

Eliminating eXploitative Child Labor Through Education and Livelihoods

World Vision Inc.

December 2012–December 2016



Evaluator: Deborah Orsini, Management Systems International
Under contract to: United States Department of Labor
Cooperative Agreement IL-23070-K

TABLE OF CONTENTS

ACKNOWLEDGMENTS	ii
ACRONYMS	iii
EXECUTIVE SUMMARY	v
Evaluation Findings.....	vi
Recommendations.....	xi
I. PROJECT DESCRIPTION	1
A. Project Context.....	1
B. Project Targets and Objectives.....	2
II. EVALUATION OBJECTIVES, KEY QUESTIONS AND METHODOLOGY	5
A. Objectives and Key Questions.....	5
III. EVALUATION FINDINGS	10
A. Project Scope: Challenges.....	10
B. Evaluation Questions.....	13
III. LESSONS LEARNED AND GOOD PRACTICES	46
A. Lessons Learned.....	46
B. Good Practices.....	47
IV. CONCLUSIONS	48
V. RECOMMENDATIONS	49
A. Priority Recommendations Prior to Project End.....	49
B. Recommendations for Future Programming.....	50
ANNEX A: CMEP Performance Indicators	51
ANNEX B: Responses to Interim Evaluation	58
ANNEX C: Terms of Reference	64
ANNEX D: Desk Review Documents	84
ANNEX E: Field Schedule	85
ANNEX F: List of Interviewed Key Informant Organizations	89
ANNEX G: National Stakeholder Workshop Agenda, Outputs and Participants	90
ANNEX H: Preliminary Endline Survey Conclusions	100

ACKNOWLEDGMENTS

The evaluator would like to extend sincere thanks to the staff of World Vision and its implementing partners, Wathnakpheap, Farmer Livelihoods Development and Vulnerable Children's Assistance Organization, for their support during the final evaluation. Special thanks are due to EXCEL's Project Director, Monitoring and Evaluation Specialist and Operations Manager, who responded promptly and thoroughly to all requests for information, provided efficient coordination of a complex itinerary, organized a productive stakeholder meeting and assisted in identifying an expert interpreter.

On the field level, special thanks to the Local Coordinators, Community Facilitators and Community Partners who organized meetings and provided valuable insights into project achievements and challenges.

The evaluator would also like to thank all the stakeholders who generously shared their feedback at the final evaluation stakeholder meeting, with special thanks to Secretary of State H.E. Ms. Soeung Sar Sochetta of the Ministry of Labor and Vocational Training and Dr. Kim Chhaiheng, Deputy Governor of Siem Reap Province.

ACRONYMS

BMC	Banteay Meanchey Province
BTB	Battambang Province
CAHR	Children at High Risk of Child Labor
CCWC	Commune Council for Women and Children
CDRI	Cambodia Development Research Institute
CDW	Child Domestic Worker
CF	Community Facilitator
CIP	Commune Investment Plan
CL	Child Labor
CLC	Community Learning Center
CLMC	Child Labor Monitoring Committee
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CP	Community Partner
CPC	Child Protections Committee
CWG	Community Watch Group
DoE	District Office of Education
DoCL	Department of Child Labor (within MoLVT)
E-TWG	Education Technical Working Group
EXCEL	Eliminating eXploitative Child Labor Through Education and Livelihoods
FiA	Fisheries Administration
FLD	Farmer Livelihood Development
HCL	Hazardous Child Labor
HH	Household
IDPoor	Identification of Poor Households Program
ILAB	Bureau of International Labor Affairs, U.S. Department of Labor
ILO	International Labor Organization
IO	Intermediate Objective
KPC	Kampong Cham Province
LC	Local Coordinator
LOP	Life of Project
M&E	Monitoring and Evaluation
MoEYS	Ministry of Education, Youth and Sports
MoAFF	Ministry of Agriculture, Forestry and Fisheries

MoLVT	Ministry of Labor and Vocational Training
N/A	Not Available (data)
NPA2-WFCL	National Plan of Action on the Elimination of the Worst Forms of Child Labor
NSC-CL	National Sub-Committee on Child Labor
NSPS	National Social Protection Strategy
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
ODK	Open Data Kit
OSH	Occupational Safety and Health
PCCL	Provincial Committee on Child Labor
PNP	Phnom Penh Province
PUR	Pursat Province
RGoC	Royal Government of Cambodia
SC	Student Council
SP	Social Protection
SRP	Siem Reap Province
SSC	School Support Committee
TBK	Tbong Khmum Province
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
TSG	Teacher Support Group
TWG-CL	Technical Working Group on Child Labor
USDOL	United States Department of Labor
VCAO	Vulnerable Children Assistance Organization
VSNP	Village Safety Net Partners
WDAFL	World Day Against Child Labor
WFCL	Worst Forms of Child Labor
WP	Wathnakpheap
WV	World Vision

EXECUTIVE SUMMARY

Project Description: The U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) issued a \$10 million, four-year Cooperative Agreement in December 2012 to World Vision (WV) to combat child labor in Cambodia. WV contributed an additional \$1,075,750 to project funding and titled the project *Eliminating eXploitative Child Labor Through Education and Livelihoods*, or EXCEL. WV implemented the project with four sub-grantees: Wathnakpheap (WP), Farmer Livelihood Development (FLD), Vulnerable Children Assistance Organization (VCAO) and Cambodia Development Research Institute (CDRI).

The project objective of EXCEL was to reduce the number of children aged 5-17 years who are engaged in or at high risk of child labor in agriculture, fishing and child domestic work in target communities in seven provinces¹ in Cambodia. EXCEL sought to accomplish this overarching objective through seven intermediate objectives:

- IO1- Increased participation in quality education among target children*
- IO2-Target households' livelihoods improved*
- IO3- Improved access to child protection and social protections programs*
- IO4- Young people aged 15-17 are gainfully employed and prevented from migrating*
- IO5- Local and national structures are strengthened to monitor and prevent child labor*
- IO6- Increased stakeholder awareness to combat child labor*
- IO7- Enhanced knowledge of child labor in Cambodia*

To achieve these objective, EXCEL provided direct services (education, vocational training and livelihoods) to 28,000 beneficiary children aged 5 to 17 and to 14,000 households. EXCEL also provided support and advocacy to schools, national agencies and sub-national institutions in its seven target provinces.

Evaluation Purpose: The purpose of the final independent evaluation was to assess:

1. Validity of the project's Theory of Change (ToC)
2. Relevance and effectiveness of project interventions;
3. Efficiency of project interventions and use of resources; and
4. Lessons learned, good practices and models of intervention that might inform future child labor projects and policies in Cambodia and elsewhere.

As a complement to these general evaluation objectives, USDOL posed 11 specific evaluation questions (see Terms of Reference in Annex C).

An independent evaluator carried out this evaluation, including pre-field document review and 2.5 weeks of fieldwork in Cambodia. Fieldwork included meetings in Phnom Penh with representatives of the Royal Government of Cambodia (RGoC) counterpart ministries, the implementing partners and the U.S. Embassy; visits to 16 villages in nine communes to interview local authorities, child labor monitors, school officials and project beneficiaries

¹ The project in fact operated in one municipality (Phnom Penh) and six provinces. However, since Phnom Penh is usually referred to as one of the 25 provinces in Cambodia, this report will reference seven provinces.

(households, youth and children); and meetings with district- and provincial-level stakeholders. The evaluator interviewed more than 400 people individually or in focus groups. Documents reviewed included the project Cooperative Agreement with USDOL, the eight Technical Progress Reports covering the life of the project, the project's Comprehensive Monitoring and Evaluation Plan (CMEP), training and awareness-raising materials, policy drafts and research studies and non-project documents relating to child labor in Cambodia.

USDOL will share this evaluation on its website in hopes that it may inform the design of future child labor elimination projects.

Evaluation Findings

Overview: The project has demonstrated strong overall performance, especially given its scope and variety of interventions and audiences. It has carefully managed its human and financial resources, coordinated well with its four local partners and demonstrated flexibility and creativity during implementation. While certain external factors affected performance to some degree (high levels of migration, child domestic worker (CDW) sensitivity, consultative process for national policy), the project found solutions to enable it to work toward its objectives.

Project Theory of Change (TOC): On the whole, the project TOC proved valid in the Cambodian context, with its dual focus on direct services to beneficiary households and children and on awareness-raising and institutional capacity building to combat child labor. Direct services responded to identified problems related to high levels of poverty and lack of appreciation of the value of education. Awareness-raising and institutional capacity building, especially at the local level, responded to identified problems related to lack of understanding of the negative effects of child labor and capacity to monitor children to ensure their well-being. The evaluation found that two TOC components were problematic in the Cambodian context. The first was "increased social protection for target families," given the limited number of national social protection programs in rural areas. The second was "gainful employment for youth," given high levels of migration, both internal to urban areas and external to Thailand, among rural youth seeking sources of immediate income.

Project Scope: Project beneficiary targets were extremely ambitious given the population density in the targeted communes and villages and the high rates of migration. The youth target was particularly challenging given the preference of this age group to seek immediate income-generating activities through internal and external migration.

Outputs: Despite ambitious targets and the wide geographic spread of the project, EXCEL implementing partners delivered more than 100,000 services to 44,050 direct beneficiaries in 422 villages during the project's three years of actual implementation. By October 2016, the project had exceeded all of its beneficiary targets, providing direct education services to a total of 29,759 children, including 1,273 youth aged 15-17 years (106% of the project targets of 28,000 and 1,200 respectively). A total of 14,291 households (102% of the 14,000 household target) received a variety of livelihood services. The project also met or exceeded its educational strengthening targets, including providing teaching and learning materials to target schools, training school directors and teachers on child labor, school infrastructure improvements and activating student councils and school support committees.

Outcomes: The evaluation based its assessment of outcomes on a review of three data sources: the first draft of the EXCEL endline study, CMEP data, and final evaluation qualitative interviews with stakeholders and beneficiaries. Per this review, the evaluation found that EXCEL achieved the following outcomes as concerns the overall project objective, project intermediate objectives, monitoring and evaluation, and sustainability:

Project Objective: The project CMEP data indicates that the rate of child labor among beneficiary children dropped from 53% at the project's outset to 23% at close, and that hazardous labor declined from 22% to 15%. The project endline survey's preliminary data confirm that target children who engaged in child labor were working fewer hours at endline as compared to baseline (a reduction from 26 to nine median hours worked).

Intermediate Objectives:

Strong Performance and Strategic Contribution

IO 1: Education. Per the endline survey, school attendance (ages 5 to 17) increased from 74% to 88%; from CMEP data, 67% of target schools increased enrollment and 100% improved teaching performance and safe and healthy learning environment; per interviews, beneficiary children are highly motivated, attend school regularly and have made significant improvement in scholastic results.

IO2: Livelihoods. Per the endline survey, the percentage of households with increased assets (proxy for increased income) "has grown steadily for houses owning one to four assets, from 65% of households at baseline to 81% at endline," with high increases in ownership of bicycles (40% of households), motorcycles (48% of households) and mobile phones (55% of households). From CMEP data, 23% of households report increased clients for their products/services and 9% have added one or more non-agricultural activities to their sources of income. Per interviews, 85% of interviewees have some amount of increased income; 95% report diversifying sources of livelihood.

IO6: Increased awareness. Per the endline survey, "parents report an increased awareness and understanding of the importance of their children's education." Per CMEP data, 87% of households agree that children under age 15 should attend school and not work. Per interviews, target village and commune levels of awareness are very high, with related parental and community actions to reduce child labor.

Adequate Performance and Strategic Contribution

IO5: Strengthened local/national capacity to implement CLMS. Per CMEP data, 100% of communes carry out child labor monitoring every six months, and 61 of 71 (86%) of communes have recognized commune councils for women and children (CCWCs) as the child labor focal point; from interviews, however, progress was slow toward activating provincial committees on child labor (PCCLs) and toward enacting the follow-on National Plan of Action against the Worst Forms of Child Labor (NPA2-WFCL).

IO7: Knowledge of CL in Cambodia. Per CMEP data, EXCEL carried out 100% of its research commitments; per interviews, EXCEL has organized regular forums and reflection meetings and sponsored highly effective National Sub-Committee on Child Labor (NSC-CL) field visits to promote understanding of child labor. As secretary for the NSC-CL, the Ministry

of Labor and Vocational Training (MoLVT), Department of Child Labor (DoCL), will serve as the repository for all project-generated child labor documentation and research.

Weaker Performance with Limited Strategic Contribution

IO3: Social protection. Per CMEP data, 99% of communities have functional local systems that address child labor, but less than one percent of beneficiary households have been referred to the National Social Protection Strategy (NSPS) or other social protection program. The project recently supported the creation of Social Funds to provide a local safety net program. Per the October 2016 TPR, these Social Funds to date have collected over \$10,000 and have supported 39 EXCEL beneficiaries.

IO4: Youth 15-17. Per CMEP data, in the last project period, 5% of youth reported self-employment; 14% of youth obtained employment from third parties; per interviews, results of youth interventions are very mixed, with estimates of sustained employment no higher than 40% of the 1273 target youth. Staff report that youth recruitment and training retention require high investments of project human and financial resources.

Monitoring and Evaluation:

The efficiency of project monitoring and reporting systems is a function of their performance measures and of the data collection, management and analysis process. The EXCEL M&E plan appears efficient, with a reasonable number of outcome indicators (12 across seven objectives) and output indicators (24 across seven objectives, nine of which relate to education and five to households, the two largest direct services components). Suggested improvements include ensuring that outcome measures track the most significant expected results (two project outcome measures are actually outputs), that indicators are adjusted over the project life to reflect strategy changes (two objectives have indicators that are not accurate reflections of the direction the project took over time), that indicator definitions and monitoring forms facilitate rather than complicate data analysis (two indicators have very restrictive definitions and unclear monitoring questions), and that all interim evaluations include an analysis of the validity of CMEP indicators and make recommendations for changes to strengthen project management.

Careful design of project databases is essential, with full review of functionality before monitoring begins in order to debug the system and validate formulas. The EXCEL database experienced persistent technical issues with mobile data collection technology and was ultimately replaced by a paper-based backup system that required significant manual intervention, making data analysis and report generation difficult and time-consuming, and required data storage for hundreds of thousands of pieces of paper.

Sustainability:

Local Level. The project components that appear to offer the most potential for longer-term sustainability include:

High Probability:

- **Education.** Teachers' Support Groups, School Support Committees, student councils and peer tutoring these initiatives do not require direct budget support. All interviewed members of existing groups expressed a strong commitment to continuing their work.
- **Livelihoods/Savings.** Continue ongoing activities, expand savings groups and create, where feasible, producers' associations (e.g., sewing associations). These actions are continuations of existing activities. All interviewees expressed a commitment to continuing the livelihoods begun with project support. Producer associations should continue if producers consider them to add value in terms of joint marketing, coordinated sales/pricing or common storage or transport arrangements.

Probable but Dependent on Commune and Village Leadership:

- **Child labor monitoring.** CCWCs, community watch groups (CWGs), child labor monitoring Committees (CLMCs) and village safety net partners (VSNPs) report to village and commune chiefs for follow-up, including financial support from the commune investment plan (CIP) or social fund. If no transportation budget is provided, the communes and villages must find another way to incentivize volunteers.
- **Awareness-raising.** Continuation of commune-sponsored meetings; events including World Day Against Child Labor and International Day of the Child carry a small cost, which the CIP or another fund would need to cover.
- **Social fund.** While all the social fund groups interviewed indicated that this will be a long-term social safety net mechanism for the neediest families, it remains to be seen whether contributions will continue after EXCEL ends.

National and Provincial Level Sustainability: The project has worked closely with its national RGoC counterparts — MoLVT, the Ministry of Education, Youth and Sports (MoEYS) and the Ministry of Agriculture, Forestry and Fisheries (MoAFF)/Fisheries Administration (FiA) — providing technical assistance and sponsorship of review meetings to prepare final drafts of proposed policy and regulations for submission to approving authorities (NPA2-WFCL, Child-Friendly School Guidelines on Child Labor and Guidelines on Child Labor in the Fisheries Sector). The latter two documents have been approved officially and are being disseminated. The NPA2 was signed by the Prime Minister on November, 10, 2106. This updated action plan should help sustain a clear policy framework for child labor through 2025, but implementation will require ongoing input from a variety of government ministries and financial support from government and development partners.

Project support to the NSC-CL has helped strengthen membership and visibility of this committee across participating ministries and increase member understanding of the solutions to combat child labor in Cambodia. Under the leadership of the MoLVT Secretary of State and the Director of the Department of Child Labor (DoCL), the issue of child labor should remain a priority for the ministry, but it will be challenging for the MoLVT to advocate for increased funding as Cambodia heads into a pre-election phase where government resources will be in high demand. The project's focus on local-level systems is therefore all the more important.

On the provincial level, progress has been primarily structural, with support provided in 2016 to three PCCLs for restructuring. From direct observation of the first PCCL meeting in Siem Reap, this PCCL could serve as a role model to the other provinces, given that Siem Reap has the largest number of EXCEL beneficiaries and the PCCL chair appears keenly interested in child labor issues and in expanding the reach of the EXCEL interventions to new communes.

Lessons Learned

- Overly ambitious targets require constant focus on numbers of beneficiaries, with the attendant risk of diminished quality or depth of services provided.
- Implementation strategy for problematic interventions must be regularly reviewed and adapted; flexibility is key.
- Volunteers need and appreciate recognition (e.g., T-shirts, certificates).
- Village-level monitoring is essential, given proximity to households and overload on commune-based CCWCs.
- All livelihoods beneficiaries would have benefited from participation in savings groups.

Good Practices

The project developed many good practices that were implemented to positive effect over the life of the project; a selection of 10 key practices follows.

- Multiple, integrated interventions delivered as a package to tackle root causes of child labor (education, livelihoods, awareness-raising and capacity building services);
- Ongoing, regular local monitoring (CWGs/CLMCs/VSNPs) to ensure prompt action when needed and build a foundation for sustainability;
- Community partner (CP) volunteers recruited for livelihoods follow-up (win/win for project, beneficiaries and volunteers seeking experience);
- Close collaboration with commune/village leadership in beneficiary selection, which built trust based on full transparency regarding selection criteria and cost of services;
- Bicycles for children living beyond walking distance to school, which contributed directly to children's ability to attend school and participate in community life;
- Awareness message and delivery mode adapted to local audience (pictures, games) maintained audience attention and enabled them to connect to their reality;
- Social fund, which provided a local mechanism to meet the needs of the most vulnerable, with commune and savings group mechanisms to continue to feed the fund;
- NSC-CL site visits, which facilitated direct observation of project interventions and personal testimony of impact on beneficiaries' lives, as the best "sales tool" possible;

- Producer associations if and when value-added exists — although not for every village or sector, significant value-added is possible when markets or cost-sharing justify cooperation (for example, sewing groups); and
- Strengthening community learning centers (CLCs), which offer practical training at no cost to the community and can be a viable alternative to project vocational training for youth and adults under MoEYS sponsorship.

Recommendations

Recommendations for EXCEL Action Before Project End

1. To more thoroughly assess project impact on children engaged in child labor, the M&E specialist should conduct a detailed comparative analysis of child beneficiary data at intake and at project close from the standpoint of changes in types of labor, age and sex of child laborers and geographic location. These data should be cross-tabulated against community economic opportunities, household size and livelihood services received, along with any other factors tracked by the project that could influence child labor prevalence. While the endline report provides insights into the changes of status within 600 households for 765 children, the project database covers all 15,000+ children designated as engaged in child labor at intake (51% of total child beneficiaries) and their households. This analysis should help to inform priorities for future child labor initiatives in Cambodia.
2. Given the relative cost in human and financial resources required to achieve youth targets, the project should carry out a cost/benefit analysis of youth interventions compared to education and livelihoods interventions. If resources are available, WV, FLD and VCAO should survey youth beneficiaries to determine how many have actually sustained employment or entrepreneurial activities after training, the activities they are engaged in, what income they are deriving and how that income is being used (e.g., to support their families and siblings or for reinvestment in their businesses). This could help inform support requirements within their communities and future programming. Further, an in-depth look at the two sewing associations could provide valuable insights into (1) the economics of these associative activities from the standpoint of incomes generated, impact on the community and potential for continued expansion, (2) effect on deterring migration and (3) occupational safety and health (OSH) issues related to acceptable work for the youth belonging to the associations.
3. MoEYS and MoLVT should review with the project options for utilizing the 14 project-assisted community learning centers (CLC) for livelihoods training for both vulnerable households and youth.
4. The project should confer with its target communes about options for allocating a small budget (amount to be estimated by EXCEL) to sustain local monitoring systems (e.g., commune investment plan, social fund allocation or percentage of commune administrative fees collected).
5. The project should attempt to adapt the current local child labor monitoring system to create a simple, low-cost child labor monitoring system (CLMS) that would collect and

aggregate child labor data from the village, commune, district, province and national levels, increasing system size progressively as a function of the MoLVT budget.

Recommendations for Future Programming

1. USDOL should carefully review grantee-proposed beneficiary targets to ensure that they are not overly ambitious and that adequate human and financial resources are identified to guarantee quality of service delivery and project outcomes, as opposed to outputs.
2. USDOL should award five-year funding for future projects of this scale to allow sufficient time for direct service delivery once the CMEP is developed, the baseline study completed, and the M&E system tested and debugged.
3. OCFT youth components should be scaled back to focus on more discrete youth target groups whose employment could strengthen the financial security of their household and where selected youth are motivated to learn and willing to be role models for others in the community.
4. Savings groups should complement all livelihoods activities, rather than be set apart as a discrete livelihoods activity. They are a low-cost but effective mechanism for generating village-level savings and providing short-term loans at low interest rates for family needs, including school supplies.
5. For five-year projects, the DBMS system should be reviewed in Year 2 to enable early correction of potential problems, before the interim evaluation which would not take place before the middle of Year 3. This review would serve as a formative assessment which would benefit the project in terms of adjustments to the DBMS design and data collection process at that early stage.
6. All interim evaluations should assess indicator validity and utility for project management so that midterm corrections might be made.
7. For project management purposes and staff understanding of CMEP data, the TPR should include as part of its template a short, narrative analysis of the CMEP outcome indicator data, beyond simply reporting numbers in the project performance spreadsheet.

I. PROJECT DESCRIPTION

A. Project Context

The high rate of child labor in Cambodia results from the interplay of complex factors that include poverty, migration, poor-quality education, cultural acceptance of child labor, limited institutional capacity to combat child labor and lack of labor regulation in the informal sector, notably in the subsistence farming and fishing sectors.²

Although Cambodia has adopted certain policies that address child labor, including signing International Labor Organization (ILO) conventions 138 and 182 and ratifying the United Nations Convention on the Rights of the Child, child labor remains prevalent throughout the country. According to the 2012 ILO *Cambodia Labor Force and Child Labor Survey*, over 25 percent of children between ages 5 and 17 work, primarily in the agriculture, fishing and forestry sectors. Many of these children carry out hazardous activities, including using sharp tools and handling pesticides. Children are also trafficked to and from Cambodia to work in factories, as domestic labor and for commercial sexual exploitation.

According to the problem analysis conducted for the Cambodians EXCEL (Eliminating eXploitative Child Labor through Education and Livelihoods in Cambodia) Project, and as documented in the project's Comprehensive Monitoring and Evaluation Plan (CMEP), the key factors contributing to child labor in Cambodia, especially in the project's target regions, fall into two main categories, each with specific contributing causes.

1. Precarious household income, which increases household vulnerability to using child labor as a livelihoods strategy, buttressed by the following contributing causes:

- **Limited household income.** The project's target provinces have high poverty rates, ranging from 13.1% to 18.5% of the population.³ Low household income puts families at high risk for becoming involved in child labor.
- **Lack of diversified sources of household income.** Having one source of income greatly increases the risk that a family will resort to child labor when external factors such as drought or market changes impact their source of income.
- **Households are vulnerable to debt.** A lack of stable income causes households to be vulnerable to debt, which can be difficult or impossible to escape.
- **Poor access to and low quality of education.** While school is free at the primary (grades 1-6) and lower secondary (grades 7-9) levels, informal fees and distance represent barriers to schooling. This is true especially for higher grades, where fees and distances increase significantly. The low quality of the school environment in terms of teacher skills, classroom

² Adapted from "Decent Work Country Profile: Cambodia." International Labor Organization, 2012, and the World Vision Comprehensive Monitoring and Evaluation Plan (CMEP), 2016 Revision

³ Identification of Poor Households – Cambodia, Ministry of Planning, Royal Government of Cambodia, August 2012.

materials and infrastructure also affects retention, along with the lack of a support system for children who fall behind.

- **Households have limited access to social protection services.** The National Social Protection Strategy (NSPS) is the Royal Government of Cambodia's (RGoC's) plan for providing a social protection safety net. However, most rural communities lack access to national social protection programs, which are often limited and poorly funded.
- **Young people have limited employability.** Youth aged 15–17 lack access to vocational training and knowledge of marketable skills sets that could prevent their involvement in hazardous child labor or migration to Thailand, where working conditions can be abusive.
- **Limited employment opportunities for youth.** Most poor youth lack access to employers willing to provide safe, entry-level work.

2. *Weaknesses in the institutional environment, with the following contributing factors:*

- **Limited knowledge and implementation of child labor policies.** Despite existing RGoC child labor policies for agriculture, tobacco and cassava production, national, provincial and local agencies are often unaware of these policies and lack understanding of even the basic definitions of child labor as set out in existing laws.
- **Inconsistent coordination.** Several ministries, including Agriculture, Labor, Education and Social Affairs, have included child labor in their strategic plans, but policy and program implementation is not coordinated, with particular gaps on the provincial level.
- **Lack of awareness regarding root causes and negative effects of child labor.** The project's pre-implementation rapid assessment found that, despite some awareness of child prostitution and other worst forms of child labor (WFCL), little awareness exists about the negative effects of child labor, especially hazardous child labor, in the informal and child domestic work sectors. There is little knowledge of key child labor-related issues, such as the impact of adult migration on child well-being and the relationship between land rights and child labor.

B. Project Targets and Objectives

To assist in addressing the problems listed above, the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) signed a \$10 million, four-year Cooperative Agreement in December 2012 to World Vision (WV) titled *Eliminating Exploitative Child Labor through Education and Livelihoods* and known as EXCEL. WV contributed an additional \$1,075,750 to project funding.

The project objective was to reduce the number of children engaged in or at risk of child labor in agriculture, fishing, domestic work and other sectors in target communities in seven provinces in Cambodia. The EXCEL project adopted a multipronged approach to achieve that objective that involves children engaged in or at risk of child labor, their households, schools and communities

and national, provincial, district and local authorities. The project also carried out research to further the knowledge base on issues surrounding child labor in Cambodia.

The project worked with four local sub-grantees: Wathnakpheap (WP), Farmer Livelihood Development (FLD), Vulnerable Children Association Organization (VCAO) and Cambodia Development Research Institute (CDRI). The project worked in 71 communes and 422 villages in six provinces plus Phnom Penh (see Table 1) and was designed to provide services to 28,000 children aged 5–17 who are at risk of or engaged in CL, along with 14,000 households of these beneficiary children.

