



## Independent Interim Evaluation

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### Cambodians EXCEL Project

Eliminating eXploitative Child Labor through Education and  
Livelihoods in Cambodia

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World Vision, Inc.

Evaluator:

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*Sistemas, Familia y Sociedad*  
*Consultores Asociados*

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## LIST OF ACRONYMS AND TERMS

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ASCA	Accumulated Saving and Credit Association
BMC	Banteay Meanchey
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
CGA	Charles Goldsmith and Associates
CL	Child Labor
CLMC	Child Labor Monitoring Committee
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CNCC	Cambodia National Council on Children
CPC	Child Protections Committee
CWG	Community Watch Group
DoCLVT	Department of Child Labor and Vocational Training within the MoLVT
DoE	District Office of Education
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
ID	Identification of Poor Households Program
ILAB	Bureau of International Labor Affairs, US Department of Labor
ILO	International Labour Organization
IO	Intermediate Objective
LC	Local Coordinator
LOP	Life of Project
M&E	Monitoring and Evaluation
MoEYS	Ministry of Education, Youth and Sports
MoI	Ministry of Information
MoLVT	Ministry of Labour and Vocational Training
MoSAVY	Ministry of Social Affairs, Veteran, and Youth Rehabilitation
NFE	Non-formal Education
NPA-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
PDoEYs	Provincial Department of Education, Youth and Sports
PDoLVT	Provincial Department of Labor and Vocational Training

<i>Prakas</i>	Proclamation: A ministerial or inter-ministerial decision signed by the relevant Minister(s). A <i>Prakas</i> must conform to the law or sub-decree to which it refers.
SC	Student Council
SFS	Sistemas, Familias y Sociedad Ltd.
SP	Social Protection
SRLA	Sustainable Rural Livelihoods Analysis
TOR	Terms of Reference
TSG	Teacher Support Group
TPR	Technical Progress Report
TWG-CL	Technical Working Group on Child Labor
USDOL	United States Department of Labor
VCAO	Vulnerable Children Association Organization
VSNP	Village Safety Net Partners
WDAFL	World Day Against Child Labor
WFCL	Worst Forms of Child Labor
WP	Wathnakpheap
WV	World Vision International
WVC	World Vision Cambodia

## **Exchange Rate**

The exchange rate used is 4,000 Cambodian Riel (KHR) per US\$1

# EXECUTIVE SUMMARY

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## Background

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The interim evaluation of the Cambodians EXCEL (Eliminating eXploitative Child Labor through Education and Livelihoods) project in Cambodia was carried out as an independent evaluation in April and May, 2015.<sup>1</sup> The project is under implementation by World Vision (WV) and four sub-grantees: Wathnakpheap (WP), Farmer Livelihood Development (FLD), Vulnerable Children Association Organization (VCAO) and Cambodia Development Research Institute (CDRI). It will operate from December 28, 2012 until December 31, 2016 with funding of US\$10,000,000 provided by the United States Department of Labor (USDOL).

The goal of Cambodians EXCEL (EXCEL) is to reduce child labor in the focus sectors of agriculture, fishing and child domestic work. It seeks to do this through the following strategies:

- Providing target children and households with direct education, livelihood, youth employment and social protection services as well as linkages to support services;
- Strengthening policies and capacity on child labor, education, sustainable livelihoods and social protection;
- Raising awareness about exploitative child labor, its root causes, and the importance of education, social protection and decent work for children/youth of legal work age;
- Supporting research, evaluation and the collection and dissemination of reliable data on child labor, including its root causes and/or effective strategies; and
- Promoting the long-term sustainability of efforts to combat exploitative child labor and improve livelihoods.

The project aims to provide direct assistance to 28,000 children aged 5 to 17 years who are either engaged in child labor or at risk of child labor, and to 14,000 households of those direct beneficiary children. The direct assistance is provided in the form of education supports, livelihoods, social protection and youth vocational training and employment services. The project is implemented in six provinces, Kampong Cham, Tbong Khmom, Pursat, Battambang, Siem Reap, Banteay Meanchey, and in two districts of Phnom Penh.<sup>2</sup> While focusing on three priority sectors the project also takes an area-based approach to address other forms of child labor identified in its direct implementation sites.

