



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Support to the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time-Bound Approach

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**An independent mid-term evaluation by a team of external
consultants**

Geographical coverage: Cambodia—National level and selected regions: Banteay
Meanchey, Kampong Cham, Kampot, Kep, Phnom Penh, Siem Reap

May 2007

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in May 2007. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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ACRONYM GLOSSARY

AIPO	ASEAN Inter-Parliamentary Organization
ASEAN	Association of South East Asian Countries
CAMFEBA	Cambodian Federation of Employers and Business Associations
CBAs	Collective Bargaining Agreements
CLCs	Community Learning Centers
CMoCL	Community Monitoring of Child Labour
CNACL	Cambodian Network Against Child Labour
CNCC	Cambodian National Council for Children
CSNACL	Civil Society Network Against Child Labour
DoCL	Department of Child Labour
EA	Executing Agency
IA	Implementing Agency
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labor
JFPR	Japan Fund for Poverty Reduction
LAC	Labour Advisory Committee
MLVT	Ministry of Labour and Vocational Training
MoSALVY	Ministry of Labour, Social Affairs, Vocational Training and Youth Rehabilitation
MoSVY	Ministry of Social Affairs, Veteran Affairs, and Youth Rehabilitation
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NPA/WFCL	National Plans of Action on the Worst Forms of Child Labour
NSC-CL	National Sub-Committee on Child Labour
NSDP	National Strategic Development Plan
PACT	Project Advisory Committee of Trade Unions
PDLVT	Provincial Department of Labour and Vocational Training
PDoEYS	Provincial Department of Education, Youth and Sports
RGC	Royal Government of Cambodia
SAP	Sectoral Action Programme
SCREAM	Supporting Children's Rights through Education, the Arts, and the Media
SRO	Sub-Regional Office
TBP	Time-Bound Programme
TOR	Terms of Reference
UCW	Understanding Children's Work
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US-DOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

I. Summary of Findings and Recommendations

The ILO works in Cambodia and around the world to secure social justice by supporting conditions of employment characterized by freedom, equity, security and human dignity. One of the most fundamental of human rights is the right to childhood. The ILO works with many governments and donors to progressively eliminate child labour, immediately eliminate its worst forms, and, working with other UN agencies, to promote the basic rights of children to education.

The ILO's work on reducing poverty and employment has combined policy-level direction with grassroots efforts. For over 85 years, the ILO has been bringing governments, employers' organizations and trade unions together to debate social and labour issues within its unique tripartite structure. This tripartite approach is fundamental to all the work and activities undertaken by the ILO wherever it operates.

The ILO supports the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time Bound Approach (2004-2008) in the capacity of facilitator, catalyst and service provider. With financial support from the U.S. Department of Labor, the programme targets children working in domestic work (Phnom Penh), in salt fields (Kampot), in fisheries (Kampot, Kep and Sihanoukville), in brick-making (Kampong Cham and Siem Reap) and as porters (Bantay Meanchey).

Mid-term evaluation

The purpose of the midterm evaluation described by this report is to provide project partners formative, participatory-driven, and utilization-focused feedback to promote decision making and improvements to the programme of work. This goal was accomplished by an approach that was consultative, cooperative, and dedicated to consensus building. A results-based project monitoring approach was used to measure the degree to which the project is successfully reaching the goals and objectives it established at inception, including observation of planned and actual programme inputs, activities, outputs, and outcomes.

The project exerted maximum effort to involve all possible stakeholders in the evaluation process, from the national level down to the community level. Site visits and consultations were undertaken at the village level among direct and indirect beneficiaries, at the provincial level among project implementers and involved line agencies. At the national and provincial levels, the consultations brought together stakeholder representatives for three one-day workshops—from government ministries, local and international Non-Government Organizations (NGOs), UN agencies, donor organizations, provincial agencies, and representatives of communities where child labour is present.

Findings

Findings were analyzed according to the three strategic components established by the Project of Support (POS): (1) strengthened policy and capacity building; (2) increased knowledge base, commitment, and mobilization; and (3) effective targeted interventions. Each of these is described, as are the ILO criteria of relevance, sustainability, efficiency, and equality and gender issues.

A combined campaign through the POS is proving effective. The POS's practical assistance and advocacy has helped the Royal Government of Cambodia (RGC) to ratify the international labour conventions on the elimination of child labour, and translate these commitments into practice through the development and application of *Prakas* on hazardous child labour and on light work permitted for children below the legal minimum age. *Prakas* is a Khmer word meaning *Proclamation* and used by the Government to mean an order issued by a Minister (Ministerial Order) as distinct from a piece of legislation or law passed by the Parliament.

Equally important is the mobilization of line Ministries, workers' and employers' organizations and civil society to support the implementation on national policies.

According to POS records, since the project's start date (or inception) in September 30, 2004, 14,363 Cambodian children have been withdrawn or prevented from child labour. Of this number, a total of 11,010 have been provided with educational services or training opportunities. A total of 3,353 have been provided with other non-education services. In the period May 2006 to February 2007, a total of 24,531 direct services were provided to children. These include:

- Books and School Supplies (8,609)
- Counseling Services (6,556)
- Formal Education (4,088)
- Non-Formal Education (NFE) (3,203)
- Uniforms (1,537)
- Vocational and Skills Training (517)
- Nutrition (94)
- Other Incentives (30)

No direct services were provided in Legal Assistance, Health Services, or Stipends. Despite these efforts, national capacity to coordinate policy and programme implementation needs further strengthening.

Recommendations.

Based on our findings, we offer the following recommendations for programme improvement:

1. Continue to provide support to the Royal Government of Cambodia (RGC)
2. Translate legislation into law (Prakas)
3. Focus the POS approach to sectors and provinces where child labour is endemic
4. Better coordinate stakeholders and develop donor mapping
5. Improve educational provisions
6. Include health and nutrition service provisions
7. Expand project with additional capacity building
8. Improve income generation strategies
9. Promote gender mainstreaming in hiring within ILO-IPEC, Implementing Agencies (IAs), Executive Agencies (EAs)
10. Encourage the greater involvement of religious organizations

II. Introduction

Country programme overview

Political context. Cambodia is moving towards social and political security after decades of internal conflict and preceding French colonial control. During its most recent past, its citizens have suffered inconceivable levels of death, disease, and shattered potential.

Since the 1991 Paris Peace Accords, there has been great progress in securing human peace and progress. Cambodia has ratified the six main international human rights treaties and incorporated them into the Constitution. However, their translation into law and corresponding strict enforcement has been lacking and concerns remain about protections of human rights, equity of land rights systems, and natural resource conservation. Corruption in the legal and judicial system, in public and financial management, and in public administration has been identified as an important constraint on developing the current boon of economic growth into economic prosperity for the public.

The International Labour Organization (ILO) has been a partner in Cambodia's economic and democratic recovery since the early 1990s. It supports the efforts of its tripartite constituents—Government, Workers' Organizations and Employers' Organizations—to expand opportunities for good quality employment, to improve the effectiveness of social dialogue between employers and workers, and to improve social protection and equity for all Cambodians, including its most vulnerable workers, in a growing economy.

Economic context. In the final decades of the 20th Century, much of the country's physical and social infrastructure was devastated by the Khmer Rouge militia, leaving Cambodia one of the poorest countries in Asia. The society is largely rural (83%) and the economy is one of agrarian subsistence. Of its 14 million population, over a third (36%) exist in dire poverty. Ninety percent of the poor live in rural areas and the vast majority of employment is informal (85%), primarily in agriculture, forestry, fishing, and microenterprises.

The cash economy is correspondingly small; 15% of workers aged 15 and older are paid employees. The formal sectors, especially garment manufacturing and tourism, are the major industries of growth. Garment manufactures have been especially important, accounting for over 80% of Cambodia's exports (ILO, 2005) and employing approximately 270,000 employees, the vast majority of whom are women.

Gender Situation in Cambodia. Cambodia has among the lowest levels of gender equity in Asia as measured by the gender development index (0.557) and the gender empowerment index (0.364; UNDP, 2003). Social attitudes and tradition deem women to be of lower status. The consequences of these factors are manifest in the significant gender inequities, in access to education and levels of female literacy, higher rates of girl child labour, gender inequities in access to public services, and the low representation of women in decision making positions. Poverty is greater among Cambodian women than

men across all economic groups. Lack of access to, or control over, productive resources and services including credit, land and land titles, agricultural inputs and extension services are critical gender issues.

Women are under-represented in both elected and appointed positions as well as in mid- to high-levels of civil service. Only 8.5% of the commune councilors and 12.2% of National Assembly members are women. Relative weaknesses in the judicial system, together with their low social status, leave women with little legal protection. As a result women are highly vulnerable to trafficking, domestic violence, and rape. The legal standing of women in property disputes is also inequitable. While some progress has been made in formulating public policies promoting gender equality, mainstreaming gender issues is a considerable challenge, and the political commitment to implement such policies remain inadequate.

The female child labour rate of 50% in the 14-17 age group is considerably higher than the male child labour rate of 35%. A culture that discourages girls to go to schools hinders reform. In many cases, it is simply not safe for female children to go to school at a distance unescorted.

The ILO views gender equality as a fundamental principle in the effort to achieve its four strategic objectives:

- Promoting and realizing standards and fundamental principles and rights at work
- Creating greater opportunities for women and men to secure decent employment and income
- Enhancing the coverage and effectiveness of social protection for all
- Strengthening tripartism and social dialogue.

Understanding the existence of child labour

Child labour as the cultural norm. In order to ameliorate the negative consequences of child labour, it is necessary to understand the many factors that support its existence. First, child labour is the cultural norm in Cambodia. In agrarian societies, including those in Asia, children have always worked alongside their parents. It is common to see children of all ages tending markets in the Phnom Penh or engaging in farm work in the countryside. The general frequency and openness of these activities suggests widespread occurrence and acceptance. Often, work by children is considered an essential part of the socialization process and a means of transmitting important values and skills.

Child labour is widespread throughout Cambodia—both in its rural and urban districts--and is not limited to just the poor. While poverty is a major predictor of child labour globally and regionally, in Cambodia child labour is not a method of last resort, but a broadly accepted activity. Half of families above the poverty line allow their children to engage in labour activities to the same degree as the poorest families (reference).

According to the joint ILO, United Nations Children's Fund (UNICEF) & World Bank report "Children's Work in Cambodia: A Challenge to Growth and Poverty Reduction" (UCW, 2006), child involvement in economic activity is both prevalent and starts very early (19% of children 5-9 years old; 47% of children age 10-14), is largely in the agricultural sector (75%), is time-intensive (22 hours per week for 7-14 year olds), and accounts for nearly a third of total household income.

In addition, there exists a large supply of children and youth: approximately 56% of the population is under 20 years of age. In spite of high infant mortality and maternal death rates, the current family size is 5.3 persons and population is growing at an average rate of 2.5%. A larger family size results in a greater need for resources and allows a larger family labor force to meet those needs.

Lack of access to education. When the Khmer Rouge regime came to power in 1975 they attempted to abolish educational systems by systematically closing schools and universities, as well as destroying instructional resources and materials. During this period, large numbers of instructors, researchers, and education experts either escaped or died.

Though schools were reestablished in 1979, there remains a general lack of access to public education and vocational training for children. Cambodia provides one of the lowest government contributions to primary education in the world. The constitution of Cambodia promulgates free compulsory public education through grade 9; however the majority of education costs are placed on parents and the community.

The current school system offers limited pre-school for children aged 3 to 5, primary education in grades 1 to 6, and lower secondary education from grades 7 to 9. After grade 9, children must pass an exam to enter upper secondary school from grades 10 to 12. There is also a non-formal education system that includes literacy classes and vocational education for adults.

In 2002, an estimated 2.7 million students were in primary education and the country had nearly 6,000 primary schools. Of the total primary schools, only about half (52%) have the complete range of grades, from 1-6. Approximately 22% of the population aged 6-11 does not complete primary school. In remote rural provinces the net enrolment rate is even lower at 50%. Children who live far away from a school find it hard to continue learning and inevitably drop out. The Lower Secondary School enrolment rate for the school year 2004-05 was 26.1% (Female 24.8%), while the Upper Secondary School enrolment rate was 9.3% (Female 7.9%). (Source: Education Strategic Plan, 2006-2010, December 2005, page 3, table 1) Cambodia also has a very low participation rate in post-secondary education, with just 1.2% of the population enrolled, compared with an average of 20.7 percent in the Association of South East Asian Countries (ASEAN).

Children's work has a negative association with educational attainment, and is both a cause and effect of a lack of universal primary education. Working children tend to begin school late, dropout early and have lower levels of literacy. Child labour moderates the future potential of individual children, and weakens national development efforts and the reduction of poverty. Children who enter the labour force early do not acquire the knowledge and skills needed for gainful future employment, thereby perpetuating the cycle of poverty within the family and within the nation.

Adult literacy rates for Cambodia are correspondingly low. Research conducted in 2000, which administered writing exercises rather than measuring literacy through self-identification, found that literacy levels for the country were lower than previously estimated. The report divided the respondents into three groups: the complete illiterate (36.3%), the semi-literate (26.6%), and the literate (37.1%). In all the categories the rates for women were much lower, with some 45.1% of women reported as completely illiterate. As a result of their own low level of education, the lack of accessible and affordable educational opportunities, and the need for family labourers, some parents may not perceive education as imperative for themselves and their children.

The female child labour rate of 50% in the 14-17 age group is considerably higher than the male child labour rate of 35%. A culture that discourages girls to go to schools hinders reform. In many cases, it is simply not safe for female children to go to school at a distance unescorted.

Hazardous forms of labour. Economic development can mean an increase in better paying but also more dangerous forms of labor for children. With globalization comes increased opportunities for children to join in economic activity, both acceptable and otherwise. For example, as the demand for construction of new hotels and associated tourism infrastructure increases in Siem Reap, increased the demand for brick making and children's involvement in this work increases. According to Ellison, Andrews, and Colmain (2004), hazardous labour, as defined as work around heavy machinery and/or work that results in injury or illness, may be more desirable work from the standpoint of pay, skills, and general perceptions. Unfortunately, hazardous labour may not simply be more dangerous work, but also more skilled and higher paying. These incentives must be met or countered in order to minimize children's involvement in hazardous occupations.

History of ILO in Cambodia

The ILO is part of the United Nations and serves to reduce poverty through social justice centered on the world of work. To become a member State of the ILO, a country must ratify UN Conventions and thereby express their commitment to labour standards that define basic rights and freedom, including the freedom to form unions and bargain collectively, the freedom from slavery, the elimination of child labour, and the freedom from discrimination at work. Cambodia has been a member of the ILO since 1969.

The International Programme on the Elimination of Child Labour (IPEC) of the ILO has 80 participating countries, including Cambodia, and is supported financially by 20 donor countries, including the United States Department of Labour (US-DOL). ILO-IPEC

focuses exclusively on child labour and aims to progressively eliminate general forms of child labour and more immediately eliminate its worst forms. It also supports the basic rights of children to education.

Since 1996, ILO-IPEC has been providing technical assistance and training to Cambodia. This work has resulted in the development of databases on child labour in the country (national child labour survey, baseline survey on child domestic labour, rapid assessments on child labour in selected hazardous sectors); policy frameworks on selected hazardous forms of child labour (Ministerial Orders, or Prakas), National Plans of Action on the Worst Forms of Child Labour (NPA/WFCL), awareness raising, and targeted interventions. Recent IPEC support includes projects on Child Labour in Hazardous Sectors (2001-2004); Child Domestic Labour (2002-2006); and Trafficking in Women and Children (2003-2008).

Current ILO-IPEC assistance is provided within its Time Bound Programme (TBP) of support to the National Plan of Action/Worst Forms of Child Labour (NPA/WFCL) for the period 2004-2008. The purpose of this mid-term evaluation is to assist this work. The TBP project of support to the NPA/WFCL has five main elements: (1) strengthening the policy and legal frameworks for combating child labour; (2) building national capacity to implement child labour policies and laws; (3) information-based advocacy and social mobilization, aimed at building commitment among key stakeholders; (4) targeted model interventions in six priority hazardous sectors; and (5) the final element is aimed at reaching some 16,000 children for withdrawal and prevention from exploitative and /or hazardous work through the provision of educational services. The project also aims at promoting and improving the income of more than 3,000 (poorest of the poor) families of the identified child labourers.

Definition of child labour and its worst forms

The ILO makes an important distinction between child work and child labour. Only work done by children that jeopardizes the child's health, safety, or morals; or the work that interferes with the child's mental, physical, or educational development is considered child labour.

The Cambodia Labour Law has established the general minimum working age at 15 years, but allows children aged 12-14 years to perform "light" work that is not deemed either hazardous to their health or to interfere with educational success. Cambodia has reaffirmed its commitment of the reduction of child labour to 10.6% by 2010 and to 8% by 2015.

Worst forms of child labor. The nationally identified unconditional worst forms of child labour correspond to ILO Convention 182 and include:

- Child commercial sexual exploitation
- Child trafficking
- Children used in drug production, sales and trafficking

The minimum age for these forms of labor is 18 and all are illegal under the laws of the RGC. Other worst forms of child labour include hazardous work or work environments that could harm the health, safety and morals of working children. These include:

- Porter
- Domestic service (private home)
- Waste scavenging or rubbish picking
- Work in rubber plantations
- Work in tobacco plantations
- Fishing
- Work in semi-industrial agricultural plantations
- Brick-making
- Salt production and related enterprises
- Handicrafts and related enterprises
- Processing sea products
- Stone and granite breaking
- Rock/sand quarrying, stone collection
- Gem and coal mining
- Restaurant work
- Begging

The applicable age is below 18 years; the law sets the minimum allowable age for work hazardous to health, safety, or morality at 18 years.