Table 1: EXCEL intervention areas

Province	Districts	Communes	Villages*
Banteay Meanchey	4	16	82
Battambang	4	16	75
Kampong Cham	1	3	23
Tbong Khmom	1	3	24
Pursat	2	7	56
Phnom Penh	2 (<i>Khan</i>)	8 (<i>Sangkat</i>)	75
Siem Reap (largest)	4	18	87
Total:	18	71	422

* Excludes villages with fewer than 5 beneficiaries

To achieve the EXCEL overarching project objective — ***reduction in the number of children aged 5–17 years old engaged in and at risk of child labor in fishing, agriculture, domestic work and other sectors in target communities in seven provinces of Cambodia***, the project identified seven intermediate objectives, described below.

IO1: Increased participation in quality education among target children.

EXCEL made direct and alternative education services available to children, including scholarships, peer tutoring and catch-up classes. To improve the quality of education services, EXCEL organized teacher pedagogical and child labor awareness training in target schools. Working with the Department of Education (DoE) and the School Support Committee (SSC), EXCEL conducted safety and health assessments at target schools to guide improvements for ensuring that schools meet minimum quality standards. EXCEL also worked with SSCs and student councils to build capacity and raise awareness of child labor and child rights.

IO2: Beneficiary households’ livelihoods improved.

The project provided a variety of livelihood services, including new forms of agriculture, livestock, business opportunities or financial services, along with start-up kits with basic inputs for their new livelihood activity (e.g., chickens, pigs, seeds, irrigation materials). For 50% of the

beneficiary households, EXCEL assisted in the creation of community-based savings groups and provided financial education and small in-kind support for group or individual enterprises.

IO3: Improved access of beneficiary households to child protection and social protection programs.

The project sought to identify government social protection programs in its target communes and any local NGO programs offering social services and, where available, to refer beneficiary households to such services.

For CDWs in Phnom Penh, the project through its partner VCAO provided training to social workers, local police and commune leaders regarding issues of child labor, child domestic labor and child rights. VCAO provided support to project-identified CDWs at its residential rehabilitation facility and through referrals to child protection services.

In its last year, the project assisted communes and village-level savings groups to create social funds to provide financial assistance to needy families. Commune committees set up collection boxes for public contributions. Most of the EXCEL savings funds members made a fixed monthly contribution to the social fund.

IO4: Young people 15-17 are gainfully employed and prevented from unsafe migration.

EXCEL assessed markets, skills, alliances, partners and safe work for youth in its target communes, followed by provision of vocational training and job placement assistance or youth entrepreneurship and livelihood training for target youth aged 15–17. Entrepreneurship training included business plan development, negotiation skills, understanding market demand, identifying opportunities and financial education.

IO5: Local and national structures with strengthened capacity to prevent/eliminate child labor and implement Child Labor Monitoring System (CLMS).

EXCEL created a local-level child labor monitoring system, building on the existing Commune Council on Women and Children (CCWC) and supplemented by village-level volunteers recruited and trained by the project (for WV, Community Watch Group/CWG; for WP, Child Labor Monitoring Committee/CLMC; for VCAO, Village Safety Net Program/VSNP). EXCEL also worked with national stakeholders including the Ministry of Labor and Vocational Training (MoLVT), the Ministry of Agriculture, Forestry and Fisheries (MoAFF) and the Ministry of Education, Youth and Sports (MoEYS) on child labor policies such as the National Plan of Action on the Elimination of the Worst Forms of Child Labor (NPA2-WFCL), National Guidelines on Child Labor in the Fisheries Sector and a Child Labor Manual as part of the Child-Friendly School Guidelines.

IO6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat child labor in the rural sector and CDW.

EXCEL increased awareness among parents and community stakeholders, CCWCs and school directors and teachers, along with village-level monitors, on child labor and hazardous child

labor and the importance of education beyond primary school. EXCEL used mass media methods (radio and TV), as well as interactive local awareness-raising sessions and events.

IO7: Enhanced knowledge on child labor in Cambodia.

EXCEL funded studies that CDRI carried out to address key information gaps on child labor-related issues (e.g., CDW, adult migration and landlessness), which were disseminated to stakeholders. CDRI prepared a synthesis report to guide future policy initiatives. The project organized field visits for NSC-CL senior officials to allow them to view project interventions firsthand and held regular forums and reflection group meetings to discuss best practices in combatting child labor.

II. EVALUATION OBJECTIVES, KEY QUESTIONS AND METHODOLOGY

A. Objectives and Key Questions

All OCFT-funded projects are subject to external interim and final evaluations. The EXCEL interim evaluation took place in April 2015, 28 months after project start. The EXCEL final evaluation was scheduled 45 months after project start and two months before project end. An evaluation expert from Management Systems International (MSI) carried out the evaluation under MSI's M&E services contract to USDOL. The evaluation assessed four project aspects:

- Validity of the project's Theory of Change (ToC)
- Relevance and effectiveness of project interventions
- Efficiency of project interventions and use of resources; and
- Lessons learned, good practices and models of intervention that might inform future child labor projects and policies in Cambodia and elsewhere.

As a complement to these general objectives, USDOL posed 11 specific evaluation questions.

Theory of Change:

1. Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?

Evaluation Results:

2. How effective has the project been in achieving its intermediate and supporting objectives? What were the main factors influencing achievement or non-achievement of the objectives?
3. By the end of the project, is there any evidence that improvements in livelihoods opportunities have helped households reduce their children's participation in labor?

4. By the end of the project, is there any evidence that youth assisted through the project have sustained employment as a result of project activities?
5. Has the project been successful in dealing with the main obstacles or barriers that it identified as important to addressing child labor in Cambodia?

Evaluation Implementation:

6. How did the project adapt its strategies to its target groups or implementation challenges?
7. What role has migration had in the overall implementation of the project? What strategies did the project adopt, given its challenges in identifying beneficiaries for livelihoods?

Sustainability:

8. How does the grantee's exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended?

Monitoring and Evaluation:

9. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?
10. Were the recommendations and lessons learned from the interim evaluation integrated into project strategy after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?
11. Has data quality and reliability improved over the life of the project? If so, what good practices were adopted by the project to improve data collection, quality and verification over the life of the project? If not, what were the challenges the project faced?

1. Methodology

Approach

The evaluator worked closely with USDOL, WV and its partners to ensure a participatory design that involved mixed methods and relied on jointly agreed selection criteria for project sites and interviewees. Quantitative data were drawn from CMEP indicator tables and the project baseline and endline surveys.⁴ Key informant interviews and focus groups of beneficiaries provided qualitative information. The evaluator conducted all interviews, assisted by a Cambodian interpreter, without the presence of project staff. The evaluation also ensured:

⁴ At the time of submission of the final evaluation, full results from the endline survey, notably comparisons between baseline and endline, were not available. The final evaluation therefore includes only a summary analysis of certain data elements.

1. Analysis of performance based on an indicator-by-indicator examination of reported results, comparing progress toward targets over time.
2. Respect of gender and cultural sensitivities in the interviews.
3. Use of a standard questionnaire and approach for interviews at each project site.

Data Collection Methodology

Data collection involved three steps:

Document review. An extensive pre-trip review of project documents (original project proposal, USDOL Cooperative Agreement, CMEP, baseline survey report, biannual technical progress reports, work plans, Management Procedures and Guidelines, research undertaken by the project) and non-project background information on child labor in Cambodia. Post-trip document review included the October 2016 TPR and the first draft of the endline survey report.

Field interviews with beneficiaries and stakeholders. The evaluation included individual interviews and focus groups with as many project beneficiaries and stakeholders as possible, including children, community members, parents of beneficiaries, teachers, local and national government representatives, implementing partners, USDOL and the U.S. Embassy.

Stakeholder meeting. At the end of the field visits, this meeting brought together more than 90 stakeholders, including beneficiaries, local and national officials and implementing partners. The agenda, developed in cooperation with EXCEL project staff, focused on presentation of preliminary findings, conclusions and recommendations, with an opportunity for questions and answers from stakeholders. Small group sessions focused on identification of sustainability priorities and means for implementing those priorities (see agenda and group session reports in Annex G).

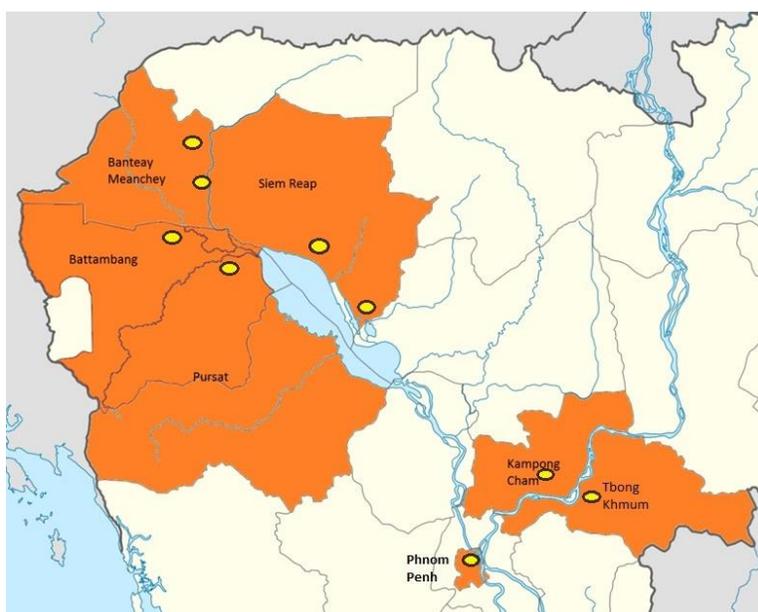
Fieldwork Site Selection

The jointly agreed site selection criteria included:

- Representation of all EXCEL sectors (agriculture, fishing and CDW);
- Choice of communes where cross-border migration is a major factor in child labor;
- Representation of all implementing partners across selected communes;
- Balance among selected communes between those with stronger and weaker rates of beneficiary uptake of livelihoods, savings and youth employment interventions; and
- Balance among selected communes in terms of potential for longer-term sustainability.

Over a 16-day period, the evaluator visited six of the seven EXCEL provinces (all but Pursat), including a child domestic work initiative in Phnom Penh (see the map of sites visited).

EXCEL Target Provinces (in Orange) and Sites Visited (in Yellow)



In all, the evaluator visited 13% (9 of 71) of project communes and 4% (16 of 422) project villages (see Table 2).

Table 2. Sites Visited During Final Evaluation

Province	Commune	Village
Phnom Penh	Tuol Kork Khan	Tuel L'ak Ti Muoy
Kampong Cham	Chirou Ti Pir	Toul Vihear Sre Siem Andong Chea
Tbong Khmum	Trapeang Preah	Ang Treong
Siem Reap	Spean Tnaot Mean Chey	Thnal Lok Ou Kroum Trapeng Thum Don Num
Banteay Meanchey	Tuek Chour Poy Char	Thmei Kandal Ang Troping Thmor
Battambang	Ta Meun Ta Pon	Ta Sei Ta Pon Svay Sor

2. Criteria for Selection of Interviewees

The following criteria served to select key informants and focus group participants:

Direct Beneficiaries. Focus groups of no more than seven participants:

- Beneficiary children from three target age groups (5–11, 12–14 and 15–17 years) with approximately equal numbers of female and male beneficiaries and including recipients of the range of project education and vocational training services.
- Beneficiary households receiving a range of livelihoods services, including savings.

Local and national government, implementing partners and other stakeholders. Key informant interviews for local officials and focus groups for school groups and partners:

- Core and field staff of WV and its implementing partners
- Representatives of target provincial, district and commune local governments.
- Teachers and members of community volunteer groups (SSCs, CWGs, CLMCs, CCWCs).
- Representatives of national agencies involved in child labor (MoLVT, MoEYS, MoAFF).
- Representative of the U.S. Embassy with knowledge of the project.

In total, the evaluation interviewed more than **400 persons** individually or in focus groups, per the following breakdown (see Annex F for a list of interviewees):

- WV and partner core and field staff: 45 people;
- National RGoC officials: 16 people;
- Provincial officials: Siem Reap Provincial Committee on Child Labor (8 members);
- District officials: Battambang District Office of Education team (5 officials);
- Commune and village officials: 10 commune chiefs and eight village chiefs;
- Commune and village-level child labor monitoring: 10 CCWC, eight CWG/CLMC (village level);
- Livelihoods: Six adult focus groups of eight persons each, agriculture and non-agriculture (48 adults);
- Savings: Five adult focus groups of eight persons each (40 adults);
- Social fund: Three social fund committees focus group of eight persons each (24 adults);
- Youth: Five youth focus groups of six persons each (30 youth);
- Youth associations: Two youth sewing associations (15 youth);
- Children’s focus groups: Seven focus groups-six primary, one lower secondary (42 children);
- Child Domestic Work: One Phnom Penh CDW focus group (four girls);

- Schools: 11 school directors, 24 teachers (four focus groups of six people from teacher support groups), 12 SSC members (four focus groups of three people), 18 SC members (three focus groups of six student council members each), including eight peer tutors; and
- One Community Learning Center (two instructors and 30 youth).

3. Limitations

Evaluation fieldwork lasted 16 days, including two days for meetings in Phnom Penh with project staff and national stakeholders, 13 days of travel to the provinces and one day for the final stakeholder meeting. The evaluator visited 16 villages from nine communes in that timeframe, representing 4% of the 422 total villages and 16% of the 71 total communes. The evaluator relied on the project to identify a representative sample of sites, including some that have performed well and others that experienced challenges. Findings for the evaluation are based on information collected from grantee progress reports and from interviews with stakeholders, project staff and beneficiaries. The accuracy of the evaluation findings depends on the integrity of information provided to the evaluator from these sources. In addition, given the timing of the endline, the evaluator had access to a first draft of the endline survey report while writing this report; it contained only preliminary conclusions.

III. EVALUATION FINDINGS

The following sections summarize evaluation findings. The first section reviews challenges related to project scope; the second provides responses to each of the 11 evaluation questions.

A. Project Scope: Challenges

At \$10 million with a cost share of \$1,075,750, the EXCEL project is one of the largest child labor projects in USDOL history. The grantee set ambitious targets for direct services recipients, totaling 42,000 direct beneficiaries (28,000 children and 14,000 households) from a large geographic area (approximately 25% of the surface area of Cambodia), encompassing six provinces plus Phnom Penh. The project faced the following scope-related challenges:

- **Partners.** EXCEL implementation involved four partners providing interventions to a wide range of audiences. While World Vision carefully selected its partners based on their strengths and geographic bases, effective implementation required ensuring that all partners provided quality services with uniformity of approach. By all accounts, the partners met implementation challenges, demonstrating flexibility, cooperation and commitment in reaching project targets. An unexpected result of this close collaboration was significant capacity building within these local NGOs, all of whom credit WV with increasing their ability to carry out complex selection and intake operations and with strengthening their monitoring practices and data analysis.

Table 3. Partner Responsibilities for Direct Services in Target Provinces

Sector	BTM	BTB	KPC/TBK	PUR	SRP	PNP
Education	WV	WV	WP	WP	WV/VCAO	VCAO
Livelihoods	WV	WV/FLD	FLD	FLD	WV/FLD	VCAO
Youth	WV	WV/FLD	FLD	FLD	FLD	VCAO
CDW	--	--	--	--	--	VCAO
Child Labor Sectors	Agriculture, brick factories, porters	Agriculture	Agriculture, fishing, brick/garment factories	Agriculture, fishing, timber	Agriculture, fishing	CDW, construction, scavenging

- Staffing.** Staff was spread out across the country, with WV management based in Phnom Penh (project director, operations manager, M&E specialist and technical specialists for livelihoods, education and advocacy) who provided guidance to field teams. The six field offices, one for each province with Kampong Cham and Tbong Khmum sharing an office, oversaw activity implementation and beneficiary monitoring. Each field office was headed by a local coordinator (LC) whose average caseload was 8,000 beneficiaries. The LC originally oversaw four community facilitators (CFs), each responsible for two communes. However, once implementation was underway in earnest at the end of 2013, the project required more field staff (due to a 25 percent increase in the number of villages selected) to reach targets and to ensure ongoing monitoring of child labor status and household livelihoods. In the largest provinces, Battambang, Banteay Meanchey and Siem Reap, WV increased the number of CFs from four to eight and hired two administrative assistants to handle the volume of procurements and logistics required. By the project's end, WV had 11 to 12 staff in the larger provinces: one LC, one M&E assistant, one to two administrative assistants and eight CFs.
- Monitoring.** CFs worked closely with commune monitors (CCWC members) and with village monitors (CWGs, CLMCs or VSNPs) to track beneficiary children. To provide livelihoods monitoring as beneficiary numbers grew, the project recruited community partners (CPs), young adults working as volunteers to gain field experience. This monitoring network remained active throughout project life, using personal motorbikes for travel to save costs.
- Duration.** The effective EXCEL implementation period was only three years due to delays in Year 1 related to scheduling of the project CMEP and baseline,⁵ the need for substantial

⁵ Dates for the CMEP and baseline launch were delayed due to national elections in Cambodia. This delay was beyond the control of USDOL or the project.

relationship building⁶ with national and local stakeholders, the complexity of the participatory intake process and the large-scale procurements required for project inputs.

- **Beneficiaries and Services.** Excluding other family and community members who received indirect benefit from the project in terms of awareness-raising and increased incomes, the project reached a wide variety of beneficiaries, including a final count of 48,432 individuals in 422 villages across Cambodia, with services ranging from in-kind financial support to livelihoods training (agricultural and non-agricultural), vocational training, child labor awareness-raising and monitoring support. Table 4 details the range of EXCEL beneficiaries and services.

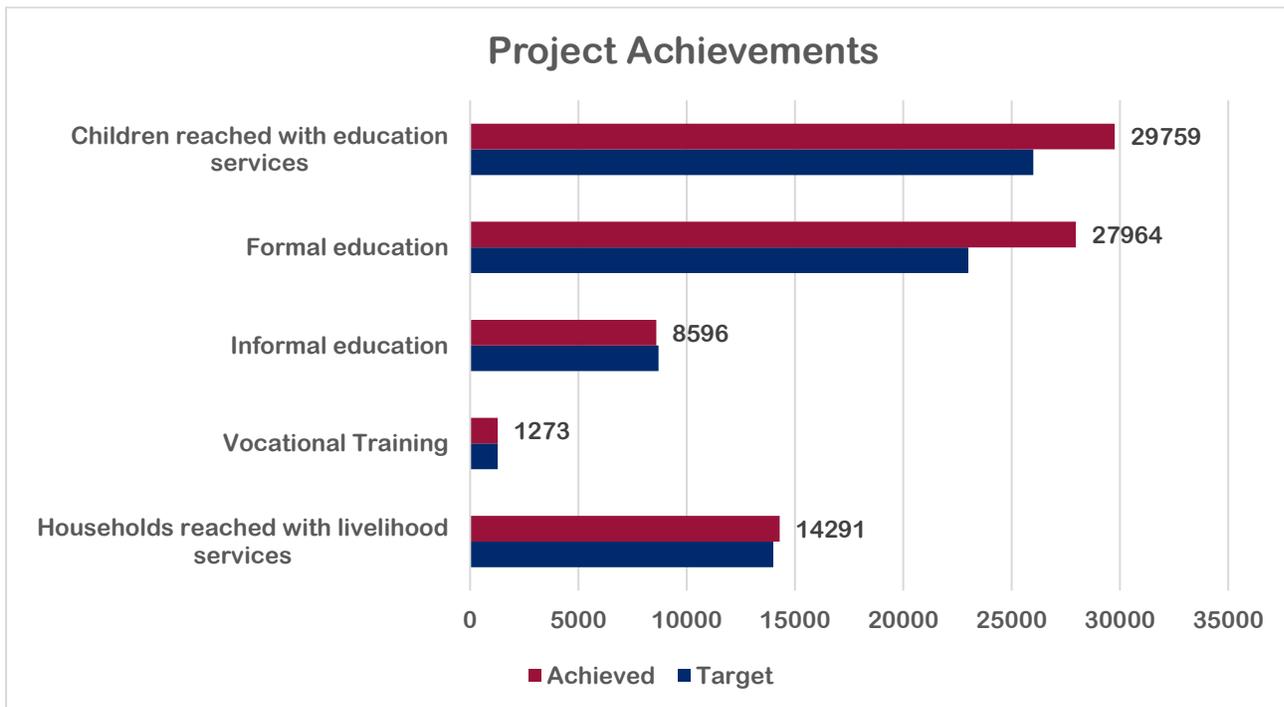
Table 4. Project Beneficiaries and Services

Beneficiary Type	Inputs and Services Provided	Target/Actual
Children	School supplies, uniforms and shoes	28,800/
	Peer tutoring	29,759
	Catch-up classes	
	Student council support	
Youth	Vocational training and start-up kits: sewing, motorbike repair, beauty/hair dressing	1,200/
	Agricultural training and start-up kits: vegetables and fishing	1,273
Households	Agricultural training and start-up kits: vegetables, livestock, mushrooms	14,000/
	Non-agricultural training and start-up kits: sewing, groceries, trade	14,291
	Savings groups: financial management training, start-up kits	
<i>Subtotal</i>		<i>42,000 / 44,050</i>
School/Local Authorities	Inputs and Services Provided	Actual
School directors	Learning materials	103
School teachers	Supplies	240 (12 Teacher Support Groups x 20)
	Pedagogical Training	
School Support Committees	Child Labor Training, Infrastructure improvements	2275 (91 schools x 25 parents)
Commune Chiefs	Awareness-raising materials	71
Village Chiefs	Training sessions	422
CCWC leaders	Special events (International Day of the Child,	71
CLMC/CWG/VSNP	World Day Against Child Labor)	1,200
<i>Subtotal</i>		<i>4,382</i>
Grand Total		46,382 / 48,432

Despite the significant challenges posed by the scope, EXCEL met or exceeded all of its targets by end September 2016, three months before project close-out. See Figure 1.

⁶ The project experienced resistance from government counterparts at its outset due to a USDOL policy precluding cash per diem payments, which most other donor-funded projects provide for travel to participate in consultative meetings. USDOL clarified the policy in 2014, which facilitated increased cooperation.

Figure 1. Project Targets vs. Achievements



B. Evaluation Questions

1. Validity of Project Theory of Change (Question 1)

Evaluation Question 1: Was the project's Theory of Change (TOC) valid? Were there external factors that affected its validity in a positive or challenging way during implementation?

The EXCEL TOC was developed in response to the problem analysis in the EXCEL project document, which identifies two sets of drivers for child labor in Cambodia: a first set related to household poverty and limited access to education and social protection and a second set related to inadequate institutional capacity and community awareness of child labor. To produce the desired change, i.e., reduced child labor in its seven target communities, the project pursued two types of strategies:

- Reduce household and child vulnerability through educational support, livelihoods, youth employment and increased access to social protection and
- Develop an environment that strengthens local and national capacity to raise awareness, monitor and address child labor, to enact supportive policies and to increase knowledge on drivers and effective interventions to reduce child labor.

Table 5. Child Labor Drivers, Related Strategies and Activities

Primary Drivers	Related Strategies	Project Activities
Poverty, access to quality education, availability of social protection	Educational support Improved livelihoods Increased youth employment Increased social protection	Direct educational services (scholarships and materials, school support) Livelihoods training and start-up kits Referrals and social fund creation
Institutional capacity and community awareness	Capacity building to monitor Awareness-raising Policy initiatives/CLMS Research on drivers	CCWC/CWG/CLMC training Community awareness sessions, radio/TV Project technical assistance Studies and dissemination

The project TOC was also grounded in:

- Selection criteria focusing on rural households in the RGoC ID Poor 1 and 2⁷ categories;
- Integrated interventions for beneficiaries — education, livelihoods, awareness;
- Continuous local monitoring working with volunteers present in the community; and
- Adoption of new guidelines (in Fisheries and Education) and an updated National Plan of Action for Worst Forms of Child Labor- NPA2-WFCL.

Three external factors affected the validity of the TOC during implementation:

- **High adult/youth migration to Thailand**, notably during the first two rounds of intake. The project underestimated the impact of widespread target household and youth internal and external migration on beneficiary intake. The very high levels of rural poverty and the need for immediate income meant that up to 20% of potential household beneficiaries and 50% of youth beneficiaries in some communities opted for migration. The military coup in Thailand and subsequent threat of deportation of illegal migrants in mid-2014 was an unexpected external factor that swung the pendulum in the other direction. Youth migrants returned to Cambodia and a growing number of migrant families opted to leave their children in Cambodia in the care of grandparents, which allowed them to continue in school.
- **High sensitivity in the CDW sector**. The project assumed that VCAO would be able to work with local authorities to identify and withdraw CDWs in Phnom Penh. However, it was extremely challenging to reach CDWs, given that most had moved away from their families, could leave their employer’s residence only with permission and might be subject to abuse if employers became suspicious of outside influence. Although VCAO was not able to withdraw large numbers of CDWs (28 total were withdrawn), the project has worked

⁷ ID Poor 1 and 2 categories refer to the national Identification of Poor Households program (ID Poor) that identifies households that are eligible for RGoC poverty alleviation support. See RGoC website www.mop.gov.kh/Projects/IDPoor/tabid/154/Default.aspx

diligently to increase awareness of the negative effects of child domestic work, with active engagement of the CCWC members in all of Phnom Penh's *sangkats* (communes).

- **Consultative review process for child labor-related policy/guidelines** on the national level. The project assumed that national authorities could quickly approve the proposed update of the National Plan of Action for the Worst Forms of Child Labor (NPA2-WFCL), given that the first NPA-WFCL ended in 2013. The project also assumed that, given strong support from the MoAFF, it would be a simple matter to draft, review and approve a *prakas* on child labor in the fisheries industry, a key sector for child labor in Cambodia. In fact, the RGoC review and approval process involved more steps and players than projected. The Fisheries Agency (FiA) decided ultimately to adopt sector “guidelines” in lieu of a *prakas*, since fewer approvals were required. The guidelines were finally approved in October 2016 with dissemination planned for December 2016. The MoLVT Minister and NSC-CL approved the NPA2-WFCL, covering the period 2016–2025, in September 2016. The Prime Minister signed it on November 10, 2016.

Looking at the project TOC from the standpoint of its component parts and based on a results analysis and qualitative feedback from evaluation interviews, two components of the TOC prescribed in the USDOL solicitation appear to have limited validity in the Cambodian context. The first is the social protection component, which assumed availability of social protection programs for the rural poor. The reality on the ground is that very few such programs are available. As a result, the project developed alternative strategies to provide some form of social safety net to its target beneficiaries.

The second is youth employment and prevention of youth migration. The fact that the project target of 4,300 youth was reduced by more than 70% in 2015 attests to the difficulties of identifying youth and maintaining their commitment to training in the face of their strong preference for work that provides immediate income. While the project has achieved some remarkable successes among its youth beneficiaries, these achievements have required significant investment of project human and financial resources. While youth populations are challenging for many child labor projects, challenges in Cambodia were particularly acute.