The interim evaluation was conducted as an independent process, with the overall aim to assess the project's progress against its objectives and to provide recommendations that assist the project to maximize its performance in the remaining period. The scope of the evaluation includes all activities from the project inception to the time of the evaluation field visit; however several specific issues were prioritized in the Terms of Reference (TOR - See Annex C).

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<sup>1</sup> Initial preparations for the evaluation began in February 2015; however the field visit was postponed until April at the decision of the US Government.

<sup>2</sup> Following the project start Kampong Cham was divided into two provinces, Kampong Cham and Tbong Khmom. Some of the communes covered by Wathnakpheap are now part of Tbong Khmom.

The major evaluation objectives are to assess the relevance of the project design; assess the project's progress towards objectives and implementation issues; assess the results and outcomes; identify lessons learned and good practices; and provide recommendations that assist the project to meet its objectives in the remaining duration and increase the sustainability of its initiatives.

## Methodology

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The fieldwork for this evaluation was conducted in-country over a period of two and a half weeks. The evaluator visited implementation areas represented by each of the project partners, including: Toul Kork district in Phnom Penh municipality (VCAO); Bakan district in Pursat (WP & FLD); Preah Net Preah district in Banteay Meanchey (WV, FLD); and Pouk district in Siem Reap (WV, FLD and VCAO). Individual interviews and/or focus group discussions were conducted with project staff at all levels, WV Cambodia (WVC) management and other non-EXCEL staff, a representative of the US embassy, national government ministries, province departments of labor and education, district government officers, adult and child beneficiaries and commune level authorities and project volunteers. In order to answer the evaluation questions, data was also collected from the Technical Progress Reports (TPRs), reported Comprehensive Monitoring and Evaluation Plan (CMEP) data and other project documents including any internal reports made available to the evaluator as part of the document review.

The intended users are OCFT, World Vision, its project partners WP, FLD, VCAO and CDRI, as well as other stakeholders working to combat child labor more broadly. The evaluation findings, conclusions and recommendations are intended 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.

## Evaluation Findings

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### The Design and its Implementation

The evaluation finds that the project design represents a good balance between providing community level interventions against child labor and strengthening the enabling environment in terms of institution building and awareness-raising. At the community level the education and livelihoods interventions are considered highly relevant to the contributing factors for child labor, in a country where poverty levels are high and families struggle to put food on the table. However, in terms of reducing child labor, the design could have included more specific approaches to improve the working conditions and occupational safety and health of working children in the 15-17 year old age group. The design was also overly ambitious in its targets for children to be removed and withdrawn given the population density in the targeted communes and villages, and the high propensity for migration. The design might have included more elaborate strategies to cope with out-migration from the outset.

### Progress toward Objectives and Implementation Issues

The project has successfully delivered a far-reaching set of interventions in just over two years of operation. The project team, including WV and the sub-grantees, has coordinated well to deliver the target services and institutional interventions. There have been major challenges to contend with, significantly the high migration among the beneficiary households, the difficulties

encountered with the monitoring and evaluation (M&E) set up, and also the large number of child beneficiaries targeted. The EXCEL team has responded with creativity and flexibility to these challenges.

As of April 2015, the project's record of progress toward meeting its objectives indicates that it is on schedule for the majority of its cumulative targets. The project has reached 18,273 children and youth with direct education supports - including scholarship delivery, catch-up classes and vocational training - representing 65% of the life of project target of 28,000 children. This figure is slightly higher than the cumulative target to date. The target for providing vocational skills training to youth has been reduced by about two-thirds, from 4,300 to 1,200, due to the difficulties in attracting youth to training and employment support and their high rates of migration to Thailand and border areas for work. To date, vocational skills training has been provided to 1,128 youth, approaching the total target. The project has also completed or almost reached its life of project target for numerous educational strengthening activities, including teaching and learning materials (98%), delivering school infrastructure improvements (81%) and activating student councils (78%). It has surpassed its target for providing bicycles to children (986 children) and has exceeded its cumulative target for providing training on child labor to school directors and teachers.

