

Valuing and Investing in Unpaid Care and Domestic Work

COUNTRY
CASE STUDY

Cambodia



Valuing and Investing in Unpaid Care and Domestic Work

COUNTRY
CASE STUDY

Cambodia

Copyright © United Nations Economic and Social Commission for Asia and the Pacific 2022

All rights reserved

ST/ESCAP/3027

Reproduction of material in this publication for sale or other commercial purposes, including publicity and advertising, is prohibited without the written permission of the copyright holder. Applications for such permission, with a statement of purpose and extent of the reproduction, should be addressed to the Director, Social Development Division, United Nations Economic and Social Commission for Asia and the Pacific at escap-sdd@un.org.

Acknowledgements

This Cambodia case study, *Valuing and Investing in Unpaid Care and Domestic Work*, is part of the Development Account Project on Strengthening Social Protection for Pandemic Responses: Identifying the Vulnerable, Aiding Recovery and Building Resilience. It responds in particular to the stream on “strengthening a gender emphasis in designing policies to combat the COVID-19 pandemic, especially the care economy”.

The report was developed through collaboration between the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) and the Institute of Development Studies (IDS) in the United Kingdom, under the overall direction and guidance of Srinivas Tata, Director of the Social Development Division with ESCAP.

Cai Cai, Chief of Gender Equality and Social Inclusion Section with ESCAP, led the research team comprising Channe Lindstrøm Oguzhan, Social Affairs Officer with ESCAP, and Deepta Chopra, Research Fellow and Meenakshi Krishnan, Research Officer, both from IDS. Meenakshi Krishnan and Deepta Chopra authored the report.

Information on programme initiatives and progress towards the unpaid care work agenda in Cambodia were provided by The Chhun Hak, Director General of the General Directorate for Gender Equality and Economic Development, and Seng Phal Davine, Deputy Director General, at the Ministry of Women’s Affairs. Research inputs were provided by San Sophany, independent consultant for the project on Addressing Care Economy and Unpaid Care Work of Women in Cambodia that is jointly implemented by the Ministry of Women’s Affairs and ESCAP.

Karen Emmons edited the report, and Daniel Feary designed the publication.

Explanatory notes

The analyses in the *Valuing and Investing in Unpaid Care and Domestic Work: Cambodia* report are based on data and information available up to the end of January 2022. Groupings of countries and territories or areas referred to are defined as follows.

ESCAP REGION

ESCAP member States — Afghanistan, Armenia, Australia, Azerbaijan, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Democratic People’s Republic of Korea, Fiji, Georgia, India, Indonesia, Islamic Republic of Iran, Japan, Kazakhstan, Kiribati, Kyrgyz Republic, Lao People’s Democratic Republic, Malaysia, Maldives, Marshall Islands, Federated States of Micronesia, Mongolia, Myanmar, Nauru, Nepal, New Zealand, Pakistan, Palau, Papua New Guinea, Philippines, Republic of Korea, Russian Federation, Samoa, Singapore, Solomon Islands, Sri Lanka, Tajikistan, Thailand, Timor-Leste, Tonga, Turkey, Turkmenistan, Tuvalu, Uzbekistan, Vanuatu and Viet Nam.

Associate members — American Samoa; Cook Islands; French Polynesia; Guam; Hong Kong, China; Macao, China; New Caledonia; Niue; and Northern Mariana Islands.

The United Nations bears no responsibility for the availability or functioning of URLs.

Mention of firm names and commercial products does not imply the endorsement of the United Nations.

Growth rates are on an annual basis, except otherwise indicated.

References to dollars (\$) are to United States dollars, unless otherwise stated.

Contents

Acknowledgements	ii
Explanatory notes	ii
Abbreviations	iii
Section 1: Introduction	1
Section 2: Macro socioeconomic–political context	3
Section 3: Institutional context for gender equality	4
3.1 Legislative frameworks	5
3.2 Women’s machineries	6
3.3 Social and cultural norms	7
Section 4: Addressing unpaid care work	9
4.1 Care infrastructure	10
4.2 Care-related social protections	11
4.3 Care services	12
4.4 Employment-related care policies	14
Section 5: Challenges to furthering the care agenda	15
Section 6: Recommendations for action planning	16
6.1 Recommendations for levers of change	16
6.2 Recommendations for care policies	18
Section 7: Conclusion	20
References	21

Boxes

Box 1	Key constitutional provisions	5
Box 2	Promising practice to regularize informal workers	7
Box 3	Promising practice on behaviour-change campaign	8
Box 4	Care policy categories to address unpaid care and domestic work	10
Box 5	Promising practice on care infrastructure	11
Box 6	Promising practice on care-related social protections	12
Box 7	Promising practice on childcare services	13
Box 8	Promising practice for the care of older women	13
Box 9	Legal provisions for pregnancy and childbirth	14
Box 10	Promising practice on national care system from Uruguay	17
Box 11	Promising practice on a gender equity school programme in India	18

Figures

Figure 1	Conceptual framework for care-sensitive and gender-differentiated policies	9
Figure 2	Levers of change to mainstream care policies	16

Abbreviations

ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
ILO	International Labour Organization
MOEYS	Ministry of Education, Youth and Sports
MOWA	Ministry of Women's Affairs
SDG	Sustainable Development Goal
UNDP	United Nations Development Programme