Based on the considerations above, the evaluation concludes that the EXCEL TOC is highly relevant concerning the use of multiple, integrated interventions for vulnerable households and children and sustained community-level awareness-raising on child labor. However, the social protection and youth components do not appear to have substantively contributed to change that would impact the project objective of reducing child labor in target communities.

2. Results Achieved (Questions 2, 3, 4 and 5)

Evaluation Question 2: How effective has the project been in achieving its intermediate and supporting objectives? What were the main factors influencing achievement?

The evaluation assessed effectiveness in terms of **project outcomes** (actual results versus activities) based on a review of three data sources: CMEP indicator data (see details in Annex

A), the project endline survey⁸ (see Annex H), and qualitative feedback from the evaluation's interviews.

The following sections summarize conclusions in line with the EXCEL results framework (RF). The RF is a graphic representative of the project's theory of change and includes the overarching project objective, seven intermediate objectives and 11 supporting objectives. The RF on the page that follows this section is color-coded according to the assessed level of achievement of its intermediate and supporting objectives. Since the project is intended to *contribute* to achievement of its overarching project objective, without being held solely accountable for that result, achievement of the project objective is not rated, but its indicator data are analyzed.

GREEN (*strong performance and strategic contribution*)

IO1: Education. Per the endline survey, school attendance (ages 5–17) increased from 74% to 88%. Per CMEP data, 67% of schools increased enrollment; 100% improved teaching performance and the safe and healthy learning environment. Per final evaluation interviews, beneficiary children are highly motivated, attend school regularly and have made significant improvement in scholastic results.

IO2: Livelihoods. Per the endline survey, percentage of households with increased assets (proxy for increased income) “has grown steadily for houses owning one to four assets, from 65% at baseline to 81% at endline” with high growth in ownership of bicycles (40% increase), motorcycles (48% increase) and mobile phones (55% increase). Per CMEP data, 23% of households report increased clients for their products/services; 9% added one or more non-agricultural activities to their sources of income. Per final evaluation interviews, 85% of interviewees have some amount of increased income; 95% report diversifying sources of livelihood

IO6: Increased awareness. Per the endline survey, “parents report an increased awareness and understanding of the importance of their children’s education.” Per CMEP data 87% of households agree that children under 15 should attend school and not work. Per final evaluation interviews, the project achieved a very high level of awareness and related parental and community actions to reduce child labor.

YELLOW (*adequate performance and strategic contribution*)

IO5: Strengthened local/national capacity to implement CLMS. Per CMEP data, 100% of communes carry out six-monthly child labor monitoring and 61 of 71 (86%) of communes have recognized CCWC as the child labor focal point; per final evaluation interviews, there has been slow progress toward activating PCCLs and toward enacting NPA2-WFCL.

⁸ The EXCEL endline survey was carried out in September 2016. Its purpose was to measure child labor incidence, school attendance, household economic situation and community attitudes toward child labor and school attendance. The survey was conducted in 35 villages throughout five provinces, with a 99% response rate among 600 beneficiary households and a 48% response rate among children (765 of 1591) living in those households. A first draft of the preliminary endline results was available at the time of the final evaluation.

IO7: Knowledge of CL in Cambodia. Per CMEP data, EXCEL carried out 100% of its research commitments; per interviews, EXCEL has organized regular forums and reflection meetings and sponsored highly effective NSC-CL field visits to promote understanding of child labor.

ORANGE (*weaker performance and limited strategic contribution*)

IO3: Social protection. Per CMEP data, 99% of communities have functional local systems that address child labor, but less than 1 percent of beneficiary households have been referred to NSPS or other social protection programs. The project supported the creation of social funds to provide a local safety net program. Per the October 2016 TPR, the newly created social funds to date have supported 39 EXCEL beneficiaries.

IO4: Youth aged 15–17. Per CMEP data, in the last project period, 5% of youth reported self-employment and 14% of youth obtained employment from third parties; per final evaluation interviews, results of youth interventions are very mixed, with estimates of sustained employment no higher than 40% of the 1273 target; project staff noted that youth interventions required a high investment of human and financial resources.

Critical Assumptions:

Political situation in the country remains calm enough to allow for implementation of project activities.

No major natural disasters occur during project lifetime.

Economy remains stable, including the price of rice and other key staples.

Project Objective: Reduction in children 5–17 years old engaged in and at risk of CL in fishing, agriculture, domestic work and other sectors in target communities in seven provinces of Cambodia

Indicators:

POH.1 Percentage of households (HH) with child laborers below legal working age

POH.2 Percentage of HH with children in HCL

POH.4 Percentage of HH with all children under compulsory school age attending school

POC.1 Percentage of beneficiary children in CL- 23%

POC.2 Percentage of beneficiary children in HCL- 15%

IO 1: Increased participation in quality education among target children

Indicators:

% of target schools with increased enrollment rate, 67%

% of schools with teachers trained to improve pedagogic performance, 100%

% of 107 schools with improved safe and healthy learning environment, 100%

Supporting Results:

IO 1.1 Children's participation in education is increased

IO 1.2 Quality of education services increased

IO2: Target households' livelihood improved

Indicators:

% of HH with increase in assets, 15% (estimated endline: four assets)

% of households reporting an increase in their number of sources of livelihood, N/A

Supporting Results:

IO 2.1 Households have increased annual income

IO 2.2 Households have diversified sources of livelihood

IO3: Improved access to child protection and social protection (SP) programs

Indicators:

% of covered communities with local systems and structures supportive of the eradication of child labor established and functional (e.g., CPCs, CWGs, CLMCs CCWCs), 99%

% of target household covered by available SP programs, 5%

Supporting Results:

IO 3.1 Community-based child protection mechanisms available and functioning

IO 3.2 Increased target household membership in available SP programs

IO 5: Local and national structures with strengthened capacity to prevent/ eliminate child labor and implement CLMS

Indicator: % of target communes in which a CLMS is carried out regularly, 100%

Supporting Results:

IO 5.1 Provincial and commune-level structures (CPCs, CCWCs) are strengthened to carry out CLMS and action against CL

IO 5.2 NPA-CL 2 and local bylaws and ordinances on CDW and CL in the informal sector are passed by relevant authorities

IO6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat CL in the rural sector and CDW

Indicator: % Heads of HH in target communities who agree children under 15 should attend school and not work, 87%

Supporting Results:

IO 6.1 Parents in target communities with increased awareness and attitudinal change to combat CL

IO4: Young people 15–17 years old are gainfully employed and prevented from migrating

Indicators:

% of target youth 15–17 years old that developed self-employment strategies, 5% (last period)

% of target youth 15-17 years old that obtained employment from third parties, 14% (last period)

Supporting Results:

IO 4.1 Increased access of beneficiary youth to employment and income generation opportunities

IO7: Enhanced knowledge on CL in Cambodia

Indicator:

Knowledge management system to ensure dissemination and use of project's findings is in place (Yes/No) – no to date

Supporting Results:

IO 7.1 Dissemination of information on CL increased

Project Objective

The project's highest-level objective was to reduce the total number of beneficiary children engaged in or at risk of child labor and hazardous labor over the life of the project in the target communities, using an area-based approach to target children in three focus sectors: agriculture, fishing and domestic work. The project carried out the intake process in close coordination with the commune and villages authorities by first identifying households with children at risk of or engaged in child labor in households categorized by the RGoC as ID Poor 1 or 2 (lowest incomes).

The project targeted selection of 65% of child beneficiaries engaged in child labor and 35% at high risk of child labor, based on a definition of child labor in line with international standards, Cambodian law and USDOL guidelines. At initial intake, the project identified 53% of target beneficiaries in child labor and 47% at high risk. By project end, project beneficiaries included 51% of children engaged in child labor and 49% who were at high risk at intake.⁹ Based on information from the baseline, endline and the final evaluation qualitative interviews, the key sectors of child labor in the target provinces included agriculture (rice, sugar cane and cassava planting¹⁰ and cultivation), forestry, fishing and construction, as well as domestic tasks performed for long hours. Youth returning from Thailand confirmed that key sectors for labor were agriculture and construction, involving extended hours and extreme heat.

The October 2016 TPR Child Labor Status annexes report:

- Percentage of children in child labor: range of 53% to 58% at intake dropping to 22.7% at project close, or 7,520 of 33,099 total children reached.¹¹
- Percentage of children in hazardous child labor: range of 18 to 22% at intake dropping to 14.7% at project close, or 4884 of 33,099 total children reached (see footnote 11).
- Percentage of children engaged in any form of child labor in the six months prior to the report date: 7,707 of 29,759 (26%).

The EXCEL endline (see Annex H) reports:

- Agriculture, forestry and fishing are the industries employing the largest percentage of children (42% of working children, with more boys than girls), followed by household labor (22% of working children, with more girls than boys), The percentage of working children in agriculture, forestry and fishing has reduced significantly; this sector represented 77% of working children at the baseline measurement, p. 25.
- The median number of hours worked dropped from 26 to nine for all working children aged 5–17.

9 October 2016 TPR, Common Indicator Tracking Form

10 Several sources, including endline commentary, indicated that child labor in cassava has essentially been eliminated by virtue of machines that can cut cassava faster and cheaper than child laborers.

11 Total number of children reported for purposes of calculating POC1 and POC2 is 33,099, including 3,344 children who did not receive direct services but were part of beneficiary households. WV noted that the project goal was to reduce child labor among all children in beneficiary households in order to prevent simply transferring child labor from children who received services to their siblings.

- The portion of children working in the last seven days declined from 91% to 56%
- Children working in the last 12 months declined from 94% to 57%

Note: A wealth of project data is available from the detailed beneficiary monitoring carried out over the project life. These data should be analyzed and cross-tabulated to gain better understanding of the changes in child labor status over time and as a function of various factors (types of labor, age, sex, geographic location, community economic opportunities, household size, livelihood services received, etc.). While the endline survey provides insights into the changes of status within 600 households for 765 children, the project database covers all 15,177 children engaged in child labor at intake (51% of total 29,759 child beneficiaries) and their beneficiary households. This analysis could meaningfully inform priorities for future child labor initiatives in Cambodia.

IO1: Increased participation in quality education among target children.

In terms of direct services to beneficiary children, EXCEL exceeded its education target of 28,000 children by 6.3%, reaching 29,759 children.

Table 6. Education Indicators

Indicators	Target	Actual
OTC 1, % of 70 target schools with increased enrollment	20%	67%
OTC 2, % of 70 target schools with teachers trained to improve pedagogic performance	85%	100%
OTC 3, % of 107 covered schools with improved safe and healthy learning environments	79%	100%
OTP 6, # of target schools with teacher support groups functioning	35 of 70 50%	81 of 70 116%
OTP 7, # of school directors trained in effective leadership	35	114 of 70 163%
OTP 8, # of schools with active school support committees in place	35 of 70 50%	100 of 70 143%
OTP 9, # of schools with active student councils in place	70 of 70 100%	88 of 70 126%

The draft endline report indicates that school attendance among children aged 5–17 increased from 74% at baseline to 88% at endline.¹² CMEP data (see Table 6), confirmed by field interviews, indicate that IO1 and its two supporting objectives (IO1.1, children’s participation in education is increased, and IO 1.2 quality of education services increased) were reached by percentages ranging from 100% to 163% of target. All school directors, teachers, parents and students interviewed affirmed that the scholarship assistance provided by the project was a strong motivator for beneficiary children, resulting in not only a significant upswing in regular attendance but a commitment to working hard for good grades and passage to lower secondary school and even secondary school. At the end of the 2016 school year, 80 EXCEL students passed their high school exams with grades that qualify them for good universities.¹³

12 EXCEL Endline Survey Preliminary Report, September 2016, p. 23

13 EXCEL TPR, October 2016, p. 5

School officials noted substantial decreases in the dropout rate. Battambang District Office of Education representatives produced school-level records during their interview showing a lowering of primary school dropouts from 13% to 4.5% among schools assisted by the project. In Kampong Cham, a focus group of school directors quoted a 95% retention rate. School staff in every village commended the project for taking the initiative to provide bicycles to students living more than 5 km from school, noting that distance is one of the most critical factors in school attendance.



From the standpoint of the school environment, the project contributed to improved safe and healthy learning environments in 100% of the 107 covered schools, providing assistance to build toilets and handwashing stations, construct fences, plant gardens, and provide playground equipment. CMEP data and interviews confirmed that the project has helped create or reactivate school support committees in 100 schools (30 more than target). The SSCs engaged communities for supplemental contributions to infrastructure projects. In Toumpoung Primary School, Battambang Province, the SSC raised money among parents to improve school infrastructure and buy clothes, bicycles and school supplies to enable six students to continue to lower secondary school.

School directors, teachers and students interviewed commented on the important role played by active student councils in 88 schools (18 more than target). Directors and teachers commended the student councils for their leadership and their support for weaker students through peer tutoring. Student council members expressed appreciation for their newfound confidence and a commitment to being role models in their communities.



All school directors and teachers interviewed confirmed that the teacher support groups (TSGs) played an important role in monitoring school attendance and in building awareness among students of the negative effects of child labor and the importance of education.

Summary of main factors influencing achievement:

- **Scholarships:** key to achieving increased enrollment and improved performance were the EXCEL low cost/high return (\$40 each) scholarships, offered twice to each student and provision of bicycles for those at long distances from school.
- **School-level student monitoring and tutoring:** regular follow-up by teachers to track school attendance and speak to parents during school meetings bolstered understanding of the importance of education. Catch-up classes and peer tutoring provided needed support to weaker students.

- **Community solidarity:** the upswing in community engagement to combat child labor and improve the school environment demonstrates local ownership of the project’s child labor and school improvement agenda.
- **Awareness-raising:** Teachers indicated that they had not focused previously on the issue of child labor but now are sensitive to the issue and able to identify children at risk. Children interviewed were all able to describe child labor and child rights. Children interviewed indicated that while still helping out at home after school, their parents were more careful about the number of hours worked and tasks performed.

IO2: Livelihoods of target households improved

In terms of direct services, EXCEL reached 14,291 households, exceeding its target of 14,000 by 2%. The project offered agricultural, nonagricultural or savings group services to the households.

Table 7. Livelihoods Indicators with Data Available at Time of Final Evaluation

Indicators	Target	Actual
OTC5: # of households with increase in assets	15%	Endline: 16% average
OTC6: # of households that report an increase in the number of sources of livelihood	1,760	N/A ¹⁴
OTP11: # of households that report having increased the number of clients for their products/services	1,999	3,211 (161% of target)
OTP12: # of target households that participated in savings groups	7,692	6,316 for >6 mos 82% of target (7,514 reached)
OTP13: # of target households that incorporated one or more additional types of crops/livestock to their source of income	1,217	N/A (see footnote 11)
OTP14: # of target households that incorporate one or more non-agricultural activities to their sources of income	208	1,266 (9% of 14,000 target)

The draft endline report states, “Asset¹⁵ ownership has grown steadily for those houses who identify owning one to four assets” and “A rise in household assets during the EXCEL program occurred with an average of 80.64% of households indicating one to four assets, which represents an increase from 64.60% of households at the baseline.”¹⁶ Of particular note is the increase in ownership of three assets, in order of increase: mobile phones (an increase from 11% to 66% of households owning phones); motorcycles (an increase from 2.5% to 50% of households owning motorcycles); and bicycles (an increase from 40% to 80% of households owning bicycles).

¹⁴ The October 2016 TPR did not report data for two livelihoods indicators (OTC6 and OTP13, increases in number of sources of livelihoods and types of crop/stock production) due to difficulties in analysis that require time-consuming cross-referencing of several variables and data sets, per the M&E specialist. Project M&E system designs should safeguard against this type of issue during CMEP development to ensure reliable data collection and analysis for timely reporting.

¹⁵ The endline survey analyzed ownership of 15 assets across households interviewed at baseline and endline to determine which assets were acquired during the EXCEL program. The 15 assets include: car, tractor, motorcycle, bicycle, carts, TV, iron, CD/DVD, computer, cable/satellite TV, mobile phone, radio, manual boat, motor boat and rice tiller.

¹⁶ Draft endline survey report, p. 16

CMEP data (see Table 7), supported by evaluation interviews, confirm that IO2 and its two supporting objectives (IO2.1, households have increased annual income, and IO2.2, households have diversified sources of income) appear to have been reached based on three proxy indicators (OTC5, increase in assets; OTP11, increased clients; and OTP13, non-agricultural activities incorporated into sources of income). Data from two other indicators — OTC6 and OTP13 — should provide additional insights into IO2 achievements once they are available.



From the standpoint of the evaluation field interviews, all beneficiaries and stakeholders confirmed that livelihoods is a critical complement to the project's education component. Participants were deeply appreciative of training in livelihoods activities, which split out into 40% agricultural and livestock (primarily vegetables, chickens, pigs and fishing), 7% non-agricultural (essentially sewing, small business/commerce, mechanics/repairs) and 53% savings groups. Feedback from 88 household beneficiaries across five

provinces provided strong anecdotal evidence of increased incomes among at least 85% of the households, with 95% reporting that they had diversified their sources of income due to the project. Estimates of increased income ranged from \$500 to \$750 a year for music groups, beauty and fish farming to \$800 to \$1,000 a year for pigs, chickens and vegetables and in excess of \$1,500 a year for enterprising individuals in activities such as sewing, grocery sales and motorbike repair. This compares to a national GDP per capita of US\$1159.¹⁷

Per OTP12, expected results for savings groups have not yet been achieved (6316 of 7197 members or 82% of target).¹⁸ The primary reason for this gap is the slow uptake of this livelihoods service among beneficiaries.

Project staff and beneficiary households cited three reasons for slow uptake: first, bad prior experiences with such savings groups; second, lack of start-up kits for the households selected for this activity; and third, insufficient orientation on the importance of household-level financial management. Since over 50% of household beneficiaries were designated for this activity, low uptake impacted project targets. In March 2015, the project



¹⁷ <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=KH>

¹⁸ An additional factor in progress toward the OTP12 target is the fact that to be counted, a savings group member must have participated in the group for at least six months. As such, only those members who joined by March 2016 were counted for the October 2016 TPR. If members having joined since April 2016 (five or fewer months of membership) were counted, the project would be very close to or at its target.

made a major strategy change to provide savings group members with either small individual or group start-up kits.

This new strategy jumpstarted the savings groups that have since grown rapidly, with the largest increase in intake in the last 12 months of the project. Field interviews confirmed that (1) savings group members value the ability to take out small loans at 2% interest, (2) repayment rates are nearly 100% and (3) funds borrowed are typically used for school supplies and for livelihoods inputs (animal feed, vegetable seeds or goods for trading). Accumulated savings ranged from 850,000 to 10 million riels (approximately \$200 to \$2,500) per savings cycle. Even the poorest savings group members confirmed they are setting aside the minimum share of 5,000 riels (\$1.25) a month. All groups interviewed had agreed to contribute a percentage of their savings, ranging from 5-10%, to the commune social fund in support of families in need. Certain savings groups have begun to accept new members while other livelihoods groups formed their own savings group (especially musicians and sewing groups).

Summary of main factors influencing livelihoods achievement:

- **Start-up kits.** In addition to training, the project provided in-kind start-up kits to households to launch their income-generating activities (e.g., seeds, water pumps, sewing machines and, in the case of livestock, chicks and piglets to raise for sale). The value of the kits ranged from USD \$75 to \$200, with higher amounts provided for non-agricultural start-ups, such as sewing machines. For savings groups, as of August 2014 the project allocated \$40 per member for start-up of individual projects, after a three month period of membership (that amount was increased to \$65 in March 2016). Alternatively, savings groups could elect to receive a group enterprise start-up kit.¹⁹ The value of the group kits was originally set at a \$400 in-kind contribution; this was changed in early 2015 to reflect the number of group members, based on \$40 per member.²⁰
- **Demonstration effect.** As beneficiaries began to succeed in their enterprises, their example motivated others. This was particularly true for savings groups, where the advantage of small bridge loans to purchase school supplies or livelihoods inputs without collateral, high-interest rates or paperwork were quickly apparent to skeptics.

Evaluation Question 3: By the end of the project, is there any evidence that improvements in livelihoods opportunities have helped households reduce their children's participation in labor?

Given that beneficiary child labor data has not yet been correlated against project livelihoods interventions and increased assets, no firm indicator-related conclusions can be drawn. However, ample anecdotal evidence from local project monitors and final evaluation interviews indicates that livelihoods opportunities do contribute to a reduction in children's participation in labor. As reported earlier in this section, the current level of child labor among all direct beneficiaries has dropped from 53% at project start to just under 23% at

¹⁹ These start-up kits were funded from savings from the youth training budget. Examples of group projects include rice paddy cultivation, petroleum imports and seed germination.

²⁰ To avoid duplication, if group members had already received support for an individual livelihoods activity, they would not be included in the count of members, although they could still participate fully in group activities.

project end. According to beneficiaries and stakeholders, this would not be possible without the dual contribution of education and livelihoods service.

IO3: Improved access to child protection and social protection programs

Table 8. Social Protection Indicators²¹

Indicators	Target	Actual
OTC7: % of covered communities with local systems supporting eradication of child labor functional (includes CPCs, CCWGs, CWGs, CLMCs, etc.)	60%	98.6% (70 of 71)
OTP15: # of CDW provided services by child protection community networks and family reintegration services	28	28
OTC8: % of target households taking part in available social protection programs	10%	N/A
OTP16: # of households referred by the project to National Social Protection Service (NSPS) and other social protection programs	383	56 (15% of target but <1% of total beneficiaries)

CMEP data (see Table 8) demonstrate a significant difference between the results of the two IO3 supporting objectives: IO3.1, community-based child protection mechanism available and functioning (fully achieved), and IO3.2, increased target household membership in available national social protection programs (not achieved). While the project supported the creation of a large and active locally based monitoring system to track children’s well-being in terms of school attendance and basic necessities, effective referrals to national social programs are very low (OTP16, 56 HH is only 15% of the very low target of 383 HH and .004% of the total 14,000 beneficiary households). No data are available as yet on those actually taking part in available services, but estimates from field interviews are very low, even when the nascent social funds organized by EXCEL are factored in.

For CDW (OTP15), VCAO seeks to identify children engaged in hazardous or domestic child labor and either return children to their homes or support their rehabilitation. VCAO works through its Village Safety Net Program (VSNP), a local committee that tracks CDW in their communities. Under EXCEL, VCAO was able to remove, train and provide social protection services to 28 CDWs. Ly’s case is typical: the youngest of six siblings whose parents had died, she moved with a local family to Phnom Penh at age 14 to do domestic work averaging 11 hours a day. A VCAO staff person met her outside the home and was able to convince the family to let her return to school. She now lives at the VCAO center and is finishing primary school at age 16. She hopes to learn sewing after she finishes primary school.



21 The October 2016 TPR did not report data for OTC8, percentage of target households taking part in available social protection programs. Per the M&E specialist, these data will be reported in the EXCEL Final Report.



Given the lack of access to national social protection programs in rural areas, the project designed a creative and culturally sensitive initiative to provide a minimal social safety net for the poorest families. Beginning in 2016, commune councils, schools and EXCEL savings funds cooperated to create social funds administered by a commune committee. The committee deposits collection boxes in strategic locations (pagodas, commune offices, schools). In certain communes, the commune committee

allocates a portion of administrative fees charged for official documents to the social fund. Many EXCEL savings groups allocate 5-10% of their collected savings to the social fund each month. Total social funds collected to date across all communes is approximately \$10,000 with amounts ranging per commune from \$100 to \$500. The funds build on cultural practices of fundraising for the poor. Per field interviews, members appear committed to sustaining the funds. To date, per the October 2016 TPR, 39 project beneficiaries have received support from the funds.

Another IO3 accomplishment is the project's effective advocacy to broaden the CCWC mandate to include child labor. CCWCs are designated as "duty bearers for a child's health, safety and protection" but operate on a tiny budget. A recent study found that they are "minimally functional" given their reporting lines to multiple ministries, the focus of commune budgets on "infrastructure projects over social services," and their limited technical capacity.²² EXCEL has worked in its 71 target communes to address these problems by providing training and small contributions for CCWC transportation and child labor monitoring.²³ CCWC members interviewed in all communes praised the work of the project and voiced commitment to maintaining the child labor monitoring system after project's end.

Summary of main factors influencing social protection achievement:

- **Network of project-trained CCWC monitors to track beneficiary children's well-being, working with village-level CWGs, CLMCs and VSNPs.** This network is a substantial project achievement, providing support for child protection in the target villages through regular household-level follow-up and direct interaction with families.
- **Creation of locally run safety net (social fund).** Given the lack of national programs, this locally based solution is a creative mechanism to provide some form of safety net for the neediest in the community. Its sustainability is unproven, but communities claimed to be confident that the funds will be maintained over time.

22 Protecting Cambodia's Children: The Role of Commune Committees for Women and Children and Informal Community-Based Child Protection Mechanisms in Cambodia: 2016. Study funded by USDOL and UNICEF.

23 The 2016 CCWC study states that among their services, CCWC members consider prevention of school dropout and child labor as the most effective, which could plausibly be attributed to EXCEL since the project is active in five of the 10 provinces surveyed for the study

IO4: Young people aged 15–17 are gainfully employed and prevented from migrating

In August 2014, EXCEL requested and USDOL approved a reduction in the target for youth beneficiaries from 4,300 to 1,200. EXCEL proposed this reduction given the challenges in recruiting beneficiaries aged 15–17, due in large part to youth preference for work that would generate immediate income via migration to Thailand²⁴ or to urban centers in Cambodia, vs. enrolling in longer-term vocational training. By project close, EXCEL had provided skills training to 1,273 youth, reaching 106% of the reduced life-of-project target of 1,200.

CMEP data (see Table 9) demonstrate that only one youth indicator reached its target (youth obtaining employment for at least six months) while the other three (youth who created businesses, 11.5% vs. 14%; youth completing training- 78% of total enrolled; and youth who participated in savings groups for six months, 28% of target) fell short of targets that were already conservative. This illustrates the challenges the project faced in attracting and retaining youth in its programs.²⁵

Table 9. Youth Indicators²⁶

Indicators	Target	Actual
OTC9: % of target youth 15–17 years old who developed self-employment strategies (defined as youth who “started or expanded a business after receiving project support; count once the business has been maintained for six months”	14%	5% for 10/16 report period ²⁷
OTC10: % of target youth 15–17 years old who obtained employment from third parties, defined as youth who “obtained employment with the support of project educational, vocational or employment projects; count done once job has been maintained for six months.”	7% (avr. over LOP)	13.8% for 10/16 report period
OTP17: # of target youth 15–17 years old who completed training in employment skills, technical skills or entrepreneurial skills, or are placed in jobs as apprentices	1200	1002 (79% of 1273)
OTP18: # of target youth 15–17 years old who participated in a savings group, defined as more than six months’ participation	153	43 for >6 mos 28% of target

To broaden appeal, the project shortened certain programs to three to six months, dropped the literacy and numeracy training requirements and provided incentives for youth with strong capacity in their skills area (e.g., the best seamstresses trained by the project became instructors themselves and received a small stipend to train others). To track progress and solve problems as they emerged, the project recruited community partners (CPs) to monitor livelihoods activities.