The achievement of livelihoods targets is lagging behind schedule by about 3,000 households, with 4,151 households (46% of the current target) provided services out of the total target of 14,000. This is particularly due to the slow take-up of savings group membership (Accumulated Saving and Credit Associations or ASCAs) which is targeted for over 50% of selected households. However, the project has revised the supports available to ASCA groups, including a start-up kit for individuals or groups to begin agricultural or enterprise development and this service is expected to attract more beneficiaries to reach its target by the end of the project. The evaluation cautions however, that the time is now limited for these new beneficiaries to demonstrate full benefits of this support in terms of sustainably increased or diversified sources of income.

Migration rates, especially in the low production season in the communities, are very high. Some villages in the provinces close to Thailand are left with only the elderly and children when most of the working-age community members leave to work in cassava plantations on the border with Thailand or in Thailand itself. This has affected the provision of both education and livelihoods services, but the project has done its best to respond by informing potential migrants of the benefits of staying at home and providing them with safe migration education. This strategy is commended by the evaluation, and the project has seen some turnaround in target households returning to take up services or staying to maintain their new supplementary livelihoods such as market gardens and livestock.

Institutional capacity efforts are progressing well, especially at the national and commune level. The project has gradually garnered strong engagement with partners within relevant national Ministries, including the Ministry of Labour and Vocational Training (MoLVT), the National Sub-Committee on Child Labor (NSC-CL), the Ministry of Education, Youth and Sport (MoEYS), the Ministry of Information (MoI) and the Ministry of Agriculture, Forestry and Fisheries, including the Fisheries Administration (FiA). At the commune level, engagement of commune authorities

and volunteer groups of child labor monitors, including the re-activation of a fledgling child labor monitoring system has been progressing very well.

After experiencing ongoing technical difficulties with the set-up of the Open Data Kit (ODK) software for collecting and analyzing beneficiary and other project monitoring data, EXCEL commenced a system revision in the first months of 2015. The process of transferring the data to a Microsoft Excel system and cleaning the data is ongoing and expected to be completed soon. The new system should provide a system which is functional, more easily validated and readily able to produce periodic and ad-hoc reports.

### **Assessment of Results**

Significant achievements are being made in education, where scholarships together with educational strengthening are improving the enrollment, retention and educational performance of target children, particularly among primary school children. These supports have been reinforced by considerable improvements to the educational environment through the provision of extensive training on leadership and child labor awareness for school directors and teachers, support to student councils, teacher support groups and school councils, and improvements to the school learning materials and environments. Peer teaching models and catch-up classes are also functioning successfully and offer good models to be sustained and replicated.

Vocational services and livelihoods start-up for youth, though limited in scale, are resulting in positive employment outcomes for youth in tailoring, hairdressing, motor repair and fish-raising, among others. However, the evaluation recommended the need for closer and more standardized follow-up of training graduates in order to ensure decent work outcomes.

Agricultural and non-agricultural livelihoods services to target households, as well as savings and credit groups, are showing varied results in terms of the viability and profitability of the new livelihoods initiatives. Chicken-raising has been popular for example, but chickens are prone to disease and may not be a reliable livelihood strategy for many households. Raising pigs and fish is proving to be successful, as are home gardens for those few households with sufficient land. Reported incomes from the sale of livestock and produce indicate that the project is successfully helping to enable supplementary incomes to fund family needs, including schooling costs. The evaluation found however that a model including savings and credit access, in addition to livelihoods support, would have been preferable to providing the option of either livelihoods support or ASCA membership, especially since all the families served are poor and savings and loans facilities could offer a safety net to all targeted households.

The impacts on child labor are yet to be demonstrated quantitatively, but the evaluation found evidence that EXCEL is gradually contributing to an increased recognition of the issue of child labor in the communities and a shift in attitudes away from the acceptance of child labor. Although some attitudes among parents are still entrenched and necessity forces others to have their children contribute to the household income, there are qualitative signs that child labor is being reduced.

By early 2015, EXCEL had made significant contributions to improving the national-level capacity to oversee and deliver child labor strategy through the reorganization of the NSC-CL

and providing support for updating the National Plan of Action on the Elimination of the Worst Forms of Child Labor (NPA-WFCL) for 2014-2018. It has contributed to the development of child labor guidelines in the fisheries sectors, soon to be completed and released by the Fisheries Administration, along with contributions to the Cambodian National Council for Children (CNCC) Strategic Plan for 2014-2018. It has also produced substantial research studies on three critical issues - migration, landlessness and child domestic work - with the potential to contribute to policy dialogue on these issues as they affect child labor.