Section 1

Introduction

The care economy and women's disproportionate role in both shouldering a greater workload and investing more time are well documented (ESCAP, 2021a; ESCAP and UN Women, 2020; ILO, 2018). The COVID-19 pandemic has put a deeper spotlight on how critical this care work is for human survival, health and well-being. Women have been on the front-line of the COVID-19 public health response as essential workers, and their unpaid care and domestic work burdens within the home have intensified owing to the pandemic (UN Women, 2020). As part of the United Nations call to action in the immediate aftermath of the outbreak of COVID-19 (UN, 2020b), the Economic and Social Commission for Asia and the Pacific (ESCAP) commissioned research to document the gendered effects of the COVID-19 pandemic and the policy responses to address the care work of women. A regional report highlighted the extent to which policymakers across countries in Asia and the Pacific have accounted for the gender- and care-differentiated needs of women while responding to the pandemic. A companion report on the Association of Southeast Asian Nations (ASEAN) region further examined the state of the unpaid care and domestic work done by women in Member States of ASEAN.¹

This case study on Cambodia enhances ESCAP's technical and advisory assistance to its member States, in particular aligning with the ASEAN region's efforts to bring care to the centre of public policy. The ASEAN Comprehensive Framework on Care Economy was developed with inputs from ASEAN countries and sectoral, regional and international bodies, such as ESCAP, to ensure that a care-responsive recovery strategy leaves no one behind (ASEAN, 2021). The

scope of care in this framework takes a broad lens towards direct and relational care work (paid and unpaid) as well as other areas needed to build back better: reskilling and upskilling employability in care sectors, embracing the digital transformation of the care economy, promoting active ageing and lifelong learning, developing the creative industry and encouraging social entrepreneurship and smart cities (ibid., p. 2).

ESCAP's request for country-level case studies centred on Cambodia, Indonesia and the Philippines and aims to direct great attention and resources to the unpaid care component of the care economy among member States. The case studies document the evolution of the unpaid care economy agenda within national machineries and create a repository of promising practices and upcoming initiatives that can aid policymakers in making a case for valuing and investing in unpaid care work. This Cambodia case study report showcases the country's commitment and leadership in furthering Sustainable Development Goal (SDG) 5 on gender equality, with attention on target 5.4 that seeks to "recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate".²

Care is an issue that cuts across all 17 SDGs. It is essentially a subsidy to the global economy, with the unpaid and underpaid work of caregivers (largely women and girls) reproducing the productive labour force (Enríquez, 2018). The inequitable, gendered and unfair social organization of care work around the

1 The ESCAP publication, *COVID-19 Policy Responses to Unpaid Care in Asia and the Pacific*, is available at www.unescap.org/kp/2021/covid-19-and-unpaid-care-economy-asia-and-pacific and *Valuing Unpaid Care Work in ASEAN Countries* is available at www.unescap.org/kp/2021/addressing-unpaid-care-work-asean.

2 See *Goal 5: Gender Equality, The Global Goals*.

world is one of the main hinderances to women's free and fair economic participation. Resulting in income and time poverty, this unequal distribution of unpaid care and domestic work also has deleterious effects on women's health and well-being. Adding the demands of micro-entrepreneurship or labour force participation amounts to a double shift and exacerbates the depletion of well-being (Chopra and Zambelli, 2017). Underinvestment in the public provision of physical and social care infrastructure leads to an overemphasis on families and households filling in the gap to care for dependants (children, the sick, older persons and persons with disabilities). This is noted in the literature as "gendered familialism" (Palriwala and Neetha, 2009) and has led to the development of global care chains (Yeates, 2012).

In this case study, global and regional data on the unpaid care economy are contextualized with respect to Cambodia, highlighting the way the country has responded to the twin challenges of undervaluation of women's unpaid care and domestic work on one hand and the barriers and resistance to furthering this agenda on the other. An initial overview addresses the national macroeconomic, sociopolitical and institutional contexts in Cambodia, which forms the backdrop against which the care economy agenda needs to be understood. The subsequent section focuses on the journey towards enhancing gender equality and women's empowerment, with special

emphasis on the nature of the unpaid care economy and its gendered implications. Steps taken to address the unpaid care and domestic work of women across various care policy categories as well as ongoing, promising initiatives are featured. The final sections of the report capture some of the main challenges to furthering this agenda and make recommendations for action planning and policy programming. Relevant global and regional promising practices are highlighted to strengthen the case that not only is valuing care work a moral and ethical imperative but to also show that it is possible – investments in the care economy can reap rich dividends for the economy (De Henau and Himmelweit, 2021; Ilkharacan and Kim, 2019).

Data for this report were compiled from various secondary sources published by the Government of Cambodia, United Nations agencies (including ESCAP, the United Nations Development Programme (UNDP), the International Labour Organization (ILO) and the World Bank) and regional organizations, such as the Asian Development Bank. Some information-sharing sessions were conducted with senior officials in the Ministry of Women's Affairs (MOWA) to understand the background and evolution of the women's agenda in the country as well as the current emphasis and initiatives on women's economic engagement, especially unpaid care and domestic work and their connection with women's paid work.

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_31571