24 Descriptions of living and working conditions in Thailand from youth migrants interviewed during the evaluation painted a stark picture of life across the border — poor sanitation, crowded dormitories, insufficient food and long hours of hard labor in high heat — but interviewees were all “desperate for money.”

25 The period of highest enrollment in youth vocational services was April–September 2014, when fear of a mass deportation of Cambodian workers from Thailand resulted in a large wave of self-deportations across the border (185 youth in the period, compared to an average of 33 youth for the other periods).

26 OTC9 and OTC10 are reported as non-cumulative percentages per period. The EXCEL M&E specialist notes weaknesses in the indicator and the monitoring mechanism. Interviews with field staff indicate that no more than 40 percent of youth trained are working or running a business.

27 The October 2016 TPR reports that 879 youth were employed due to project interventions, but this does not conform to the indicator definition of counting only jobs that youth have held for at least six months.



Savry Sewing, Kandal Village, Banteay Meanchey

Even after these strategy changes, EXCEL staff noted that recruitment remained difficult. Staff called on CWGs and village chiefs to intervene directly to convince youth to accept EXCEL training. Recruitment was “one by one,” but even then, over 20% of youth never completed the training they began. Recognizing that many young people would continue to migrate, EXCEL began providing safe migration education for families and youth, patterned after courses implemented by WV in its child protection programs.

Despite the low outcomes, several youth have remarkable success stories. Two sewing associations, one in Battambang and one in Banteay Mancheay, comprising 35 and 55 seamstresses respectively, identified subcontractors working for Thai garment factories that outsource piecework for trousers. Each association is headed by an entrepreneurial youth who manages work distribution to seamstresses, then collects goods and ships to the border. Women can work as much as they like and are paid by the piece (from \$0.20 to \$0.50 per piece). A skilled seamstress can produce 40 pieces per day. One of the managers is an EXCEL trainee and the other served as an EXCEL trainer. Each has plans to enlarge her mini-factory and install better lighting and flood protection.



Ta Pon Village Sewing Association, Battambang



Ta Pun BTB CLC

The youth component was the most costly of all services, with a service provision cost two to three times greater than other project services. This was due to the need to provide longer-term vocational training, more expensive start-up kits and, in some instances, housing during training for youth who live in remote locations.

A possible alternative to individual youth training programs are Community Learning Centers (CLC) which are under MoEYS tutelage. The CLC in Battambang is an example of a dynamic center whose instructors claimed to train two classes of 20 students per year in two sections, sewing and cosmetics, for a combined total of 80 trainees. MoEYS and MoLVT

could cooperate after the project ends to use these centers for livelihoods training for both vulnerable households and youth.

Summary of main factors influencing youth achievements:

- **Migration/income urgency.** Youth wanted to pursue immediate income-generating options through internal and external migration, which limited the number of available youth candidates and resulted in significant resource investments in recruitment, with only average results in terms of program completion (78%).
- **Length of programs.** At the outset, vocational training curricula were designed per MoEYS guidelines for non-formal education courses and included training in numeracy and literacy. The project dropped the literacy/numeracy requirement with MoEYS approval and sought locally based master artisans as trainers.

Evaluation Question 4: By the end of the project, is there any evidence that youth assisted through the project have sustained employment as a result of project activities?

Beyond anecdotal evidence from local coordinators and the evaluation interviews (a total of 45 youth in five focus groups and two sewing associations were interviewed), regarding a 40% employment or business operations rate, indicator-based evidence of sustained employment could be derived from the counts of OTC9 and OTC10 once these are available. Given the concern regarding the cost of the youth component, Evaluation Question 4 merits special additional attention from the project before closeout. Since the number of youth with sustained employment is not large (under 500 estimated of the total population of 1,273), CPs could perform a rapid assessment of all youth beneficiaries who completed training to determine the activities they engaged in, what income they are deriving and how that income is being used (e.g., to support that their families and siblings or for reinvestment in their businesses).

Of the 45 youth interviewed for the evaluation, all confirmed that they are continuing their livelihoods activities and receiving annual income ranging from \$500 (fishing, vegetables) to in excess of \$1,000 (sewing) for their work, with at least a portion of their income contributing to school costs for their siblings. An in-depth look at the two sewing associations in particular could provide valuable insights into (1) the economics of these activities from the standpoint of incomes generated, association impact on the community and potential for continued expansion, (2) effect on deterring migrations and (3) occupational safety and health (OSH) issues related to acceptable work for the youth belonging to the associations.

IO5: Local and national structures with strengthened capacity to prevent/eliminate child labor and implement child labor monitoring systems

Table 10. Local and National Capacity to Monitor and Regulate Child Labor

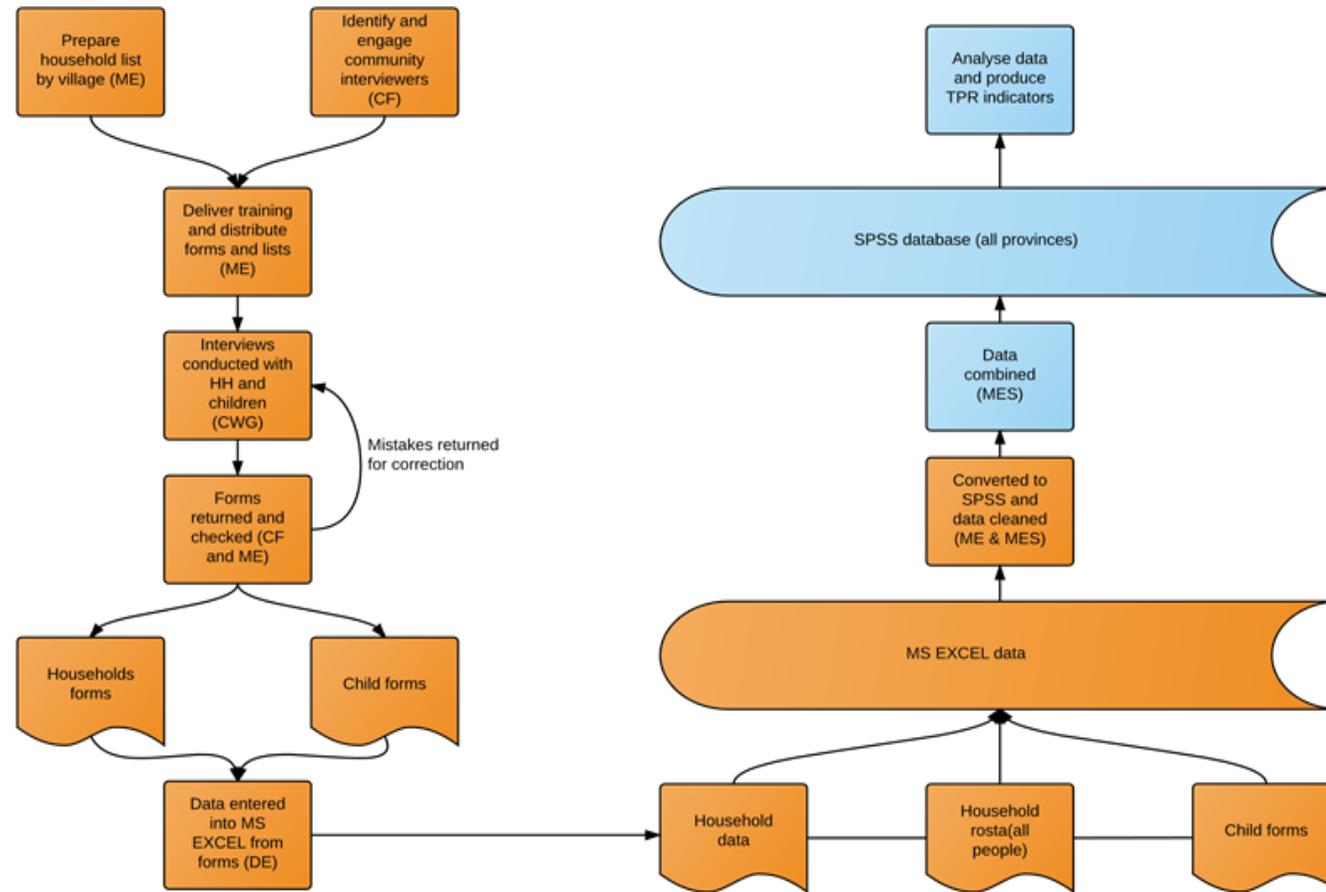
Indicators	Target	Actual
OTC11: % of target communes in which a CLMS is carried out regularly	40%	100%
OTP19: # of regulations, policy and structures related to child labor and CDW passed by relevant authorities	8	61
OTP20: Department of Fisheries Guidelines on CL disseminated	200	200

Local capacity. CMEP data on indicators for IO5 indicate exceptional results in terms of creating and sustaining effective, simple, local-level child labor monitoring systems, of which 61 (86%) have been officially recognized by commune councils as their arm for tracking child labor. These data confirm that supporting objective IO5.1, local structures (CPCs, CCWCs) are strengthened to carry out CLMS and action against CL, has been fully achieved.

As mentioned under IO3, social protection, EXCEL relies on an integrated network of village and commune-level monitoring volunteers. EXCEL's strategy for creating strong local monitoring capacity building was to build on the existing child protection structure, the CCWC, which reports to the Commune Chief. CCWCs work in turn with village-level monitors known (CWG/CLMC/VSNP). Monitors interviewed during the evaluation all demonstrated exceptional commitment to their work tracking school attendance and the general well-being of the target children. During the first six months after intake, children were tracked monthly. Monitoring frequency then slows to quarterly follow-ups with teachers and a household visit every six months to track CMEP child status indicators. Monitoring involves filling out a simplified form in Khmer with 20 standardized questions on school attendance, work outside the household, hours and type of work, support received and, for those aged 15–17, jobs or businesses. The monitor must determine any evidence of child labor, hazardous child labor, trafficking or other worst forms of child labor. This form is complemented by a household tracking form that monitors assets, livestock, jobs/business/sales status and attitudes toward child labor. The community facilitator checks these forms, after which their data are entered into a Microsoft Excel spreadsheet at the provincial office of the respective implementing partner. The partner's M&E assistant checks the spreadsheets before they are aggregated and sent to Phnom Penh for entry into SPSS and analysis for TPR reporting (see Figure 2). This simple paper-based system could be expanded to a provincial-level monitoring system that could feed into a national database maintained by the MoLVT.

All beneficiaries and stakeholders interviewed at all levels, from national to provincial to commune to village, consider this monitoring network a key project strength and one that is crucial for long-term sustainability of the effort to combat child labor. Stakeholders stressed the importance of keeping the monitoring system simple, building off the existing monitoring forms with which the CWGs/CLMCs/VSNPs are already familiar, and creating a streamlined mechanism for aggregating data to track trends across types of child labor, age groups and location.

Figure 2: Monitoring Process



Legend

LC: local coordinator; CF: community facilitator; ME: M&E officer at province level; MES: M&E specialist; DE: data entry; CWG: community watch group.
 Orange: province level; Blue: national level; Rectangle: actions; Tube: data stores/ database.

Provincial and district capacity. The project focused in its last year on support to restructure and reactivate three provincial committees on child labor (PCCLs). The Siem Reap PCCL held its first meeting in October²⁸, with the Battambang and Banteay Meanchey scheduled for end November.

At the district level, project engagement has been positive with the district offices of education (DoEs), whose staff have participated in EXCEL school infrastructure assessments. During their interview, staff from the Siem Reap DoE brought out their monthly district statistics that showed significantly lowered dropout rates in EXCEL-supported schools. .



National capacity. The project has developed a close working relationship with all of its government counterparts, notably the MoLVT Department of Child Labor (DoCL), the Ministry of Information (MoI), the MoAFF Fisheries Administration (FiA) and the MoEYS. The project received very strong support from the highest level of the MoLVT under the secretary of state and from the MoEYS, with the Minister attending semi-annual project advisory meetings and taking a personal interest in the project, including pushing forward the inclusion of child labor issues in the national curriculum.

Project working groups met regularly to provide feedback and counsel to EXCEL (MoLVT Technical Working Group for Child Labor/TWG-CL created in October 2014 and MoEYS Educational Technical Working Group/E-TWG created in May 2014). Representatives of both committees interviewed spoke highly of the project.

For supporting objective IO5.2, second NPA-CL and local bylaws and ordinances on CDW and CL in the informal sector are passed by relevant authorities, CMEP data confirm that 61 of the 71 target communes have officially recognized the CCWC as the commune-level child labor coordinator. However, results for national policy are less impressive.

The project supported three major policy initiatives. The most far-reaching was the NPA2-WFCL. As noted under Evaluation Question 1, despite strong commitment from the MoLVT DoCL and the personal engagement of the MoLVT secretary of state, the slow policy review and approval process in Cambodia delayed passage of NPA2 until November 2016, over three years since deliberations began in early 2013. Similar delays were encountered with a proposed *prakas* on child domestic work. The MoLVT has requested additional research on the sector before the draft is presented to the minister for signature.

CMEP indicator OTP20 tracks dissemination of the second major policy initiative, the Department of Fisheries Guidelines on Child Labor. After three years of consultations on the provincial and district levels, the guidelines were approved in September 2016 for

28 The restructured Siem Reap PCCL convened for the first time to meet with the evaluator under the leadership of the deputy governor of the province. Members noted the need to identify additional non-governmental organizations (NGOs) to join the committee and announced that their first formal meeting would take place in November. The deputy governor attended the evaluation stakeholders' meeting on October 25.

dissemination in December 2016. FiA had hoped to release a *prakas* on child labor, but opted for guidelines to speed the approval process.

MoEYS approved the third policy initiative, a Child Labor Manual as part of the ministry’s Child-Friendly School Guidelines, and has also approved including child labor issues in the official school curriculum for grades 5–12.

Summary of main factors influencing monitoring systems and policies/regulations achievement:

- Local monitors to regularly track and report on child school and work status using simple forms for reporting at the commune and province level.
- Slow review and approval process for national policy and regulations.

IO6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat child labor in the rural sector and CDW

Table 11. Awareness-Raising

Indicators	Target	Actual
OTC12: Heads of target households who agree that children under legal working age should attend school and not work	90%	86.5%
OTP21: # of communities sensitized through direct awareness raising activities on the need to eliminate child labor and the importance of children’s education	68	71 100%
OTP22: # of government institutions sensitized by the project in target provinces that carry out activities to prevent/eliminate child labor (province, district, village)	21	83
OTP23: # of private sector institutions sensitized by the project in target provinces that carry out activities to prevent/eliminate child labor	90	279 examples

CMEP data demonstrate strong achievements for IO6 and its supporting objective IO6.1, parents in covered communities have increased awareness and attitudinal change to combat child labor. OTC12 is measured based on heads of household views on whether children under 15 should be in school and not engage in work outside the home. Although just under the 90% target, an 86.5% positive response is very high in an environment with extremely high rural poverty and cultural norms that favor child labor.²⁹

All beneficiary and stakeholders interviewed agreed that awareness-raising is a core EXCEL contribution to their communities. Stakeholders confirmed the extensive reach of the awareness-building activities, including families, children, schools and local, district and provincial authorities. Reaching out to sensitize private sector audiences such as local employers, factories and business associations involves them in the effort to end existing child labor and prevent it in the future. One commune chief noted that he personally spoke with the manager of the local dump and asked his cooperation in refusing to allow children to scavenge there. The manager agreed and now refuses entry to children.

²⁹ The EXCEL M&E Specialist noted that the attitudinal assessment tool was not very powerful and resulted in a broadly similar result over the life of the project, indicating that beneficiaries were quick to assent verbally to the project’s key messages once they were disseminated. The more significant proofs of behavioral change are the actual reductions in child work, child labor and median hours seen in the endline survey (see Annex H).

Student groups interviewed (60 students total) demonstrated a clear understanding of the types of child labor, its negative effects and their rights as children. A group of 9-year-old primary school children clearly explained the difference between daily light household chores and unacceptable work and explained what constitutes hazardous work.



Partner staff provided copies of awareness-raising materials and demonstrated how they were used in communities. The child labor messages were simple and direct and delivered in a culturally sensitive manner, adapted to each audience, from villagers to provincial authorities. Materials used many pictures and discussions were interactive.

The project used cascade training effectively to engage officials on the province, district, commune and village levels. Officials trained by the project on

child labor issues were asked to train their constituents, which helped emphasize the importance of the issue to their audiences. Several commune chiefs displayed pictures of events such as the World Day Against Child Labor (WDAKL).

The project also produced radio messages and TV documentaries in cooperation with the Ministry of Information (MoI) that were well-reviewed and broadcast on national stations.

Summary of main factors influencing awareness-raising achievement:

- Cascade training (provincial to district to commune to village) to build local capacity for awareness raising and to demonstrate buy-in of local leadership to prevent child labor.
- Use of interactive methods and clear, audience-specific materials for community-level awareness raising to ensure understanding of issues and means of addressing them within households, at school and in the community..

IO7: Enhanced knowledge on child labor in Cambodia

Table 11. Increased Knowledge

Indicators	Target	Actual
OTC13: Knowledge generated by the project is disseminated among key stakeholders	1	0
OTP24: Number of research reports completed on key CL-related issues (CDW, migration, landlessness)	4	4

CMEP indicators measure only whether a knowledge management system (KMS) was established and how many research reports were completed. While the project did not create a formal KMS (OTC13), it has pursued information dissemination by other methods that have contributed substantively to IO7 and its supporting objective, IO7.1, dissemination of information on child labor increased.

Gaining the support of the members of the inter-ministerial NSC-CL for project interventions and increasing their understanding of the longer-term impact of these interventions was a key task for EXCEL. The project opted to organize field visits for NSC-CL members to enable them to directly observe project interventions (training programs and school visits) and to discuss firsthand with beneficiaries the changes in their lives regarding child labor. More than 30 members of the NSC-CL came away with a heightened appreciation of the project's challenges and accomplishments. NSC-CL members interviewed during the final evaluation all commented on the value of these field visits.



Interviewees also cited the positive contribution of the project's regular reflection meetings among stakeholder groups — CCWC/CWG/CLMC/VSNP, CFs, livelihoods and youth participants and school teams — to discuss best practices and outstanding challenges. These discussions enabled participants to learn from the experiences of others.

In terms of research, CDRI carried out three EXCEL-funded studies, working in collaboration with the Royal University of Phnom Penh:

- Impacts of Adult Migration on Children's Well-Being: The Case of Cambodia (July 2014);
- Landlessness and Child Labor in Cambodia (January 2014); and
- Child Domestic Labor (January 2015).

While the CDRI reports are comprehensive, they are academic in style. CDRI produced a synthesis report in January 2016 that is more user-friendly. It is being reviewed by the NSC-CL for possible policy applications, notably for child domestic work.

The EXCEL project director indicated in her interview that, before the project ends, EXCEL will establish "system to consolidate and disseminate information and research about child labor to government and community agencies and other interested parties. The description of the system and its contents will be included in the final report."

Summary of main factor influencing information dissemination:

- **Creative approaches to information dissemination:** NSC-CL field trips, reflection meetings, applied research on key issues.

Evaluation Question 5: Has the project been successful in dealing with the main obstacles or barriers that it identified as important to addressing child labor in Cambodia? (See CMEP Problem Analysis section.)

Table 12 presents a summary assessment of project success in dealing with obstacles to reducing child labor yields, as defined in the CMEP problem analysis. The primary data source for this assessment are the CMEP data (see Annex A). The rating scale is 1-5 (1-poor, 2-limited, 3-adequate, 4-strong, 5-excellent). Given the three-year project period and the persistent negative impact of internal and external migration, especially among youth, a ranking of 5 was reserved for awareness-raising only. Problems whose success rating is 4 are those where projects CMEP results exceeded targets. Justifications for ratings of 1 to 3 are provided in the table itself. See also Evaluation Question 8 on sustainability.

Table 12: EXCEL Success in Dealing with CMEP Problem Analysis Obstacles

Problem/Sub-Problem	Success Rating 1-5*
Precarious living conditions of households and children	
Low participation in secondary education <ul style="list-style-type: none"> Project has made strong inroads in increasing attendance 	4
Low quality of education <ul style="list-style-type: none"> Project has provided infrastructure, teacher training and materials support to target schools and mobilized SSC to assist 	4
Limited household Income <ul style="list-style-type: none"> Project has contributed to increased HH income 	4
Lack of diversified sources of household income <ul style="list-style-type: none"> Project has introduced a variety of new sources of income 	4
Households are vulnerable to debt (all beneficiaries) <ul style="list-style-type: none"> Project has assisted 50% of beneficiaries with savings groups; it should be expanded to include all beneficiaries 	3
Households have limited access to social protection services <ul style="list-style-type: none"> There are very few social protection services available; social fund has just begun and sustainability remains to be proven 	1
Young people with limited employability <ul style="list-style-type: none"> Issues with youth migration and lack of interest affected success 	2
Limited access to vocational training opportunities for youth <ul style="list-style-type: none"> Project identified local sources of vocational training and strengthened target CLCs 	3
Limited employment opportunities for youth <ul style="list-style-type: none"> Issues with youth migration and lack of interest affected success 	2
Features of the institutional environment and awareness raising	
Limited implementation of child labor policies <ul style="list-style-type: none"> Slow process of policy review/approval affected resolution 	3
Lack of awareness among officials <ul style="list-style-type: none"> Widespread and effective project awareness raising within RGoC 	4
Inconsistent coordination, specifically at provincial level down <ul style="list-style-type: none"> Project significantly increased coordination on the local level 	3
Lack of awareness regarding root causes, hazards and means to combat child labor. <ul style="list-style-type: none"> Project local level awareness raising extremely effective 	5
Insufficient knowledge base on child labor in Cambodia <ul style="list-style-type: none"> Project has produced and disseminated research reports; DoCL to serve as repository of child labor information 	4

3. Evaluation Implementation (Questions 6 and 7, and Use of Resources)

Evaluation Question 6: How did the project adapt its strategies to its target groups and/or implementation challenges?

The project demonstrated flexibility and creativity in seeking solutions to implementation challenges and to respond to the particular nature of its target groups. Project specialists sought input from field staff who were closest to the beneficiaries to revise strategies, while project management realigned budgets as required to make sure that funds were used to their best purpose. Based on a review of project TPRs and input from project central and field staff, strategies in five main areas were adapted to achieve better results.

a. Slow progress in meeting household livelihoods targets.

High levels of household migration to Thailand combined with reticence on the part of many households to join savings groups meant that livelihoods targets were not being reached in the first two years of the project. As a result, the project increased the number of target villages by an estimated 25% and modified (see below) the savings groups approach to make it more interesting to households.

b. Ensuring ongoing local-level child and livelihoods monitoring.

The expanded geographic reach of the project meant that the CFs and CCWCs not only had large caseloads, but their caseload was spread out over a much larger area than anticipated. Given the need for regular monitoring of beneficiary education and work status, the project opted to recruit volunteers on site in the villages to supplement the CCWCs. These CWGs and CLMCs maintained contact with schools and households to track beneficiary children's attendance and overall well-being. As the livelihoods programs grew and issues arose about providing prompt support to deal with technical issues, such as treating animal disease or supplementing water supply in drought periods, the project recruited an additional tier of local support to advise livelihoods beneficiaries, both adult and youth. These CPs provided a valuable interface between project technical specialists and local beneficiaries.

c. Limited interest in savings group membership among target households.

The WV livelihoods intervention budget allocated start-up kit funding as a complement to agricultural, non-agricultural and small business initiatives for some 47% of beneficiaries who were in the ID Poor 1 and 2 categories. The project planned to provide savings groups support for the other 53% of livelihoods beneficiaries who were not in the ID Poor 1 and 2 categories. However, these households were not motivated to join, given the absence of in-kind start-up kits or financial management training and based on negative prior experience with other savings cooperatives in the commune. Realizing the impact these factors were having on target numbers, the project adjusted its strategy, realigning its budget to use savings from the youth component to fund small individual start-up kits or a group in-kind contribution for a community project. By September 2015, the number of savings group households had almost doubled from the previous period, with enthusiastic participation by members.

d. Lack of youth interest in vocational training.

Given the ongoing challenges of recruiting youth even after the target was reduced, the project adopted a personalized approach to identifying and convincing youth of the benefits of the project's interventions. Field volunteers canvassed beneficiary households to identify potential candidates, requested that parents call youth migrants in Thailand to encourage them to return home, enlisted help from local authorities to persuade youth to enroll and designed shorter, more practical and close-to-home options to provide vocational training. While this strategy enabled the project to meet its lowered target, the project could inform future programs by carrying out a cost-benefit analysis of this component to determine its comparative merits vis-à-vis educational or livelihoods support.

e. Lack of social protection services.

Given the limited availability of national social protection programs at the local level, the project worked with target communes to devise a practical local solution to meeting the social protection needs of the most vulnerable households. This social fund, with contributions from the community, is to support families facing crises that might push them into child labor. Although the social funds are recent creations whose sustainability is unproven, communities speak of this initiative with pride and confirm in interviews that it is a sustainable mechanism to combat child labor.

Use of resources. One of the general objectives of the final evaluation is to assess the efficiency of project implementation in terms of use of its human and financial resources:

- **Human resources.** The project implemented an extremely large project with a small central management team (six people) supplemented by six small field offices in the target provinces to handle service delivery. Building on a local hub in the commune offices, the project identified and deployed an effective network of local volunteers who provided ongoing and frequent monitoring of the project's 44,050 direct beneficiaries and 4,382 school-related beneficiaries in 422 villages and across 107 target schools. The project experienced some turnover among CFs in particular, but this is not unusual in rural locations where the many NGOs are always on the lookout for qualified staff. The project core team remained intact after 2013, with only the M&E specialist being replaced at midterm. The new M&E specialist by all accounts has brought needed data management and analytical skills to the project. Based on this review of performance and feedback from stakeholders and beneficiaries, project use of its human resources was very efficient. The project director has instilled within her core and field staff a strong sense of team spirit and dedication to meeting and exceeding project objectives. The long-term presence of World Vision in Cambodia has no doubt contributed to project management, given its established local systems, network of contacts, existing physical space and effective administrative support.
- **Financial resources.** Although this evaluation did not include an examination of detailed budgets and expenditures, a review of the per-component cost structure for service provision and of cost-cutting measures adopted by the project indicate that the project made good use of its available financial resources, especially in light of the high beneficiary targets. Of note are the following good practices in project financial management:

- Creative cost-cutting strategies included motorbike rental vs. purchase, shared offices, CP/CWG volunteers and community in-kind or cash contributions.
- Intervention costs were carefully budgeted and closely tracked, with training cost information shared with communities in a fully transparent process.
- Lowest-cost interventions (scholarships, savings groups) provided very high returns in terms of beneficiary motivation (scholarships) and group solidarity (savings groups).
- The budget for relatively high-cost youth interventions (\$250/vocational training plus significant recruitment/oversight costs) was efficiently reprogrammed once the youth target was lowered, with savings allocated to savings group start-up kits and educational support to new schools.
- Project management aimed to maximize all expenditures to the benefit of beneficiaries, as opposed to overhead or high-budget travel.