## Sustainability

At the national level, the project's contributions are expected to have a sustained impact as the NSC-CL continues its planning and oversight of the issue and as progress is steadily made with completion of the revised NPA-WFCL and other policy developments supported by the project.

At the commune level, the volunteer child labor monitoring group initiative (known as Community Watch Groups [CWG] and Child Labor Monitoring Committees [CLMC] by World Vision and Wathnapheap, respectively), which is linked under the Commune Councils for Women and Children (CCWC), is showing good signs of becoming established as the basis of local child labor monitoring. The strong spirit of voluntarism shown by several of the community monitoring groups is promising for their sustainability, but so far the groups only cover the targeted villages within targeted communes. Therefore the project needs to develop a sustainability plan with the concerned communes in order to extend child labor monitoring to remaining villages in the communes. These commune-level initiatives and awareness raising initiatives show good prospects for sustainability; however, more linkage is needed between local, district and province structures to achieve a proper oversight of child labor in the targeted provinces. Given the lack of existing local resources in Cambodia, the project is facing considerable challenges to building the conditions for a province-wide system of child labor monitoring.

## Good Practices

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The evaluation highlights a number of good practices that should be continued and transferred to future projects. These include:

- Fostering child leaders on child labor issues, including children who are members of the student councils. Children were able to speak out eloquently on child labor at the national workshop and in meetings with student councils.
- Focusing multiple supports to an individual household, including livelihoods support plus allowing several children within a household to be supported by scholarships, is an effective approach to ensure child labor does not shift from one child in a family to their sibling.
- Building upon and revitalizing existing government-mandated structures and resources.
- Mobilizing and strengthening networks of community volunteers and community partners.

## Recommendations

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The evaluation puts forward a number of recommendations to enhance project performance

and the achievement of its objectives (Section 6). The key recommendations that are considered priorities for the project to achieve its objectives are listed below, followed by other recommendations to improve performance.

### **Priority Recommendations Critical to Meeting Project Objectives**

1. 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 and residential areas. As volunteer groups, they need to be further linked with and supported by the commune authorities and labor inspectors, especially where removal of children from child labor is required. Linkages should be strengthened with committees for women and children at higher levels to strengthen the monitoring and response to child labor as mandated under the NPA-WFCL.
2. The implementing agencies should strengthen the 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 use by the field staff, supported by the relevant volunteer monitoring groups, in order to determine when youth have achieved the appropriate skill level to complete their training and to monitor their work outcomes.
3. The M&E Specialist should have a degree of recognized line management assignment over the M&E Assistants in each province, in order to ensure closer technical supervision of their work and that sufficient time is devoted to the monitoring and evaluation process. Further, monitoring-related tasks should be given sufficient priority and dedicated time of the Community Facilitators so that performance monitoring can keep pace with service provision.
4. The Community Facilitators of WV, WP, FLD and VCAO should continue to progressively transfer the task of entering data for monitoring beneficiary and service provision to the community partners and CWG/CLMC members, including hard copy beneficiary records and computer entry, with oversight by the M&E Assistants/Officers.
5. The project should intensify efforts to encourage the remaining unserved households to join ASCA groups and intensify the promotion of ASCA membership as a safety net approach for all project households, even if this is an additional service not counted for the purposes of CMEP reporting. All savings group members should be informed of the start-up support available, and Community Facilitators should support the groups in deciding between group-based versus individual livelihoods ventures after a minimum ASCA membership period.

### **Other Recommendations to Enhance Project Performance**

1. Given the importance of the Community Partners and CWGs/CLMCs in supporting and sustaining the project's activities, it is recommended that the CWG/CLMC group size be increased and that more than one member be allowed per village. Regular meetings should be held for sharing experience at commune level. The role and recognition of the community partners and the CWGs/CLMCs as beneficiary and community-wide child labor monitors

should be enhanced by providing members a uniform (shirt or blouse) or badge with a CWG/CLMC and EXCEL logo.