III. Project Design

National efforts to combat child labour are organized within the framework of the 2004-2010 National Plan of Action on the Worst Forms of Child Labour (NPA/WFCL). The plan adopts an integrated, multi-sectoral approach to reducing child labour with the active involvement of key stakeholders. The NPA-WFCL contains eight areas of action planning: (1) research; (2) policy and institutional development; (3) legislation and enforcement; (4) advocacy, networking and social mobilization; (5) education; (6) prevention; (7) protection; and (8) withdrawal, removal, and rehabilitation.

The focus of this mid-term evaluation is to report on the ILO-IPEC POS support to the NPA/WFCL. The ILO programme of work to “Support to the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time Bound Approach”, is designed to be implemented by national stakeholders (the RGC, Workers’ and Employers’ Organizations and NGOs) for a period of 4 years: September 2004 to December 2008. The ILO-IPEC POS is linked to the NPA-WFCL through its selection of priority sectors, geographical areas, intervention strategies and focus on strengthening institutional structures and processes, as prescribed by the NPA-WFCL.

The United States Department of Labor (US-DOL) provides donor country support to this project. The breakdown of financial support to the POS for the period 2004-2008 includes:

Cost Item	Cost USD \$
Management and Technical Support Cost	1,670,810
Policy and Capacity Building	276,000
Knowledge Base, Building Commitment & Mobilization	796,683
Targeted Interventions	1,306,050
Programme Support Costs	700,468
Total	4,750,011

The POS promotes working partnerships with RGC ministries (and their provincial/municipal departments), employers' organizations, and workers' groups in implementing adopted strategies, processes, and targeted interventions. Through its technical and financial support, the ILO-IPEC POS acts as facilitator, catalyst, and service provider to its implementing partners.

RGC Partners. Previously, the Ministry of Labour, Social Affairs, Vocational Training and Youth Rehabilitation (MoSALVY) served as the lead ministry in actions to reduce child labour. In an August 2004 government restructuring, the former MoSALVY was split into the Ministry of Labour and Vocational Training (MLVT) and the Ministry of Social Affairs, Veteran Affairs and Youth Rehabilitation (MoSVY). Currently, the MLVT is the ministry officially responsible for labour concerns in the Cambodian government, including implementation of the NPA/WFCL.

In April 2005, a new Department of Child Labour (DoCL) was also created within the Ministry of Labour (the former Child Labour Unit within the former MoSALVY). This Department is now staffed by a Director, 4 Deputy Directors and 15 staff. This office is provided a budget of nearly \$220,000. Provincial and Municipal departments of the MLVT, a Provincial Department of Education, Youth and Sports (PDoEYS). Selected governmental departments, such as the Provincial and Municipal Departments of Planning, Information, Women's Affairs, as well as NGOs, also serve as Executing Agencies (EAs). A future programme on Awareness Raising and Advocacy has been finalized and will soon be under implementation by the Ministry of Information.

Workers' Organization Partners. The ILO also partners with workers' organizations to improve the representation of members and their ability to engage in effective social action to reduce child labour. The first trade unions in Cambodia were set up in 1996, and, following the enactment of the Labour Law in 1997, an increasing number of unions and federations were established. Union membership is growing and trade unions represent workers in an increasing range of industries, but especially in the garment manufacturing and tourism sectors. Fifteen recognized national trade union federations work with the ILO to help build the capacity of their affiliate unions to promote the interests of workers. This includes negotiations, collective bargaining, and participation in national level discussions.

In 2005, the Project Advisory Committee of Trade Unions Against Child Labour (PACT Against Child Labour) was formed with ILO-IPEC support, and has begun to implement an action programme on mobilizing workers and workers organizations against child labour. PACT receives a budget of over \$171,000 to raise awareness about child labour throughout the union membership.

Employers' Groups. The Cambodian Federation of Employers and Business Associations (CAMFEBA) represents employers partnered with the ILO and the RGC to ensure that the employers' perspectives and concerns are addressed by the ILO's work in the country. CAMFEBA was initiated in July 2000 and represents 10 key industry/business associations plus 26 individual employer members. These members make up a total of more than 654 individual enterprises in 10 different sectors of industry. The ILO works with CAMFEBA to build its capacity to represent its members in a variety of forums and to advocate for employer interests. The POS provides CAMFEBA with a budget of almost \$83,000.

Sectoral Action Programmes. The ILO-IPEC POS intends to provide integrated, effective and sustainable responses against WFCL in selected provinces. To accomplish this, the project designed and implemented eight Sectoral Action Programmes (SAP) to prevent, protect, remove, and rehabilitate children involved and at-risk for WFCL.

In accordance with ILO Convention No. 182, the eight Action Programmes recognize the importance of education in eliminating child labour. Programs were designed to provide non-formal or basic literacy education; vocational, pre-vocational, or skills training programmes; referrals to education systems (formal, transitional vocational, and/or non-formal); and other non-educational services (e.g., income generation, provision of shelter, relocation with family). Nearly 16,000 children are targeted for withdrawal and prevention. More than 3,000 families have been targeted for improving incomes, while their children have been withdrawn or prevented from working in the worst forms of child labour.

Occupational sectors include 7 provinces and 6 sectors: fishing (3), brick making (2), rubber plantations (1), salt production (1), domestic work (1), and porter work (1) (see Figure 1 below). All Sectoral Action Programmes are now under implementation, with the exception of the Programme toward the elimination of child labor in brickmaking in Kampong Cham, signed January 2007 between the ILO and the Kampong Cham PDoEYS.

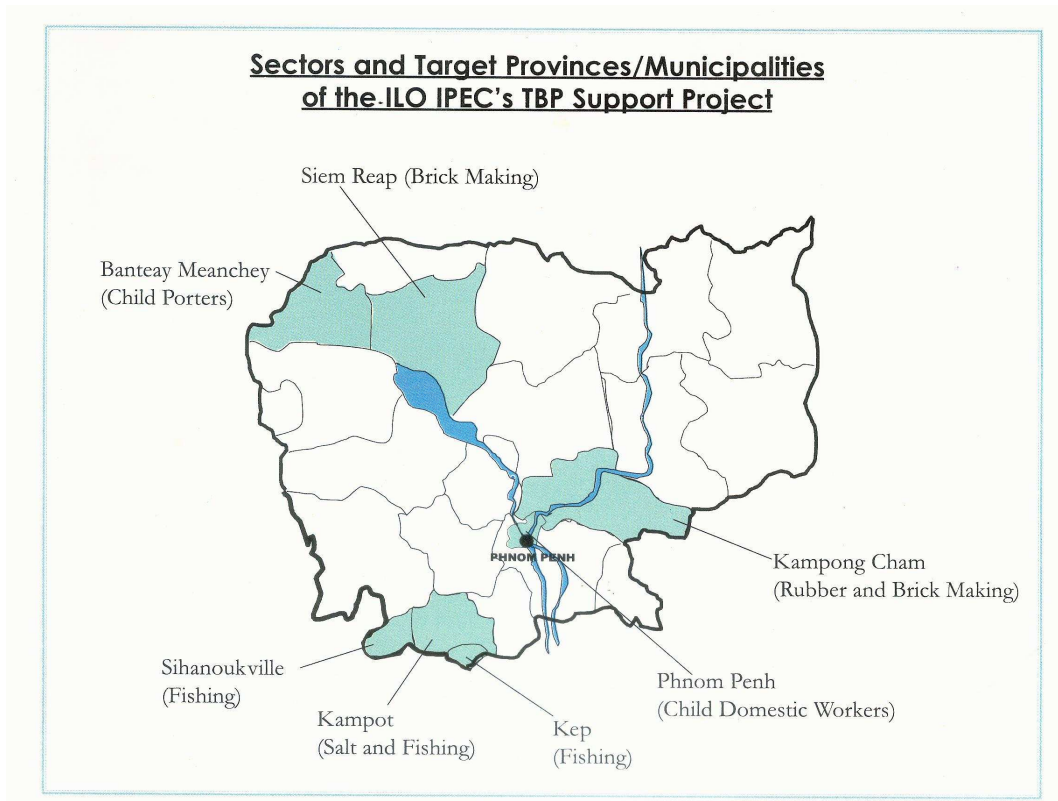


Figure 1. Sectors and targeted provinces/municipalities of the ILO IPEC's POS support project².

Table 1 provides a summary description of all of the Sectoral Action Programmes, including their respective Implementing Agencies (IAs), location, , initiation date and Executing Agencies (EAs).

List of Action Programmes of the ILO-IPECPOS Support Project

Level	Implementing Agency	Location	Initiation Date	Executing Agencies
National	Ministry of Labour and Vocational Training (MLVT) Department of Child Labour (DoCL)	Phnom Pehn	March 2006	None
	PACT Against Child Labour		December 2005	1. PACT Against Child Labour, Kampot 2. PACT Against Child Labour, Siem Reap

² Figure 1 borrowed from joint MLVT, DoCL and ILO IPEC POS developed brochure.

Level	Implementing Agency	Location	Initiation Date	Executing Agencies
	Cambodian Federation of Employers and Business Associations (CAMFEBA)		June 2006	None
	Ministry of Information		TBD	None
Provincial	Provincial Department of Labour and Vocational Training (PDLVT)	Kampot (salt and fishing)	March 2006	<ol style="list-style-type: none"> 1. Provincial Department of Planning 2. Provincial Department of Education, Youth and Sports 3. Provincial Department of Information 4. Provincial Department of Women's Affairs 5. Cambodia Centre for the Protection of Children's Rights
		Kampong Cham (rubber)	February 2006	<ol style="list-style-type: none"> 1. Provincial Department of Education, Youth and Sports 2. Provincial Department of Planning 3. Provincial Department of Information 4. Provincial Department of Women's Affairs 5. The Cambodian Federation of Independent Trade Unions 6. Kasekor Thmey Organization
		Siem Reap (brick)	April 2006	<ol style="list-style-type: none"> 1. Provincial Department of Planning 2. Provincial Department of Education, Youth and Sports 3. Khmer Akphiwat Khmer Organization 4. Provincial Department of Women's Affairs 5. The National Industrial Union of Brick and Tile Workers

Level	Implementing Agency	Location	Initiation Date	Executing Agencies
		Banteay Meanchey (porter)	June 2006	<ol style="list-style-type: none"> 1. Provincial Department of Education, Youth and Sports 2. Poi Pet Commune Committee on Child Labour 3. PACT Against Child Labour 4. Cambodian Hope Organization
Provincial	Provincial Department of Education, Youth and Sports (PDoEYS)	Kampong Cham (brick)	February 2007	<ol style="list-style-type: none"> 1. Provincial Department of Labour and Vocational Training 2. Provincial Department of Planning 3. The Cambodian Labour Union Federation 4. Kasekor Thmey Organization
Municipal	Municipal Department of Labour and Vocational Training (MDLVT)	Sihanoukville (fishing)	February 2006	<ol style="list-style-type: none"> 1. Municipal Department of Planning 2. Municipal Department of Education, Youth and Sports 3. Catholic Child Bureau Organization 4. Municipal Department of Information 5. Municipal Department of Women's Affairs 6. The Free Trade Union of Workers of Kingdom of Cambodia
		Kep (fishing)	April 2006	<ol style="list-style-type: none"> 1. Municipal Department of Education, Youth and Sports 2. Cambodian Children Association 3. Municipal Department of Women's Affairs
		Phnom Penh (domestic worker)	June 2006	<ol style="list-style-type: none"> 1. Municipal Department of Education, Youth and Sports 2. Mith Samlanh Organization 3. PACT Against Child Labour 4. Healthcare Center for Children

The ILO-IPEC POS provides coordination of resources to MLVT Department of Child Labour (DoCL), the Trade Unions (through PACT Against Child Labour), the employers (through CAMFEBA), and the Sectoral Action Programmes, as described by Figure 2 below:

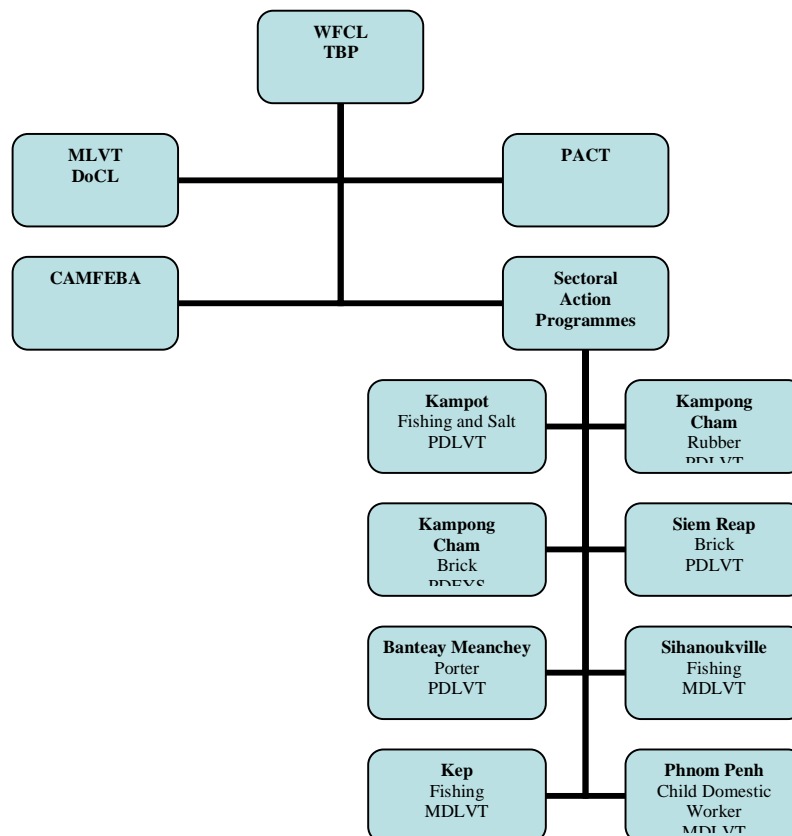


Figure 2. POS Action Programme Organizational Chart

Development and Immediate Objectives

The fundamental *Development Objective* of the POS, as stated by the Project Document, is “To contribute to the elimination of identified worst forms of child labour in Cambodia and to the creation of a platform for eliminating all forms of child labour” (p. 25). The POS has three strategic components: (1) strengthened policy and capacity building; (2) increased knowledge base, commitment, and mobilization; and (3) effective targeted interventions. Each of these is described below.

Strengthened policy and capacity building

It is intended that the project will strengthen national and provincial policy, law enforcement frameworks, and implementation capacity to combat the Worst Forms of Child Labour (WFCL). More specifically, the POS plans to:

1. Strengthen national coordinating mechanisms.
2. Enhance the capacity of the MLVT Department of Child Labour to coordinate and facilitate efforts on child labour.
3. Enhance provincial capacity to engage, plan, and coordinate efforts on child labour.
4. Provide technical inputs for finalizing and implementing National Plans of Action.
5. Define decrees (Prakas) in hazardous sectors and lists of hazardous work.

Increased knowledge base, commitment, and mobilization

In Cambodia, the elimination of child labour will not be possible until the larger society, and its affected communities and families, view child labour as a problem and mobilize against it. As described earlier, perceptions of child labour as either beneficial or necessary are common within Cambodia. This accentuates the need for communications to the public on the negative effects of child labour and the benefits of education, as part of the overall strategy of the POS. There is an equally important need to educate and mobilize key stakeholders to act against child labour.

The POS aims to ensure that:

1. Child labour is mainstreamed in government/donor plans, sector initiatives, and monitoring systems at all levels.
2. A knowledge base on child labour in Cambodia involving key stakeholders is enhanced.
3. National awareness raising campaigns promoting attitudinal change on child labour issues are supported.
4. Networks for building commitment and collective action on child labour are strengthened.

Effective targeted interventions in education

There is broad consensus that the single most effective way to reduce the flow of school aged children into work is to extend and improve educational access and quality, so that families have the opportunity to invest in their children's education.

As earlier described, the POS is implementing Sectoral Action Programmes (SAP) designed to provide non-formal or basic literacy education; vocational, pre-vocational, or skills training programmes; referrals to education systems (formal, transitional vocational, and/or non-formal); and other non-educational services (e.g., income generation, provision of shelter, relocation with family). Nearly 16,000 children have been targeted for withdrawal and prevention. More than 3,000 families are targeted for improving their family incomes.

The POS conducts the following:

1. Targeted children and suitable opportunities are defined.
2. Targeted children are provided with appropriate educational services.
3. Targeted children are provided with appropriate vocational training and other services.
4. Community-based child labour monitoring systems are established and local awareness raising is conducted.
5. Community support networks and livelihood opportunities are facilitated.
6. Project experience on targeted interventions are compiled and documented into models.
7. Targeted families are assisted with improving their incomes so that they can support their children to be in school as long as possible. Assistance includes the formation of self-help groups, setting up local saving funds and learning to manage funds, access to credit and loans from locally available and appropriate microfinance institutions, opening small enterprises and businesses, GET Ahead Training, and financial education.
8. Peer Educator Groups
9. Orientation on child labour for schoolteachers

IV. Evaluation Design

According to the *Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* (ILO, 1997), a mid-term evaluation “examines the likelihood of the project achieving its objectives, assesses the effects of the initial outputs and activities, identifies the benefits accrued to the target groups, and ascertains if the original project strategy, institutional framework and assumptions were adequate. It provides the project partners with the feedback and information needed to assess, and possibly revise, policies, strategies, objectives, institutional arrangements and resources” (p. 7-8).

In developing the Terms of Reference (TOR) for the conduct of the midterm evaluation, inputs were solicited from key stakeholders who indicated that the evaluation should: (1) review all activities and outputs of the project in light of their relevance, effectiveness, sustainability, and efficiency; (2) assess the implementation process; (3) identify the project’s strengths, good practices, and challenges; and (4) provide recommendations for the future. The overall evaluation question is: *How relevant is the ILO-IPEC project design and support system to the child labor situation in Cambodia?*

The purpose of the midterm evaluation described by this report is to provide project partners formative, participatory-driven, and utilization-focused feedback to promote decision-making and improvements to the programme of work. This goal was accomplished by an approach that was consultative, cooperative, and dedicated to consensus building. A results-based project monitoring system was applied to measure the degree to which the project is successfully reaching the goals and objectives it established at inception, including observation of planned and actual programme inputs, activities, outputs, and outcomes.