Evaluation Question 7: What role has migration had in the overall implementation of the project? What strategies did the project adopt given its challenges in identifying beneficiaries for livelihoods?

As noted throughout this report, migration of both adult and youth members of households, especially in the non-harvest season of January-May, has played a significant role in project implementation, affecting not only the project's ability to identify adequate numbers of beneficiaries, but also its ability to retain them (especially youth) in livelihoods training once enrolled. Field interviews with project staff, community leaders and beneficiaries indicate that off-season migration can be as high as 20% of village populations and 50% of youth in areas bordering Thailand.

Youth in particular are tempted to migrate to Thailand or to larger urban areas to gain immediate income, as opposed to enrolling in six to 12 months of vocational training. While Thailand's threat in 2014 to forcibly deport illegal migrants caused a large number of migrants to return, the trend resumed in 2015 once the crisis passed.

Strategies. As noted, the project adapted its strategies beginning in 2014 to address the issue. Intake was expanded to new villages to reach target beneficiary numbers. For youth, the project requested a lowering of its target by 72% and initiated a recruitment process based on one-by-one identification of candidates, working in close cooperation with CWGs and CLMCs and village authorities to convince youth to join the project. Six of the 30 beneficiary youth interviewed said they received calls from their parents asking them to return from Thailand to pursue the training offered by EXCEL.

The project made an effort to brief households and youth planning to migrate on its available services. If the household or youth opted to migrate in any event, the project conducted training on safe migration, patterned on training provided by WV in other of its program areas.

4. Sustainability (Question 8)

Evaluation Question 8: How does the grantee's exit strategy contribute to sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the strategy? Are there services that will be continued once the project funding has ended?

The EXCEL exit strategy focuses on ensuring that local-level systems remain in place to enable communities to monitor child labor and intervene to eliminate or prevent, using local resources. The exit strategy contributes directly and significantly to the sustainability of project results and its implementation is proceeding as intended in the final three months of the project. Working with EXCEL staff since August 2016, local, provincial and national teams have carried out in-depth reflection meetings on achievements, best practices and priorities for sustainability. These meetings are intended to assist local teams to design and implement a transition strategy to sustain project results.

The DoCL asked the project to calculate the estimated per-beneficiary cost to maintain provision of services to new beneficiaries. Based on EXCEL's \$250 per child estimate, the DoCL requested a budget of \$112,500 from MoLVT to support 450 children in four provinces, including two EXCEL provinces. In addition, the project M&E specialist is assisting DoCL to design a streamlined, locally based system for collecting data on child labor, with the ability to feed data from the village level up.

The final evaluation stakeholder meeting included small group sessions to identify provincial and national priorities for sustaining EXCEL results (see Annex G for summaries of the sustainability priorities identified by each provincial or national team). Table 13 ranks the priorities by numbers of provincial teams (six in all) listing each. Of note is the high priority given to monitoring (all provinces) and awareness-raising (five of six provinces).

Table 13. Sustainability Priorities per Final Evaluation Stakeholder Meeting

Priority (rank-ordered)	Mechanism to carry out	Resources required
Village-level child and school monitoring 6 of 6 teams	School monitors (attendance) CCWC/CWG/CLMC monitors (living conditions, health) Peer tutors to monitor MOU village to district	Commune council directs School director and CCWC implement Student council provides peer tutoring POL/POE support
Awareness-raising 5 of 6 teams	Commune committee to oversee Disseminate labor law	Commune council budget (existing budget) Radio, TV, monks
Social fund 4 of 6 teams	Commune fund committee Increase members Publicize	Active members Contributions from individuals, donors, national/local authorities Pagoda committee
Support youth and adult livelihood activities 4 of 6 teams	CCWC/CWG/CLMC/village chief Committee to track markets Training on trading	POE, POL, POA and commune council track markets commune council provides support if budget exists
Scholarships 3 of 6 teams	Commune support Peer support groups	Mobilize funds for children's supplies

Priority (rank-ordered)	Mechanism to carry out	Resources required
Peer education 3 of 6 teams	School director creates groups Students teach	POE, DoE involved Create budget committee Community funds for school supplies
Savings groups 2 of 6 teams	Savings group committee Increase membership Transform groups to credit development association	Individual contributions Local authorities POA MFIs/Banks
Catch up classes for dropouts/slow learners 2 of 6 teams	Teachers designated Sensitize parents to appreciate value of education	Commune council budget Schools materials and food from wealthy donors Funds from community
Conduct inspections 2 of 6 teams	Schedule of inspections Fines imposed on companies based on 12 <i>prakas</i>	Community chief

The national group at the stakeholders meeting identified the following priorities (not rank ordered; see Annex G): scholarships, child-friendly schools, community learning centers, literacy programs, child labor monitoring, NPA2, producer groups, child labor inspections, National Committee on Child Labor, stronger existing sub-national child labor committees, cooperation with partners and government ministries and national and provincial workshops to raise awareness of child labor.

Local-level sustainability. From observation and feedback from evaluation interviews, the project components which appear to offer the most potential for longer term sustainability include:

- **High probability:**
 - **Education.** Teachers' support groups, school support committees, student councils, peer tutoring — initiatives that do not require direct budget support. All members of existing groups interviewed expressed a strong commitment to continue their work.
 - **Livelihoods/savings.** Continue ongoing activities, expand savings groups and create (where feasible) producers' associations (see sewing associations under youth livelihoods, above). These actions are continuations of existing activities. All interviewees expressed commitment to continuing the livelihoods begun with project support. Producer associations will depend on producers determining if any value is added by forming an association for the purpose of joint marketing, coordinated sales/pricing or common storage or transport arrangements.
- **Probable sustainability but dependent on commune and village leadership:**
 - **Child labor monitoring.** CCWCs/CWGs/CLMCs/VSNPs reporting to village and commune chiefs for follow-up and requesting financial support from the CIP or social fund. If no transportation budget is provided, the communes and villages will need to find another way to incentivize volunteers, perhaps through public recognition or participation in commune/district/provincial events.

- **Awareness-raising.** Continuation of commune-sponsored meetings and events, including World Day Against Child Labor and International Day of the Child. These events carry a small cost, which would need to be covered by the CIP³⁰ or other fund.
- **Social fund.** Five of the eight social fund committees interviewed stated that they had not yet distributed funds. While all of the social fund groups interviewed indicated that this will be a long-term social safety net mechanism for the neediest families, it remains to be seen whether contributions will continue after EXCEL ends.

National and provincial-level sustainability. The project has worked diligently with its national RGoC counterparts — MoLVT, MoEYS and MoAFF/FiA especially — to provide technical assistance and sponsorship of review meetings to prepare and submit to approving authorities final drafts of proposed policy and regulations, specifically the NPA2-WFCL, Child-Friendly School (CFS) Guidelines on Child Labor and Guidelines on Child Labor in the Fisheries Sector. These three documents have been approved officially and are now being disseminated. The NPA2 in particular will require support from national ministries and development partners to ensure effective implementation.

Project support to the NSC-CL has helped strengthen membership in and visibility of this committee across the participating ministries and increase member understanding of the solutions to combat child labor in Cambodia. Under the leadership of the MoLVT secretary of state and of the director of the DoCL, the issue of child labor should remain a priority for the ministry. It will be challenging, however, for the MoLVT to advocate for increased funding as Cambodia heads into a pre-election phase where government resources will be in high demand. The project's focus on local-level systems is, therefore, that much more important.

At the provincial level, progress to date has been primarily structural, with project support provided to three provincial committees on child labor (PCCLs) for restructuring. The October 2016 TPR notes that “by late September 2016, the PCCLs in Battambang, Banteay Meanchey and Siem Reap had received formal approval from the provincial governor to begin functions as a committee.”³¹ From direct observation of the first PCCL meeting in Siem Reap, this PCCL could serve as a role model to the other provinces, especially given that Siem Reap has the largest number of EXCEL beneficiaries and the PCCL chair (the provincial deputy governor) appears keenly interested in child labor issues and in expanding the reach of the EXCEL interventions to other communes.

5. Monitoring and Evaluation (Questions 9, 10 and 11):

Evaluation Question 9: Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?

The efficiency of the project monitoring and reporting systems is a function of its performance measures and of the data collection and analysis process. In considering the EXCEL CMEP, the M&E plan appears efficient. The numbers of outcome indicators (12

³⁰ The CIP includes a 10% allocation for child protection, estimated at \$1,000 annually.

³¹ Project efforts to restructure the PCCLs focused on Battambang, Banteay Meanchey and Siem Reap. Restructuring required the intervention of the MoLVT with provincial authorities and was a challenging process given the number of players involved. By November 2016, the three target PCCLs had met to introduce their members and to develop an action plan.

across seven objectives) and output indicators (24 across seven objectives, nine of which relate to education and five of which relate to households, the two largest direct services components) are reasonable. The following observations relate to possible improvements, while acknowledging four years' hindsight:

- Two of the outcome measures are actually outputs (OTC2, percentage of schools with teachers trained to improve pedagogic performance, and OTC13, knowledge generated by the project disseminated to key stakeholders) and, as such, do not measure change.
- Indicators for two of the seven objectives are not accurate reflections of the direction the project has taken over time: IO3, child protection, includes no measure of the project's work in creating social funds and IO7, increased knowledge of child labor, has no capture of extensive project information-sharing beyond the CDRI research reports and a vaguely defined knowledge management system.
- Indicator definitions, monitoring forms and period-specific reporting create challenges to analysis of the two youth-related outcomes (OTC9, percentage of youth who developed self-employment strategies, and OTC 10, percentage of target youth who obtained employment from third parties). Measures for those indicators are for the current period only, which makes an aggregate calculation difficult. In addition, indicator definitions are much more restrictive than the statement of the outcome; each requires a six-month period of business operation or employment to be counted.
- The interim evaluation terms of reference (TOR) did not include an analysis of the validity of CMEP indicators, and the project's newly hired replacement for the first M&E specialist was working hard to reconfigure the monitoring system (see below) using CMEP indicators, several of which were ultimately modified in 2016 based on project experience. While this was helpful from the standpoint of data analysis, it was very late in the process as concerns use of indicator data for project management purposes.³²
- Given the extremely ambitious targets, project focus understandably tended to be on outputs in terms of service delivery, and secondarily on interpreting outcome data in relation to the project theory of change.

Given the above points, it would be useful to require all interim evaluations to assess indicator validity and utility for project management so that midstream corrections could be considered for the second half of the project (if only to discard indicators that are not useful). If the CMEP serves as a project management tool, it would be useful have each TPR include a short analysis of the CMEP outcome indicator data, beyond simply reporting numbers in the project performance spreadsheet.

A serious issue for project monitoring and reporting efficiency was the design of the EXCEL database. The system that was finally launched in June 2014, more than six months overdue, did not conform to the TOR of the consultant hired to develop the system. While the system included monitoring forms designed per ILO's Statistical Information and Monitoring Program on Child Labor (SIMPOC) standards and user-friendly Samsung-tablets

³² Given the complexity of the DBMS generally, a specific review of implementation issues could be scheduled into the CMEP process in mid-Year 2 as a check on the rigor of the system. If there are major issues, the interim evaluation is too late to make corrections easily.

for mobile data collection, its data management and analysis functionality was poorly designed, creating major data quality issues. This, in turn, affected usefulness of the data for service delivery management purposes, a particularly grievous situation in a project of this size and complexity.

The design called for use of Open Data Kit (ODK) software for data entry. Entered data were to be transferred to a project database for analysis and report generation. Once the system finally went live, portions of the data uploaded by staff were missing and several indicator values were miscalculated.

M&E assistants and local coordinators were frustrated that their service provision data were incomplete. The missing data meant the project management team and local coordinators lacked up-to-date information on the progress of their service delivery, which in turn handicapped efficient planning.

Given the persistent technical issues, the database was replaced. A backup system was designed, with project data collected using paper forms and entered into a series of spreadsheets. The M&E staff transfer these data and use SPSS for analysis. However, the system still required significant manual intervention, making data analysis and report generation difficult and time-consuming, an unfortunate situation given the wealth of data the project has collected.

Concerning human resources for monitoring, paper-based data collection for 42,000 beneficiaries and 107 schools is obviously challenging.³³ At project outset, EXCEL staff were focused on service delivery. To catch up on data collection before the April 2014 TPR and following a significant upswing in service delivery, the project hired 36 local data enumerators to collect beneficiary monitoring data, while M&E personnel from the four implementing partners focused on capturing data on service recipients since the beginning of the project. However, because beneficiary coding was not always precise, service provision could not be accurately matched to the recipient beneficiary, which required a great deal of time-consuming manual verification by the project M&E staff. The interim evaluation reports that, by the April 2015 TPR, almost 6,000 beneficiaries were not properly reported as having received services due to coding errors.

As issues with project beneficiary monitoring continued, project staff decided at midpoint to train and utilize the CWGs/CLMCs/VSNPs for beneficiary-level data collection and to involve the community partners. This significantly reduced the burden on the community facilitators in particular in terms of beneficiary data entry, allowing them to focus on service delivery, and provided a significant long-term benefit by creating a strong local foundation for child labor monitoring.

³³ It should be noted if projects opt for mobile data collection, the process requires a rigorous system and well-designed infrastructure and training. Tablet-based data collection for large numbers of beneficiaries is especially challenging in rural areas where data collectors are unfamiliar with this technology and there are issues with connectivity, technical support and an adequate supply of tablets for efficient data collection in the prescribed data collection window.

The M&E specialist³⁴ noted that most of the problems encountered with the database would have been avoided if the contractor had set up ODK functionality to allow data checks and to link individual, household and services data points. Further, had the system functioned efficiently per design, field staff would have been able to directly access performance data to strengthen local planning. The system remained too dependent on the M&E specialist and staff for operation, resulting both in limited opportunities for the M&E team to focus on analysis and reduced efficiency with which field staff could react to ongoing information about project delivery and impact.

Evaluation Question 10: Were the recommendations and lessons learned from the midterm evaluation integrated into the project's strategy after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?

The project's April 2016 TPR Annex E responded in detail to the midterm evaluation recommendations (see Annex B), indicating how the project has integrated the recommendations into its strategy. Of the 18 midterm evaluation recommendations specific to project implementation, the project considered all 18 and acted promptly on 17 of those. The only one not retained (use of government-provided vocational training) was due to the requirement to house village youth at these centers and the inherent security risks in such circumstances. The project also endorsed the three recommendations on design of future projects (equal budgets for agricultural and non-agricultural livelihoods and choice of start-up package based on household preference; less ambitious beneficiary targets to improve quality of service; five-year LOP). Table 14 provides examples of project responses to the midterm evaluation recommendations.

Table 14. Selected Responses to Midterm Evaluation Recommendations

Recommendation	Action
1. Strengthen CCWC by local recognition and provincial links	61 communes have recognized CCWC Links established with provincial CCWC Research carried out on barriers to CCWC effectiveness and means of improving performance
2. Monitor youth beneficiaries after completion of training	Numbers of and hours for CPs increased in October 2015 to track youth outcomes.
4. Increase transfer of monitoring duties to CWGs and other volunteers	Local volunteers increasingly involved; consultations with DoCL to plan for transfer
6. Increase CWG size	Size increased to 3-5 members in all villages
8. Strengthen engagement with POL and PCCL	Budget allocated to support PCCL meetings
14. Increase visual messages from children	Poster design for WDACL
18. Provide additional analysis of effective CL intervention model for Cambodia	Budget allocated for analysis as part of sustainability plan; proposals submitted to USDOL for project data analysis related to best practices

³⁴ EXCEL Interim Evaluation, p. 16

Evaluation Question 11: Have data quality and reliability improved over the life of the project? If so, what good practices were adopted to improve data collection, quality and verification over the life of the project? If not, what challenges did the project face?

Significant data quality improvement took place after the current M&E specialist came on board in April 2015. As noted, miscoding of beneficiaries complicated service delivery reporting against targets. The first priority of the new M&E specialist in April 2015 was to work with field staff to assess data quality in order to validate service delivery data and to enter corrected data into project excel spreadsheets. Further data cleaning was conducted over the next year on household and child data. The last project TPR, dated October 2016, includes the final set of updates to beneficiary and service delivery data.

Good practices adopted include the following:

- Specification and documentation of data standards and formats;
- Structured and progressive training for M&E and other staff and one-on-one meetings with M&E officers of partners to discuss data collection and analysis issues.
- Increased technical support to M&E team, including partners.
- Improved coordination of data collection at the village and commune levels.
- Improved processes for data quality checks and data cleaning.

III. LESSONS LEARNED AND GOOD PRACTICES

A. Lessons Learned

The following lessons were gleaned from a review of project TPRs, field interviews and discussions with project core and field staff from WV and its implementing partners.

- Overly ambitious targets in a short implementation period require constant focus on numbers of beneficiaries, with the attendant risk of diminished quality or depth of services provided.
- Relationship-building and identification of a strong government champion are critical to project success.
- The implementation strategy for problematic interventions must be regularly reviewed and adapted; flexibility is key (e.g., savings groups, youth, numeracy/literacy).
- Village-level monitoring was essential, given the importance of regular tracking of child labor status and the overload on commune-based CCWCs.
- All livelihoods beneficiaries would have benefited from participation in savings groups to complement their livelihoods activities.
- Volunteers need and appreciate recognition (e.g., T-shirts, certificates).

B. Good Practices

The project developed and implemented many good practices to positive effect over the life of the project. They include:

- Multiple, integrated interventions delivered as a package to tackle root causes of child labor (education, livelihoods and awareness raising services).
- Ongoing, regular local monitoring (CWG/CLMC/VSNP) to ensure prompt action when needed and build a foundation for sustainability.
- CP volunteers recruited for livelihoods follow-up (win/win for project, beneficiaries and volunteers seeking experience).
- Close collaboration with commune/village leadership in beneficiary selection; this built trust based on full transparency regarding selection criteria and cost of services.
- Bicycles for children living beyond walking distance to school, which contributed directly to children's ability to attend school and participate in community life.
- Awareness message and delivery mode adapted to local audience (e.g., pictures, games), which maintained audience attention and enabled them to connect to their reality.
- Cascade training by local officials engaged officials with their constituents, emphasized importance of the issues and made good use of limited resources.
- Youth empowerment and confidence building was achieved by giving beneficiary children responsibilities for student council and peer tutoring.
- Safe migration training — acknowledging that migration will continue, training focused on safeguards during transportation to and while in Thailand.
- Social fund provided a local mechanism to meet the needs of the most vulnerable with commune and savings group mechanisms to continue to feed the fund.
- Regular reflection meetings by group (school, CCWC/CWG/CLMC, CP, etc.) allow participants to share experiences and solutions; this is easy to sustain post-project.
- High-performing youth trainees become trainers, providing an immediate reward for hard work, both in terms of recognition and income, and facilitates local provision of vocational training.
- NSC-CL site visits — direct observation of project interventions and personal testimony of impact on beneficiaries' lives is the best "sales tool" available.
- Cross-fertilization with other U.S. Government and donor projects — sharing ideas across donors results in synergies such as EXCEL use of the USAID Helping Address Rural Vulnerabilities and Ecosystem Stability (HARVEST) project technology for drip irrigation.

- Producer associations if and when value-added exists — while not appropriate for every village or sector, significant value-added is possible when markets or cost-sharing justify cooperation (e.g., sewing).
- Local private training providers- identifying local resources means increased proximity, cost savings and capacity building for future training.
- Strengthening CLCs — these centers exist and offer practical training at no cost to the community; they can be a viable alternative to project vocational training for youth and adults under MoEYS sponsorship.

IV. CONCLUSIONS

Overall performance: The project has demonstrated strong overall performance, especially given the scope and variety of interventions and audiences. It has carefully managed its human and financial resources, coordinated well with its four local partners and demonstrated flexibility and creativity during implementation. While certain external factors affected performance to some degree (e.g., migration, CDW sensitivity, slow approval process for national policy), the project found solutions to continue to work toward its objectives.

Results. From an output standpoint, the project exceeded all of its targets by the project's end and within budget.

From an outcome standpoint, the project made significant progress in reducing the level of child labor among beneficiaries, from 53% to 23% over three years.

Intermediate objectives: The most significant components of the project interventions are education, livelihoods and awareness-raising. Institutional strengthening and information dissemination also supported the project objective, but to a lesser degree. Social protection and youth contributed only minimally to the overall project objective of reducing child labor in its target communities.

M&E: Data management was inefficient at outset, but with the hiring of a skilled M&E specialist in 2015, the system was revamped and showed a notable improvement in data quality.

Sustainability: Institutional capacity is strong at the local level, but more challenging at the national and sub-national levels. Given the expressions of commitment from target villages, potential for sustainability of the following project results is substantial:

- Education: TSG, SSC, student councils, peer tutoring;
- Livelihoods/savings: continuation of current activities;
- Monitoring: CCWC/CWG/CLMC network to track households and report to village and commune chiefs; and
- Awareness: meetings, events.

Communes need to identify sources for a small child labor budget, whether from the CIP or social fund or administrative fee contributions.

The fact that WV was an established and respected presence in Cambodia contributed to the project's success.

To inform an efficient child labor model for Cambodia, an analysis of the intake and exit data of beneficiary children engaged in child labor is needed, with disaggregation by type, age, sex and location, and cross-tabulated against services provided and economic conditions of high-prevalence communes.

V. RECOMMENDATIONS

A. Priority Recommendations Prior to Project End

1. To more thoroughly assess the project's impact on children engaged in child labor, the M&E specialist should conduct a detailed comparative analysis of child beneficiary data at intake and at project close from the standpoint of changes in types of labor, age and sex of child laborers, as well as geographic location. These data should be cross-tabulated against community economic opportunities, household size and livelihood services received, along with any other factors tracked by the project that could influence child labor prevalence. While the endline report provides insights into the changes of status within 600 households for 765 children, the project database covers all 15,000-plus children designated as engaged in child labor at intake (51% of total child beneficiaries) and their households. This analysis should help to inform priorities for future child labor initiatives in Cambodia.
2. Given the relative cost in human and financial resources required to achieve youth targets, the project should carry out a cost/benefit analysis of youth interventions compared to education and livelihoods interventions. WV, FLD and VCAO should survey youth beneficiaries to determine how many have actually sustained employment or entrepreneurial activities after training, the activities they are engaged in, income they are deriving and how that income is being used (e.g., to support their families and siblings or for reinvestment in their businesses). This could help inform support requirements within their communities and future programming. Further, an in-depth look at the two sewing associations could provide valuable insights into (1) the economics of these associative activities from the standpoint of incomes generated, impact on the community and potential for continued expansion, (2) effect on deterring migrations and (3) occupational safety and health (OSH) issues related to acceptable work for the youth belonging to the associations.
3. MoEYS and MoLVT and the project should review its options for utilizing the 14 project-assisted community learning centers (CLCs) for livelihoods training for both vulnerable households and youth.
4. The project should discuss with its target communes options for allocating a small budget (amount to be estimated by EXCEL) to sustain local monitoring systems (e.g., commune investment plan, social fund allocation or percentage of commune administrative fees collected).

5. The project should attempt to adapt the current local child labor monitoring system to create a simple, low-cost child labor monitoring system (CLMS) that would collect and aggregate child labor data from the village, commune, district, province and national levels, increasing system size progressively as a function of MoLVT budget.

B. Recommendations for Future Programming

1. USDOL should carefully review grantee-proposed beneficiary targets to ensure that they are not overly ambitious and that adequate human and financial resources are identified to guarantee quality of service delivery and project outcomes, as opposed to outputs.
2. USDOL should award five-year funding for future projects of this scale to allow sufficient time for direct service delivery once the CMEP is developed, the baseline study is completed and the M&E system is tested and debugged.
3. OCFT youth components should be scaled back to focus on more discrete youth target groups, whose employment could strengthen the financial security of their household, and where selected youth are motivated to learn and willing to be role models for others in the community.
4. Savings groups should complement all livelihoods activities, rather than be set apart as a discrete livelihoods activity. They are a low-cost, but effective, mechanism for generating village-level savings and providing short-term loans at low interest rates for family needs, including school supplies.
5. For five-year projects, the DBMS system should be reviewed in Year 2 to enable early correction of potential problems, before the interim evaluation which would not take place before the middle of Year 3. This review would serve as a formative assessment which would benefit the project in terms of adjustments to the DBMS design and data collection process at that early stage.
6. All interim evaluations should assess indicator validity and utility for project management so that midterm corrections can be made.
7. For project management purposes and staff understanding of CMEP data, the TPR should include a short narrative analysis of the CMEP outcome indicator data, beyond simply reporting numbers in the project performance spreadsheet.

