style="list-style-type: none"> - Ways forward for strengthening the implementation of NSPS and NES development (CARD) - Policy proposals presented from the point of view of Workers - Future action by ILO in Cambodia (Ms. Valerie Schmitt)
15.00-15:30	<i>Coffee + Tea Served</i>
15:30-16:30	<p>Closing Remarks</p> <ul style="list-style-type: none"> ▪ Helmut Schwarzer, ILO-EU Project Chief Technical Advisor ▪ EU Delegation in Cambodia ▪ Representative of the Cambodian Trade Union ▪ Closing remarks by H.E Seng Sakda, Director General of General Department of Labour, Ministry of Labour and Vocational Training

Annex III. Case studies and questions for working groups

Providing recommendations to real case studies: Job placement centers, Vocational trainings, and Employer in Siem Reap city

The newly created job placement center in Siem Reap

General presentations

In 2011, a job placement centre was established in the Provincial Training Center (PTC) in Siem Reap city, under the Ministry of Labour and Vocational Training. The Job Centre provides counselling to job seekers and employers. The Job centre ensures the registration of job seekers and collects vacancies from companies. To date, the public Job Placement agency in Siem Reap registered 50 companies, mainly hotel, tourism and NGOs.

Challenges mentioned during consultations and other observations

Despite efforts deployed, there is still a **limited understanding of the needs of corporate sector**. One of the reasons may be the **lack of collaboration with Private sector**. For example in Siem Reap city, it seems that the Job placement centre did not enter in contact with many employers in Siem Reap. For example, Apsara Authority, which is one of the main employers in the city, has not been contacted yet. To date, the employers are still reluctant to hire employees through the Job Placement centre, because **they doubt about their skills**.

The vocational training center in Siem Reap

General presentation

There is also a Provincial Training Center in Siem Reap city. It organizes vocational training programs for vulnerable people marginalized from the labor market. The trainings offered focus on chicken raising, pig raising, vegetal grow, rice crops, small engineering, tailoring, sewing, air-condition repair, computer skills, cooking, haircut, hospitality...

Challenges mentioned during consultations and other observations

However, it seems that the Vocational Training center may not all the time respond to the labour market's expectations. Indeed, they do **not collaborate with companies to identify their needs in term of skills** and propose adequate programs.

Provide your ideas!!

Your team is responsible for solving this real case study. Your mission is to prepare a 6-slides power point presentation to present the solution you propose. Each slide will respond to one of the questions asked below. You will present your strategy in front of the other groups.

- 1) Please present the general context of the case study and the challenges identified
- 2) If you are working in the job center center in Siem Reap, what can you do, concretely, to understand the needs, in terms of skills, of the companies in your city?
- 3) Once you know the skills the private companies are looking for, how can you make sure vocational trainings are developed to answer these needs?
- 4) Would you think creating Public Private Partnership between the Provincial Training Center and private companies would be a good idea? Give 3 arguments.
- 5) Which institution would :
 - a. Be responsible for identifying private companies
 - b. Preparing the curricular of the vocational training
 - c. Teaching the course
 - d. Financing the course
 - e. Provide facilities for the organization of the course
- 6) Would the private company be obliged to hire a certain % of trainees after the program?

Providing recommendations to real case studies: Tourism as an opportunity to develop local entrepreneurship

Mr. M. S.'s story

Mr M. S. is a taxi driver in Siem Reap. After attending a driving course, he got a driving license and he was hired by a tourism company. Today, he is picking up tourists at the airport, with the hope that they will need a taxi for the following days for city tours. The car he is driving today does not belong to him but to his company. As a result, the company keeps the most of the income earned from the tourists, and the taxi driver is paid through commissions by his company. If Mr. M. had enough money to buy his own car, he could earn a subsequent salary by doing exactly the same job. However, as his wage level is low, he is not able to save money or to get a loan.

The economic context in Siem Reap city

As the gateway town to the world famous heritage site of the Angkor Temples, Siem Reap has transformed itself into a major tourist hub. There is a wide range of hotels, ranging from several 5-star hotels and chic resorts to hundreds of budget guesthouses. Businesses centered around tourism have flourished. A large selection of restaurants offers many kinds of food and plenty of shopping opportunities. Siem Reap-Angkor International Airport in Siem Reap now serves the most tourist passengers to Cambodia. However, while in LuangPrabang (Laos) and in Danang (Vietnam), more than a quarter of all local earnings have a poverty-reducing effect, in Siem Reap this rate is only 5 percent. One of the reasons would be that access to capital is very difficult and the companies are mainly owned by people who come from rich backgrounds.