Evaluation Activities, Sources of Information, Timeline, and Deliverables.

The following evaluation activities and information sources were applied to fulfill each of these evaluation purposes:

Activities	Sources of Information
Briefing with IPEC DED Section	<ul style="list-style-type: none"> • Conference call
Review relevant documentation/preparatory desk review	<ul style="list-style-type: none"> • Project Document • DED Guidelines and ILO Guidelines • Progress Reports • Other studies and research undertaken
Prepare evaluation work plan Design evaluation instrument(s)	<ul style="list-style-type: none"> • TOR for mid-term evaluation • ILO Evaluation Guidelines
Pre-consultation with SRO Director and selected technical specialists in Bangkok	<ul style="list-style-type: none"> • Interviews
Project Site Document review	<ul style="list-style-type: none"> • Project reports/Status reports • Evaluation and similar reports at the Action Programme level • Technical and financial reports of partner agencies • Other studies and research undertaken • Self-evaluation reports • Minutes of meetings • Action Programme Summary Outlines • Project files • National workshop proceedings or summaries • Country level planning documents • POSIF documents [spell] • Master list and records of beneficiaries • Action Programme Progress Reports • Baseline reports and information
Field work: <ul style="list-style-type: none"> • Collect data and conduct interviews • Analyze data and information • Summarize main findings • Formulate preliminary conclusions and recommendations • Draw lessons learned • Organize stakeholders workshop 	<ul style="list-style-type: none"> • Meetings with representatives of MLVT (National, Provincial, Municipal); MoEYS(National, Provincial); Ministries of Health (National and Provincial); National Assembly Members; UN representatives (ILO, World Bank, UNICEF; IA representatives; EA representatives; CLC teachers and students; Community Monitors; Formal School Instructors, work sites, etc.
Conduct stakeholders evaluation workshops	<ul style="list-style-type: none"> • Three 1-day stakeholder workshops held in Phnom Penh, Sihanoukville, and Siem Reap
Post-Consultation with SRO Director and selected technical specialists in Bangkok	<ul style="list-style-type: none"> • Debriefing interviews

The project exerted maximum effort to involve all possible stakeholders in the evaluation process, from the national level down to the community level. Site visits and consultations were undertaken at the village level among direct and indirect beneficiaries, and at the provincial level among project implementers and involved line agencies. At the national and provincial levels, the consultations brought together stakeholder representatives for three one-day workshops—from government ministries, local and international NGOs, UN agencies, donor organizations, provincial agencies, and representatives of communities where child labour is present (see Appendix A for listing of participants).

V. Evaluation of Project Implementation

The Terms of Reference (TOR) for this evaluation state that its main focus is *the ILO-IPEC project of support of the Time Bound Programme (TBP)*, rather than the TBP itself. That is, the evaluation should review what has been done by ILO-IPEC for mobilizing national action on child labor, what type of actors have been prioritized by ILO-IPEC, what is involved in the process of design, managing and implementing a TBP support process, and how the ILO-IPEC project has contributed to this process.

As requested by the TOR, specific questions were addressed. These are organized below by their categorization as either relating to a programme activity, output, or outcome.

Evaluation Questions Regarding Programme Activities

Question 1: Training

“How many national staff and partners (including donors) has the project of support trained on Child Labour policies and interventions? “

The project recognized the need for knowledgeable, highly skilled, and dedicated managers, staff, and partners for its success. Thus, as part of the preparatory stage, capacity building among project managers and implementers was provided. As stated by project records, prior to and during the implementation of POS, key officers and staff from participating implementing and executing agencies and partner NGOs were provided training to properly prepare them with the knowledge and abilities necessary for successful implementation of the project. Table 2 summarizes these trainings. See Appendix B for a full listing.

Table 2. POS-Sponsored Training Courses

January 2005- March 2007	Number of Trainings	Number of National Staff and Partner Participants		
		Female	Male	Total
Total	55	3,047	3156	6,203

Examples of trainings described by project reports include the following:

- Workshops on building national capacity in child labour data collection and analysis was conducted in collaboration with the joint ILO, UNICEF, and World Bank Understanding Children's Work (UCW) project.
- A Training Team on Child Labour led by the MLVT, composed of members from the Ministries of Social Affairs, Education, Planning, and of Employers' and Workers' Organizations were trained to be the master trainers on child labour.
- Relevant officials of the MLVT, DoCL, and of the P/MDLVT from the POS Target Provinces were trained and sensitized on child labour issues, concepts, the situation in Cambodia, on national child labour policy and on the TBP programme framework and strategies.
- Trained approximately 50 IAs and EAs of the POS totaling (Government Departments, Employers' and Workers' Organizations, NGOs, Civil Society Organizations, etc.) and developed their capacities on child labour for the management and implementation of the Action Programmes (APs), writing progress reports, etc.
- The Labour Inspection Bureau and Labour Inspectors within the PDLVT have been trained and have begun to play an important role on child labour inspection.
- Community Monitors have been trained to play a crucial role on regular child labour monitoring in their communities.

Staff from IAs and EAs responsible for the income generation component of SAPs were instructed how to train Community Monitors on various strategies to promote the livelihoods of target families. Community Monitors from all the target provinces were instructed to deliver further training to the target families for improving their incomes. The income generation programmes are now being provided by the Community Monitors to the target families in each target province and municipality.

Based on a needs assessment, a three-level Training Programme on Income Generation for Target Families was provided consisting of: (1) training of lead trainers; (2) training of trainers; (3) training of target families. This is a joint initiative of the POS and the ILO WEDGE projects.

- Training on the Rapid Listing Questionnaire for target children and their families conducted in seven target provinces and municipalities.
- Training for members of the newly formed Civil Society Network Against Child Labour (CSNACL), especially on the factors that contribute to child labour and the role that they can play in its elimination.

- Training for members of the Provincial Committees on Child Labour in the seven target provinces of the POS, including child labour issues, the causes and consequences of child labour, on ILO conventions 138 and 182, on national law and policies on child labour, and on their roles and responsibilities in the elimination of child labour.
- Training to sensitize District Governors, Commune Council Members, and Village Chiefs on child labour in all seven target provinces and municipalities.

Guided by international principles (especially ILO Convention 138 and 182) and national policy frameworks, the POS coordinates its training efforts from the national to village level on child labour issues, including its concepts, global initiatives, the Cambodian socio-economic situation, the POS framework, and strategies for addressing child labour's causes and consequences. Training on IPEC materials, tools, formats, and guidelines have been conducted in all POS target provinces and municipalities.

Learning and corresponding capabilities gained from the trainings have increased the skills of project managers and key staff necessary to effectively and efficiently implement the project in their respective areas of responsibilities. According to programme administrators, project managers and coordinators have indicated a greater capacity for project planning, implementation, management and monitoring, proposal and reports preparation, and group presentation resulting from the training.

Being trained to work in groups and to use participatory planning approaches, project managers and coordinators appear to have developed close working relationships and a common vernacular and conceptual framework regarding child labour.

Additional training is needed especially for newly initiated programs of work and newly hired employees, and for all funding recipients to support required monitoring, reporting, and budgeting requirements.

Question 2: Child Labour Information Development and Dissemination

“What new qualitative and quantitative child labour information has been generated by the project of support? How valid and reliable is the information? How has child labour information been disseminated and used for programming, influencing government policies, and for collective actions?”

Much research has been conducted in Cambodia on Child Labour. Under the initiative of the POS, the Understanding Children's Work (UCW) project developed a joint inter-agency publication of the UCW project, World Bank, and UNICEF called “Children's Work in Cambodia: A Challenge to Growth and Poverty Reduction” published in April 2006. This report provides an extensive analysis of the causes and consequences of child labour in Cambodia and concomitant policy recommendations. As noted by its executive summary, the report serves three objectives: (1) to improve the information base on child labour, in order to inform policy and programmed design; (2) to promote policy dialogue

on child labour and accelerate progress towards national child labour reduction targets; and (3) to build national capacity for regular child labour data collection and analysis. This report has been disseminated to Cambodian legislators, policymakers, and other key stakeholders to enhance their understanding of child labour and the means towards its end.

UCW project partners also collaborated in developing a new global statistical standard for measuring child labour through consultation with the National Subcommittee on Child Labour, the Civil Society Network Against Child Labour, and statisticians from the National Institute of Statistics.

Following the country's ratification of ILO Convention 182, information describing the convention was disseminated using a government-approved version of Convention 182 in both Khmer and English. This was disseminated to a large and diverse group of stakeholders.

A report entitled "Capacity Needs Assessment of the Ministry of Labor and Vocational Training for Implementation of the National Plan of Action on Elimination of the Worst Forms of Child Labour" (Vijghen, 2005) was developed to describe the capacity needs for the MLVT in implementing the NPA-WFCL. This report has become the basis of the project's support to the MLVT on child labour.

A needs assessment on requirements for supplementary income generation of the POS target families when they stop sending children to work and into schools was carried out in all the seven POS Target Provinces.

A baseline public opinion survey on child labour has been developed and is being conducted, beginning March 2007.

A report identifying at-risk populations for child labour in Cambodia has been prepared by ORC Macro (Ellison, Andrews, and Colmain) and is entitled "Identifying At-risk Populations for Child Labor in Cambodia."

In addition, the ILO's 2nd Global Report on child labour in May 2006 has provided the POS with a platform to create awareness on child labour and give evidence from other countries that child labour can be eliminated.

It is currently unclear how the new qualitative and quantitative child labour information produced by the project is being used for programming, influencing government policies and for collective action.

Question 3: Media Coverage

"What has the project of support done to influence the media coverage of WFCL and the way in which the issue has been framed? How has media coverage influenced awareness and attitudes toward WFCL among key stakeholders?"

In consultation with the Ministry of Information, the POS has developed a comprehensive media strategy and the strategy would soon be implemented as an Action Programme titled "**Awareness Raising and Advocacy Against Child Labour,**" with a total budget of around USD \$80,000. This Action Programme has been designed for providing wide coverage of child labour issues at the national level, including the development of a government website on child labour and its regular updating, TV spots, and a wide range of promotional materials on child labour.

Many of the Action Programmes have a small component of funds set apart for awareness raising activities at the local level. TV discussions, Round Table and Radio Call In programmes on child labour have been produced, not only at the national level in Phnom Penh, but also at the provincial by the Implementing and Executing Agencies of the Action Programmes, in Sihanoukville, Kampot and Kampong Cham. There is a growing tendency for Radio stations and private TV Stations to invite POS officials for discussions responding to questions on child labour.

Finally, there is growing coverage by the print media on child labour in the past two years. Billboards on child labour have been produced by the Provincial Departments of Education and put up in vantage points in Kampot and Kampong Cham. It has also been reported that action is being taken to put up similar billboards in Sihanoukville and Banteay Meanchey.

According to project reports, the following media products were produced and disseminated:

- Promotional materials on child labour produced by PACT, including posters, stickers, and booklets, are being widely disseminated and used by workers, trade unions, and their organizations.
- A desk calendar 2007 with contact addresses of key agencies working on child labour in the POS target provinces and municipalities was produced and widely disseminated.
- The Supporting Children's Rights through Education, the Arts, and the Media (SCREAM) manuals (education pack) are being translated into Khmer and adapted into the Cambodian context for wide dissemination and use. This is a joint initiative with the Department of Non-Formal Education, MoEYS.

Nearly all of the media that we observed were in written Khmer and/or English form. Given that a significant proportion of the population cannot read either in Khmer or English, the project may consider applying other media modalities such as television and radio.

Creativity and innovativeness is necessary for effective awareness raising. The use of dance and plays/drama using children as performers, for example, enhances message impact among parents and other members of the community. Greater impact would be also realized if such activity promotes traditional or historical messages, settings and

contexts. If resources are available, varying approaches (posters and comic books, video shows, radio programs/dramas, use of well-known/respected personalities as advocacy actors, etc.) should be tapped to effectively reach all sectors and levels of society.

Question 4: Educational and Social Services to Children

“What has the Project of Support done to help the TBP provide children withdrawn and prevented from engaging in WFCL with educational and social services?”

To support the withdrawal and prevention of children from hazardous employment, the POS employed strategies aimed at non-formal education, formal education, and vocational skills training. Direct service to children is the most complex activity and has been the last to be implemented.

In an ILO-IPEC sponsored thematic evaluation on child labour in small scale mining and quarrying (May 2004), the authors write: “Of all project interventions, it is those related to education that appear to have produced the most sustainable results. High-quality lasting changes have been made when investments are made in educational infrastructure and in building the capacities of teachers and principals” (p. 26).

Evidence further indicates that the effectiveness of educational interventions is increased when children are provided a comprehensive package of services from kindergarten to vocational or informal education. Educational services have proven to be particularly successful if children attend full-time. The following table summarizes a comprehensive listing of recreational and educational options available for planning services.

Table 3. Approaches to education, training and recreation by age of target children

Approach	Age		
	3-6	6-13	13-18
Education and Training		Primary education, educational drop-in centres, school library	Secondary education, non-formal education, vocational education, public library, preparation for work, job placement, “peer coaching”

Approach	Age		
	3-6	6-13	13-18
Nutrition and health	Health care Provision of hot meals during education		
Recreation	Child care centre	Recreation, cultural and sports activities, children's clubs, vacation camps	Recreation, cultural and sports activities, children's clubs, vacation camps
Other services	Income generation Compensation of lost income to parents		
Tasks to be prevented	Child care by working parents at work	Family-related child labour, mostly unpaid	Child labour with more prominent contributions to family income, salaried or self-employed child labour

Of these options, the current project provides education and training, including support to primary and secondary education, non-formal education, and vocational education, as noted below. No direct services were provided in Legal Assistance, Health Services, Recreation, or Stipends.

Educational Services

The following narrative describes the Sectoral Action Programme of assistance in formal, non-formal, and vocational education settings.

According to POS records, since the project's inception on 14 February 2005, 14,363 children have been withdrawn or prevented from child labour. Of this number, a total of 11,010 (49% males and 51% females) have been provided with educational services or training opportunities. A total of 3,353 (49% males and 51% females) have been provided with other non-education services. In the period May 2006 to February 2007, a total of 24,531 direct services were provided to children. These include:

- Books and School Supplies (8,609)
- Counseling Services (6,556)
- Formal Education (4,088)
- Non-Formal Education (3,203)
- Uniforms (1,537)
- Vocational and Skills Training (517)
- Nutrition (94)
- Other Incentives (30)

Formal education. The Sectoral Action Programmes provide children reintegrated into formal school or at-risk for dropping out with materials such as uniforms, pencils and textbooks. Bicycles are also provided to enable transportation for those in need, especially girls. At formal schools targeted by the project, teachers are trained on child labour and are expected to train other teachers in their schools. These teachers also conduct training in their classes, although there is no set curriculum for doing so.

Non-formal education. Non-formal education (NFE) classes are provided through Community Learning Centers (CLCs) established in the target villages in collaboration with the local communities. The project supports 96 CLCs in the 6 sectors in 8 Sectoral Action Programmes and 107 CLC teachers. These centers provide children with supplementary educational services for a few hours per day, allowing for the integration and reintegration of children into the formal education sector. NFE classes are scheduled according to the free time of target children.

NFE instruction is provided by educators selected by the IAs, largely the PDLVT and partner NGOs, and trained on the use of the NFE curriculum. The majority of these educators have previous experience as NFE educators and/or as primary school teachers or administrators. Subjects taught include literacy, numeracy, life skills, health, pre-vocational subjects, and child labour and child rights. The ages of children attending NFE classes range from pre-school to 17 years of age. Children completing NFE are assessed for their readiness for reintegration or initiation into formal primary schools.

The CLCs are the most tangible evidence of the POS in the target communities. The presence of CLCs encourages parents and families to send their children to NFE classes and highlights the project's commitment to working closely with communities in eliminating child labour. They are built from locally available materials and are located in village centres for easy access to community members. They are equipped with tables and chairs, contain some reading/learning materials, and have posters on child labour and trafficking elimination posted on the walls. CLCs are primarily used for NFE classes for children targeted for withdrawal from child labour, but are also used for other project related activities such as meetings of community monitors, networks, and seed money agents of partner EAs. Communities also use CLCs for community celebrations, meetings local councils, and other activities of the community members.

Vocational education. When older children do not want to return to formal schools, the POS allows children the option to enrol in vocational skills training to learn skills that will provide them an income. It is thought to be ineffective to remove children from work without providing a better alternative for income generation.

Vocational skills' training is largely contracted to EAs who provide training to children for 4 months to 2 years. Outsourcing the vocational education intervention through the EAs has created good linkages with local businesses, NGOs, and provincial level vocational training schools. Across Sectoral Action Programmes, the common skills being provided include motorcycle repair and sewing.

When possible, training schools and shops are located near the villages of target children. Vocational schools (e.g., sewing) can accommodate approximately 20 students for every trainer. Under the apprenticeship model (e.g., motorcycle repair), 3-5 children can be trained by a master craftsperson. In both approaches, children are housed on-site where the children are trained with the owners of the shops. It is unclear whether the trainings offered are market-oriented or whether trainees are able to find employment upon completion of the programs.

While the sectoral strategy has put in place a “basket of solutions” to child labour, it does not appear to be systematic, integrated, or based on best practices. Much has been done in a short period of time, but this evaluation suggests applying “Best practices in Education” for target children. This is further described by the “Recommendations” section to follow.

Question 5: Community Involvement

“In the targeted provinces, what has the programme of support done to help the TBP involve community groups?”