ANNEX A: CMEP Performance Indicators

CL= Children engaged in child labor; WFCL= Worst forms of child labor; CAHR= Children at high risk of entering child labor; CDW = Child domestic work

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end pont (October 2016)	Comments
Household Data	H.1. Households with child laborers below legal working age (per sex/age)	Target			30%	
		Actual	Baseline: 50/50 male/ female; 90%<15; 10% >15	Endline	Endline	TO BE INCLUDED IN FINAL REPORT
	H.2. Households with children in hazardous labor (per sex and age)	Target	No target set	No target set	No target set	
		Actual		Endline	Endline	TO BE INCLUDED IN FINAL REPORT
	H.4. Households with all children of compulsory school age (14) attending school	Target	No target set	No target set	No target set	
		Actual		Endline	Endline	TO BE INCLUDED IN FINAL REPORT
Child Labor Status	C.1 % of children in Child Labor (per sex & age)	Target	65%	40%	20%	
		Actual	53%	52%	22.7%	Significant drop
	C.2 % of children in Hazardous Child Labor (per sex and age)	Target	No target set	No target set	No target set	
		Actual	22% at highest intake	18%	14.7%	
IO1- Increased participation in quality education among target children						
IO 1.1: Increase children's participation in education	OTC.1 % of 70 target schools with increased enrollment in education	Target	0	10%	20%	
		Actual	0%	66.75 (Oct 2015)		
	OTP.1 # of children provided scholarship for formal schooling	Target	5754	26750	26750	Cumulative to date
		Actual	856	25009	27964	105% of target over 4 cohorts
	OTP.2 # of children that attended catch up classes	Target	1192	4,190	6300	
		Actual	963	3441	6450	
OTP.3 # of children provided with peer tutoring	Target	0	0	2100		

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end point (October 2016)	Comments	
		Actual	0	704	2594		
	OTP.4 # of children that attended functional literacy and numeracy classes	Target	300	70	70	Target dropped 75% (300 to 70) due to lack of beneficiary interest	
		Actual	0	0	78		
Beneficiary Tracking: Education	BT-ED # of target children that received any regular form of education during the past 6 months prior to reporting date	Target	1192	6541	28,000		
		Actual	1365	5349	28,750		
USDOL Common Indicators: Education	E.1 # Children engaged in or at high-risk of child labor provided education or vocational services (per sex and age)	Target	1192	6986	28,000		
		Actual	1668	6763	29,755	106% of target	
	E.2 # Children engaged in or at high-risk of child labor enrolled in formal education (per sex/age)	Target	5754	18,045	26,750		
		Actual	856	17,074	27,964	105% of target	
	E.3 # children engaged in or at high-risk of child labor enrolled in non-formal education services (per sex/age)	Target	1192	6,190	8700		
		Actual	963	3331	8588	99% of target	
	E.4 # Children engaged in or at high-risk of child labor enrolled in vocational services (per sex)	Target	22	1,029	1200		
		Actual	69	672	1271		
		OTC.2 % of 70 Schools with teachers trained to	Target	0%	60%	85%	

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end point (October 2016)	Comments
IO 1.2: Increase quality of education services	improve their pedagogic performance	Actual	0%	70%	100%	
	OTC.3 % of 107 Covered Schools with improved safe and healthy learning environment	Target	21%	56%	79%	
		Actual	21%	60%	100%	All schools improved environment
	OTP.5 # of teachers successfully trained on issues of child labor	Target	0	176	280	
		Actual	0	264	319	114% of target
	OTP.6 # of target schools with Teacher Support Groups (TSG) functioning	Target	0	15	35	
		Actual	0	70	81	231% of target
	OTP.7 # of school directors trained in effective management and leadership standards	Target	0	70 (LOP)	70	
		Actual	0	86 (as of Oct 2015)	114	163% of target
	OTP.8 # Schools with active School Support Committee in place	Target	0	15 (of 70)	35 (of 70)	
		Actual	0	70	100	286% of target
	OTP.9 # of schools with active student council in place	Target	0	9	70	
Actual		0	55	88	126% of target	
IO2 – Target Households' Livelihood Improved						
IO 2.1: Households with increased annual income	OTC.4 % of HH with increase in assets	Target	0	7%	15%	
		Actual	0	11%	Increase in ownership 1-4 assets from 65% to 81%	Endline data (see Annex H)
	OTP.10 # of target households that received training to improve livelihood strategies	Target	222	2,098	6308	
Actual		148	824	6749	107% of target	

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end pont (October 2016)	Comments
	OTP.11 # of target households that report having increased number of clients for their products/ services	Target	0	956	1999	
		Actual	0	267	3211	161% of target
	OTP.12 # of target HH that participated in savings groups	Target	0	1394	7692	
		Actual	0	489	6316 HH in saving group over 6 months (7514 total reached)	82% of target
IO 2.2: Households with increased sources of income	OTC.6 % of beneficiary households reporting an increase in their number of sources of livelihood	Target	0	640 (4% of 14,000)	1760	
		Actual	0	1%	NA	Final Report
	OTP.13 # of target households that incorporated one or more additional type of crop/ stock to their production	Target	0	516	1217	
		Actual	0	1530	NA	Final Report
	OTP.14 # of target households that incorporated one or more nonagricultural activities to their sources of income	Target	0	62	208	
		Actual	0	54	1266	609% of target
Beneficiary Tracking: Livelihoods	BT-WS # of target children engaged in any form of CL during past six (6) months previous to reporting date	Target	0	9,854	7936	
		Actual	0	3,712	7707	
USDOL Common Indicators: Livelihoods	L.1 # of households receiving livelihood services	Target	0	8,951	14000	
		Actual	0	4,151	14291	
		Target	0	346	800	

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end pont (October 2016)	Comments
	L.2 # of adults provided with employment services	Actual	0	1300	1001	125% of target
	L.3 # of children of legal working age provided with employment services (other than vocational training)	Target	0	325	650	
		Actual	0	125	882	147% of target
	L.4 # of individuals provided with economic strengthening services	Target	0	5600	12750	
		Actual	0	4160	14015	110% of target
IO3 - Improved Access to Child Protection and Social Protection Programs						
IO 3.1: Community-based child protection mechanisms available and functioning	OTC.7 % communities with local systems and structures supportive of eradication of child labor established and functional (e.g., CPCs,CWGs, CLMCs CCWCs)	Target	0	29%	60%	
		Actual	0	93%	98.6% (70 of 71)	
	OTP.15 # of CDW provided services by child protection community networks and family reintegration services	Target	0	28	28	Adjusted down from 120 to budgetary restrictions
		Actual	0	28	28	All female
IO 3.2: Increased household participation in social protection programs	OTC.8 % of target household taking part in available SP programs	Target	0	10%	10%	
		Actual	0	54%	NA	Final Report
	OTP.16 # of HHs referred by project to NSPS or other social protection programs	Target	0	130	383	
		Actual	0	21	56	15% of target

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end pont (October 2016)	Comments
IO4- Young People 15-17 years old are gainfully employed and prevented from migrating						
IO 4.1: Increased access of youth to employment and income generation opportunities	OTC.9 % of target youth 15-17 who developed self-employment strategies	Target	0	14%	14%	
		Actual	0	9.5%	5%	
	OTC.10 % of target youth 15-17 who obtained employment from third parties (for six months)	Target	0	6%	4%	
		Actual	0	9.5%	13.8%	
	OTP.17 # of target youth 15-17 who received training in employment skills, technical / entrepreneurship skills or placed in job as apprentices	Target	80	800	1200	
		Actual	38	289	1002	84% of target
OTP.18 # of target youth 15-17 who participated in savings groups	Target	0	51	153		
	Actual	0	157	43 participate for >6M (71 reached in total)	28% of target	
IO5- Local and National Structures with strengthened capacity to prevent/eliminate child labor and implement CLMS						
IO 5.1: Provincial and community structures with CLMS and action against CL	OTC.10 % of target communes in which CLMS is carried out regularly	Target	0	25%	40%	
		Actual	0	89%	100%	All communes
	OTP.19 # of regulations on CDW/CL in the informal sector passed by relevant authorities	Target	0	8 (LOP)	8	
		Actual	0	0	61	763% of target
	OTP.20 # of Department of Fisheries Guidelines on CL disseminated	Target	0	200	200	
		Actual	0	0	0	Dissemination December 2016

Area	Indicator		Results as of October 2013 (project start)	Results at mid-point (April 2015)	Results at end pont (October 2016)	Comments
IO6- Increased awareness and relevant actions among key stakeholders to promote child rights and combat child labor in rural section and CDW						
IO 6.1: Parents with increased awareness and attitude change to combat CL	OTC.12 % Heads of target HH who agree children under legal working age should attend school and not work.	Target	0	50%	90%	
		Actual	0	84%	86.5% (of 14, 291)	
	OTP.21 # of communities sensitized through direct awareness activities (campaigns, public events, personal contact) on need to eliminate CL and importance of children's education	Target	17	53	68	
		Actual	17	73	71	
	OTP.22 # of government institutions sensitized by the project that carry out activities to prevent/ eliminate child labor	Target	0	9	21	
		Actual	0	23	83	395% of target
	OTP.23 # of private sector institutions sensitized by the project that carry out activities to prevent/ eliminate child labor	Target	0	30	90	
		Actual	0	142	279	310% of target- local companies, factories, employers' associations
IO7 Enhanced Knowledge of child labor in Cambodia						
IO 7.1: Dissemination of CL information increased	OTC.13 Knowledge generated by project disseminated among key stakeholders	Target	0	1	1	
		Actual	0	0	0	Project to compile documents for DoCL repository by project end
	OTP.24 # of research reports on key CL issues	Target	0	2	4	
		Actual	0	3	4	

ANNEX B: Responses to Interim Evaluation

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
1	Midterm evaluation, June 2015	The project should take steps to enhance the community-wide child labor monitoring system in the project sites as undertaken by the community volunteer groups in coordination with Commune Councils and CCWCs, including visits to workplaces as well as residential areas. As volunteer groups they need to be further linked with and supported by the commune authorities especially where removal of children from child labor is required; and strengthened linkages made with Committees for Women and Children at higher levels to strengthen the monitoring and response to child labor as mandated under the NPA2-WFCL.	Project staff	The community volunteer groups are already closely linked to the commune authorities but would benefit from continued strengthening and recognition. To date the project has used savings from planned activities to: 1) Work at commune level (with support from the district where appropriate) to gain formal recognition for the 'CWG' groups by commune resolution, at the same time extending the training for these groups. To date groups have been formally recognized in 31 communes. (Advocacy specialist, provincial staff, Nov 15-June 16) 2) Work at the provincial level to support and strengthen quarterly meetings of the Provincial Committee for Women and children, particularly encouraging an active child labor role. (see recommendation 8 for more detail on progress). (Advocacy specialist, provincial staff, Nov 15-June 16) 3) Research on the CCWC, looking at their role in community-based child protection including child labor has been completed. The research includes identification of barriers to effective functioning and recommendations for improvement, and is being followed up through drafting of and advocacy for minimum standards for the CWCC.
2	Midterm evaluation, June 2015	Implementing agencies should strengthen monitoring of youth beneficiaries who have completed training to ensure that their employment outcomes or apprenticeships constitute decent work opportunities; as part of this, the project should develop a standard project-wide policy and criteria for Community Facilitators, supported by the relevant volunteer monitoring groups, to determine when youth have achieved the appropriate skill level to complete their training and monitor employment outcomes.	Project staff	The hours and numbers of the Community Partner (CP) volunteers have being increased from Oct 2015. The number of CP volunteers was doubled (2 being assigned to each CF staff instead of 1) and their hours increased from 12 to a maximum of 18 hours a week. One of the tasks these additional hours has allowed is greater monitoring of employment after training to ensure effectiveness. Regular follow up continues, although hours more recently have been reduced slightly again due to less support being needed for initial implementation of services. (Livelihood specialist, provincial staff, ongoing) CF and CP staff will help to monitor clearly when training should be completed and whether employment is successful in outcome for the beneficiary through use of clear criteria. The staff has been trained further on these, and their practice will be documented in the next period.
3	Midterm evaluation, June 2015	The Monitoring and Evaluation Specialist should have a degree of recognized line management assignment over the Monitoring and Evaluation Assistants in each province to ensure closer technical supervision of their work and that sufficient	Project staff	The Monitoring and Evaluation Specialist sets a monthly work plan with the M&E assistants and monitors this work plan in cooperation with the Local Coordinator, who maintains responsibility for managing daily work and other supervisory responsibilities to ensure good support and coordination with the provincial team. Training plans and appraisals are carried out between the LC and M&E specialist. (ongoing)

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
		time is devoted to the monitoring and evaluation process. Further, the monitoring task should be given sufficient priority and dedicated time of the Community Facilitators to enable performance monitoring to keep pace with service provision.		A monthly review of all monitoring and data input needs has been initiated since July 2015 to ensure targets are set clearly and managed so performance monitoring is completed on time.
4	Midterm evaluation, June 2015	The Community Facilitators of WV, WP, FLD and VCAO should continue to progressively transfer the task of entering beneficiary and service provision monitoring data to the community partners and community watch group (CLMC) members, including hard copy beneficiary records and computer entry, with oversight by the M&E assistants/officers.	Project staff	This task is already managed by local volunteers in most areas, although the project recommendation is that students or other young volunteers are used for this task rather than community watch group members, whose time and local knowledge is much better used in visiting children and families for monitoring. (managed by ME staff at provincial level, ongoing) A more detailed action plan for effective transfer of monitoring tasks to local community partners when the project withdraws has been raised with the Department of Child Labor. A workshop involving central (Phnom Penh) ministry staff and provincial staff will be held by July 2016 to agree a detailed plan
5	Midterm evaluation, June 2015	The project should intensify efforts to encourage remaining unserved households to join ASCA groups and also intensify the promotion of ASCA membership as a safety net approach for all project HHs, even if this is an additional service not counted for CMEP reporting. All savings group members should be informed of the start-up support available, and Community Facilitators should support the groups to decide on group vs. individual livelihoods ventures after minimum ASCA membership period.	Project staff	The project has strongly promoted ASCA groups and already has 356 groups actively running with 15-20 members per group. This will increase to approximately 450 groups by the end of the project. This includes those households already served with livelihood approaches (such households are measured in OTP 12 but do not increase L4 or L1 counts). (Livelihood specialist and provincial staff, ongoing) The revised strategy of offering start up kits for small enterprises within the ASCA group is being successful in encouraging membership and groups are supported by CFs and CPs. These activities continue to be a major focus of project activity in the coming period.
6	Midterm evaluation, June 2015	Given the importance of the Community Partners and CWGs in supporting and sustaining the project's activities, it is recommended that the CWG group size be increased, to allow more than one member per village, regular meetings held for sharing experience at commune level and the role and recognition of the community partners and the CWGs as beneficiary and community-wide child labor monitors	Project staff	CWG size has been increased to 3-5 members per village for all target areas. In addition all CWG members have been provided with T-shirts identifying them as part of the project. These are now used during project monitoring and other project activities and have been found to be very effective in motivating CWG members and identifying their role more clearly.

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
		should be enhanced by providing members a shirt or badge with the CWG and EXCEL logo.		
7	Midterm evaluation, June 2015	Local Coordinators, with support of the Advocacy Specialist, should promote the passing of local policies or decisions to recognize role of Community Watch Groups.	Project staff	Project staff, with the support of the Advocacy Specialist have actively sought formal commune level recognition of the CWG role. Currently groups have been recognized in 31 communes which includes over 100 CWG groups.(see recommendation 1).
8	Midterm evaluation, June 2015	It is recommended that the project strengthen its engagement with the provincial Departments of Labour and Vocational Training, and consider ways of supporting them to re-activate the Provincial Sub-Committees Against the Worst Forms of Child Labor.	Project staff, provincial departments of labor	A budget of \$9000 has been identified from project savings to support quarterly meetings of the Provincial Sub-Committees. The BMC Provincial Committee for Child Labor organized a meeting to restructure its membership, replacing previous members that had left. The new proposed structure and members was finalized and has been submitted to the Governor for approval before the 1 st meeting of the PCCL. Other PCCL groups are also proceeding with this activity. (Also see recommendation 1)
9	Midterm evaluation, June 2015	With regard to vocational training for youth, the Project should promote the use of government provided skills training courses, where 3-6 month short term courses are available, and consult further with PDoLVTs on available training, and promote certification and recognition of skills gained.	Project – recommendation not accepted	This option has already been investigated and consulted on within the project implementation and it was found an unsatisfactory solution for developing youth skills, sometimes adding to their vulnerability. The government supported provincial training centres usually do not offer accommodation and are at a distance from the villages youth come from. Youth would need to be offered accommodation at night, including an overseeing guard or staff, something the project does not have funding for. The PTC often does not supervise youth well and this can lead to difficulties for youth.
10	Midterm evaluation, June 2015	The project, through the Livelihoods Specialist and Education Specialist should strengthen job counselling for any additional youth beneficiaries provided services by the project prior to enrolling in vocational and livelihoods training and strengthen the life skills training component during the vocational training.	Project staff	The project staff already work closely with youth before engaging them with skills training. The best outcome is normally when the employer takes on the youth as an employee following training, and most placements are created with this possibility. In the projects experience, youth trying to start self-employment face considerable challenges if they are to be successful. Some youth do drop out of training or choose not to follow up their skill, but generally this is felt to be due to normal changing expectations and direction on the part of some youth. The importance of job counselling is stressed with new and existing staff and job counselling is now included in youth training on child labor and occupational health and safety. This training was delivered to 24 youth (19 female) in Siem Reap on 20-21 April 2016 jointly by Education and Livelihood Specialists and further courses will be conducted in the coming month.
11	Midterm evaluation, June 2015	The Project Director and Education Specialist should consider a range of alternative strategies to provide literacy and numeracy training for 12-14 and 15-17 year old out-of- school age group as well	Project staff	A number of strategies have already been considered by the project and courses conforming to the 3-6 month Ministry of Education requirement found to be largely unsuccessful in attracting and keeping participants. Since early 2015 a 1 week intensive program has been used and the success of this will be evaluated toward the end of the calendar year. With DoL agreement, the target for this service was reduced from

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
		as adult household members, even if this support needs to be informal rather than conforming to the Ministry of Education's 3-6 month requirements for NFE literacy classes, and hence may not be counted as a formal education service. For the 15-17 year olds and adult beneficiaries this could be done by integrating numeracy and literacy into other activities such as vocational classes and agricultural and non-agricultural training. In this case, a teacher could provide support to the vocational training class rather than bringing participants to a specific literacy and numeracy class.		300 to 70 due to lack of take up and evidence of efficiency, with an additional 250 scholarships being provided to maintain the number of children served. As of end March 2016, just one further class (minimum of three children) is needed to reach this target. Integrating numeracy and literacy into vocational training is not considered a possibility – in terms of logistics this would need to draw together too many beneficiaries from different locations as the training is employer based with usually often 1 beneficiary per employer. A program for household members that was longer (3-6 months) and village based was investigated but was not considered feasible given available budget and staff resources, compared to other priorities for reducing child labor. However, the project support on community libraries has contributed to the improvement of reading habits and literacy, with hundreds of community people using these services so far.
12	Midterm evaluation, June 2015	The Livelihoods Specialist, together with Local Coordinators should review the effectiveness of the various agricultural options as livelihood support, including the viability of chicken raising according to different geographical areas, and adjust the strategy accordingly. This should include developing a policy of supporting those beneficiaries whose livestock died soon after receiving the start-up package.	Project staff	This is an ongoing activity with the strategy already having been adjusted – for example, chicken raising has been reduced in favor of pig and vegetable raising which seems to give better results. A further internal assessment of effectiveness will take place in November 2015 and evidence for further changes will be considered. Where individuals face difficulties additional training and support is given; experience demonstrates that often problems follow from not applying the training and a guarantee of replacing livestock who die does not seem an appropriate response, although good support is essential. Monitoring of activities has been increased with provincial agriculture staff and CP staff following up more regularly (once per month as a guideline)
13	Midterm evaluation, June 2015	The project should expand the successful interactive theatre-based awareness raising activities by study trips for teachers and members of Student Councils to districts where the children's performing groups have been established.	Project staff	Student councils have been engaging in child labor campaigns in the community, in the youth forum and during World Day Against Child Labor. Teachers were also invited to join the events, where students from different places drew pictures, performed short plays on child labor and wrote petitions on combating child labor to the government authorities.
14	Midterm evaluation, June 2015	To enhance awareness raising effectiveness partners should intensify the visual presence of the project and the child labor message by encouraging schools to make posters with involvement of children and student councils. Competitions could be held and winners of drawing competitions used as posters.	Project staff	This activity has already happened with posters designed by children being used at the International World Day against Child Labor events. It is planned next year as a strategy, in May/June so it can again connect to some of these large events.

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
15	Midterm evaluation, June 2015	Through CDRI's briefing papers and dissemination of research results the Project should identify any policy implications at national/sub-national levels and use results to advocate for appropriate policy changes.	CDRI, project staff	The final report from CDRI and additionally the recently completed research on CCWC roles in community-based child protection both give extensive policy recommendations. These have been and continue to be pursued through formal workshops and ongoing advocacy at national and sub-national levels.
16	Midterm evaluation, June 2015	The project should develop plans with local government authorities and community partners to continue and expand activities beyond project timeframe using local resources, especially the strengthened community-based institutions and school-based structures, as well as the educational strengthening initiatives.	Project staff, government partners	Approximately \$40,000 from savings has been allocated to specific activities with the focus of cementing work with national level stakeholders and formalizing local structures to prevent child labor (covered in recommendations above) as well as integrating these considerations into mainstream planning. To date, the project has seen increased functioning and recognition for local groups and integration of child labor concerns into the national CFS guidelines and national curriculum. In addition the DoCL has requested an extra \$250,000 to continue activities with youth and further discussions on monitoring structures are ongoing (Project Director, Project manager and project specialists, ongoing)
17	Midterm evaluation, June 2015	The project, with guidance of the Advocacy Specialist, should promote the development of local ordinances on child labor at province, district or commune level, adapting the model of "Writesops" from the Philippines so support the process.	'Writesops' recommendation not accepted but commune councils will be encouraged to recognize CWGs through local ordinance	The model of 'Writesops' has been considered and is felt inappropriate for this context, where the local government structures are more hierarchal and have less autonomy. However commune councils will be encouraged and supported to formally recognize local Community Watch groups, which will be a local ordinance approved at Commune/District level. In addition the project regularly participates in the Commune Investment Plan meetings, carried out annually, which fix budgets for commune areas. Inserting planning and costs for child labor work at this level is vital and leads to a commitment to certain budget items for the year.
18	Midterm evaluation, June 2015	The project should set aside at least the last six months of the project to assess the key initiatives in a systematic and qualitative way and document the models that prove effective and share with national and sub-national stakeholders.	Project staff	Within planning for FY2016, additional analysis has been budgeted for, including dissemination of the results of this analysis as part of the sustainability plan. More detailed plans for this analysis are under discussion with DoL technical staff before finalizing. (M&E specialist, Aug 16)
19	Midterm evaluation, June 2015	In any future child labor project in Cambodia with a livelihoods component, develop a more equitable offering of livelihood support, not based on the poverty category of the beneficiary household since all beneficiaries are poor but on household choice and resources, and allowing equal budget to agricultural and non-agricultural start-up packages.	DoL/ future projects	Agreed that this is a good recommendation for the future. The project has found that the original start-up budget for packages (\$150/\$55) was small and difficult to provide a viable livelihood starting from this amount. Generally, we would recommend flexibility to adapt to the wide range of livelihood situations and opportunities that are found across a wide project area.

No	Evaluation Date	Recommendation	Recommendation addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
20	Midterm evaluation, June 2015	Future program designs would be advised to set less ambitious beneficiary target numbers to be able to provide more concentrated staff time and concentration of resources to improve the quality of service delivery and beneficiary outcomes.	DoL/future projects	Agreed that the target numbers have been challenging in terms of staff ratios and therefore maintaining quality of outcomes. Research and analysis in the final stage of this project should provide further insight.
21	Midterm evaluation, June 2015	A five year program span is recommended for future projects of this scale and budget to allow sufficient time for implementation to be rolled out once baseline studies and the M&E system have been established in the first year.	DoL/future projects	Agreed that a longer program time, if possible, would be advantageous. In particular the CMEP process, while beneficial, took considerable time meaning that start-up of the project was lengthy.

ANNEX C: Terms of Reference

Terms of Reference Independent Final Evaluation

Cambodians EXCEL PROJECT

Eliminating eXploitive Child Labor through Education and Livelihoods

Date: 12 September 2016

Cooperative Agreement Number: IL-23979-13-75-K

Organization: World Vision, Inc.

Dates of Project Implementation: 12/28/2012-12/31/2016

Total Project Funds: \$10,000,000

Cost Share: \$1,075,750

Acronyms

ASCA	Accumulated Saving and Credit Association
CCWC	Commune Committee for Women and Children
CDRI	Cambodia Development Research Institute
CDW	Child domestic worker
CF	Community Facilitator
CL	Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CNCC	Cambodia National Council on Children
CP	Community Partner
CPC	Child Protection Committee
CWG	Community Watch Group
EXCEL	Eliminating eXploitative Child Labor through Education and Livelihoods
FiA	Fisheries Administration
FLD	Farmer Livelihood Development
HH	Household
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
IO	Intermediate Objective
LC	Local Coordinator
LOP	Life of Project
M&E	Monitoring and Evaluation
MoEYS	Ministry of Education, Youth and Sports
MoAFF	Ministry of Agriculture Forestry and Fisheries
MoLVT	Ministry of Labor and Vocational Training
MSI	Management Systems International
NSC-CL	National Sub-Committee on Child Labor
NGO	Non-Governmental Organization
NPA2-WFCL	National Plan of Action on the Elimination of the Worst Forms of Child Labor
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
PCCL	Provincial Committee on Child Labor
RGoC	Royal Government of Cambodia
SP	Social Protection
SSC	School Support Committees
TSG	Teacher Support Group
TPR	Technical Progress Report
ToT	Training of Trainers
TWG-CL	Technical Working Group on Child Labor
USAID	United States Agency for International Development
USDOL	United States Department of Labor
VCAO	Vulnerable Children Association Organization
WFCL	Worst Forms of Child Labor
WP	Wathnakpheap
WV	World Vision

Background and Justification

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

- Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
- Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
- Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
- Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
- Ensuring the long-term sustainability of these efforts.

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

Project Context³⁵

The high rate of child labor in Cambodia results from the interplay of a complex set of factors that include poverty, migration, poor quality education, cultural acceptance of child labor, limited institutional capacity

³⁵ Drawn from “Decent Work Country Profile: Cambodia. International Labor Organization. 2012 and the World Vision CMEP 2016 Revision

to combat child labor, and limited labor regulation in the informal sector, notably within subsistence farming and fishing sectors.

Although Cambodia has adopted certain policies that address child labor, including signing International Labor Organization (ILO) Conventions 138 and 182 and ratifying the United Nations (UN) Convention on the Rights of the Child (CRC), child labor remains prevalent throughout the country. According to the 2012 ILO *Cambodia Labor Force and Child Labor Survey*, over 25% of children between five and seventeen work, primarily in the agriculture, fishing and forestry sectors. Many of these children carry out hazardous activities, including use of sharp tools and handling and spraying pesticides. Children are also trafficked to and from Cambodia to work in factories, as domestic labor and for commercial sexual exploitation.

According to the problem analysis that was conducted for the Cambodians EXCEL (Eliminating eXploitative Child Labor through Education and Livelihoods in Cambodia) Project, and as documented in the project's Comprehensive Monitoring and Evaluation Plan (CMEP), the key factors contributing to child labor in Cambodia, especially in the project's target regions, fall into two main categories, each with specific subcategories of contributing causes:

1. Precarious household income which increases household vulnerability to using child labor as a livelihoods strategy, buttressed by the following contributing causes:

Limited household income. The provinces where the project will be working experience high poverty rates, ranging from 13.1% to 18.5% of the population³⁶. Low household income puts a family at high risk for becoming involved in child labor.

Lack of diversified sources of household income. Families whose income is derived from a single source face increased odds of financial difficulties that can result from drought or market changes. Having a single source of income greatly increases the risk that a family will resort to child labor when external factors impact their source of income.

Households are vulnerable to debt. A lack of stable income causes households to be vulnerable to debt, which can be difficult or impossible to escape.

Poor access to and low quality of education. While school is free for primary (Grades 1-6) and lower secondary (Grades 7-9), informal fees represent a pervasive barrier to schooling, especially higher grades. On average costs jump 76% from primary school to lower secondary³⁷. This steep rise in fees corresponds with a sharp drop in enrollment by lower secondary school, with rural and urban rates dropping to 33.5% and 42.4%, respectively³⁸. Although primary enrollment figures are higher, the figures include children who are overage for their grade of study in many schools and the low quality of education impacts retention. Teachers are not trained to engage vulnerable children and assist those who are falling behind.