The vocational training center in Siem Reap

There is a Provincial Training Center in Siem Reap city. It organizes vocational training programs for vulnerable people marginalized from the labor market. The trainings offered focus on chicken raising, pig raising, vegetal grow, rice crops, small engineering, tailoring, sewing, air-condition reparation, computer skills, cooking, haircut, hospitality... However, it seems that the Vocational Training center may not all the time respond to the labour market's expectations. For example, so far, they are not providing trainings to help people setting up their small businesses.

Provide your ideas!!

Your team is responsible for solving this real case study. The objective is to find policy options to increase the impact of tourism on reducing poverty and inequalities in Siem Reap city. The mission of your work is to prepare a 5-slides power point presentation to present the solution you propose. Each slide will respond to one of the questions asked below. You will present your strategy in front of the other groups.

- 1) Please present the general context of the case study and the challenges identified
- 2) How could Mr. M. S. earn a higher level of income by doing exactly the same job?
- 3) What could be solutions to provide him with the capital to set up his small business?
- 4) Which kind of financial institutions could be encouraged to provide financial services to small entrepreneurs? Provide 3 arguments to support your choice.
- 5) What could be solutions to provide him with the skills to set up his small business, using the already existing government services?

Providing recommendations to real case studies: Being able to fund his studies, based on the needs of the economy

Rith's story

Rith is a young Cambodian of 23 year-old. He was brought up in a province, and decided to come to Phnom Penh to go to University a few years ago. He is now studying Management at the University. However, his family cannot afford to support him from a financial point of view. As a result, he knew he would have to find a job in order to be able to pay his accommodation and food while studying. Today, he is going to the University in the morning and in the afternoon. After his day at university, he is working as a night receptionist in a guest house. He is working 7 days a week, studying during the day, working during the night. He is also paying for his little sister's accommodation in Phnom Penh, so that she can go to a better High School than she would to in the province.

The skills mismatch in Cambodia

Today, most of the youngsters want to study Management, instead of going to technical schools. However, the companies are looking for technical skills, less than managerial skills. They are not well informed on the market opportunities and can study for many years and still be striving to find job opportunities after graduation.

The case of Rith is representative of the skill mismatch. He is now struggling hard to be able to afford his studies. However, he may not find job opportunities at the end of his university.

Provide your ideas!!

Your team is responsible for solving this real case study. Your objective is to design a policy that encourages youngsters to study technical skills. Your mission is to prepare a 5-slides power point presentation to present the solution you propose. Each slide will respond to one of the questions asked below. You will present your strategy in front of the other groups.

- 1) Please present the general context of the case study and the challenges identified
- 2) Which kind of social protection scheme would the youngster needs to afford to study without being obliged to work full time? Give 3 arguments to support your choice.
- 3) Do you think a part-time program, studying technical skills half time and working half-time in partner companies in exchange for a sufficient income to finance accommodation and food, would be a good solution? Give three arguments.
- 4) Should the company pay for accommodation or food of its trainees? Should the government provide the income support component? Should there be a combination of two. Provide 3 arguments to support your choice.
- 5) Which institutions would have to be involved in the design of such a scheme? Please be specific and give three arguments to support your choice

Providing recommendations to real case studies: Encouraging registration of companies

General context: the reality of registration of companies in Cambodia

Presentation of the context

Today, the registration of the companies has to be done in each minister in charge: hotels, restaurants etc. are registered to the Ministry of Tourism; selling art works, informal concert programs, bookshops etc. are registered under Ministry of Culture, enterprises related to extractions, energy etc. are registered under the Ministry of Industry, Mine and Energy etc.

Challenges

As a result, the citizens have to go to several line-ministries or line-departments. There are several databases that do not communicate, and it is a challenge to follow up on the effective registration of companies to the formal sector.