The Civil Society Network Against Child Labour (CSNACL) is a burgeoning national network of NGOs, volunteer agencies, and civil society organizations functioning with chapters at the national level, with provincial chapters of the network established in 3 POS provinces (Sihanoukville, Kampong Cham, and Siem Reap). The mission of the Network is to build an effective movement against child labour throughout the nation and organizers hope to support this effort through future POS funds. This work is currently done through the work of NGOs, voluntary agencies, and civil society organizations committed to ending child labour in the country, especially its worst forms. The network is intended to be non-political but to work closely with the RGC. Members of the CSNACL have been trained on child labour issues and on how to combat child labour as members of civil society.

The Community Monitoring of Child Labour (CMoCL) is an important component of each of the eight Sectoral Action Programmes of the POS in Cambodia. It begins with the community involvement in identifying child labourers and at-risk children in the community and ensuring that they do not work and encouraging their rehabilitation if they already are working. It also ensures that children do not join the work force, but are instead enrolled in schools and remain in schools. By regularly repeating this process, CMoCL is integral to ensuring that the community is free of child labour and under surveillance to stay child labour free.

The local communities have also taken action against child labour through the participation of the community in the design of the Rapid Listing Questionnaire on child labour and their families, the involvement of the community in the actual conduct of this Rapid Listing, the involvement of the community in the choice of the venue of the CLCs, the selection of influential members of the local community as Community Monitors under the Action Programmes, through regular meetings of the community leaders at the CLCs, and, particularly, through the establishment of a community child labour monitoring system.

Because the Community Monitoring of Child Labour covers not only the community, but also the schools and even workplaces within the community, it is an important component of child labour monitoring. When combined with labour inspection that takes place in the workplaces, it can become a powerful and effective tool against child labour.

Countrywide, there is little involvement of community religious groups in the programme of work to eliminate the worst forms of child labour.

Question 6: Livelihood Opportunities for Families

“What has the *project of support* done to help the TBP assist targeted families with livelihood opportunities?”

Support to children begins with support to the family, especially the Mother. The project recognizes that strategies for preventing and removing children from the labour force will not be sustainable without providing alternative sources of income for parents and children, since removing and preventing children from work affects the overall income earning capacity of the family. Self-help groups, income generating activities, and vocational education trainings attempt to address this situation by creating “replacement” income to fill what is lost when children are removed from the labour force.

Self-Help Groups. Self-help groups are designed to help poor families obtain capital to start up a small business and make it profitable. This is meant to replace what is lost once a child is removed from employment. Group’s members are selected based on having a child labourer, being a permanent resident of the community, and perceived trustworthiness. They are comprised of six to ten families, with women comprising the majority of members.

Members are provided with opportunities to strengthen their abilities in planning, problem solving, and decision making regarding family finances. Once self-help groups are formed, they are sensitized on issues of child labour and trained on the principles of community savings and business plan preparation.

Income generating activities. Through a joint initiative of the POS, the ILO WEDGE project provides training and strategies used for supplementary income generation for POS target families. A three-tiered Training Programme on Income Generation is provided by WEDGE consisting of a training of lead trainers; training of trainers; and training of target families. Staff from IAs and EAs were first trained to be the trainers of Community Monitors on the process and methods used to promote the livelihoods of target families. Community Monitors from target provinces were subsequently trained by the trainers to deliver training to target families. The income generation programmes are now being provided by Community Monitors to target families in target provinces and municipalities.

Local authorities and self-help group leaders organize seed money committees. These committees assist in the formation of groups and in the selection of leaders within them. They prioritize recipients of seed money, and assist in programme implementation, including payments.

Seed money directly targets and empowers women in the community. Women are provided with knowledge to start and manage small businesses and receive technical support from ILO WEDGE. In doing so, women experience the planning, problem-solving, and decision-making processes that small businesses require, and are provided the financial capacity to apply it.

Vocational Training. As described in the response to Question 4, vocational training is offered by partner EAs in the areas of sewing and motorbike repair.

Question 7: Replication of Project Experiences

“Have project experiences been applied and/or replicated outside of the project target groups (e.g., same sector in other areas, and/or other sectors in the same area)?”

The answer to this question is unclear. Child labour is widespread throughout the country, but the TBP has covered only 6 sectors in 7 provinces. There is currently a lack of national budget allocation for projects and programmes on child labour and insufficient human resources to address its elimination, especially its worst forms.

Evaluation Questions Regarding Programme Outputs

Question 1: National and Provincial Plans and Legal Frameworks

“How many new national, provincial plans and legal frameworks have been put into place? What role, if any, did the project of support play? What has the project of support done to facilitate the implementation of the new national, provincial plans and legal frameworks by national/provincial governments and concerned parties?”

Through participatory and consultative approaches, the project of support provided technical assistance, financial support, and formal and informal encouragement for the multiple plans and legal frameworks that have been put into place internationally, nationally, and provincially.

International. Cambodia has now ratified all the 8 ILO Core Conventions. Two of the conventions involving child labour have gained approval by RGC. They are the convention concerning minimum age for work (No. 138) and the convention concerning the prohibition and immediate action for the elimination of the worst forms of child labour (No. 182). Cambodia is bound by these conventions to take immediate and effective action to minimize child labour.

Convention No. 182 Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour was ratified on 24 October 2005 and lodged with the ILO, Geneva on 15 March 2006. The POS played an important and crucial role in ensuring the expeditious ratification of the Convention 182. The POS constantly supported the MLVT and particularly the DoCL in this process, not only through its technical and administrative inputs but also by repeatedly highlighting to the Ministry the importance for the RGC to expedite such ratification.

According to this Convention, the worst forms of child labour are divided into unconditional worst and hazardous forms, including “any activity or occupation which, by its nature or the circumstances in which it is carried out, is likely to harm the child’s safety, health, or moral development.”

Sub-regionally, the POS also assisted to initiate a Resolution on the Prevention and Eradication of the WFCL at the 25th General Assembly of the ASEAN Inter-Parliamentary Organization (AIPO) held September 2005 in Phnom Penh. The Resolution was adopted by the AIPO.

National. The MLVT continued its efforts to gain approval by the Royal Government of Cambodia of the drafted and revised NPA-WFCL 2007-2012. The first draft underwent revision following the Council of Minister’s request for clarification. A second draft is now with an inter-ministerial committee of the Council of Ministers, awaiting adoption by the RGC. Child labour was also included as a priority issue to be addressed in the first five-year 2006-2010 Strategic Plan of the MLVT, released 23-24 January 2007. In

addition, Cambodia has reaffirmed its commitment of the reduction of child labour to 10.6% by 2010 and to 8% by 2015.

At the request of the MLVT, labour unions and CAMFEBA, the POS is facilitating a systematic review and revision of the 1997 Cambodia Labour Law. The provisions on child labour in the Cambodia Labour Code (i.e., Section 8) are applied primarily to the formal sector rather than the informal sector where the vast majority of child laborers are found. The lack of legal protection for child workers is of concern. Provisions on apprenticeship and definitions of allowable “light work” are also lacking from current legislation. The MLVT is now amending sections and articles relating to child labour in the Cambodian Labour Law to reflect the current needs and situation of child labour and its commitments upon ratification of Convention 182.

The POS has helped to reconstitute the National Sub-Committee on Child Labour (NSC-CL). The NSC-CL “presides over strategic actions on child rights and child labour and other forms of commercial exploitation of children. It has the role of ensuring the implementation, monitoring, and evaluation of policies and programmes related to child labour and other forms of commercial exploitation of children. NSC-CL is now a sub-committee of the Cambodian National Council for Children (CNCC) and is comprised of representatives from government institutions (inter-ministries), business, trade unions, and NGOs. The Secretary of State of the MLVT serves as the Chair, and the Under Secretary of State serves as Deputy Chair. The DoCL has served as the Secretariate of the NSC-CL. Relevant ministries and representatives from Employers’ and Workers’ organizations and NGOs also serve as members.

The reconstituted Labour Advisory Committee has included child labour issues in the agenda of its March 2007 meeting. This committee will review and provide recommendations to the List of Hazardous Child Labour, as required under Convention 182, and the pending Prakas on Child Labour for endorsement and enforcement by the MLVT.

The POS has also supported Ministerial Orders (Prakas) aimed at eliminating child labour. There are currently 7 drafted and revised Prakas on child labour: in the sectors of plantation work, fishing, brick-making, salt-making, garments, and shoe works; in defining light work for children aged 12-15; and in clarifying what is hazardous work. The Prakas on hazardous work was adopted by the Labour Advisory Council and was approved for implementation during its meeting in March 2004. The Prakas on light work for children with ages 12-15 years was adopted and approved in April 2004. The preparation and approval process of a Prakas normally requires 7 administrative steps and generally 2-3 years before it is endorsed for implementation. The positive outcome of this slow, arduous process is that the final Prakas becomes more comprehensive and likely effective due to the amount and quality of reviewers overseeing its preparation and approval.

The POS is also working toward fast-tracking approval of the remaining draft Prakas, and the preparation and approval of additional Prakas covering other priority groups, such as child domestic workers.

Provincial. The development of the draft Prakas enabled the provincial governments to initiate the preparation and dissemination of provincial Letters of Instruction. These letters of instruction contain the provisions of the draft Prakas, particularly the instructions regulating the use of child labour (12-15) years) and discouraging the occurrence of the worst forms of child labour (under 12 years) in salt, fishing, and rubber plantations. Although these letters of instruction do not have penal provisions and will become invalid upon approval of the related Prakas, these Letters carry the weight of authority of the provincial Governors. Letters are distributed among employers and in child labour communities encouraging all to follow and comply with them.

The POS has also assisted the PDLVT in drafting, revising and adopting Provincial Plans of Action on the Elimination of the WFCL in some target provinces, including Kampot, Sihanoukville, and Kampong Cham. Provincial Plans of Action on the Elimination of Child Labour have been drafted and adopted in at least three of the seven target provinces. These Plans of Action set the road map for provincial level action on the elimination of the worst forms of child labour in the Province.

Question 2: Monitoring Child Beneficiaries

“Describe the system for monitoring and tracking of the education and work status of child beneficiaries. According to the project records, how many beneficiaries received direct service?”

Child labour monitoring is one of the most effective means of reducing child labour because it requires the repeated identification and assessment of child labourers and their referral to appropriate services, such as education. It is a system that involves frequent visits to working areas where children may be working.

The monitoring component has applied the following strategy:

- The conduct of rapid needs assessment/baseline survey
- The identification of target groups
- Determining who will serve as Community Monitors
- Improving skills of Community Monitors through trainings
- Developing monitoring forms

The Sectoral Action Programmes of the POS currently have 209 Community Monitors in the more than 650 villages targeted under the Action Programmes. The Community Monitors serve as the focal point for child labour issues in the village and all village level activities under the action programme are coordinated by the Community Monitors. Community Monitors provide referrals for services such as prevention, protection, withdrawal, vocational, formal, and non-formal education. As such, this person serves as the frontline case manager for targeted children and their families.

The Community Monitors are drawn from the community itself. Often they are the Village Chiefs or members of the Commune Councils, and at times Child Labour Activists within the community. They are volunteers working in support of child labour elimination through assisting in the monitoring of child labour and encouraging children to go to school. They work for a small incentive for meeting their transportation costs. Community Monitors help build up a sustainable commitment against child labour at the grassroots level.

The Provincial and Municipal Departments of Labour and Vocational Training developed a child labour data reporting system through their direct beneficiary monitoring report (DBMR). This form has been translated into Khmer and 300 participants, including over 200 POS Community Monitors, have been trained on child monitoring roles and responsibilities, and the use of the DBMR form.

According to POS records, since the project's inception date, 14,363 children have been withdrawn or prevented from child labour. Of this number, a total of 11,010 (49% males and 51% females) have been provided with educational services or training opportunities. A total of 3,353 (49% males and 51% females) have been provided with other non-education services. In the period May 2006 to February 2007, a total of 24,531 direct services were provided to children. These include:

- Books and School Supplies (8,609)
- Counseling Services (6,556)
- Formal Education (4,088)
- Non-Formal Education (3,203)
- Uniforms (1,537)
- Vocational and Skills Training (517)
- Nutrition (94)
- Other Incentives (30)

Question 3: Improved working conditions

“What has the programme of support done to help the TBP achieve the targeted number of work places able to demonstrate improvement in working conditions (i.e., that they are no longer hazardous)?”

The overall number of identified work places that demonstrate improvement in working conditions (i.e., no longer hazardous) is not reported by project records and was not discovered in field visits.

Question 4: Work places that have eliminated child labour

“What has the programme of support done to help the TBP achieve the targeted number of work places that are able to demonstrate that child labour has been eliminated?”

The number of identified work places where child labour has been eliminated is not reported by project records and was not discovered through field visits.

Evaluation Questions Regarding Outcome

Question 1: Assistance to the Department of Child Labour

What has the project of support done to help the Child Labour Unit to facilitate and coordinate the work within the Ministry of Labour?

The newly established DoCL of the Ministry of Labour and Vocational Training is implementing an Action Programme meant to increase the capacity of the RGC to reduce the worst forms of child labour. Under this Action Programme, the officials of the DoCL and the MLVT, members of the NSC-CL, and P/MC-CL and staff from P/MDLVT from the POS target provinces and municipalities have been trained and sensitized by the POS on child labour issues, child labour concepts, the child labour situation globally and specifically in Cambodia, ILO relevant Conventions, especially ILO C. 138 and C. 182, the POS framework and strategies for addressing child labour issues. Because this unit is new, it is to be determined how it will facilitate and coordinate work within the Ministry of Labour.

Question 2: Provincial government support

“What has the project of support done to help the provincial governments to facilitate and coordinate their work?”

According to project records, the POS provided assistance to provincial governments in the following manner:

- Reconstituted Provincial Council-Child Labour (PC-CL) with the Governor or Deputy Governor as Chair and the Director of the PDLVT as Deputy Chair or Permanent Secretary, in all the POS target provinces.
- PC-CL’s members are drawn from all relevant provincial departments and including representatives from Employers’ and Workers’ Organizations and NGOs.
- The POS provided technical inputs, support, and encouragement for the drafted, revised, and adopted Provincial Plans of Action on the elimination of the WFCL in some POS target provinces (i.e., Kampot, Sihanoukville, Kampong Cham).
- The POS provided technical assistance in the drafting and issuance of Provincial (Governor’s) Orders against child labour in Banteay Meanchey.

Question 3: Synergies among donor projects

“What has the project of support done to facilitate the creation of synergies among the various donor projects to address child labour concerns?”

External assistance has contributed significantly to the implementation of all major public sector development projects in Cambodia. A large percentage of Cambodia’s national budget comes from international development assistance. In Cambodia, donor aid is coordinated under a consultative process involving the UN Country Team, donor representatives and the RGC. In December 2004, international partners pledged a US \$504 million aid package for the country for 2006.

External assistance also plays a key role in national efforts to combat child labour. The World Bank and Asian Development Bank are by far the most important providers of external assistance to strengthening basic education, which is argued to be vital in reducing child labour. World Bank education sector support is directed towards enabling equitable access to education and nurturing educational quality enhancements and infrastructure. Support includes the construction of schools in areas with incomplete primary and/or no lower secondary schools. The Asian Development Bank education sector assistance is strongly aligned with World Bank assistance, and focuses primarily on lower secondary school levels, from grades 7 to 9.

The POS has supported collaborative partnerships, arrangements, and networks established with the World Bank, UNICEF, UCW, and ILO WEDGE and groups within civil society to efficiently and sustainably reduce child labour. For example, the Understanding Childrens’ Work (UCW) project, under the initiative of the POS, has brought UNICEF and the World Bank together to collaborate on knowledge building efforts on child labour. This collaboration has resulted in the ILO, World Bank, UNICEF Joint Inter-Agency publication: “Children’s Work in Cambodia: A Challenge to Growth and Poverty Reduction.”

“A Review of Policies and Programmes on Child Labour in Cambodia” (2005) has been published under the auspices of the UCW.

The World Day Against Child Labour, June 12, 2005 and 2006 was organized jointly with the RGC, and other UN Agencies such as UNICEF and the World Bank.

A grassroots initiative to involve civil society in action against child labour has also begun. A network of civil society organizations called the Civil Society Network Against Child Labour (CSNACL) has been established and is now functioning. Provincial chapters of the Network are established in 3 POS provinces (Sihanoukville, Kampong Cham, and Siem Reap) and members of the CSNACL have been trained on both child labour issues and how to combat child labour as civil society.

Question 4: Joint actions and common positions with Employers' Groups

“What has the project of support done to facilitate joint actions and common positions among targeted recipients, partners, and networks (including workers' and employers' organizations) against WFCL?”

With POS support, the Cambodian Federation of Employers and Business Association (CAMFEBA) has begun implementing an Action Programme to mobilize employers and employers' organizations against child labour. CAMFEBA's coordination structure, is now established and functioning. The national and local representatives have been trained and sensitized on child labour.

Child labour issues have also been mainstreamed in negotiations with employers through trade union Collective Bargaining Agreements (CBAs). In addition, CAMFEBA's Code of Conduct against child labour was developed and is being commented on by its members. This will soon be finalized and voluntarily applied by employers. An Employer's Code of Conduct against child labour, developed jointly between the project and UNICEF, was adopted and is being used by the Salt Employers Community in Kampot. CAMFEBA's newsletter and network announcements have attempted to raise awareness and advocate against child labour.

Question 5: Outcomes of PACT

“How relevant, efficient, effective, and sustainable was the Action Programme with PACT?”

PACT, through POS support, was established and is now functioning to ensure representation of workers' organizations in the country. Trade union leaders and workers' representatives have been trained and sensitized on child labour at national and provincial levels, and within POS target provinces. The Trade Union's Code of Conduct against child labour has also been developed. An official endorsement by PACT Against Child Labour allowed this policy to become fully integrated in the current trade union policy framework on child labour. In December 2005, the policy was formally launched and disseminated widely by PACT, and has become binding for all members.