2. Local Coordinators, with support from the Advocacy Specialist, should promote the recognition of the role of the CWGs/CLMCs by commune authorities through the passing of local policies or minuted Commune Council action points.
3. It is recommended that the project engage with government labor inspectors at the local level to strengthen the inspection of factories and other high risk workplaces in order to enhance child labor monitoring generally and to assist in the ongoing identification of project beneficiaries among children working in factories and other high risk workplaces.
4. It is recommended that the project strengthen its engagement with the Provincial Departments of Labor and Vocational Training in order to enhance provincial level ownership and involvement in the project initiatives. Additionally, EXCEL should advocate with the MoLVT and the DoCLVT to provide the mandate to reactivate the Provincial Sub-Committees against the Worst Forms of Child Labor and provide follow-up support to the establishment of such committees, provided a mandate is issued by the MoLVT/DoCLVT.
5. The project should engage the CWGs/CLMCs and children's groups in advocacy activities for improved working conditions for working age children and promote the importance of using safety gear, such as protective masks and gloves, when working in potentially harmful environments.
6. With regard to youth vocational training, the project should promote the use of skills training courses run under the government technical and vocational training system, where 3-6 month short term courses are available. The project should also consult further with PDoLVTs on available training and promote the certification and recognition of skills gained.
7. While the difficulties enrolling children aged 13-14 years and 15-17 years in the project's education and other services are well recognized, the evaluator encourages the project to prioritize these age groups in future intakes, especially out-of-school children.
8. The project should endeavor to enroll an increased number of lower secondary school students in the scholarship supports in future intakes.
9. Through the Livelihoods Specialist and Education Specialist, the project should strengthen job counseling for any additional youth beneficiaries prior to enrolling them in vocational and livelihoods training and strengthen the life skills training component during the vocational training.
10. To assess the impact on children engaged in child labor in more depth, it would be useful for the M&E Specialist to analyze the types of child labor that beneficiaries are engaged in at intake according to a more detailed breakdown of age (perhaps 5-11, 12-14 and 15-17 years) and child labor status. It would also be useful to provide a breakdown of scholarship recipients by primary school and lower secondary school.
11. The Project Director and Education Specialist should consider a range of alternative strategies to provide literacy and numeracy training for out-of-school children (12-14 and

15-17 year old age groups) as well as adult household members. This support is recommended even if it 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.

12. The Livelihoods Specialist, together with Local Coordinators, should review the effectiveness of the various agricultural options for providing livelihood support to different geographical areas and adjust the strategy accordingly, including the viability of chicken raising. This should include developing a policy regarding replacing livestock for those beneficiaries whose livestock died soon after receiving the start-up package.
13. The project should expand the successful interactive theatre-based awareness raising activities by organizing study trips for teachers and members of Student Councils to visit other districts where the children's performing groups have been established.
14. The project should focus additional awareness messaging for families and children on the types of household chores that are reasonable for children according to their age and those that are too heavy or excessive.
15. To enhance awareness raising effectiveness, the partners should intensify the visual presence of the project and the child labor message through encouraging schools to involve children and Student Councils in making their own posters. Competitions could be held and winners of drawing competitions could be used as posters.
16. Through CDRI's briefing papers and dissemination of research results, the project should identify any policy implications at national and sub-national levels and use the results to advocate for appropriate policy changes.
17. The project should develop plans with the local government authorities and community partners to continue and expand activities beyond the project timeframe using local resources, especially the strengthened community-based institutions, school-based structures and educational strengthening initiatives.
18. The project, with guidance from the Advocacy Specialist, should promote the development of local regulations on child labor at province, district and commune level through action points minuted by the local council or through local bylaws where considered relevant.
19. 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, document the models that prove effective and share them with national and sub-national stakeholders.