If more initiatives were taken to encourage the registration of companies and for a better follow up, there would be a substantial impact on the government budget since more companies would participate to the formal economy and pay taxes

The One Window Service Office initiative

General Presentation:

The One Window Service Office (OWSO) has been conceived as an instrument to bring more coordination and transparency in the registration of companies. It consists of one single place, in the office of the municipality of Siem Reap and Battambang, to ensure the registration of the companies under Ministry of Culture, Commerce, Tourism, Industry Mining and Energy, Public transportation, Interior, Land Management Urban Planning and Construction. The fees asked for these services are very transparent and displayed on the door to ensure that no extra payment is being asked.

Challenges mentioned during consultations

This initiative represents a subsequent move forward towards the effective registration of companies. However, some challenges were outlined during consultations with the main stakeholders:

- So far, the OWSO enables to register only small businesses (guest house less than 5 rooms, restaurants with less than 50 chairs, massage places with less than 5 beds, handicraft shop under 4 m2 etc.)
- According to a Customer Satisfaction Survey, 79 percent of survey respondents believed the service fees at the OWSO were too expensive for the poor.

The Identification of the Poor Project

There is a database of poor people, under a project managed by the Ministry of Planning, the ID-Poor Project. Thanks to a household survey, poor families are identified and classified in two categories: extremely poor, and poor. This database already exists and is being used for social health insurances for example.

Provide your ideas!!

Your team is responsible for solving this real case study. Your objective is to provide recommendations en encourage the registration of companies in Cambodia. Your mission is to prepare a 6-slides power point presentation to present the solution you propose. Each slide will respond to one of the questions asked below. You will present your strategy in front of the other groups.

- 1) Please present the general context of the case study
- 2) Do you think the OWSO is a good idea to encourage registration of companies? Give 3 arguments.
- 3) Which kind of companies should be registered through the OWSO? Only small companies? All kind of companies? Give arguments to support your choice.
- 4) Do you think the poor people should be asked lower fees? How would it be possible to identify the poor people in the office where people register?
- 5) Do you think the creation of a common database for all companies registered could be a good idea? Give 3 arguments.

National Tripartite Policy Dialogue to design coherent Social Protection and Employment Policies in Cambodia

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(ILO-EU, Cambodia) A two-day National Tripartite Policy Dialogue will be held on March 28-29 in Phnom Penh. The event is part of an International Labour Office (ILO)-European Union (EU) Project with the aim to support the design of a coherent social protection and employment policy in order to reduce poverty in Cambodia.

Organized by the Ministry of Labour with the cooperation of the ILO and EU, the national dialogue will count on the participation of government, employer and worker representatives to discuss a draft action plan, collect ideas and recommendations from the dialogue members.

“Two major challenges for Cambodia are policies to fight poverty and to extend the coverage of social protection in Cambodia. Another challenge is to design a National Employment Strategy (NES),” said the ILO-EU Project manager Helmut Schwarzer. “The participation of government, workers and employers at the same table is important to bring broad political and social support to the policies in the future.”

The dialogue will elaborate on important aspects like linking the existing National Social Protection Strategy (NSPS) with employment policies, how to include more workers into formal employment, how to increase labour productivity in Cambodia, and how a coordination mechanism could be designed at ministerial level to enhance social protection and employment policy outcomes.

ILO technical advisor Arthur van de Meerendonk highlighted the crucial role of a National Employment Strategy, to be developed over 2012-13: “The Cambodian government has already put in place a consistent and cohesive framework. The NES is the missing piece to link between the economic and sectoral policies with the social protection strategies right now, playing a key role in Cambodia”. He also said that “economic growth alone will not lift people out of poverty. Cambodia needs the integration of National Social Protection and Employment Strategies to accomplish that.”

The ILO-EU Project was launched in November 2009 and is funded by the EU. It is a joint initiative with the International Labour Office and works in partnership with the Cambodian government, employers’ and workers’ representatives.

The Head of the Delegation of the European Union to Cambodia, Ambassador Jean-François Cautain, noted that “The EU and its member States are strongly supportive of social protection schemes, particularly recent calls in the context of the United Nations and the G20 for developing nationally-defined social protection floors. In this regard we hope that our partnership with the ILO will assist the Government of Cambodia in making informed policy decisions about social protection measures”.

Ambassador Cautain further informed that the European Commission was currently drafting a Communication on “Social Protection in European Union Development Cooperation” to be adopted in 2012.