Child labour issues have also been mainstreamed in negotiations with employers through trade union Collective Bargaining Agreements (CBAs). Promotional materials on child labour produced by PACT are being widely disseminated and used by workers, trade unions, and their organizations.

PACT initially united the two main rival groups of trade unions to a common platform on child labour. The internal trade union rivalries have continued but have not affected the functioning of PACT. Following the assassination of two trade union leaders in 2004, and the suspicious death of one more recent leader, the ILO, together with the International Confederation of Free Trade Unions, brought international attention to promote a speedy and fair investigation of the deaths and publicly raised the need for greater protection of union leaders.

Question 6: Leveraging Additional Support

“What has the project of support done to leverage additional resources (i.e., budget, staff, time, information) from national and provincial governments to combat WFCL?”

The POS has assisted in the coordination of resources from the DoCL, the MLVT, the Trade Unions (through PACT Against Child Labour), the employers (through CAMFEBA), the Implementing and Executing Agencies of the project and other stakeholders at the national and provincial levels in the seven target provinces and associated municipalities.

Local resources are being mobilized to meet provincial needs through Community Learning Centers (CLCs). For example, materials for building CLCs for target children are contributed by the Provincial Departments of Education. The land upon which the CLCs are built are provided by the Commune Councils. In Banteay Meanchey, a fundraising campaign is being organized for setting up CLCs, and in Kampong Cham community members are building roads to enable children removed from child labour to reach the CLCs.

In addition, in-kind contributions (e.g., office space, equipment use, electricity, water, office supplies) are provided to all POS Action Programmes through local contributions of government officials, community members, and by the project IA and EA.

Furthermore, through a joint initiative with the Department of Non-Formal Education, (MoEYS), Supporting Children’s Rights through Education, the Arts, and the Media (SCREAM) manuals (education pack) are being translated into Khmer and adapted into the Cambodian context for wide dissemination and use.

VI. Evaluation of Project Performance

Relevance

The Sectoral Action Programmes were guided by the needs and context of Cambodia and by the national policy framework, ILO-IPEC good practices, lessons learnt, and experiences in combating child labour in previous projects, both inside and outside of Cambodia. This process directly promotes the relevance of the programme.

The continued involvement and mobilization of the national, provincial, and communal government, employers and workers, and other partners and stakeholders such as UCW, UNICEF, World Bank, UNESCO, NGOs, US-DOL grantees, civil society, local authorities, and communities indicates relevance of the project to the child labour context of Cambodia.

Sustainability

The key strategy of the project in promoting sustainability was to localize the implementation of Action Programmes to institutions already in place at the national level and in the target sectors. The underlying objective of working with existing government agents is to have the government—at national and local levels—assume responsibility for delivering services the project has already started. The project also seeks for the target communities to understand and accept the need for change, to take concrete actions, and to advocate and contribute to the prevention and elimination of child labour.

The likelihood of sustainability of project interventions and effects is also increased through capacity building, policy development, and attitude change. Each is described below.

1. Capacity Building

Based upon a common training experience, project coordinators in the Action Programmes have a similar understanding regarding approaches to project implementation. This common focus and approach also stems from the overall project strategy stipulated in POS project documents among representatives from the IAs and EAs. Problems and solutions generated are more clearly communicated because of this common language and conceptual understanding.

Sustainability is supported through the following POS capacity building efforts:

- A growing understanding and knowledge within the government of the human resource implications of child labour, its impact on economic development, and the value of education.
- Increasing capacity, knowledge, and understanding of project partners including NGOs and civil society stakeholders on child labour issues and experiences.
- The mobilization of local resources to develop and sustain CLCs
- By developing a system of one IA (for each sector in a Province), who coordinates the implementation of the Action Programme through different EAs, the role on child labour is passed from the POS to the provincial level. This builds the confidence and capacity at the provincial level to manage large child labour projects independently.
- The Action Programmes also directly seek to build up the capacities of the PDLVT to function as the key focal point on child labour. It builds their capacity to coordinate all action against child labour in the Provinces, and to manage and run large child labour projects. It encourages all relevant Departments to work jointly on child labour with the PDLVT.

2. Policy Development

The second factor in promoting project sustainability lies in the commitment of the national government to eliminate child labour. If the RGC establishes child labour as a priority issue, appropriate attention will be allocated to resolving it. The POS should continue to work with its current partners to encourage the prioritization of child labour and related issues in the national government agenda.

The likelihood of sustainability is improved through the following POS sponsored efforts in policy development:

- A strong and growing political commitment within the RGC, particularly from the MLVT, and employers' and workers' organizations for the elimination of child labour.
- Strengthened policy frameworks on child labour both at the national and provincial levels.
- Establishment of functional coordination mechanisms from the national to the community level
- The issuance and enforcing of provincial orders on child labour (e.g., Provincial Circular Against Child Porters in Banteay Meanchey).

3. Attitude Change

Attempts at reform are not effective with an unwilling population, especially one that is receiving rewards for engaging in the adverse behaviors. Child labor does not exist in isolation from public attitudes regarding its acceptability. Following from capacity-building and policy development interventions, come changes in public awareness and attitudes regarding child labour.

The POS has influenced attitude change and, thereby, sustainability in the following ways:

- Production and dissemination of published reports and materials (e.g., posters, leaflets, stickers, booklets) on child labour.
- A growing body of employers and workers sensitive to child labour and its effects, and actively involved in abolishing it.
- An increased concern with child labour issues among project collaborators including the World Bank, UNICEF, UNESCO, UCW project, US-DOL grantees, civil society organizations, NGOs, and community members.

Despite these efforts, full sustainability is unlikely at present. The MLVT, established in August 2004, is new, as is the DoCL. These offices will need continued support for the institutionalization of child labour issues and practices to occur.

Efficiency

The project used partnerships, networks, and collaborative arrangements to maximize the efficiency of project activities, outputs, and outcomes. For example, technical and financial resources were shared between the POS and the UCW for building national capacity for child labour data collection and analysis, in collaboration with the national subcommittee on child labour, the national institute of statistics, and the civil society network against child labour.

The ILO-IPEC, UNICEF, and World Bank collaboration on the development, printing, and dissemination of the interagency report on child labour "Children's Work in Cambodia: A Challenge to Growth and Poverty Reduction."

Technical and financial resources have also been shared between the POS and the ILO WEDGE project for conducting a needs assessment, and subsequent trainings on income generation for target families.

The average cost per child targeted for rehabilitation and prevention under the Sectoral Action Programmes is approximately USD 60 (including administrative costs). This figure is purported by programme administrative staff as evidence of programme efficiency. However, it's unclear if the money could be spent more effectively. It is recommended in a later section that the project experiment with maximizing costs per child by applying best practices in education and implementing an associated cost-benefit analysis.

Equality and Gender Issues

Gender coding. All children are coded for gender. In every Sectoral Action Programme, 50% of beneficiary children are female. Special funds have been allocated for girl child labourers and for prevention and rehabilitation. In trainings, workshops, and other events organized by the project or by project partners, gender balance and gender participation have been encouraged by programme administrators. Regular gender reports are prepared and submitted to the ILO Gender Bureau by the project.

Gender mainstreaming. Gender mainstreaming is an applied strategy through which the goal of gender equality can be attained. Gender mainstreaming entails the conscious attempt to bring gender balance in the recruitment of project personnel and experts set up under the POS project.

Improving employment opportunities for women in rural areas requires the promotion of gender equality and the rights of women workers. Community-based pilot activities, capacity building for implementing partners, and policy advocacy and networking through ILO WEDGE are found to be an effective tool in promoting women's entrepreneurship and livelihood. This had led to increased earnings, self-confidence, and participation in community and social activities through POS work.

Despite the stated intention to promote gender mainstreaming, only one professional employee in ILO-IPEC office in Phnom Penh is female. In addition, only 25% (52/217) of stakeholders invited to attend the stakeholder's meetings in Cambodia were women.

VII. Conclusions and Recommendations

Conclusions

The ILO supports the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time Bound Approach (2004-2008) in the capacity of facilitator, catalyst and service provider. With financial support from the U.S. Department of Labor, the programme targets children working in domestic work (Phnom Penh), in salt fields (Kampot), in fisheries (Kampot, Kep and Sihanoukville), in brick-making (Kampong Cham and Siem Reap) and as porters (Bantay Meanchey).

The purpose of the midterm evaluation described by this report is to provide project partners formative, participatory-driven, and utilization-focused feedback to promote decision making and improvements to the programme of work. This goal was accomplished by an approach that was consultative, cooperative, and dedicated to consensus building. A results-based monitoring and evaluation system established by the programme to observe planned and actual programme inputs, activities, outputs, outcomes was applied to measure the degree to which the project is successfully reaching the goals and objectives it established at inception.

Findings were analyzed according to the three strategic components established by the Time Bound Project: (1) strengthened policy and capacity building; (2) increased knowledge base, commitment, and mobilization; and (3) effective targeted interventions. Each of these is described as are the ILO criteria of relevance, sustainability, efficiency, and equality and gender issues.

A combined campaign through the POS is proving effective. The POS's practical assistance and advocacy helped the Government ratify the international labour conventions on the elimination of child labour, and has helped translate these commitments into practice through Prakas on hazardous child labour and on light work permitted for children below the legal minimum age.

Equally important is the mobilization of line Ministries, workers' and employers' organizations and civil society to support the implementation on national policies.

According to project records, since the project's start date (or inception) on September 30, 2004, 14,363 children have been withdrawn or prevented from child labour: 11,010 have been provided with educational services or training opportunities and 3,353 have been provided with other non-education services. In the period May 2006 to February 2007, a total of 24,531 direct services were provided to children.

Despite these efforts, national capacity to coordinate policy and programme implementation needs further strengthening.

Recommendations

The following recommendations are offered for the purpose of programme improvement for the current period of programme implementation. These recommendations are drawn directly from programme findings.

Continue support to the government

External support is necessary in developing special legislation and national policies. The process requires in-depth studies, assessments, and extensive consultations to generate the needed support and assistance. High level advocacy and coordination from donor organizations with Ministries of government will influence the prioritization of relevant legislative work. Collaborative work is necessary, especially among government

ministries and their line agencies, in developing and finalizing legislation, policies, national plans and their implementation.

It is therefore recommended that the POS continue support to the government in the following ways:

- In working toward the fullest and proper application of ILO Conventions 138 and 182
- In implementing and translating policy into practice
- In enabling the coordinated functioning of the key ministries whose work can impact child labour. Continue to provide policy advisory services and technical assistance to the government so that national plans of action on child labour are implemented. Help make national and provincial level coordinating mechanisms operational. Cambodian society requires that for any intervention to be implemented at the community level, permission should be solicited from local authorities/leaders. Encouraging their direct support and participation will further enhance the effectiveness of the intervention.
- Ensure that budgetary support is provided in the national budget towards programmes and projects on child labour. Encourage the international community to continue providing financial assistance, while encouraging the RGC to ensure that budgetary support is provided in the National Budget towards programmes and projects on child labour.
- In supporting and improving legal mechanisms and increasing the knowledge and skills of enforcement officers
- In strengthening the coordinating structures to sustain efforts against child labour. An important risk in programmes, including education and health, is that governmental responsibilities may be assumed by the projects. This can create a vacuum once the programme is phased out. Therefore, the studies indicate [cite studies] that it is important to involve governmental agencies with the mandate in public education from the beginning and to avoid subsidies on primary schooling. It seems to be important to find an agreement with governments and the local stakeholders on how education and health services will be financed. Need to better define the DoCL office and what the POS can do to support it. The core functions of the new DoCL needs to be defined, and its role vis-à-vis other state agencies in the child labour field need to be clarified
- Encourage the greater involvement of Ministries of Education, Health, Human Services, etc.
- Advocate for improved educational systems.
- Encourage greater involvement of the Commune Councils in future POS strategies to eliminate child labour.

Translate legislation into law

Again, building on efforts being undertaken with support from POS, UNICEF and other groups, religious organizations, educational institutions, teachers' organizations, NGOs, the mass media, community-based organizations, trade unions, employers' organizations and numerous other groups need to be actively engaged in addressing child labour. Emerging local structures, including Commune Councils and Village Development

Councils, also have important potential roles to play both in raising awareness of and mobilizing local action on child labour. *It is interesting to note that Communities and the elected local body the Commune Councils are mobilizing local resources for the Community Learning Centres as well as supporting the children in the Community Learning Centres through providing the children with materials, as well as support to parents.*

Continue to build the capacity of government officials, particularly those in the provinces not targeted by the POS. Continue mobilizing employers and workers to continue their support and cooperation against child labour. Continue promoting child labour issues within civil society and network and mobilize civil society against child labour.

Building on communication activities undertaken by ILO/IPEC, UNICEF and other groups, such an effort needs to take place at both a national and local level, and involve a wide variety of communication vehicles. The development of an effective communication effort will require baseline information on local knowledge and cultural attitudes towards child labour.

The key factor in the fight against child labour and its worst forms is the presence of and implementation of laws and regulations controlling and eventually eliminating them. This is the factor through which current plans, projects and programmes on child labour and WFCL will depend to become truly effective and promote replication. This will also promote sustainability since legislation creates mandates and responsibilities among government agencies and organizations. Presently, existing legislation to combat child labour is lacking. This remains a major hindrance in efforts to control and eliminate child labour. Without key legislation serving as a legal basis for their actions, the fight against child labour and WFCL will continue to struggle at a slow pace.

Several recommendations are being made to improve existing laws on child labour and to enact new ones in order to address gaps and implement and enforce such laws. The review of the existing Labour Law is a pre-requisite for amendments. Given the reorganization in the MLVT, there would be a need to engage legal support for the conduct of the review of the Labour Law. Improvements on the law should be in accordance with international norms, the changing conditions globally and nationally and its legal implications. There is a need for an inter-agency review to get together the jurisprudence background (Ministry of Justice) and the practical applications (MLVT).

Implement the NPA-WFCL, 2007-2012 and enforce the Prakas on child labour. Develop and implement Provincial Plans and Circulars on child labour and integrate them with other Provincial plans. There is also a need to fast-track the approval of the Prakas on WFCL which have been submitted for recommendations by the ILO-IPEC Bangkok and the LAC (Labour Advisory Committee).

Strengthen the monitoring of child labour laws. There is a need to strengthen the Government's ability to monitor workplaces for compliance with child labour laws, starting with the priority hazardous sectors identified in the NPA-WFCL. Replicating the ILO/IPEC-supported pilot community monitoring programme is one possible vehicle for achieving this. This programme involved tripartite monitoring of children's school attendance and work places by labour inspectors, teachers, and community volunteers."

Focus the POS approach to sectors and provinces where child labour is endemic.

As the results of the report "Identifying At-risk Populations for Child Labor in Cambodia" indicate, the single most significant predictor of child labour in Cambodia is place (i.e., province). The first step in identifying at-risk populations is to identify at-risk geographies, as opposed to at-risk individuals or populations. Child labour occurs in every province of Cambodia. However, programme funds are often incapable of stretching across all parts of a country. Having a method for narrowing the focus can help improve programme impact. With provinces identified, the next step is to identify communes and/or villages that are most at-risk. We can then employ the individual and family level variables (e.g., education and poverty) to finally identify the greatest proportion of at-risk persons.

Place is the chief indicator of child labour in Cambodia because types of businesses tend to concentrate in specific locations. Businesses that employ children in Cambodia are of specific types and agglomerate. Prey Veng is the prime example, where all types of labour and hazardous labour have their highest levels. Involvement in child labour is as much a matter of being in the "wrong place at the wrong time" as it is of other factors. Therefore, the POS should target the "wrong places" determined by research rather than the RGC.

Better coordinate stakeholders and develop donor mapping

With the government's assistance, the NPA-WFCL is a framework that can help align all existing efforts and open discussions on areas that are left unaddressed (e.g., livelihood options for families in communities where child labour is prevalent).

Initiatives at coordination are evident in donors' efforts to harmonize their support to the country. In this regard, the recommendations are:

1. Pursue coordination between government partners, donor agencies, NGOs and the civil society to provide adequate support for declared policies, plans, and priorities on child labour.
2. Support the RGC Action Plan for Harmonization and Alignment 2004-2008. Improved coordination is needed between donors and their support to the Government in strengthening the social sector, including coordinated budgeting to combat the worst forms of child labour. Donor agencies have, to a large extent, committed to harmonization and alignment at the international level and now need to put these

commitments at the country level. This action plan for Harmonization and Alignment (2004-2008) is the government's initiative to implement the Rome Declaration on Harmonization of which Cambodia is a signatory. The preparation of a single planning document (e.g., NSDP for the Retangular Strategy) also ensures greater development impact by increasing harmonization around a unified development framework, including the issue of child labour.

3. Mapping of civil society stakeholders involved in child-labour related Action Programmes. Develop a mapping of the stakeholders in order to understand how stakeholders can be mobilized to continue activities for the NPA-WFCL. The mapping should encompass stakeholders such as the NGOs, community-based organizations, trade unions and workers' groups, organized business and other institutions (higher education, temples, charity groups.)

Improve educational provisions

There is broad consensus that the single most effective way to stem the flow of school aged children into work is to extend and improve schooling, so that families have the opportunity to invest in their children's education and it is worthwhile for them to do so. The empirical evidence and programme experience points to a number of possible policy measures in this context:

(1) School attendance incentives

School incentives strategies that provide cash or in-kind subsidies to poor children conditional on school attendance provide one promising incentive. What these strategies do, essentially, is compensate families for the direct and indirect costs associated with children attending school rather than working.

One example is a conditional cash transfer that provides direct monetary transfers to families in exchange for their children's regular attendance at school. A second example is school nutrition and food-for-schooling programs that use food as an incentive for parents to send their children to school. The latter programs involve either (1) children being fed in school (school nutrition) or (2) families being given food if their children attend school (food-for-schooling).