# 1. PROJECT DESCRIPTION

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## 1.1 Context

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Child labor (CL) remains a pervasive issue in Cambodia, predominating in rural agricultural areas but also found in urban settings. According to the 2012 Cambodia Labour Force and Child Labour Survey, over 25% of children between the ages of 5-17 years were working. Of those who were classified as child laborers, more than half were engaged in the agriculture, forestry, and fisheries sector, while nearly 2% worked in manufacturing. Many of these children perform hazardous tasks such as handling and spraying pesticides and herbicides. Child labor is predominant in rural areas. For example, the 2012 International Labour Organization (ILO) Decent Work Country Profile found that 20.6% of 12-14 year olds living in rural areas were engaged in hazardous work, compared to 5.4% of urban peers.<sup>3</sup> Child labor in urban areas includes child domestic labor, factory work, and street vending, and children are also trafficked to, from and within Cambodia for labor and commercial sexual exploitation.

The major factors contributing to child labor include widespread poverty, debt, migration, a lack of access to quality education, the cultural acceptance of child labor, a limited capacity to combat child labor through policy enforcement and a lack of regulation of the informal sector, particularly in agriculture, fishing and domestic work.

Cambodia has made strides in adopting policies that address child labor, including signing the ILO Conventions 138 and 182, ratifying the United Nations Convention on the Rights of the Child, and reducing the absolute numbers of children engaged in child labor. The Royal Government of Cambodia aims to reduce overall child labor to 8% of children by 2015, and completely eliminate child labor by 2016. The Ministry of Labor and Vocational Training (MoLVT) has adopted regulations regarding acceptable work for children in agriculture, fishing, tobacco and cassava production, but as of December 2012 when the project commenced, coordination and implementation of regulations remained weak and inconsistent. The Department of Child Labor under the MoLVT employs a small number of dedicated labor inspectors. However, there has been a lack of professional training and standardized guidelines on how to conduct child labor inspections. As of December 2012, a multi-stakeholder National Child Labor Committee had been established. A first National Plan of Action on the Worst Forms of Child Labor (NPA-WFCL) had been completed with support of the ILO's Time Bound Project on the Worst Forms of Child Labor and preparation of a second plan had commenced.

## 1.2 Overview of the Project

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The United States Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) awarded a four-year Cooperative Agreement worth US\$10,000,000 to World Vision (WV) on December 28, 2012 to implement a child labor initiative in Cambodia. The Cooperative Agreement is intended to support a reduction in child labor in agriculture, fishing, fisheries/aquaculture and domestic service as well as other sectors. The project, *Eliminating Exploitative Child Labor through Education and Livelihoods in Cambodia*, known as "Cambodians EXCEL" (EXCEL), is implemented by WV together with four sub-grantees: Wathnakpheap (WP),

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<sup>3</sup> Source: Project Document

Farmer Livelihood Development (FLD), Vulnerable Children Association Organization (VCAO) and Cambodia Development Research Institute (CDRI).

The project aims to reduce exploitative child labor in the focus sectors of agriculture, fishing and domestic services, while taking an area-based approach to address all forms of child labor in targeted locations. To achieve its goal, the project works through two sets of strategies: providing direct services to children at high risk (CAHR) or engaged in child labor and their families; and through institutional capacity building and awareness raising for multiple levels of stakeholders in order to improve knowledge on significant child labor issues. The project's specific objectives as stated in the project design narrative were reformulated into the following seven intermediate objectives (IO) through the Comprehensive Monitoring and Evaluation Plan (CMEP) process that was conducted between March and October, 2013.<sup>4</sup>

**IO 1:** Increased participation in quality education among target children;

**IO 2:** Target households' livelihood improved;

**IO 3:** Improved access to child protection and social protection services;

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

**IO 5:** Local and national structures with strengthened capacity to prevent/eliminate child labor and implement Child Labor Monitoring Systems;

**IO 6:** Increased awareness and relevant actions among key stakeholders to promote child rights and combat child labor in the rural sector and child domestic workers; and

**IO 7:** Enhanced knowledge on child labor in Cambodia.

The project aims to directly benefit 28,000 children aged 5-17 years who are risk of or engaged in child labor, as well as 14,000 households of direct beneficiary children through the provision of direct education, livelihoods, social protection and youth vocational training and employment services.<sup>5</sup>

The direct services interventions are implemented in the provinces of Kampong Cham, Tbong Khmom, Pursat, Battambang, Banteay Meanchey, Siem Reap and also in the Toul Kork and Meanchey districts of Phnom Penh municipality. Within each province, the project works in a number of target districts (up to four districts per province), communes, and villages. The distribution of implementation sites among WV and the sub-grantees is shown below, as well as the forms of child labor targeted, plus other forms found in the localities.