Households have limited access to social protection services. The National Social Protection Strategy (NSPS) is the Royal Government of Cambodia (RGoC) plan for providing a social protection

36 Identification of Poor Households – Cambodia, Ministry of Planning, Royal Government of Cambodia, August 2012.

37 The Impact of Informal School Fees on Family Expenditure. NGO Education Partnership and Education Watch Pilot Project. October 2007.

38 Education Statistics and Indicators: 2011/2012. Ministry of Education, Youth and Sport: EMIS Department of Planning. February 2012.

safety net. However, most rural communities lack knowledge of or access to social protection programs and the programs themselves are often very limited and poorly funded.

Young people have limited employability. A variety of factors may hinder young people's access to training and employment opportunities that can lead them out of poverty and child labor. Of note is limited access to Technical Vocational Education and Training (TVET) opportunities for youth. Vocational training centers at the provincial level do not have the capacity to meet the job-training needs of unskilled youth. Youth in rural areas are also unaware of the opportunities for which they may qualify.

Limited employment opportunities for youth. Most poor youth lack skills that make them readily employable, while those with skills may not find jobs available within their networks or lack access to employers willing to provide safe, entry level work to help them gain the skills and background needed to advance.

2. Weaknesses in the institutional environment, which involve the following contributing factors:

Limited knowledge of and implementation of child labor policies. Despite RGoC-approved child labor policies, national, provincial and local agencies do not implement these policies due primarily to a lack of awareness among officials. Many key points, such as the basic definitions of child labor already approved in existing laws and *prakas* remain relatively unknown to officials, especially those below the provincial level.

Inconsistent coordination. Several ministries, including Agriculture, Labor and Vocational Education; Education; and Social Affairs, have integrated child labor into their strategic plans, but there is no coordination among ministries and implementation is an issue across the board. This is particularly problematic at the provincial level.

Lack of awareness regarding root causes and negative effects of child labor. World Vision's pre-implementation Rapid Assessment found that while some awareness exists on the issue of child prostitution and other worst forms of child labor (WFCL), there is little knowledge of the negative effects of child labor, especially hazardous child labor in the informal sector and domestic child labor. There is also lack of knowledge on key issues such as the impact of adult migration on child well-being and the relationship between land rights and child labor.

Project Description

In December 2012, the US Department of Labor (USDOL), Office of Child Labor, Forced Labor and Human Trafficking (OCFT) issued a \$10 million, four-year Cooperative Agreement to World Vision (WV) to support a reduction in child labor in agriculture, fishing, and domestic service in Cambodia, in line with the above-identified issues. The WV EXCEL project adopted a multipronged approach that uses a variety of interlinked strategies, working at many levels: children engaged in or at risk of child labor, their households, schools where a high percentage of students are at risk of child labor, and institutions that have the ability to create, promote or enforce legislation that provides protection for children. The project also conducts research to further the knowledge base of issues surrounding child labor in Cambodia. The project works with four sub-grantees: Wathnakpheap (WP) Farmer Livelihood Development (FLD), Vulnerable Children Association Organization (VCAO), and Cambodia Development Research Institute (CDRI). The project works in target communities in six provinces and one municipality in Cambodia and is designed to benefit 28,000 children 5-17 years of age at risk or engaged in CL along with 14,000 households of direct beneficiary children.

The EXCEL CMEP identified seven intermediate objectives (IOs) to achieve its theory of change. The linkages among the IOs (listed below) are graphically illustrated in the results framework on the following page.

- IO1: Increased participation of target children in quality education
- IO2: Improved household livelihood among target households
- IO3: Improved access for beneficiary households to child protection and social protection programs
- IO4: Young people 15-17 years old are gainfully employed and prevented from unsafe migration
- IO5: Local and national structures with strengthened capacity to prevent/eliminate child labor and implement a Child Labor Monitoring System (CLMS)
- IO6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat CL in the rural sector and child domestic workers (CDW)
- IO7: Enhanced knowledge of CL in Cambodia.

Critical Assumptions:

Political situation in the country remains calm enough to allow for implementation of project activities.

No major natural disasters occur during project lifetime.

The economy, including the price of rice and other key staples, remains stable.

Project Objective: Reduction in the number of children aged 5-17 years old engaged in and at risk of CL in fishing, agriculture, domestic work and other sectors in target communities in 7 provinces of Cambodia

- Indicators:
 POH.1 % of HH with child laborers below legal working age POH.2 % of HH with children in HCL
 POH.4 % of HH with all children under compulsory school age attending school
 POC.1 % of beneficiary children in CL POC.2 Percentage of beneficiary children in HCL

IO 1: Increased participation in quality education among target children
 Indicator(s): % of target schools with increased enrolment rate,

 % of schools with teachers trained to improve pedagogic performance, % of covered schools with improved safe and healthy learning environment

Supporting Results:
 IO 1.1 Children’s participation in lower secondary education is increased
 IO 1.2 Quality of education services increased

IO 2: Target households’ livelihood improved
 Indicator(s): % of HH with increase in assets, % of households reporting an increase in their number of sources of livelihood

Supporting Results:
 IO 2.1 Households have increased income skills
 IO 2.2 Households have diversified sources of income

IO 3: Improved access to child protection and social protection programs
 Indicator(s): % of covered communities with local systems and structures supportive of the eradication of child labor established and functional (e.g., child protection committees, CWGs, CLMCs CCWCs), % of target household covered by available SP programs

Supporting Results:
 IO 3.1 Community-based child protection mechanisms available and functioning
 IO 3.2 Increased target household membership in available Social Protection programs

IO 4: Young people 15-17 years old are gainfully employed and prevented from migrating

Indicator(s): % of target youth 15-17 years old that developed self-employment strategies, % of target youth 15-17 years old that obtained employment from third parties

Supporting Results: IO 4.1 Increased access of beneficiary youth to employment and income generation opportunities

IO 5: Local and national structures with strengthened capacity to prevent/ eliminate child labor and implement CLMS
 Indicator(s): % of target communes in which a CLMS is carried out regularly

Supporting Results:
 IO 5.1 Provincial and commune level structures (CPC, CCWC) are strengthened to carry out CLMS and action against CL

 IO 5.2 2nd NPA on CL, and local bylaws and ordinances on CDW and CL in the informal sector are passed by relevant authorities

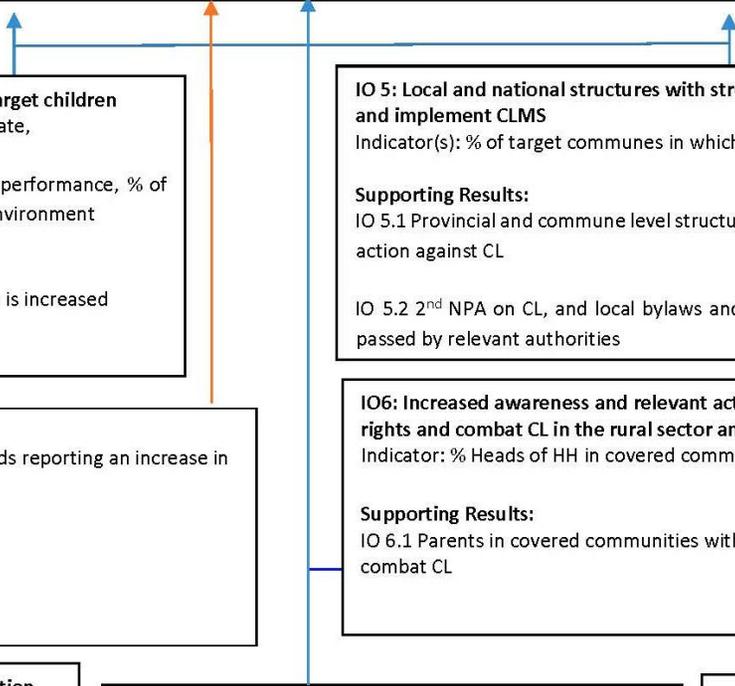
IO6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat CL in the rural sector and CDW
 Indicator: % Heads of HH in covered communities who express a negative attitude toward CL

Supporting Results:
 IO 6.1 Parents in covered communities with increased awareness and attitudinal change to combat CL

IO 7: Enhanced knowledge on CL in Cambodia

Indicator(s):
 Knowledge generated by the project is disseminated among key stakeholders

Supporting Results:
 IO 7.1 Dissemination of information on CL increased



Activities Intended to Achieve Project Objectives

IO 1: Increased participation in quality education among target children.

To increase children's participation rate in lower secondary education, EXCEL made direct and alternative education services available for children from primary school through lower secondary level. For formal primary school (kindergarten through Grade 6), beneficiaries received scholarships, mentoring and counseling. Children engaged in child labor received tutoring and access to catch-up programs in order to accelerate their learning so that they could be placed in a grade level as appropriate for their age as possible.

To improve the quality of education services, EXCEL implemented a teacher training program in target schools, combining academic content and development of pedagogical skills with raising awareness and providing training for advocacy on child labor and child rights. EXCEL conducted a safety and health assessment of every target school, to guide improvements so that schools meet minimum quality standards.

School capacity building and training focused on School Support Committees and school councils.

IO2: Beneficiary households with improved livelihoods.

To provide households with increased production of food and/or income, the project implemented diverse forms of livelihood support. This included new forms of agriculture, new livestock, business opportunities or training. For families that already grow crops, the project helped to improve their productivity and introduce other short-term options, including integrated bio-intensive vegetable backyard gardening or forms of animal husbandry that are possible with little or no land, or land that is frequently inundated with water.

To promote diversified income sources, EXCEL provided training for household members on how to add economic activities that cushion against market shocks. EXCEL also helped target households access financial services including community-based savings groups, financial education and referrals to reputable microfinance groups (in Years 3 and 4).

IO3: Improved access of beneficiary families to child protection and social protection programs.

The project gradually referred beneficiary households to government social protection programs across the country where available, along with NGO programs offering social services. EXCEL built knowledge of local Child Labor Monitoring Committees (CLMCs) and Commune Committees for Women and Children (CCWCs) on available social protection programs in their particular area. CLMCs/CCWCs provided updated information on services to child labor monitors and oversaw the referral process at the commune level.

To extend social protection services to child domestic workers (CDWs), the project (with VCAO as the expert in this area) provided training to social workers of the Ministry of Social Affairs, Veteran, and Youth Rehabilitation (MoSAVY), local police, and commune leaders regarding issues of child labor, child domestic labor, and child rights. This training helped social workers know the rights of children and the potential services available to them.

IO4: Young people 15-17 years old are gainfully employed and prevented from unsafe migration.

To provide youth with increased employability through marketable skills, EXCEL carried out three strategies: a) assessment of markets, skills, alliances, partners, and safe work for youth; b) technical training and job placement assistance for target youth; and c) youth entrepreneurship/livelihood training.

To increase access to employment opportunities and links to financial services for youth, EXCEL provided livelihood and entrepreneurship trainings for youth 15-17 years old who are permanently out of formal education, including training on developing a business plan for an enterprise, skills in negotiation, understanding market demand and identifying opportunities and financial education.

IO5: Local/national structures with strengthened capacity to prevent/eliminate child labor and implement CLMS.

EXCEL worked with stakeholders at the national level to finalize the second draft of the National Plan of Action on the Elimination of the Worst Forms of Child Labor (NPA2-WFCL) and National Guidelines on child labor in the fisheries sector. The project also worked with relevant ministries to update and create new *prakas* for specific sectors, including integrating CL into child-friendly school guidelines. Key provincial authorities participated in Training of Trainers (ToT) to ensure they transmit their knowledge to lower government levels.

IO6: Increased awareness and relevant actions among community stakeholders to promote child rights and combat child labor in the target areas and among CDWS.

EXCEL supported increased awareness and action by parents and community stakeholders, Child Protection Committees [CPC], and Cambodia Women's Crisis Center [CWCC] on the hazardous forms of child labor (agriculture, fishing, CDW) and the importance of education beyond primary school. Information was disseminated regarding the need to reduce child labor and the importance of education, social protection and appropriate activities for children. EXCEL used mass mobilization efforts combined with interactive and interpersonal awareness-raising techniques. It sponsored a series of radio broadcasts and involved target private sector groups in the effort against child labor.

IO7: Enhanced knowledge on child labor in Cambodia.

EXCEL addressed key information gaps on child labor-related issues (CDW, adult migration, landlessness) by conducting studies led by CDRI and will focus on issues surrounding child labor and themes relevant to the EXCEL project and involved collaboration with the Royal University of Phnom Penh.

Purpose and Scope of Evaluation

OCFT-funded projects are subject to interim and final evaluations. This final evaluation, conducted two months prior to project end, is intended to:

- Determine whether the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), is appropriately formulated and whether there are any external factors that are affecting it in a positive and/or challenging way;
- Assess the relevance and effectiveness of all project interventions;
- Assess the efficiency of project interventions and use of resources; and

- Document lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Cambodia, and in other implementation regions.

The evaluation will assess whether the project's interventions and activities had achieved the overall goals of the project, and the reasons why this has or has not happened. The evaluation should also document lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Cambodia and similar environments elsewhere, as appropriate. Recommendations should focus around lessons learned and promising practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

The scope of the final evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with World Vision. All activities that have been implemented from project launch through the time of evaluation fieldwork should be considered. The evaluation will assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation, its effects on project beneficiaries, and an understanding of the factors driving the project results. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions –listed by theme and in relative priority order;

The evaluation will address the following issues and specific questions (see Annex A-Questions Matrix):

Evaluation results:

1. How effective has the project been in achieving its intermediate and supporting objectives? What have been the main factors influencing the achievement or non-achievement of the objectives?
2. Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?
3. Has the project been successful in dealing with the main obstacles or barriers that it identified as important to addressing child labor in Cambodia? (see the problem analysis section of CMEP).
4. By the end of the project, is there any evidence that improvements in livelihoods opportunities have helped households reduce their children's participation in labor?
5. By the end of the project, is there any evidence that youth assisted through the project have sustained employment as a result of project activities?

Evaluation implementation:

6. How did the project adapt its strategies to its target groups and/or implementation challenges?
7. What role has migration had in the overall implementation of the project? What strategies did the project adopt given its challenges in identifying beneficiaries for livelihoods?

Sustainability:

8. How does the grantee's exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended?

Monitoring and Evaluation:

9. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?
10. Were the recommendations and lessons learned from the midterm evaluation integrated into the project's strategy after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?
11. Has data quality and reliability improved over the life of the project? If so, what good practices were adopted by the project to improve data collection, quality, and verification over the life of the project? If not, what were the challenges the project faced?

Evaluation Methodology and Timeframe

The evaluation methodology will consist of the following activities and approaches:

Approach

The evaluation approach will be participatory in nature and will involve mixed methods. To ensure stakeholder ownership, the evaluator will work closely with USDOL and the grantee to finalize the evaluation design and sampling criteria. Quantitative data will be drawn from CMEP indicator tables and the baseline and endline surveys. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (teachers, parents and children) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

- Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
- The analysis of project results will be based on an indicator-by-indicator examination of reported results, comparing progress toward targets from project start to mid-point to end.
- Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

- Gender and cultural sensitivity will be integrated in the evaluation approach.
- Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
- As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

Evaluation Team

The evaluation will be led by Deborah Orsini, a senior international development evaluator with long term experience with child labor projects and USDOL's Comprehensive Monitoring and Evaluation Plan approach. Ms. Orsini will be assisted by a seasoned Cambodian interpreter who also supported the EXCEL interim evaluation.

One member of the project staff may travel with the team to make introductions. This person will not be involved in the evaluation process.

The international evaluator will be responsible for developing the methodology in consultation with MSI, USDOL, and the project staff; assigning the tasks of the interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluator is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

Field Sampling and Site Selection

The evaluator will visit four among the seven implementation provinces, in addition to a domestic child labor initiative in the capital. In each province visited, the evaluator will interview stakeholders and beneficiaries in two communes. The selection of intervention sites will meet the following criteria:

- Representation of all key EXCEL sectors (agriculture, fishing, CDW) among the communes selected.
- Choice of communes in Banteay Meanchey and Battambang where cross-border migration is a factor in child labor.
- Representation of all implementing partners across the selected provinces, districts and communes (WV, Wathnapheap, FLD, VCAO).
- Representation among proposed communes to include both those that reflect both stronger and weaker rates of beneficiary uptake of livelihoods, ASCA, and youth employment interventions.
- A balance among proposed districts and communes in terms of potential longer term sustainability.

Criteria for sampling interviewees/beneficiaries:

Direct beneficiaries- Focus groups of no more than seven participants:

- Beneficiary children from among the three target age groups (at least two groups per site): 5-11, 12-14 and 15-17 years, comprising approximately equal numbers of female and male beneficiaries. The sample will include recipients of the range of project education and vocational training services.
- Beneficiary households who have benefited from livelihoods services and/or ASCA.

Local government, implementing partners and other stakeholders- in-depth interviews with no more than three persons in one meeting:

- Key staff of WV and its implementing partners who have significant implementation responsibilities under the project (specialists and coordinators).
- Representatives of provincial, district and commune, local government with whom the project directly interacts.
- Teachers and members of community volunteer groups including School Support Committees, CWGs, CCLMCs and Commune Women and Children Committees.
- Representatives of national agencies with responsibility for child labor (Technical Working Group for Child Labour, MoLVT, MoEYS, MoAFF and MoSAVY)
- Representative of the U.S. Embassy knowledgeable of the project and its achievements and challenges.

Data Collection Methodology

1. Document Review

Pre-field visit preparation includes extensive review of relevant documents, including non-project documentation on child labor in Cambodia. During fieldwork, documentation will be verified and additional documents may be collected. Documents may include:

CMEP documents,
 Baseline and endline survey reports,
 Project document and revisions,
 Cooperative Agreement,
 Technical Progress and Status Reports,
 Project Results Frameworks and Monitoring Plans,
 Work plans,
 Correspondence related to Technical Progress Reports,
 Management Procedures and Guidelines,
 Research or other reports undertaken by the project (migration study, etc.), and
 Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluator will finalize the question matrix in Annex A, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluator will

solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area, as applicable
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff member knowledgeable of the project

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

Stakeholder Meeting

Following the field visits, the evaluator will hold a stakeholders meeting on October 25, 2016, that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present preliminary findings and conclusions, review potential recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Discussion of lessons learned, good practices, potential for sustainability, and recommendations for future projects.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

Limitations

Fieldwork for the evaluation will last twelve days. As such, the evaluator will not have enough time to visit all project sites. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

Timetable

The tentative evaluation timetable is as follows. Dates in **bold** are those events which were completed by the time of this draft TOR. All other dates may be adjusted as needs arise.

Task	Date
Background project documents sent to MSI	8-19-16
Evaluation launch call	8-23-16
OCFT submits evaluation TOR template to MSI	8-23-16
Logistics call-Discuss logistics and field itinerary	8-26-16
MSI sends minutes from logistics call	8-26-16
Cable clearance information submitted to USDOL	8-29-16
OCFT submits evaluation questions to MSI	9-1-16
MSI sends draft TOR to OCFT and grantee	9-7-16
Identify a list of stakeholders	9-7-16

Task	Date
Finalize field itinerary and stakeholder list for workshop	9-15-16
Finalize TOR with USDOL and Grantee	9-16-16
Interview call with USDOL & Project Staff	9-28-16
Fieldwork	10-10 to 10-25-16
Post-fieldwork debrief call	10-28-16
Draft report to MSI for Quality Control review	11-15-16
Draft report to USDOL & Grantee for 48-hour review	11-16-16
USDOL and Grantee comments due to MSI	11-18-16
Report revised	11-22-16
MSI submits revised report to USDOL	11-23-16
USDOL and stakeholder comments after full 2-week review	12-7-16
Final report to USDOL	12-12-16
Final approval of report	12-16-16
Editing	12-20-16
508 compliance review	12-21-16
Final edited report to COR	12-22-16
Final edited report to grantee and stakeholders	12-22-16

Expected Outputs/Deliverables

Three weeks following the evaluator's return from fieldwork, a first draft evaluation report will be prepared for submission to USDOL. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Project Description
- V. Evaluation Objectives, Methodology and Evaluation Questions
- VI. Findings, Recommendations and Conclusions
 - A. Findings – answers to each of the evaluation questions, with supporting evidence
 - B. Conclusions – interpretation of the facts, including criteria for judgments
 - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
 - D. Lessons Learned and Good Practices
- VII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

Evaluation Management and Support

MSI is responsible for Evaluation Management and Support to the lead evaluator, Deborah Orsini. MSI will provide full logistical and administrative support for the evaluator, including travel arrangements and per diem. MSI will also provide funding for the local interpreter, including airfare and per diem. World Vision will cover the cost of all local overland transportation and of the venue, printing and projection requirements for the stakeholders meeting in Siem Reap

TOR Annex A: Evaluation Questions Matrix

The specific questions listed in the TOR are arranged by relevant issues.

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
TOR Issue – PROJECT RESULTS		
<ol style="list-style-type: none"> How effective has the project been in achieving its intermediate and supporting objectives? What were the main factors influencing achievement or non-achievement of the objectives? Was the project's Theory of Change as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP) valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation? Has the project been successful in dealing with the main obstacles or barriers that it identified as important to addressing child labor in Cambodia? (see the problem analysis section of CMEP). By the end of the project, is there any evidence that improvements in livelihoods opportunities have helped households reduce their children's participation in labor? By the end of the project, is there any evidence that youth assisted through the project have sustained employment as a result of project activities? 	<p>OVERVIEW: Key project staff: Project Director, M&E Specialist Implementing partners Cross-section of national stakeholders – Cambodia National Children's Committee, community partners. Other development partners (USAID, UNICEF, ILO)</p> <p>Education: Education Specialist Local partner staff School staff Parents Child beneficiaries School Support Committees Student Councils</p> <p>Livelihoods: Livelihoods Specialist Local implementing partners Commune authorities Beneficiary HHs (adult and youth)</p> <p>Youth: Education and livelihoods specialists Local partner staff Service providers Youth beneficiaries Commune authorities</p> <p>Advocacy: Advocacy Specialist Government ministries, including MoLVT, DoCLVT, MoEYS, MAFF, MoSAVY National committees: TWG-CL, Cambodia National Children's Committee, PCCL Other development partners (USAID, ILO, UNICEF) CWGs, CLMCs</p>	<ul style="list-style-type: none"> CMEP document, especially the Problem Analysis and Theory of Change Project Document Technical Progress Reports, including the CMEP indicator data Baseline and endline surveys for context <p>For migration: CDRI research</p>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
	Social Protection: MoSAVY CWGs, CLMCs Migration: CDRI	
TOR Issue – PROJECT IMPLEMENTATION		
<ol style="list-style-type: none"> How did the project adapt its strategies to the different target groups and/or implementation challenges? What role has migration had in the overall implementation of the project? What strategies did the project adopt given its challenges in identifying beneficiaries for livelihoods? 	OVERVIEW: Key project staff: Project Director, M&E Specialist Implementing partners Cross-section of national stakeholders – Cambodia National Children’s Committee, community partners.	CMEP document, especially Problem Analysis and Theory of Change Project Document Technical Progress Reports
TOR Issue – SUSTAINABILITY		
<ol style="list-style-type: none"> How does the grantee’s exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended? 	Project Director and senior staff World Vision National Director Implementing partner Project Managers National government stakeholders (e.g. MOLVT, MOEYs, relevant national child labor committees, local government stakeholders CWG/CLMC members School and vocational training provider stakeholders Livelihoods and savings service providers	<ul style="list-style-type: none"> Project Document TPR Technical Narrative
TOR Issue – MONITORING AND EVALUATION		
<ol style="list-style-type: none"> Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made? Were the recommendations and lessons learned from the midterm evaluation integrated into the project’s strategy after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations? Has data quality and reliability improved over the life of the project? If so, what best practices were adopted by the project to improve data collection, quality, and verification over the life of the project? If not, what were the challenges the project faced? 	Project Director Operations Manager M&E Specialist Partner field staff and volunteers who use the monitoring tools CWGs (responsible for recording beneficiary data) Field officers (responsible for entering data) Database Validation: Cross check beneficiary status during field visits with DBMS	<ul style="list-style-type: none"> Technical Progress Reports M&E system tools and database CMEP and DBMS/CMEP database Data generated by the system for a random selection of indicators

TOR Annex B: Proposed List of Stakeholders to Be Interviewed

Direct beneficiaries- Focus groups of no more than seven participants:

- In each intervention site, beneficiary children from at least two of the following three target age groups will be met: 5-11, 12-14 and 15-17 years, comprising approximately equal numbers of female and male beneficiaries. The sample will include recipients of the range of project education and vocational training services and participants in School Councils or other CL-related clubs or activities.
- Beneficiary households who have benefited from livelihoods services and/or ASCA.

Local government, implementing partners and other stakeholders- in-depth interviews with no more than three persons in one meeting:

WV and implementing partner key staff who play central implementation roles under the project

Representatives of provincial, district and commune local government with whom the project directly interacts.

Teachers and members of community volunteer groups including School Support Committees, CWGs, CCLMCs and Commune Women and Children Committees.

Representatives of national agencies with responsibility for child labor and well versed in the project's intervention and results (e.g. Technical Working Group for Child Labour, MoLVT, MoEYS, MAFF and MoSAVY)

Representative of the U.S. Embassy knowledgeable of the project

TOR Annex C: Tentative Field Schedule

The itinerary outlined below will enable the evaluator to visit two communes in each of four provinces. As Monday October 24 is a national holiday, the stakeholder meeting will take place on Tuesday October 25.

Dates	Location	Agenda
10-11	Phnom Penh	Meet national team, partner NGOs and key government partners
12-13 (morning)	Kampong Cham	Visit 2 communes
13 (afternoon)	Fly to Siem Reap	
14 + 17	Siem Reap	Visit 2 communes
18	Banteay Meanchey	Visit 2 communes (examine issues re migration over Thai border)
19-20	Battambang	Visit 2 communes
21	Battambang/ travel back to SRP	
25	Stakeholder meeting- SRP	70 attendees from all project target provinces and national government representatives

ANNEX D: Desk Review Documents

Project Documents:

World Vision Technical Proposal- Cambodians EXCEL- Eliminating eXploitative Child Labor through Education and Livelihoods, October 2, 2012

USDOL Cooperative Agreement, IL-23979-13-75-K to World Vision, Inc., Nov. 20, 2012

Solicitation for Cooperative Agreement Applications (SGA-12-08) dated August 3, 2012

USDOL Management Procedures and Guidelines MPG FY 2012

World Vision EXCEL Workplan October 2013

EXCEL Independent Interim Evaluation, May 2015

USDOL Examination Report January 6, 2016

EXCEL CMEP, Updated September 2016

EXCEL Baseline Study Report, 2013

EXCEL Preliminary Endline Study Report, September 2016

World Vision Technical Progress Reports and Annexes, Comments and Replies

April 2013 TPR

October 2013 TPR

April 2014 TPR

October 2014 TPR

April 2015 TPR

October 2015 TPR

April 2016 TPR

Oct. 2016 TPR

CDRI Research reports:

Vutha Hing, Pide Lun and Dalis Phann. The Impacts of Adult Migration on Children's Well-being. The case of Cambodia. CDRI. Phnom Penh, July 2014.