A scholarship programme supported by the Japan Fund for Poverty Reduction (JFPR) administered by the Asian Development Bank points to the potential of such a compensation strategy in Cambodia. The programme initially targeted children in 93 lower secondary schools in Cambodia. An early evaluation suggests that it had a large and positive effect on girls' attendance in the first grade of secondary school; girls who were offered a scholarship were 10-30 percent more likely to stay in school than comparable girls who were not offered a scholarship. The programme has since been extended to the whole country with assistance from the World Bank.

The POS may also want to partner with UNESCO. The UNESCO 2003-2005 project on Non-formal Basic Education and Vocational Skill Training for Youths and Children At-Risk had the goal of improving access and quality of primary education and non-formal education. As such, the project activities are directly in line with contributing to the attainment of the goals of the POS. UNESCO has previously partnered with the ILO-IPEC in establishing community learning centers in Kampong Cham and Kampot.

(2) Flexible schooling measure, such as adaptive school calendars and scheduling
Extensive international policy experience highlights the potential of reducing school drop-out rates by adapting the school calendar to the exigencies of light work.

Develop and infuse child labour curriculum in primary schools in early grades

Teachers, educators, and their schools and organizations constitute a principal group in the international effort to eliminate child labour. In this respect, POS should cooperate closely with educational NGOs including Education International, UNESCO and UNICEF to develop a tool for use by educators to raise awareness of the nature and effects of child labour, and to stimulate discussion between teachers, children, parents, and communities.

Include health and nutrition service provisions

Cambodia's maternal mortality rate remains one of the highest in the region, suggesting the need for increased attention to reproductive health and improved access to both health information and services.

Health-care and nutrition activities are seen as key supportive measures for the elimination of child labour as they directly support the welfare of children. The effectiveness of health and nutrition components is largely dependent on the capacities of the partners involved. Projects should strengthen health-care services in close collaboration with the government to avoid duplicating functions or replacing government services.

A very effective incentive for education has been the provision of hot meals at schools. This ensures that children have a nutritional meal, including adequate calories, to prevent them from malnourishment and hunger, and helps to alleviate the financial burden on parents to feed their children.

Provide additional capacity building

Although key officers and staff have been fully trained, additional trainings and/or refresher courses are necessary to enhance and sustain the performance of these persons. Training is especially desired in the preparation of regular reports and in the preparation of project budgets. Because the reporting language is in English, a second language for nearly all project personnel, it is suggested that reporting forms be in Khmer with translation to English for reporting to ILO. Some programs are brand new with brand new staff. The forms should be as simple as possible. For example, monitoring tools,

which include the monitoring forms, should have uncomplicated questions and be in the respondent's first language. The system needs to be designed with the user in mind.

For many of the key officers and staff, the trainings received were the first that they had undergone. As such, project management should recognize that they will not easily understand and absorb information from these trainings. Thus, additional and/or refresher course will be necessary, as is close monitoring, regular meetings and visits with the Implementing and Executing Agencies, and the Action Programme sites.

Training and encouraging project Implementing and Executing Partners to set in place a monitoring and evaluation mechanism within their Action Programs is also important.

To build and maintain the capacity at the MLVT, its provincial and municipal departments, the sub-committee and local committees, Vijghen (2005) recommends that ILO projects:

- Develop and implement a training programme on the legal framework involving Child Labour
- Develop and implement a training programme and Training of Trainers course on Child Labour Inspection
- Develop and implement a training programme on project management and monitoring
- Develop and implement a training programme on data collection and processing
- Provide a budget to allow P/MCCLs and DoCL to make project visits
- Arrange for Minister and his staff to seek additional donor funding
- Encourage one committee on child issues within the provinces and municipalities, with one sub-committee on child labour

Improve income generation strategies

The rationale for income generation projects is to reduce child labour by enhancing poor people's income through upgrading their skills so they can secure better employment, and by providing them with seed money or access to credit so they can open small businesses.

It is recommended that the POS support the expansion of community-based savings groups and micro-credit initiatives, especially targeting the poorest households. Microenterprise funding should be sought through banks or other non-profit organizations. The Rural Development Bank, established by the government to support micro-finance, is a particularly important potential partner.

Vocational students should also be provided with equipment to enable them to apply their training in generating income upon programme completion ((e.g., sewing machines, tools).

Promote gender mainstreaming in hiring within ILO-IPEC, IAs, EAs

We also recommend promoting gender equality in ILO hiring in Cambodia, both at the ILO/IPEC POS office in Phnom Penh and at each Implementing and Executing Agency. This can be accomplished through the application Gender Mainstreaming practices (see

ILO “Good Practices in Promoting Gender Equality in ILO Technical Cooperation Projects,” 2007)

Encourage the greater involvement of religious organizations

Finally, we recommend promoting the greater involvement of religious leaders and organizations, especially Buddhist Monks and temples, in the work against child labour.

VIII. Emerging Good Practices and Lessons Learned

Emerging Good Practices

A good practice is defined as anything that works in some way to combat child labour, and that may have implications for practice elsewhere. Criteria for establishing a practice as “good” include: innovative or creative; effectiveness/impact; replicability; sustainability; relevance; responsive and ethical; and efficiency and implementation.

Cross-agency coordination

Under the initiative of the POS, the Understanding Childrens’ Work (UCW) project developed a joint inter-agency publication of the UCW project, World Bank, and UNICEF called “Children’s Work in Cambodia: A Challenge to Growth and Poverty Reduction” published in April 2006. This report provides an extensive analysis of the causes and consequences of child labour in Cambodia and concomitant policy recommendations.

Selection of implementing agencies and executing agencies

Integrating project services and interventions in relevant agencies within the government and community organizations ensures continuity of service delivery and more effective implementation of interventions. Multiple contributions of effort and resources for the elimination of WFCL is more sustainable than when a single entity does everything independently.

The project exerted considerable effort in the selection of implementing agencies. Partners ultimately selected had extensive hands-on experience in public service and community work, good knowledge and relationship with the communities where the project is implemented, and are equipped with strategies and approaches for use in implementing the project.

Mobilizing community groups

Emerging good practice on strategies for mobilizing employers’ and workers’ organizations and civil society organizations in the country against child labour. Because trade union and employers’ groups’ structures and processes are similar in different countries, it may be possible to replicate the development of similar policies and practices in other locations.

Participatory planning

The participative and consensus-building approach that has been followed by the POS encourages a high level of commitment to act against child labour. Cambodian protocol requires that for any intervention to be implemented at the community level, permission needs to be solicited from local authorities and traditional leaders. Encouraging their direct support and participation (e.g., involving them as members of committees or monitoring teams) enhances the effectiveness and sustainability of the intervention.

Involving stakeholders from national to community levels in the planning and implementation of projects promotes sustainability. Individuals and groups have higher commitments to programs if they directly participate in its conceptualization, development and implementation.

Community learning centres

The establishment of CLCs in the target communities demonstrates the project's tangible presence in the communities. It evidences the participation, collaboration and ownership of the project by the community. The community maintains, cleans, and protects the CLCs.

CLCs encourage parents and families to send children to NFE classes and signals the projects commitment to eliminate child labour. Non-formal education teachers are very well known and provide education counsel and other supports to children and their families. Their acceptance by the community, along with that of community monitors, is a clear accomplishment for the POS. Project strategies are directed through these persons.

Vocational skills training

The project contracts out the skills to existing training centres or master craftspersons, rather than develop its own training programs. The intervention is thereby outsourced to those who are truly qualified and experienced to provide training. This approach in implementing the vocational training through partner agencies and NGOs has created good relationships with local businesses and provincial level vocational training schools.

Since many of these training schools are government-owned, their participation and support in the elimination of child labour is therefore encouraged and results in a greater awareness of child labour issues.

Training programs are also able to maximize the intervention's success by providing basic needs to students including housing, meals, social support, and transportation allowances. For example, one sewing instructional site we visited in Siem Reap provided room and board to students.

Capacity building of community partners and self-help groups

In the project communities, capacity building is undertaken by the Implementing and Executing Agencies. This is done through community workshops, and meetings, usually at the CLCs. The IAs often select community leaders (e.g., Communal Chiefs) as their main target beneficiaries, as influential persons more easily transfer their learning to the trainees.

Self-help groups who are the beneficiaries of seed money for supplemental earnings are also provided trainings. The trainings focus on child rights, child labour, and the value of education. Special courses are also provided in business planning and savings management. An emerging good practice was observed on the cooperation and partnership between the project and the ILO WEDGE in promoting income generation opportunities for the project's target families.

Off-site trainings are also provided to Implementing and Executing Agency representatives in central locations, such as Phnom Penh and Sihanoukville. This allows project staff and management to meet with trainers and share knowledge regarding common goals, objectives, and learning experiences. A common language is thereby established, as well as a standard set of procedures for implementing the project across sectors.

Lessons Learned

Lessons learned refer to significant insights gained from practice—whether positive or negative. Two are summarized below.

Change is slow

The legislative and national policy preparation process requires an extended period of time. From the Prakas preparation phase to the approval phase, at least seven bodies and agencies are involved in their drafting, review, revision, adoption, and implementation. The design of interventions should take this legislative process into account by developing short-term interventions or Action Programmes in preparation for their long-term implementation. The NPA-WFCL, for instance, requires at least a year before it is adopted and endorsed by the RGC. In the intervening period, POS, together with MLVT and other relevant ministries, can prepare detailed Action Programmes within the framework of the NPA-WFCL. Sustaining mechanisms can also be developed and implemented to proceed with legal support during the slow legislation process. For example, in the case of the Prakas for the three priority sectors, the development of the Governor's Letters of instruction will sustain enforcement of child labour regulations by the P/MLVT until the Prakas are adopted.

The main coordinating body in the legislation process—the newly developed Department of Child Labour—requires considerable resources and support from POS to efficiently organize and promote the processing of child labour related legislation and policies.

Educational component is complex

The educational interventions associated with Sectoral Action Programmes are very complex. They will require a systematic and integrated approach in order to be effective. The POS will benefit from expert advice. It may also benefit from replication of “best practices” in educational interventions in Cambodia (e.g., A scholarship programme supported by the Japan Fund for Poverty Reduction administered by the Asian Development Bank), and by the conduct of small-scale experimental studies.

Provision of Credit for Income Generation Activities

One of the difficulties faced in the successful implementation of the Income Generation Activities under the Sectoral Action Programmes is the lack of banking facilities or Micro Credit Institutions in rural Cambodia. This has made access to credit for the targeted families very difficult. Since the monetary and banking system was completely ruined during the period of the Khmer Rouge, and since the banking system has not yet been reestablished in rural Cambodia, there is very little availability of rural micro credit.

While the POS in collaboration with the ILO WEDGE Project is taking every initiative to mobilize existing MFIs to extend credit to the target families in rural Cambodia, credit is not readily available or accessible to families without land or assets. It therefore seems necessary for future projects on child labour to set apart some of the project's funds for providing small capital and loans to target families.

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Appendix A. Stakeholder Workshop Participants

LIST OF PARTICIPANTS/STAKEHOLDERS

FISHING SECTOR, SIHANOUKVILLE				
No	Name	Sex	Position	Institution
1	Say Hak	M	Municipality Governor	Sihanoukville Municipality
2	Kao Sarom	M	Fishing Representative	Employer Association
3	Pill Sokha	M	Director	SNACL
4	Paing Vannakreth	M	AP Coordinator	MDLVT
5	Ke Oudum	M	AP Assistant	MDLVT
6	Chheun Vuthy	M	AP Admin/ Finance Assistant	MDLVT
7	Peng Nara	F	Workplace Monitor	MDLVT
8	Chhiv Reang	M	Workplace Monitor	MDLVT
9	Sam Khanda	F	Sector Coordinator	MDEYS
10	Ouch Sophea	F	Sector Assistant	MDEYS
11	Yoing Lida	F	Sector Coordinator	MDWA
12	Mam Maly	M	Sector Coordinator	MDoI
13	Pok Sipha	M	Sector Coordinator	MDoP
14	Sean Lyhak	M	Sector Coordinator	FTUWKC
15	Pav Vannak	M	Sector Coordinator	CCBO
16	Prum Chanvichet	M	Sector Assistant	CCBO
17	Chham Sophary	F	Community Team Leader	CCBO
18	Chhay Kheang	M	Non-Formal Educator	Kampenh Thmey Community Learning Centre
19	Tem Rin	M	Child Labour Parent Representative	BekKrong village, Preynob commune and Preynob district
20	Khen Lang	F	Child Labour Parent Representative	Vilage#01, Outre Commune, Steunghav District
21	Ly Nang	M	Child Labour Peer Educator	BekKrong village, Preynob commune and Preynob District
22	Keo Srey Oun	F	Child Labour Peer Educator	Vilage#01, Outre Commune, Steunghav District
23	Oung Yan	F	Community Network	BekKrong village, Preynob commune and Preynob District
24	Mok Man	M	Community Network	Vilage#01, Outre Commune, Steunghav District
FISHING SECTOR FROM KEP MUNICIPALITY				

1	Has Sareth	M	Municipality Governor	Kep Municipality
2	Lay Peng	M	Representative	Employer Association
3	Dith Lay Heak	M	AP Coordinator	MDLVT
4	Kong Savath	M	AP Assistant	MDLVT
5	Srey Saman	M	AP Admin/ Finance Assistant	MDLVT
6	Vannak Chharda	F	Workplace Monitor	MDLVT
7	Pov ponleung	M	Workplace Monitor	MDLVT
8	Ngoun Hean	M	Sector Coordinator	MDEYS
9	Kong Lyna	M	Sector Assistant	MDEYS
10	Um Sivmeng	F	Sector Coordinator	MDWA
11	Ho mab	M	Sector Coordinator	CCA
12	Thor Seurn	M	Sector Assistant	CCA
13	Mendk Mony	M	Community Team Leader	CCA
14	Teav Chheun	M	Non-Formal Educator	Phnomleav Village, Sangkat Pongtek
15	Chheung Puthsath	F	Child Labour Parent Representative	Dumnak changeur Village, Sangkat Prey thom
16	Ouch Siya	F	Child Labour Peer Educator	Kompong Tralach, Sangkat preythom
17	Prum Kunthy	F	Community Network	Damnakchambark, Sangkat Ou Krosa
SALT PRODUCTION SECTOR FROM KAMPOT				
1	Sot year	M	Provincial Governor	Provincial Office
2	Um Chhun	M	Director	Employer Association
3	Moo Pon	M	Director	Employer Association
4	Doung Savan	M	AP Coordinator	PDLVT
5	Sokhun Peakdey	M	AP Assistant	PDLVT
6	Touch Try	M	AP Admin/ Finance Assistant	PDLVT
7	Heak Sokhorn	F	Workplace Monitor	PDLVT
8	Kao Rith	M	Sector Coordinator	PDEYS
9	Pring Sarom	M	Sector Assistant	PDEYS
10	Sam Phon	M	Sector Coordinator	PDoI
11	Seng Lay	M	Sector Coordinator	PDoP
12	Mom Siphon	F	Sector Coordinator	PDWA
13	Say Sam On	M	Sector Coordinator	PACT Against Child Labour
14	Meng Chhavy	F	Sector Coordinator	CCPCR
15	Danh Vutha	M	Sector Assistant	CCPCR
16	Lev Chanyura	F	Community Team Leader	CCPCR
17	Sun Sovann Muchealy	F	Non-Formal Educator	TropengRopov CLC
18	Rath Vanny	F	Child Labour Parent	Salt Production Sector

			Representative	
19	Yun Ung	M	Child Labour Parent Representative	Fishing Sector
20	Nak Kanna	F	Child Labour Peer Educator	Salt Production Sector
21	Boo Kosal	M	Child Labour Peer Educator	Fishing Sector
22	Kit Chhean	F	Community Network	Salt Production Sector
23	Fert Sem	M	Community Network	Fishing Sector
RUBBER PLANTATION SECTOR FROM KAMPONG CHAM				
1	Cheng Heang	M	Officer in-charge	PDLVT
2	Chheang Eam Leng	M	Sector Coordinator	PDLVT
3	Loeung Vuthy	M	AP Assistant	PDLVT
4	Om Veasna	M	AP Admin. & Finance	PDLVT
5	Svay Phalla	M	Executing Agency	PDEYS
6	Tham Chan Thol	M	Executing Agency	PDEYS
7	Chiem Ran	M	Executing Agency	PDP
8	Khong Sun Eng	F	Executing Agency	PDWA
9	Men Savann	M	Executing Agency	KTO
10	Kong Panha	M	Executing Agency	KTO
11	Chea Kroch	M	Executing Agency	PDI
12	Thay Thoeurn	M	EA & TU	CFITU
13	Meng Suorn	M	PCCL	PCCL
14	Thay Then	M	Employer Rep.	Chamka Andong Plantation
15	Ma Chan Sopheap	F	CSNACL	KAPE
16	Meas Piseth	F	Parents	Chub Plantation
17	Chea Chantha	F	Parents	Peam Chiang Plantation
18	Yi Sambo	M	Community Monitor	33, Chamkar Andong Plantation
19	Khiev Sokha	M	Community Monitor	Chamroeun, Tabao Plantation
20	Vuth Srey Leak	F	Rehabilitated Child & CPG	15, Chub Plantation
21	Phun Kosal	M	Child	25, Piem Chiang Plantation
22	Sok Ratha	M	CLC Teacher	Sahakreas
23	Khat Dalin	F	CLC Teacher	15, Chub
BRICK MAKING SECTOR FROM KAMPONG CHAM				
1	Chhuy Mong Sreng	M	Implementing Agency	PDEYS
2	Hap Tong Hor	M	Implementing Agency	PDEYS
3	Pan So Pun	M	Implementing Agency	PDEYS
4	Hak Seng Hour	M	Executing Agency	PDLVT
5	Ith Sameth	M	Executing Agency	PDLVT
6	Sath Chheang Hour	M	Executing Agency	CLUF
7	Hour Pov	M	Executing Agency	CLUF
8	Moeung Saroeun	M	Executing Agency	KTO
9	Sou Hong	M	Executing Agency	KTO
10	Eng Nareth	M	Executing Agency	PDP
BRICK MAKING SECTOR FROM SIEM REAP				
1	Heng Koy	M	AP Coordinator	PDLVT
2	Im Cham Roeun	M	Assistant AP Coordinator	PDLVT