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<sup>4</sup> Through the CMEP process that took place from March to October, 2013, these objectives were reformulated into a new framework comprising seven Intermediate Objectives and corresponding Outcomes and Outputs. The evaluation report follows this framework when presenting the project results in the following sections.

<sup>5</sup> In the case of child domestic workers living with their employer (1,500 targeted children), the project does not provide services to their households.

**Table 1. Provinces by Implementing Partner and Focus Sector**

<b>Province</b>	<b>Implementing Partner</b>	<b>Focus sectors and other sectors with child labor</b>
Kampong Cham and Tbong Khmom <sup>6</sup>	WP, FLD	Agriculture (rice, fishing, rubber, tobacco plantations) + garment factories, brick factories
Pursat	WP, FLD	Agriculture, fishing + timber
Battambang	WV, FLD	Agriculture
Banteay Meanchey	WV, FLD	Agriculture + bricks, portering
Siem Reap	WV, FLD, VCAO	Agriculture, fishing, CDW
Phnom Penh	VCAO	CDW + restaurants, construction, scavenging, sex work

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<sup>6</sup> Kampong Cham was divided into two provinces following the start of the project.

## 2. EVALUATION OBJECTIVES AND METHODOLOGY

### 2.1 Scope and Objectives

All OCFT-funded projects are subject to external interim and final evaluations. The interim evaluation was due in early 2015 following two years of implementation. It was originally scheduled to begin in February 2015, but was postponed until April – May 2015, with field work conducted from April 19 to May 6, 2015. Sistemas Familia y Sociedad Ltd. (SFS) managed the evaluation under its contract to provide monitoring and evaluation (M&E) services to USDOL.

The scope of the interim evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with World Vision, from the project launch through the time of the evaluation fieldwork. The evaluation is intended to assess the project's achievements toward reaching its targets and objectives as outlined in the Cooperative Agreement and Project Document. The evaluation is also intended to assess the positive and negative changes produced by the project – intended and unintended – as well as any changes in the social and economic environment in the country, as reported by respondents. It is intended to provide recommendations for enhancing the achievement of project objectives and addressing limitations in order to improve the project's ability to achieve results by the end of project and to ensure that approaches and benefits continue after project completion.

As directed by the Terms of Reference (TOR), the evaluation aims to:

1. Assess the relevance of the project's Theory of Change, as stated in the EXCEL CMEP, to the issue of child labor in Cambodia and determine whether activities are being implemented in accordance with the project design.
2. Determine whether the project is meeting its objectives and identify the challenges and/or successes encountered in doing so. Analyze the factors that may be contributing to these successes and challenges. Specifically, the evaluator will pay particular attention to two key areas regarding project implementation: the effectiveness of the monitoring tools and system and the progress in providing livelihood services.
3. Describe the project's results by the date of the evaluation, at institutional and community level, and especially on the lives of beneficiary households and children;
4. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability before project phase-out.

The Terms of Reference (**Annex C**) for the interim evaluation provided a set of specific evaluation questions. These questions were used by the evaluator to develop the evaluation methodology matrix, identifying the sources of information and data collection methodology for each question (**Annex B**). The questions are listed below together with the corresponding section(s) of the report where the question is addressed:

**Table 2. Evaluation Questions and Section References**

Evaluation Questions	Section Reference
1. Please map the CMEP data to the Results Framework included in this TOR. Is the project meeting its target numbers and objectives? (use	Section 3.2.1 and Annex A.