Dalis Phann, Sokcheng Phay, Kimsun Tong and Dorina Pon. Landlessness and Child Labour in Cambodia, CDRI. Phnom Penh. January 2014.

Keosothea Nou, Phina So and Bandeth Ros. CDRI. Child Domestic Labour. CDRI. Phnom Penh. January 2015.

CDRI Research Synthesis Report, January 2016

Other Reports

MoEYS Child Labor Manual, 2016

UNICEF/USDOL Study "The Role of CCWC and Informal Community-Based Child Protection Mechanisms in Cambodia," 2016

ANNEX E: Field Schedule

Date	Time	Activity	Venue
10-Oct-16	8:30	Meeting with education specialist	Browns Coffee, near WV national office
	9:00	Introduction to project and project team	WV National Office
	9:30	Introduction to National Director, World Vision	WV National Office
	10:00	Interview with Fisheries Administration	MAFF/ FiA office
	11:00	Introduction to Associate Director, World Vision	WV National Office
	11:10	Interview with project director	WV National Office
	12:00	Meeting with livelihood specialist	WV National Office
	12:30	Meeting with ME specialist	WV National Office
	14:00	Interview Wathnakpheap key staff	WP office
	15:00	Interview with Ministry for Education	Department of Secondary Education, Norodom (corner 310)
	16:00	Interview with advocacy specialist	WV National Office
	16:30	Interview with Operations Manager	WV National Office
11-Oct-16	8:30	Meeting with US Embassy	US Embassy
	10:00	Meeting with representatives of National Sub-Committee on Child Labor	Ministry of Labor
	11:30	Interview and lunch with FLD project director and key staff	FLD office
	14:30	Meeting with Child Labor Monitoring Committee, Phnom Penh	Tuol Kork Khan office
	15:30	Meeting with Child Domestic worker focus group, Phnom Penh	Tuek Laor school
	16:30	Meeting with VCAO director and key staff	VCAO head office
12-Oct-16	7:30	Travel to Kampong Cham province	
	10:00	Meet commune chief/ CCWC	Trapeang Preah commune office
	11:00	Meet child focus group (primary)	Koly primary school
	12:00	Lunch	
	13:30	Meet village chief/ CWG group	Ang village
	14:15	Meet adult focus group (livelihoods)	Ang village
	15:45	Meet youth focus group (livelihoods)	Treong village

Date	Time	Activity	Venue
	17:30	Travel to Kampong Cham town	
13-Oct-16	7:15	Travel to Chirou Ti Pir commune	
	8:00	Meet commune chief/ CCWC	Chirou Ti Pir commune office
	8:45	Meet adult focus group (livelihoods)	Toul Vihear village
	10:15	Meet school directors	Toul Vihear primary school
	10:45	Meet youth focus group (school)	Sresiem village
	11:45	Meet village chief	Andong Chea
	12:15	Lunch/ travel back to office	
	13:30	Meet with Kampong Cham staff	WP province office
	14:30	Travel back to Phnom Penh	
	19:40	Fly to Siem Reap- Soma Devy Angkor Hotel	
14-Oct-16	7:00	Travel to Spean Tnaot commune, Siem Reap	
	8:00	Commune chief and CCWC interview	Spean Tnaot commune office
	8:30	Meeting with commune social fund group	Spean Tnaot commune office
	9:30	Travel to Thnal Lok village	
	10:00	Meet adult focus group (livelihoods)	Thnal Lok village
	11:30	Lunch	
	13:00	Meet savings focus group	Taar Lok village
	14:00	Meet youth focus group (livelihoods)	Thnal Lok village
	14:45	Meet youth focus group (Student Council)	Ou Samaki Primary School
	16:00	Meet teachers group and SSC representatives	Ou Samaki Primary School
	17:30	Return to Siem Reap	
17-Oct-16	7:30	Travel to Tropong Thom & Mean Chey Commune, Siem Reap	
	8:00	Meet youth focus group (Student Council)	Ta Ey Secondary School
	8:40	Meet teachers support group (school)	Ta Ey Lower Secondary School
	9:20	Travel to Trapeang Thom village	
	9:40	Meet adult focus group (savings)	Tropong Thom
	10:30	Meet youth focus group (livelihoods)	Tropong Thom
	11:30	Meet village chief/ CWG group	Tropong Thom

Date	Time	Activity	Venue
	12:15	Lunch and travel to Don Num village	
	13:30	Meet with village chief/ CWG group	Don Num
	14:15	Commune chief & CCWC interview	Mean Chey commune office
	16:00	Visit households implementing home gardening	Don Num
	16:30	Meet adult focus group (livelihoods)	Don Num
	17:30	Primary School teachers and SSC	Chear Smon Primary School
	18:30	Return to Siem Reap	
18-Oct-16	7:00	Travel Siem Reap to Tuek Chour commune, Banteay Meanchey	
	9:00	Thmei village, adult focus group (savings)	Saving Leader's home
	10:30	Meet youth focus group (livelihoods- sewing association)	Savry Sewing Association- Thamei Village
	12:00	Travel to Poy Char commune Phnom Srok (Ang Troping Thmor)	
	13:00	Meet commune chief and social fund group	Ta Ong primary school
	14:00	Meet adult focus group (livelihoods- music)	Ta Ong primary school
	15:30	Meet school director and teachers	Ta Ong primary school
	16:00	Meet youth focus group (Student Council)	Ta Ong primary school
	17:00	Meet village chief/ CWG group	Ta Ong primary school
		Travel on to Sisophon town, Banteay Meanchey	
19-Oct-16	7:30	Meet Banteay Meanchey staff	World Vision, Banteay Meanchey
	8:15	Travel to Ta Meun commune, Battambang	
	10:00	Meet commune chief/CCWC, travel on to Ta Sei village	Ta Sei primary school
	11:00	Meet school director and Community Librarian	Ta Sei primary school
	12:00	Lunch	
	13:30	Meet adult focus group (livelihoods)	Ta Sei village
	15:00	Meet youth focus group (livelihoods)	Ta Sei village
	15:30	Meet youth focus group (school)	Ta Sei village
	16:30	Visit households implementing home gardening	Ta Sei village
	17:00	Travel on to Battambang town	
20-Oct-16	7:30	Travel to Ta Pon commune, Battambang	

Date	Time	Activity	Venue
	8:00	Meet commune chief/CCWC	Ta Pon commune office
	8:30	Meet social fund group	Ta Pon commune office
	9:00	Community Learning Center	Ta Pon Commune CLC
	9:15	School director and teacher support group	Ta Pon primary school
	10:00	Meet youth focus group (school)	Ta Pon primary school
	10:30	Meet School Director and Teachers Support Group	Ta Pon primary school
	11:00	Meet adult focus group (savings)	Ta Pon village
	12:30	Lunch	
	13:30	Meet sewing group	Ta Pon Village
	14:30	Travel to Svay Sor Village	
	15:00	Meet village chief/ CWG group	Svay Sor pagoda
	16:00	Meet adult focus group (savings)	Svay Sor pagoda
	17:30	Travel to Battambang	
21-Oct-16	8:00	Meet Battambang staff team	World Vision operations office, Battambang
	9:30	Meet with district education office	Thmor Kaul DoE office
	10:30	Meet with Primary School	Tum Poug
	11:30	Travel to Siem Reap	
	15:00	Meet provincial child labor committee, Siem Reap	PCCL- Provincial Office
	16:30	Meet Siem Reap staff	World Vision Siem Reap
	17:00	Stay in Siem Reap	
24-Oct-16	15:00	Siem Reap	WV M&E Specialist
25-Oct-16	8:30	Validation workshop	Siem Reap

ANNEX F: List of Interviewed Key Informant Organizations

World Vision Staff, Phnom Penh

World Vision, Siem Reap

World Vision, Battambang

World Vision, Banteay Meanchey

WP

FLD

VCAO

MoEYS

MoLVT

MoAFF, Fisheries Administration (FiA)

Siem Reap District Office of Education

PCCL, Siem Reap

ANNEX G: National Stakeholder Workshop Agenda, Outputs and Participants

National Stakeholders' Workshop – 25 October 2016

Angkor Paradise Hotel, Siem Reap

Time	Activity
7:30 – 8:00 a.m.	Registration
8:00 – 8:40	Welcome and opening remarks <ul style="list-style-type: none"> Welcome Message by Mr. Leng Vireak, Associate Director, Grants and Projects, Integrated Operations Opening speech by H.E. Ms. Soeung Sar Sochetta, Secretary of State, MoLVT.
8:40 – 9:15	Overview of EXCEL Project Summary of project achievements
9:15 – 9:30	Introduction to evaluation methodology and process of workshop
9:30 – 10:00	Refreshment break
10:00 – 10:40	Presentation of preliminary findings from evaluation (1)
10:40 – 11:00	Questions and discussion
11:00 – 11:40	Presentation of preliminary findings and recommendations of the evaluation (2)
11:40 – 12:00	Questions and discussion
12:00 – 1:30	Lunch
1:30 – 1:45	Introduction to findings discussion
1:45 – 3:00	Group discussion: Reflection on findings Discussion followed by brief presentation from each group
3:00 – 3:20	Break
3:20 – 3:50	Continuing presentations from groups
3:50 – 4:10	Final questions and summing up by evaluator
4:10 – 4:30	Closing remarks

National Stakeholder Workshop - Group Discussion 6 Provincial and 1 National

TEAM REPORTS ON SUSTAINABILITY

SIEM REAP

Priority	Mechanism	Resources
1. Child labor monitoring at school and community continues so that drop-out rate stays low	School monitor- TSG at district level; school director is member- report to CWG, CCWC & PCCL	School director, teachers, SSC and commune/ village chief (local authority) Student council coordinates and provides resources including peer education
2. Social fund- - helps vulnerable children - helps vulnerable women, especially for delivery of baby - helps older people	Commune structure (commune chief is chair of social fund group)-	Commune Chief, Vice chief and members, Pagoda committee Generous people give to social fund in community Funds from other charitable donors At school we have box for needy children- discuss with SC how to use
3. Savings groups (different from social fund) Support children who are in need by providing money at low interest (group leader can authorize loans at lower interest rate) No relevant documents required (as with microfinance orgs) Help victims in the group (if they face accident or shocks such as house fire)	Pre-existing mechanism- savings group committee	Commune chief doesn't hold box-just coordinates if problem (this is done by group leader and committee) Group members also help coordinate and approve loans. CWCC can also act as advisor/ support to the group and in identifying needs
4. Youth- those trained in vocational training should be sustained - their skills help businesses-help customers – need to monitor to make sure they are using skills	CCWC village chief and CWG	POE, POL, POA, commune council track markets for youth. If commune council has budget, they can help youth.

BATTAMBANG

Priority	Mechanism	Resources
1. Raise awareness	Eliminate CL	School director, teachers, local authorities and community- all participate.
2. Program support to needy HH	Provide program support to needy HH and their children	Children operate fishing, etc. Dissemination thru radio, TV and monks Local authorities, parents, children, enterprise managers
3. Catch-up classes to children who drop out	Build capacity Peer education, provide scholarships	Schooling materials, food, rich people
4. Establish social fund	Increase membership of social fund and organize community to publicize	Generous people, pagoda committee
5. Reduce unsafe Migration	Disseminate and building awareness on safe migration	Local authorities disseminate documents on Safe migration

PHNOM PENH

Priority	Mechanism	Resources
Monitoring student learning to sustain	Attendance list, family living conditions, involve caretaker, school authorities, focus on children's health	Teacher, school director, parents CCWC commune council
Help victim children	Raise awareness of Safe Commune and SAKA- no abuse, gambling, traffic accidents etc.	Budget from partner and state, local authorities, generous people, CCWC, commune council

Priority	Mechanism	Resources
Awareness raising to children/families on CL	In place- raise awareness of parents- marketing/training	Savings group, rich people, authorities, commune council
Catch up classes for slow learners during school break	Awareness Raising to parents for them to understand the importance of education (Parents Awareness Day)	Mobilize as much funding as possible from the community, for instance in 2016 there was Money to support teachers 200000 Riel.
Peer Education	School Director establishes peer education groups and builds capacity of the child group leader on management and teaching methodologies	Mobilize fund from the community to buy teaching materials and encourage the group leader
Supporting learning materials, clothes, shoes to poor children, children with disability, orphans after EXCEL fund finishes	Establish Peer Support Groups in schools Disseminate to the community ,parents and commune council to understand about Children Peers Support Groups School Director ,Monks , CLMC and Children Groups identify children in needs.	Mobilize fund from the community to help children
Monitoring process of school director and commune council on Child Labour	CLMC in school catchment areas monitor child labour regularly	Commune Council ,School Director , Teachers ,Peer Education Groups
Groups using chicken feed milling machine	Strengthen the capacity of Chicken Feed Milling Machine in managing and maintenance the machine	Existing materials Incomes from chicken feed milling
Youths who are having skills training still continue their business	Authority still monitors and support youths' business process Expand more business	Existing materials Maintenance of existing materials Save the incomes from the business
Farmers who received supports gardening ,fish and chicken raising still keep their activities going	Authority and relevant stakeholders will continue monitoring and supporting	Existing materials Maintenance of existing materials Save the incomes from the business

PURSAT

Priority	Mechanism	Resources
Provide catch-up class to weaker students during vacation	Primary school vacations – help parents to know value of education, organize parents meetings to inform on student progress	Raising budget from community – distributed leaflet to ask community to contribute.
Peer education continues- during school year and vacation- G1-6- alternates am/pm.	Reentry for weak students School director creates peer tutors, builds capacity to lead Students in G6 teach others	Raise resources form community for teaching materials and incentives for students. New for each new school year. Form budget committee- after contribution 125,000 riels to help peer education CLMC will select children to help
Child labor monitoring by school director and commune chief	School monitors and peer educators	School director, peer educators

BMC

Priority	Mechanism	Resources
Monitor CL and withdraw children from province to village level (PCCL, CCWC, etc.)	Monitor and report on CL Provide vocational training to youth Provide scholarship to children Conduct inspection Raise awareness on CL	POL, POE, CCWC, CWG, school director/teachers, commune and village chief, CPs

Priority	Mechanism	Resources
	Identify job opportunities	
Community Social Fund	Expand and improve committee activities Increase dissemination to wider group Help vulnerable children and CL Provide school materials	Local authorities, village/ commune/district chiefs, police, pagoda committee, monks, school, donors, generous people, community resources
Efficiency and effectiveness of teaching and learning	Monitoring and reporting on CL Catch up class Scholarships Mobilize children to enroll and attend school Awareness raising/ dissemination on importance of education Expand Student Council and peer educators	POE, DOE, School, CCWC, SSC, Student councils
Continue providing skills trainings to youth and HH	Cascade skills trainings Increase membership of groups in the community Help find job markets	POL, local authorities, target youths, target HH, community partners
Saving Group	Continue savings Strengthen fund structure Transform groups to credit development association Increase membership in groups Increase job/careers opportunities	Village/commune/district authorities Saving groups POA MFIs/ Banks
CL Inspection in private companies	Fine employers who are non-compliant	12 prakas- compulsory inspections- fines.

KC/TK

Priority	Mechanism	Resources
School attendance sustained	Establish structure for committee monitoring MOU village to district	CCWC, existing budget
LH- small businesses	Form monitoring committee on markets and investments Conduct small businesses Inspection	Provide training on trading-vegetables, animal raising CLMC
Increases awareness on child labor	Monitor child work in commune, villages, companies etc Disseminate labor law	Existing budget/resources

NATIONAL

Priority	Mechanism	Resources
Scholarship program	Existing sub-decree (being implemented and expanded)	Government and relevant stakeholders
Child-friendly school	Child-Friendly School Guidelines	Government and relevant stakeholders
Community Learning Center	Guidelines on literacy training and basic skills	Government and relevant stakeholders
Literacy program	Books and documents on literacy Recruit contract teachers (using existing structure)	Government and relevant stakeholders
Monitoring CL	Monitor child labor in EXCEL provinces	Government and relevant stakeholders

Priority	Mechanism	Resources
NPA2 (2016-2025)	Implementation and dissemination	Government and relevant stakeholders
Producer Groups	Disseminate to youth	Government and relevant stakeholders
Establish legal framework on CL	Implement more child labor inspections through CL inspectors	Government and relevant stakeholders
Establish national committee on CL	Participation from other ministries and relevant stakeholders	Government and relevant stakeholders
Establish and strengthen existing sub-national child labor committees	Meetings to enhance and disseminate information	Government and relevant stakeholders
Cooperation with partner and government ministries	Implement necessary tasks with inter-ministerial groups and development partners (Ministry of Agriculture, Ministry of Education)	Government and relevant stakeholders
Workshop to increase awareness on CL – national and subnational	Arrange workshops at national and sub-national level to increase knowledge of concerned government officials	Government and relevant stakeholders

Participants at Stakeholders Meeting – October 25, 2016

Ref	Gender	Role	Workplace	Province
1	F	Secretary of State	Ministry of Labour and Vocational Training, Phnom Penh	National level
2	F	Deputy, Department of National Planning	Ministry of Labour and Vocational Training, Phnom Penh	National level
3	F	Assistant to Secretary of State	Ministry of Labour and Vocational Training, Phnom Penh	National level
4	M	Driver	Ministry of Labour and Vocational Training, Phnom Penh	National level
5	M	Director Department of Labour	Department of Child Labour, Phnom Penh	National level
6	M	Deputy, Department of Labour	Department of Child Labour, Phnom Penh	National level
7	M	Deputy, Department of Labour	Department of Child Labour	National level
8	M	Deputy, Department of Labour	Department of Child Labour	National level
9	M	Deputy, Department of Labour	Department of Child Labour	National level
10	F	Deputy Secretary of State	Fisheries Administration	National level
11	F	Officer	Fisheries Administration	National level
12	M	Driver	Fisheries Administration	National level
13	F	Deputy of Department	Fisheries Administration	National level
14	M	Chief of Education Department	Ministry of Education	National level
15	M	Deputy of Education	Ministry of Education	National level
16	M	Deputy of Department	Department of Child Labour	National level
17	M	Deputy - Office	Department of Child Labour	National level
18	M	Deputy of Department	Department of Child Labour	National level
19	M	Chief of Office	Department of Child Labour	National level
20	F	Deputy of Department	Department of Child Labour	National level
21	F	Deputy of Department of Labour	Department of Labour	Siem Reap

Ref	Gender	Role	Workplace	Province
22	M	Assistant	Provincial Administration	Siem Reap
23	M	Chief of Department of Labour	Department of Labour	Siem Reap
24	M	Deputy of Department of Education	Department of Education	Siem Reap
25	M	Official	Provincial Department	Siem Reap
26	M	Provincial Deputy	Provincial Department	Siem Reap
27	F	Child Watching Group	Community volunteer	Siem Reap
28	F	Community Committee for Women and Children	Commune Council	Siem Reap
29	F	Child Watching Group	Community volunteer	Siem Reap
30	M	High School Principal	Tar ii High School	Siem Reap
31	F	Youth	Tar ii High School	Siem Reap
32	F	Youth	Tar ii High School	Siem Reap
33	M	Deputy Department of Labour	Department of Labour	Banteay Meanchey
34	M	Deputy Department of Labour	Department of Labour	Banteay Meanchey
35	M	Chief Department of Labour	Department of Labour	Banteay Meanchey
36	M	Commune Chief	Pouy Jar Commune	Banteay Meanchey
37	F	Commune Committee for Women and Children	Commune Council	Banteay Meanchey
38	F	School Principal	School	Banteay Meanchey
39	F	Community	Community volunteer	Banteay Meanchey
40	F	Youth	Community volunteer	Banteay Meanchey
41	F	Youth	Community volunteer	Banteay Meanchey
42	F	Provincial Deputy	Provincial Department	Battambang
43	F	Deputy of Provincial Deputy	Provincial Department	Battambang
44	M	Chief of Department	Provincial Department of Education Youth and Sport	Battambang
45	M	Chief of Department of Labour	Department of Labour	Battambang
46	F	Student		Battambang

Ref	Gender	Role	Workplace	Province
47	F	Student		Battambang
48	M	School Principal	Thmor Koul	Battambang
49	F	Commune Committee for Women and Children	Commune Council	Battambang
50	F	Commune Committee for Women and Children	Commune Council	Battambang
51	F	Village Member	Community volunteer	Battambang
52	M	Community Facilitator	Project staff (WP)	Kampong Cham
53	F	Child Labour Monitoring Committee	Community volunteer	Kampong Cham
54	F	Commune Committee for Women and Children	Commune Council	Kampong Cham
55	M	Project Coordinator	Project staff (WP)	Phnom Penh
56	M	Monitoring and Evaluation	Project staff (WP)	Phnom Penh
57	M	Community Facilitator	Project staff (WP)	Pursat
58	F	Deputy of Department	Department of Labour	Kampong Cham
59	F	Staff of Department	Department of Labour	Kampong Cham
60	F	Business Development Facilitator	Project staff (FLD)	Battambang
61	M	Project Manager	Project staff (FLD)	Battambang
62	M	Business Development Facilitator	Project staff (FLD)	Kampong Cham
63	F	Project officer	Project staff (FLD)	Kampong Cham
64	F	Project officer	Project staff (FLD)	Kampong Cham
65	M	Project officer	Project staff (FLD)	Pursat
66	M	Youth	Community volunteer	Pursat
67	M	Youth	Community volunteer	Pursat
68	M	Project officer	Project staff (FLD)	Siem Reap
69	F	Teacher	School	Phnom Penh

Ref	Gender	Role	Workplace	Province
70	F	Deputy	Tuol Kork School	Phnom Penh
71	F	Teacher	Tuek Lar Ak School	Phnom Penh
72	M	Deputy	Bueng Sar Larnng School	Phnom Penh
73	F	Administrator	Project staff (VCAO)	Phnom Penh
74	F	Deputy of Department of Labour	Department of Labour	Phnom Penh
75	M	Deputy of Inspection Department	Department of Labour	Phnom Penh
76	M	Project Manager	Project staff (VCAO)	Phnom Penh
77	M	Community Staff	Project staff (VCAO)	Phnom Penh
78	F	Community Staff	Project staff (VCAO)	Phnom Penh
79	F	Child	Community volunteer	Phnom Penh
80	F	Child	Community volunteer	Phnom Penh
81	M	M&E Officer	Project staff (VCAO)	Phnom Penh
82	M	Executive Director	Project staff (FLD)	Phnom Penh
83	M	Monitoring and Evaluation Officer	Project staff (FLD)	Phnom Penh
84	M	Driver	Project staff (FLD)	Phnom Penh
85	M	Deputy Department of Education	Department of Education	Pursat
86	M	School Principal	Department of Education	Pursat
87	M	Child Labour Monitoring Committee	Community volunteer	Pursat
88	F	Accountant	Project staff (WVI)	Phnom Penh
89	F	Administrative Assistant	Project staff (WVI)	Phnom Penh
90	M	Livelihood Specialist	Project staff (WVI)	Phnom Penh
91	M	Monitoring and Evaluation Specialist	Project staff (WVI)	Phnom Penh
92	F	Finance Officer	Project staff (WVI)	Phnom Penh
93	M	Operations Manager	Project staff (WVI)	Phnom Penh

Ref	Gender	Role	Workplace	Province
94	F	Project Director	Project staff (WVI)	Phnom Penh
95	M	Advocacy Specialist	Project staff (WVI)	Phnom Penh
96	M	Interpreter	Freelance	Phnom Penh
97	F	Consultant	MSI	
98	M	Association Director for Operation	WVI staff	Phnom Penh
99	F	Community Facilitator	Project staff (WVI)	Siem Reap
100	F	Community Facilitator	Project staff (WVI)	Siem Reap
101	B	Community Facilitator	Project staff (WVI)	Siem Reap
102	B	Local Coordinator	Project staff (WVI)	Siem Reap
103	F	Community Facilitator	Project staff (WVI)	Siem Reap
104	F	M&E Assistant	Project staff (WVI)	Battambang
105	F	Administration Assistant	Project staff (WVI)	Battambang
106	F	Local Coordinator	Project staff (WVI)	Battambang
107	F	Community Facilitator	Project staff (WVI)	Battambang
108	M	Community Facilitator	Project staff (WVI)	Battambang
109	M	Community Facilitator	Project staff (WVI)	Battambang
110	M	Community Facilitator	Project staff (WVI)	Battambang
111	F	Administrative Assistant	Project staff (WVI)	Banteay Meanchey
112	M	Community Facilitator	Project staff (WVI)	Banteay Meanchey
113	M	Community Facilitator	Project staff (WVI)	Banteay Meanchey

ANNEX H: Preliminary Endline Survey Conclusions

p. 16 Draft September 2016- Characteristics of the Survey Population- Asset Ownership

“Household economic information pertaining to asset ownership...shows a general increase in assets such as motorcycle and TV ownership per household. Asset ownership has grown steadily for those houses who identify owning 1-4 assets. The average number of households reporting “none” assets fell from 10.31% at the baseline to 1.01% in the endline. The strongest movement appears to be in the 1-4 asset category. A rise in household assets during the EXCEL program occurred with an average of 80.64% of households indicating 1-4 assets, which increased from 64.60% of households at baseline..Asset ownership such as motorcycles increased from 2.41 to 49.83% on average across provinces and mobile phone ownership increased from 11.17 to 65.99% on average across provinces.”

p. 20 Draft September 2016- Working Children

“More than 90% in total of the children reported in child work in the period of the last 7 days in baseline, while 56% reported in child work in the endline evaluation. In addition, 94% of the children reported in child work within the period of the last 12 months in baseline and 57% in the endline evaluation.”

p. 23 Draft September 2016- Children and School Attendance

“The percent of total children (5-17 years) who attend school has increased across all ages from baseline to endline, with a notable increase in the percent of 5-year old children attending (15.79to 42.86%).”

There is an overall “reduction in the median number of hours worked per week for working children between baseline and endlinefrom 26 to 9 hours for all working children aged 5-17.”

p. 25 Draft September 2016

“Industry information describes the sectors where children can be found working, along with associated tasks commonly practiced in these industries. Agriculture, forestry and fishing is the industry employing the largest per cent (43.84) of children followed by the household (23.64) ...This trend holds constant when viewed among boys and girls, although a larger proportion of boys (52.23) compared with girls (37.31) work in Agriculture, forestry and fishing. The household as the ‘employer’ as such is the second largest industry where children can most often be found with notable variation between boys (20.55) and girls (29.73) aged 10 – 14 years in this industry. More girls found working in this industry is found among those children aged 15-17 years. The largest number of workers when disaggregated by industry is seen within 15 – 17 years. “

p. 33 Draft September 2016- Conclusions

“Qualitative data suggest that there has been a decline in child labor due to the assistance in the form of study materials and technical assistance, with parents wanting their children to get the highest education possible. Parents report an increased awareness and understanding of their children’s education impressed upon them by the project...the situation of child labor in all selected communes are improved.”