3	Hour Heng	M	AP Accountant	PDLVT
4	Bun Chreb	F	Workplace monitor	PDLVT
5	Sok Dara	M	Workplace monitor	PDLVT
6	Mao Chamrong	M	Workplace monitor	PDLVT
7	Sok Esaravith	M	Workplace monitor	PDLVT
8	Koy Phal	M	Sector Coordinator	PDEYS
9	Sarn Sameth	M	Sector Accountant	PDEYS
10	Sawaeng Dee Bumpenh	M	Sector Coordinator	KAKO
11	Lay Laro	M	Community Monitors	KAKO
12	Heng Kim	F	Sector Coordinator	PDWA
13	Thoul Nan	M	Sector Coordinator	Pact-SRP
14	Mean Sab	M	Sector Assistant	Pact- SRP
15	Mao Vuthy	M	PCCL Chairman	Salakhet Siem Reap
16	Hoeun Sam Neang	M	CSNAACL/LHA	LHA
17	Yen Lim	M	Employer	Brick Making Sector
18	Thei Sihak	F	CLC Teacher	Banteay Srei
19	Kong Sokha	M	CLC Teacher	Sonikum
20	Tho Hing	F	Parent	Sonikum
21	Pich Savorn	M	Parent	Banteay Srei
22	Vorn Savy	M	Target Child	Banteay Srei
23	Sok Sratum	F	Target Child	Sonikum
24	Poch Pen	M	Community Monitor	Angkor Thom
25	Ken kim Yen	M	Community Monitor	Sonikum
CHILD PORTER SECTOR FROM POI PET, BANTEAY MEANCHHEY				
1	Nam Cheng Om	M	AP Coordinator	PDLVT
2	Hong Prakob	M	Assistant AP Coordinator	PDLVT
3	YanYong	M	AP Accountant	PDLVT
4	Hong Saman	M	Workplace monitor	PDLVT
5	Uy Noeum	M	Workplace monitor	PDLVT
6	Buth Silor	F	Commune Councilor	PCC
7	So Savoey	M	Commune Councilor	PCC
8	Plaing Saroth	M	Sector Coordinator	PDEYS
9	Mouch Vuth	M	Sector Accountant	PDEYS
10	Doung Ratana	M	Sector Coordinator	CHO
11	Prom Sopheak	F	Sector Accountant	CHO
12	Urn Savor	F	School Children Supervisor	CHO
13	Hay Diep	M	Sector Coordinator	Pact-BTM
14	Choub Theary	f	Assistant Pact	Pact- BTM
15	Pok Saluy	M	PCCL Chairman	Salakhet BTM
16	Koun Kieng	M	Community Monitor	PCC
17	Hing Savor	M	Community Monitor	PCC
18	Yem Sarom	F	TECs Teacher	PDEYS, Pracheathom
19	Loch Thoeun	F	TECs Teacher	PDEYS, KM4
20	Oy Khun Leng	F	Employer	Poipet
21	Pen Chanty	F	Parent	Poipet
22	Sreng Hang	F	Parent	Poipet
23	Veng Srei Yien	F	Target Children	Poipet
24	Meth theng	M	Target Children	Poipet
CAMBODIAN FEDERATION OF EMPLOYERS AND BUSINESS ASSOCIATIONS (CAMFEBA), PHNOM PENH				
1	Teh Sing	M	Secretary General	Malaysian Business Council in

				Cambodia/CAMFEBA
2	Porlim Van	F	Chair Person/Director General	CAMFEBA
3	Kaing Monika	M	Secretary General	CAMFEBA
4	Lun Yeng	M	Member of Director General	Artisan Association of Cambodia
5	Long IM	M	Director	Salt Production Organization, Kampot
6	Thai Then	M	Administration Manager	Rubber Plantation in Kampong Cham
7	Im Samruol	M	AP Coordinator	CAMFEBA
8	Sem Sopha	M	AP Assistant	CAMFEBA
9	Bou Serey Vanna	F	AP Assistant	CAMFEBA
10	Sin Sangha	M	AP Assistant	CAMFEBA
11	Chea Sophak	M	Admin & Finance Assistant	CAMFEBA
12	Meas Kunthea	F	Deputy Secretary General	CAMFEBA/Sciaroni & Associates
PACT AGAINST CHILD LABOUR, PHNOM PENH				
1	Chuon Momthol	M	President	PACT
2	Chorn Sokha	F	Vice President	PACT
3	Vong Sovann	M	Member	PACT
4	Noun Rithy	M	National Project Manager	ILO-WEP
5	Ly Korm	M	Action Programme Assistant	PACT
6	Say Sam On	M	AP Sector Coordinator	PACT, Kampot
7	Thol Norn	M	AP Sector Coordinator	PACT, Siem Reap
8	Noch Thivan	M	AP Secretary	PACT
9	Uon Kim Suo	M	Admin & Finance Assistant	PACT
10	Som An	M	Member	PACT
DoCL/ MLVT/NSC, PHNOM PENH				
1	Phan Sokim	M	Member of NSC/ Director	Youth Department
2	Has Bunton	M	Deputy Director General	NIS
3	Sakheun Sarady	F	Deputy Director	Depart. of Legal Affairs, MWA
4	H.E. Keo Sok Sidney	M	Advisor	Ministry of Social Affairs, Veterian and Youth Rehabilitation
5	Veng Heang	M	Director	Department of Child Labour, DoCL
6	Khy Sarin	M	Deputy Director	Department of Child Labour, DoCL
7	Nouth Sophorn	M	Official	DoCL/MLVT
8	Nep Samnang	M	Admin & Finance Assistant	DoCL/MLVT
9	Tang Sopheak	M	Secretary	DoCL/MLVT
10	H.E. Huy Han Song	M	Under Secretary of State/ Deputy Chairperson of NSC	MLVT
11	Ly Serei Mongkol Kanha	M	Official	DoCL
12	Sin Viseth	M	Official	DoCL
13	H.E. Keo Borent	M	Technical Director General/ Member of NSC	Ministry of Social Affairs, Veterian & Youth Rehabilitaion
14	Hor Sarun	M	Deputy Director General/ Member of NSC	General Directorate of Administration & Finance
15	Chan Vannak	M	Deputy Director/ Member of NSC	Dept. of Anti-human Trafficking & Juvenile Protection, Ministry of Interior
CHILD DOMESTIC WORKERS, PHNOM PENH				

1	Nou Nim	M	Head of Department	MDLVT
2	Det Seila	M	AP Assistant	MDLVT
3	Som Nimol	M	AP Assistant	MDLVT
4	Nou Narith	M	AP Assistant	MDLVT
5	Oum Saoly	F	Official	MDLVT
6	Ruy Koun Teuk	M	Head of Department	MDEYS
7	Nov Thong	M	Official	MDEYS
8	Kouch Kou Lom A	M	AP Assistant	MDEYS
9	San Sopheak	M	AP Assistant	Mith Samlanh
10	Tes Tephy	F	AP Assistant	Mith Samlanh
11	Khem Solei	F	Social Worker	Mith Samlanh
12	Ven savoeun	M	Coordinator	HCC
13	Sok Sarann	F	Sector Assistant	HCC
14	Kong Angkeavoleak	F	AP Assistant	HCC
15	Soung Hout	M	Coordinator	PACT/UCCL
16	Hul Mom	F	AP Assistant	PACT/UCCL
17	Keo Sophea	M	Deputy Governor	Khand Dangkor
18	Im Thim	M	Deputy Governor	Khand Toul Kok
19	Pich Socheata	F	Deputy Governor	Khand Daun Penh
20	Noun Sam Aun	M	Deputy Governor	Khand Chamcar Mon
21	Neak Bo	M	Head of Office of Social Affairs	Khand Reusey Keo
22	Huy Sarun	M	Deputy Governor	Khand Meanchey
23	Sam Chhim	M	Deputy Governor	Khand 7 Makara
24	Keo Vong Rotanak	M	Official	Cabinet of City Municipality

Appendix B. List of Trainings



International Labour Organization (ILO)
International Programme on the Elimination of Child Labour (IPEC)

List Capacity Building and Training Course for Project Management and Staff under the TBP Support Project in Cambodia

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
1	Consultative Workshop for the Development of Action Programme for Elimination of Child Labour in Salt Production and Fishing Sectors in Kampot, Cambodia	24-26 Jan 2005	PDLVT-Kampot	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	38	05
2	Consultative Workshop Toward the Development of Action Programme by Worker Organisation on the WFCL: A Seminar for Trade Union in Cambodia	9-10 May 2005	Phnom Penh	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	50	n/a
3	Consultative Workshop for the	20-21 June 2005	Golden Sand	Government	30	03

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
	Development of Action Programme for Elimination of Child Labour in Fishing Sector in Sihanouk ville, Cambodia		Sihanoukville	departments, Employers and Workers Associations, INGOs, LNGOs and community etc.		
4	Consultative Workshop for the Development of Action Programme for Capacity Building of the Ministry of Labour and Vocational Training, Phnom Penh, Cambodia	21-22 July 2005	Sunway Hotel Phnom Penh	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	57	n/a
5	Consultative Workshop for the Development of Action Programme for Elimination of Child Labour in Fishing Sectors in Kep, Cambodia	16-18 January 2006	Kep	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	35	02
6	Consultative Workshop for the Development of Action Programme for Elimination of Child Labour in Brick making Sector in Siem Reap, Cambodia	9-11 January 2006	Siem Reap	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	34	n/a
7	The training on the development of the questionnaire and the methodology for the rapid listing and direct beneficiaries profiling.	10-11 May 06 17-18 May 06	Sihanoukville, Kampot & Kep		91	21
8	Consultative Workshop for the Development of Action Programme for	22-23 June 2005	Kampong Cham	Government departments,	45	04

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
	Elimination of Child Labour in Rubber Plantation in Kampong Cham, Cambodia			Employers and Workers Associations, INGOs, LNGOs and community etc.		
9	Cambodian Federation of Employer and Business Associations (CAMFEBA)	20 January 2006	Cambodiana Phnom Penh	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	50	n/a
10	Workshop on National Capacity in Child Labour Data Collection and Analyzing	16-20 January 2006	Phnom Penh	Government departments, Employers and Workers Associations, INGOs, LNGOs	26	n/a
11	Consultative Workshop for the Development of Action Programme for Elimination of Child Labour in Child Domestic Labour in Phnom Penh, Cambodia	14-16 Feb 2006	Phnom Penh	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	48	10
12	Consultative Workshop for the Development of Action Programme for Elimination of Child Labour in Portering Sector in Banteay Meanchey, Cambodia	8-10 March 2006	Banteay Meanchey	Government departments, Employers and Workers Associations, INGOs, LNGOs and community etc.	34	n/a
13	Staff Capacity Building	30 Jan 05 to 1-3 Feb 2006	Siem Reap	All ILO IPEC Staff TBP and TICW	16	01
14	Sensitizing District Governors, Commune	20 July 2006	Sihanoukville	All local authority:	60	04

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
	Council members and Village's Chiefs on Child Labour and Stimulating their participation in combating child labour in the Fishing Sector in Sihanoukville			Districts, Commune and Village		
15	Training workshop on Gender and Child Labour to the key representative of the relevant partners and stakeholders of APSOs	08-09 Aug 06 15 Nov 06	Sihanoukville, Kampot & Kep		92	61
16	The workshop on Building the Capacity of the members of Municipal Committee on Child Labour (MCCL) and Action programme Steering Committee (APSC) on ILO Convention 138 and 182, on National Labour Law and PRAKAS on Child Labour especially those related to child labour	17 Oct 06 15 Sept 06			71	15
17	Sensitizing District Governors, Commune Council members and Village's Chiefs on Child Labour and Stimulating their participation in combating child labour in the Brick Making Sector in Siem Reap	22 August 2006	Siem Reap	All local authority: Districts, Commune and Village	62	09
18	Sensitizing District Governors, Commune Council members and Village's Chiefs on Child Labour and Stimulating their participation in combating child labour in the Rubber Plantation Sector in Kampong Cham	16 August 2006	Phnom Bros Hotel Kampogn Cham	All local authority: Districts, Commune and Village	67	04
19	Sensitizing District Governors, Commune Council members and Village's Chiefs on	27 October 2006	Banteay Meanchey	All local authority: Districts, Commune	51	4

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
	Child Labour and Stimulating their participation in combating child labour in the Portering Sector in Banteay Meanchey			and Village		
20	Training on Technical and Financial Report Writing for IAs and EAs	8-10 May 2006	Sihanoukville	IAs & EAs from Sihanoukville, Kampot and Kep	51	11
21	Conduct 5 days TOT workshop on Child Labour and possible trade union initiative against child labour-National Level (PACT)	15-19 May 2006	Phnom Penh		26	
22	Workshop Training Materials (PACT)	20 May 2006	Phnom Penh		10	
23	Workshop Training Materials (PACT)	21 May 2006	Phnom Penh		6	
24	Gender meeting (PACT)	21 May 2006	Phnom Penh		7	
25	Conduct three 3 days TOT workshop on Child Labour and possible trade union initiative against child labour-Provincial Level (PACT)	24-29 May 2006 and 02-04 June 2006	Kampot, Kep & Siem Reap		81	
26	Consulting workshop on Prakas of Child labour (PACT)	07 June 2006	Phnom Penh		10	
27	Conduct three 2 day training on Child Labour and possible trade union initiative against child labour-district level (PACT)	08-11 June 2006 and 15-16 June 2006	Siem Reap, Kampot		78	
28	Conduct two 1 day sensitization programe on Child Labour and possible trade union initiative against child labour-Rank and File workshop (PACT)	18 June 2006 and 24 June 2006	Siem Reap, Kampot		61	
29	Meeting on Aids (PACT)	14 July 2006	Phnom Penh		12	

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
30	Conduct 5 sensitization campaigns on Child Labour and establishment level TU Rank and File member. (PACT)	17-19 November 2006 and 23-24 November 2006	Kampot, Kep & Siem Reap		163	
31	Training on Technical and Financial Report Writing for IAs and EAs	03-05 July 2006	Siem Reap	IAs & EAs from Kampong Cham, Banteay Meanchey and Siem Reap	55	08
32	Training on Technical and Financial Report Writing for IAs and EAs	14-16 Nov 2006	Phnom Penh	IAs & EAs from all APSO in Phnom Penh	27	5
33	Training for Lead Trainer (TLT) to enable them to train the Community Monitors as trainers to train identified poorest families of rehabilitated child labour under the TBP Sectoral Action Programme on their supplementing their incomes through IGPs	06-15 December 2006	Phnom Penh	EAs all APSOs under the TBP	28	10
34	The training workshop to develop plan of action on gender equality in action against child labour	16-17 Jan 07 21 Dec 06	Sihanoukville, Kampot & Kep		98	64
35	Training of Community Monitors as trainers to enable them to train identified poorest families of rehabilitated child labourers under the TBP Sectoral Action Programmes on supplementing their incomes through IGPs	22 – 26 Jan and 05 – 09 Feb, 2007	Phnom Penh (two training provided)	community monitors	70	n/a
		29 Jan – 02 Feb, 2007	Kampot	community monitors	34	03
		29 Jan – 02 Feb, 2007	Kep	community monitors	10	01
		22 – 26 Jan, 2007	Sihanoukville	community monitors	23	06
		05 – 09 Feb	Siem Reap	community monitors	35	14
		05 – 09 Feb	Banteay Meanchey	community monitors	25	09

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
		12 – 16 Feb, 2007 19 - 23 Feb, 2007	Kampong Cham	community monitors	18	01
36	Training for Community Monitors of Sectoral Action Programmes on Community Monitoring of Child Labour (CMoCL)	9 Feb – 04 March 2007	Phnom Penh, Kampot, Kep, Sihanoukville, Siem Reap, Banteay Meanchey, Kampong Cham in Cambodia	community monitors	261	63
37	The training on the ILO C.138, C.182, basic concept of child labour, bad negative impact, root of childlabour, national law and PRAKAS related child labour to parents, local authorities, boat owners and employers		Sihanoukville, Kampot & Kep		1823	1410
38	The training on the ILO C.138, C.182, basic concept of child labour, bad negative impact, root of childlabour, national law and PRAKAS related child labour to teachers, school principal		Sihanoukville, Kampot & Kep		853	326
	The training on income generation, small business management to the community monitors (networks)		Sihanoukville, Kampot & Kep		1273	941
39	Meeting with General Body of the	01 December	Phnom Penh	Existing members of	28	9

N0	Course of the Training	Date	Venue	Composition participants	N0 of Participants	
					Total	Female
	CSNACL in Phnom Penh.	2006		the CSNACL from deferent civil society organizations/institutions.		
40	Seminar with the new proposed members of the Civil Society Network Against Child Labour (CSNACL) in three target provinces of the TBP Support Project, in Sihanouk Ville, Kampong Cham, and in Siem Reap.	04 January 2007	Sihanouk Ville	Different civil society organizations/institutions.	25	7
		11 January 2007	Kampong Cham	Different civil society organizations/institutions.	25	5
		12 January 2007	Siem Reap	Different civil society organizations/institutions.	30	11
	Total 40 course conducted at the national level				6,203	3,047

/TCR/HSV
17 May 20

**Terms of Reference for the Midterm Evaluation
of the ILO/IPEC Project:**

**Support to the Cambodian National Plan of Action on the Elimination
of the Worst Forms of Child Labour: a Time-Bound Approach**

Project number: P.270.16.316.052

TC Code: CMB/04/P51/USA

Background

Background to the Project and Status

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour — in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society— is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes raising awareness on the negative consequences of child labour, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child labourers from hazardous work and provide them with appropriate alternatives.
2. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfillment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the TBP should be analyzed.
3. In the context of the ILO Convention No.182, Cambodia is currently implementing a Time Bound Programme (TBP) on the Worst forms of Child Labour (WFCL). The convention requires ratifying states to implement time-bound measures to eliminate the worst forms of child labour. A Time Bound Programme is essentially a Strategic Programme Framework of tightly integrated and coordinated policies and programmes to prevent and eliminate a country's worst forms of child labour within a defined period of time. TBPs emphasize the need to address the root causes of child labour, linking action against child labour to the national development effort, with

particular emphasis on the economic and social policies to combat poverty and to promote universal basic education.

4. The most critical element of the TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labor in a defined time period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. In the case of Cambodia, this is reflected in the draft National Plan of Action on Worst Forms of Child Labour (NPA WFCL) that was developed in 2004. The NPA WFCL is intended as a road map for all stakeholders so that action is coordinated and leads to measurable results. The IPEC project in Cambodia is linked to the NPA WFCL through selection of priority sectors, geographical areas, strategies and strengthening of institutional structures and process as set out in the NPA.
5. The Development Objective of the project is to contribute to the elimination of the WFCL in Cambodia and to the creation of a platform for eliminating all forms of child labour. Three Immediate Objectives have been identified that will lead to the accomplishment of the Development Objective. Within these objectives are a range of related direct and enabling actions.
6. Immediate Objective 1 on policy and capacity building states that “by the end of the project, national and provincial policy and law enforcement frameworks and implementation capacity to combat WFCL will have been strengthened.” The project will engage with legislative and policy progress, and ensure synergy with the goals of combating child labour.
7. The Project has been able to engage the Ministry of Labour and Vocational Training and the Department of Child Labour in a continuing dialogue on child labour, on developing and implementing child labour policy frameworks, building capacity, and putting in place national and provincial coordination mechanisms on child labour, on the importance of insisting on budgetary support for child labour activities as evidence of the stake that the Government should have in eliminating child labour, on the role and responsibilities of the Ministry and the Department of Child Labour at the central level and of the Provincial Department of Labour and Vocational Training (PDLVT) at the provincial levels on the implementation of the National Plan of Action on the Elimination of the Worst Forms of Child Labour (NPA-WFCL) especially in the context of the formal ratification now and practical application of Convention 182 by the country.
8. The Action Programme for developing and implementing the policy framework, building the capacity and for strengthening the MLVT and mechanism to address child labour is being implemented by the Department of Child Labour. The Action Programme has been designed based on the findings of the Capacity Needs Assessment of the Ministry for Implementation of the NPA WFCL and is expected to contribute to achieving the Immediate Objective 1 of the Project at the upstream level.

9. Immediate Objective 2 on knowledge base, building commitment and mobilization states that “by the end of the project, key stakeholders and networks at all levels will have been mobilized effectively to combat WFCL.” This objective builds a basis for sustainable concerted action into the future.
10. According to the TPRs and the Project Revision Form (July 2006), the Project has created a growing understanding and aspiration for change against child labour across various sectors in the country, and particularly within Government, employers' and workers' organisations, through a variety of interventions including research and studies on child labour and their dissemination, the observance of the World Day Against Child Labour, on June 12 at national and provincial levels, through partnership with UNICEF, World Bank and UNESCO for combating child labour and recently through setting up of a civil society network against child labour at national level.
11. The Understanding Children's Labour (UCW) Project has also proved to be an effective vehicle for the Project to contribute to achieving its Immediate Objectives 1 and 2. By pooling in the knowledge and resources (both technical and financial) available with the UNICEF and the World Bank, the Project has been able to maximise efficiencies in the pursuit of the above two objectives.
12. Another Project achievement is the building a Civil Society Network Against Child Labour (NACL) under the aegis of the US DOL Grantees in Cambodia. The basic law for the Network called the Framework Document was developed and its draft Bye Laws drafted and adopted. The Network was launched on 12 June 2006, with about 20 member organisations representing different groups in civil society such as journalists, artists, nuns, students, youth, etc. all now getting sensitised on child labour and thereby developing within the country a wide spectrum of society committed against child labour.
13. Immediate Objective 3 on targeted interventions states that “by the end of the project, integrated, effective and sustainable responses to fight against WFCL are in place in selected provinces.” In keeping with ILO Convention No. 182, the project will invest in a mix of strategies for the prevention, protection, removal and rehabilitation of children.
14. To contribute to the achievement of Immediate Objective 3, the Project has designed and developed 8 sectoral Action Programmes which are now being implemented at the provincial and municipal levels.

Title of Action Programmes	Location	Proposed Amount in US\$	Status
Toward the Elimination of Child Labour in Fishing Sector	Sihanouk Ville	183,647	Under implementation.
Toward the Elimination of Child Labour in Rubber	Kampong Cham	225,730	Under implementation.

Plantations			
Toward the Elimination of Child Labour in Salt Production and Fishing Sectors	Kampot	182,588	Under implementation.
Toward the Elimination of Child Labour in Fishing Sector	Kep	114,992	Under implementation.
Toward the Elimination of Child Labour in Brick Making	Siem Reap	99,940	Under implementation.
Toward the Elimination of Child Labour in Brick Making	Kampong Cham	74,980	Awaiting budget revision.
Toward the Elimination of Child Domestic Workers	Phnom Penh	202,348	Under implementation.
Toward the Elimination of Child Porters	Banteay Meanchey	102,000	Under implementation.

Purpose and Scope of the Mid-Term Evaluation

15. According the ProDoc, of the nature of the monitoring and evaluation processes will be decided in consultation with partners including US-DOL. The Design, Evaluation and Documentation (DED) Section of ILO/IPEC will coordinate the consultations, planning, and coordination of the evaluations. Appropriate partners, stakeholders, and US-DOL will be involved in the process and will receive a copy of all evaluation reports.
16. At the outset of the mid-term evaluation process, inputs were solicited from key stakeholders, as per the Pro Doc. The stakeholders indicated (and DED concurs) that the purposes for which the evaluation should be conducted are: (1) to review all activities and outputs of the project in light of their relevance, effectiveness, efficiency, and sustainability; (2) to assess the implementation process; (3) to identify the project's strengths, good practices, and challenges; and, (4) to provide recommendations for the future.
17. The object of the evaluation is the ILO-IPEC programme in support of the TBP in Cambodia—not the TBP itself. There is a subtle, yet very important distinction between the two. Therefore the evaluation should review what has been done for mobilizing national action on child labour, what type of actors have been prioritized, what is involved in the process of design, managing and implementing a TBP support process and how the ILO/IPEC project has contributed to the process.
18. With regard to the action programmes developed in the context of the project, each of them should be assessed as part of the overall strategy and taking into account their own timelines and targets, and taking into account the role that each of the ILO constituents have played in the process.
19. Given that the TBP approach is relatively recent (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account.

The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

20. Being a mid-term evaluation, it is also important to analyze the projects' plans for sustainability and exit strategies. A review of progress achieved to date in promoting local ownership of the projects and in promoting long-term sustainability of activities initiated under the project should be included in the analysis.

Suggested Aspect to be Addressed

21. The DED section of ILO/IPEC uses a results-based framework for evaluation. Therefore, the mid-term evaluation will answer key questions related to the achievement of the three Immediate Objectives that were included in the original Pro Doc. The questions will be answered using data from the logical framework indicators. Answers to the key questions will be interpreted in light of relevance, efficiency, effectiveness, and sustainability—core values of ILO-IPEC (please *see ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, section 1.2, November 1997*).
22. The following are some suggested evaluation questions that have been identified based on consultation with key stakeholders. Other issues can be added as identified by the evaluation consultants in accordance with the given purpose of this exercise and in consultation with DED section. One of the tasks for consultants is to decide, based on the evidence and findings available, which of the following issues are the most important aspects to be addressed in meeting the purpose of the evaluation.
23. Immediate Objective 1 on policy and capacity building states that “by the end of the project, national and provincial policy and law enforcement frameworks and implementation capacity to combat WFCL will have been strengthened.”
 - How many new national, provincial plans and legal frameworks have been put into place? What role, if any, did the project of support play?
 - What has the project of support done to facilitate the implementation of the new national, provincial plans and legal frameworks by national/provincial governments and concerned parties? What are the strengths, good practices, and challenges? Recommendations?
 - What has the project of support done to help the Child Labour Unit to facilitate and coordinate the work within the Ministry of Labour? What are the strengths, good practices, and challenges? Recommendations?
 - What has the project of support done to help the provincial governments to facilitate and coordinate their work? What are the strengths, good practices, and challenges? Recommendations?

- How many national staff and partners (including donors) has the project of support trained on CL policies and interventions? How relevant, efficient, effective, and sustainable is this training?

24. Immediate Objective 2 on knowledge base, building commitment and mobilization states that “by the end of the project, key stakeholders and networks at all levels will have been mobilized effectively to combat WFCL.”

- What has the project of support done to leverage additional resources (i.e., budget, staff, time, information) from national and provincial governments to combat WFCL? Are the resources being used efficiently? Are there sufficient resources to impact the problem? How sustainable is this level of commitment?
- What has the project of support done to facilitate the creation of synergies among the various donor projects to address child labour concerns?
- What has the project of support done to facilitate joint actions and common positions among targeted recipients, partners, and networks (including workers and employers organizations) against WFCL? How relevant, efficient, effective, and sustainable is this body of work?
- What new qualitative and quantitative child labour information has been generated by the project of support? How valid and reliable is the information? How has the information been disseminated and used for programming, influencing government policies, and for collective actions?
- What has the project of support done to influence the media coverage of WFCL and the way in which the issue has been framed?
- How has media coverage influenced awareness and attitude toward WFCL among key stakeholders?
- How relevant, efficient, effective, and sustainable was the Action Programme with PACT?

25. Immediate Objective 3 on targeted interventions states that “by the end of the project, integrated, effective and sustainable responses to fight against WFCL are in place in selected provinces.”

- What has the programme of support done to help the TBP to achieve the targeted number of children who have been withdrawn from WFCL and who have been provided with social services and suitable opportunities? According to the project records, how many beneficiaries received direct service? Please interpret in light of ILO-IPEC’s core values of relevance, effectiveness, efficiency, and sustainability.
- What has the programme of support done to help the TBP to achieve the targeted number children who have been prevented from engaging in WFCL and who have been provided with education and vocational training and other services? According to the project records, how many beneficiaries received direct service? Please interpret in light of ILO-IPEC’s core values of relevance, effectiveness, efficiency, and sustainability.

- How relevant, efficient, effective, and sustainable was system for monitoring and tracking of the education and work status of child beneficiaries?
- What has the programme of support done to help the TBP to achieve the targeted number work places that are able to demonstrate improvement in working conditions (i.e., that they are no longer hazardous). What are the strengths, good practices, and challenges? Recommendations?
- What has the programme of support done to help the TBP to achieve the targeted number of work places that are able to demonstrate that child labour has been eliminated? What are the strengths, good practices, and challenges? Recommendations?
- In the targeted provinces, what has the project of support done to help community groups to engaged their support networks? What are the strengths, good practices, and challenges? Recommendations?
- What has the project of support done to assist targeted families with livelihood opportunities? What are the strengths, good practices, and challenges? Recommendations?
- What evidence is there that project experiences have been applied and/or replicated outside of the project target groups (e.g., same sector in other areas, and/or other sectors in the same area). What are the strengths, good practices, and challenges? Recommendations?

Cross Cutting Question

- How relevant was the project design to the child labor situation in the Cambodia?

Methodology and Time Frame

26. The following is the suggested methodology for the mid-term evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.
27. The evaluation should include a **desk review** of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes, and relevant material from secondary sources. This includes baselines and any government documents such as National Plans or documents about the Time Bound Programme in Cambodia.

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	Project documents DED Guidelines and ILO guidelines
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	Mid-term country review/evaluation
Available in project office and to be supplied by project management	Progress reports/Status reports Evaluation and similar reports at the action programme level Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries Country level planning documents SPIF documents Master list and records of beneficiaries Action Programme Progress Reports Baseline reports and information
To be located as appropriate	Relevant national development programme and policy documents PRPS documents such as strategies, monitoring plans and reports, costing Relevant documents on the development situation in Cambodia and context of child labour

28. The evaluation will also include **field-work** in selected locations of Cambodia, where interviews with Minister of Labour, President of employers' organisation CAMFEBA, President of trade union, PACT Against Child Labour, President of Civil Society Network CSNACL etc. It will also include site visits to those Action Programs already under way.
29. The evaluator is required to interview donor representatives through conference call early in the evaluation process. The evaluation team will also interview key people from the IPEC team, such as the SRO Director, in the regional office in Bangkok, Thailand. Both will preferably happen during the desk review phase.
30. In interviews, focus groups and other information gathering exercises, the evaluation consultant should solicit the opinions of a wide variety of stakeholders, including children, parents of beneficiaries, teachers, government representatives, professionals linked to the targeted sectors, representatives from trade unions and employers' organizations, partners, implementing agencies and all major stakeholders, including the donor (e.g., USDOL project managers, representatives of the US Embassy in Phnom Penh including the Labour Officer and USAID. In addition, the evaluator should interview the other child labour project being funded by USDOL in Cambodia and implemented by World Education.)
31. The evaluation process will include three, one-day **stakeholders' workshops**. One at the national level in Phnom Penh will be attended by national level stakeholders and participants. The second in Sihanouk Ville will be attended by stakeholders and partners from Sihanouk Ville, Kampot and Kep. And the third in Siem Reap with similar participants from the provinces of Siem Reap, Kampong Cham, and Banteay Meanchey.

32. The purpose of the stakeholder’s workshops is to present the preliminary findings, conclusions and recommendations to IPEC staff and key partners for feedback. These meetings will take place towards the end of the field work. The participants of the workshop will include those interviewed during the fieldwork and other key stakeholders of the project. The results of this meeting should be taken into consideration for the preparation of the draft report.
33. The evaluation consultants will prepare a brief document indicating the methodological approach to the evaluation (the “evaluation instrument”), to be discussed and approved by DED prior to the commencement of the field mission.

Expected Output and Timeline

34. The evaluation report in draft form and in English should be presented to IPEC DED one week after the finalization of the field mission. The report should conform to UN evaluation standards and norms and the *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The report will be circulated by DED to all relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final draft of the report.
35. The length of the report should not exceed 30 pages (excluding annexes). It is suggested to structure the report as follows:
- Executive Summary with key findings, conclusions and recommendations
 - Description of the project
 - Clearly identified findings
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate annexes including TOR
 - Standard evaluation instrument matrix
36. The report should include specific and detailed recommendations solidly based on the evaluator’s analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.
37. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Resources and Management

38. The evaluation will be carried out by an international evaluator with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/programme frameworks or national plans. The evaluator should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. Working experience on issues related to child labor, education and children’s welfare will be essential. Full command of English as a working language will be required. The final selection of the evaluation team will be done by DED.

International Evaluator	
Responsibility	Profile
<ul style="list-style-type: none"> • Desk review • Analysing the documents, direct observation, interview notes, and information from the questionnaires • Prepare an evaluation plan • Act as independent evaluation consultant for the evaluation of the project and covering other evaluation related issues during a two-week in-country field visit. • Prepare evaluation report 	<ul style="list-style-type: none"> ▪ Extensive experience in evaluation of development projects, in particular with local development projects ▪ Relevant regional experience in the region ▪ Prior experience with or knowledge of the TBP project of support type of projects ▪ Familiarity with and knowledge of specific thematic areas ▪ Experience working with local organisations/local partners agencies ▪ Experience in UN system or similar international development experience ▪ Previous experience in statistical analysis of raw data and/or developing questionnaires ▪ Experience evaluating gender issues.
National Consultant	
Responsibility	Profile
<ul style="list-style-type: none"> • Accompany international consultant during data collection phase • Assist with the facilitation of the stakeholder workshop • Support the preparation of the final report 	<ul style="list-style-type: none"> • Extensive knowledge of Cambodia’s geography and culture • Documented experience in disciplined inquiry • Previous experience with stakeholder workshops and preparation of background reports • Prior knowledge of ILO/IPEC an advantage

39. The following are the resources needed for this evaluation:

- Fees for one international consultant during 27 working days
- Fees for one national consultant during 12 working days
- Fees for one translator during 12 working days
- International travel to and from Cambodia

- In-country travel expenses and daily subsistence allowances for consultant during field mission
- Costs of organizing the stakeholders' workshop

40. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by the CTA of the projects and the IPEC team as a whole.

Evaluation Timeline

<i>Phases</i>	<i>Tasks</i>	<i>Responsible</i>	<i>Dates</i>	<i>Outputs</i>
Phase One: Preparatory	Briefing with IPEC DED and preparatory desk review Design of the evaluation instrument	International consultant with DED support	1-5 March, 2007	Evaluation instrument
Phase Two: Data collection	Consultations with SRO Director and selected technical specialists in Bangkok Field work, interviews and data collection as part of normal final evaluation Stakeholder evaluation workshops	International consultant with DED support	10-23 March, 2007 13, 17, 22 March, 2007 (approximate dates)	
Phase Three: Report writing	Preparation and commenting on reports as per normal procedures Consultation with key stakeholder on preliminary findings and to identify further issues for the final evaluation	International consultant with DED support	Report writing: 26-30 March, 2007 Submission of draft report: 30 March, 2007 Revisions: 2-6 April, 2007 Submission of final version report: 13 April, 2007	Draft version evaluation report Final version evaluation report