Evaluation Questions	Section Reference
table on project achievements in comparison to adjusted targets as per Annex 1 of this TOR)	
2. Please conduct a spot check on data quality and accuracy.	Section 3.2.2 Part C.
3. How was the database set up by the contractor, in terms of process and final outlay of the database? How is information transferred and stored?	Section 3.2.2 Part C.
4. How has the data collection, transferring and storage method affected the accuracy and reliability of the data on participants?	Section 3.2.2 Part C.
5. What are reasons that potential beneficiaries do not want to participate in livelihood services? How could the project encourage greater participation?	Section 3.2.2 Part D. and Section 3.3.1 Part B.
6. How has migration affected the provision of livelihood services? How has the project addressed this and has the approach been successful?	Section 3.2.2 Part D. and Section 3.3.1 Part D.
7. The project is providing a variety of livelihood services in both agricultural and non-agricultural activities. These include chicken raising, pig raising, fish raising, mushroom growing, gardening, sewing, Khmer traditional music, cosmetology, television repair, handicrafts, providing drink carts, and small business training. How do the project and the beneficiaries determine if the various services are successful? Have the various options for increased livelihood/income actually led to reduced engagement in hazardous labor? Is there evidence to correlate improved income with reduced child labor?	Section 3.3.1 Part B.
8. Is there evidence of an improvement in children's enrollment and attendance in formal and non-formal education related to the project's interventions?	Section 3.3.1 Part A.
9. To what extent has the project been successful in improving employment outcomes for target youth (15-17 years old) following vocational training and entrepreneurship skills training?	Section 3.3.1 Part D.
10. Has the project had sufficient staff coverage for the increased number of villages served by the project?	Section 3.2 Part B.
11. How effective is the project's beneficiary targeting? Are there any changes that could be made in order to better target beneficiaries?	Section 3.3.2 Part A.
12. What were the main successes or challenges for coordination among implementing agencies, as well as coordination with concerned agencies that include the government in supporting the project? How were these addressed and has the coordination improved as a result?	Section 3.2.2 Part E.
13. How has the project been able to strengthen the local child protection mechanisms (e.g. CWGs or CLMCs)? What can be learned from this?	Section 3.3.2 Part A.
14. What are the most significant advocacy related outcomes from the project (e.g. child labor guidelines/standards, improved CL monitoring in communities, etc.)?	Section 3.3.2 Part A. and Section 3.4
15. Does the project have a sustainability plan? Does it appear to be adequate and realistic? Please provide comment and suggestions on which would be the areas to strengthen during the second half of the project in order to increase the sustainability of project interventions.	Section 3.4

## 2.2 Methodology

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### 2.2.1 Process

The evaluation was undertaken by an external evaluator. Interpretation and translation assistance was provided by a national interpreter. WV and its sub-grantees arranged meetings with the project's stakeholders and assisted communities, provided briefing materials for the site visits and assisted with logistics arrangements.

The evaluation was carried out through the following main steps:

- A. Pre-fieldwork: Review of project documents, progress reports and other related literature; development of the methodology; development of field itinerary in consultation with the project management staff (January 12 to April 18, 2015).<sup>7</sup> (See list of documents in **Annex D**)
- B. Fieldwork: Data collection in Cambodia through interviews and group discussions with a broad range of stakeholders and field visits to selected implementation sites (April 20 to May 5, 2015). (See detailed evaluation schedule in **Annex E** and list of persons met in **Annex F**)
- C. Stakeholder Workshops: National Stakeholder Workshop (May 5, 2015). (See **Annex G** for the National Stakeholder Workshop agenda and outputs)
- D. Draft Report: Preparation of the draft report and circulation to USDOL, World Vision and key stakeholders for comment (May 6 to May 28, 2015).
- E. Finalized Report: Completion of the final evaluation report, integrating a response to comments provided by the key stakeholders (June 15 to June 26, 2015).

### 2.2.2 Approach

The intended approach of the evaluation is set out in detail in the TOR (**Annex C**). In response to the TOR, the evaluator utilized fieldwork methods that were primarily qualitative and participatory, while drawing on the CMEP data reported by the project for quantitative information. The participatory nature of the evaluation is intended to contribute to a sense of ownership among the implementing agencies, stakeholders and the beneficiaries.

This is an implementation evaluation focused on assessing the project's achievements, the effectiveness of its interventions and the challenges of implementation as documented in the project monitoring data, and as judged from a variety of stakeholder perspectives as well as the external assessment of the evaluator.

The evaluator used participatory methods as often as possible. Efforts were made to include the voices of children, parents and community members. The evaluator used child-sensitive approaches when children were interviewed, adhering to WV's Child Protection Policy. Interactions with children were facilitated by the use of interactive drawing exercises in order to elicit their responses. Gender responsiveness was integrated in the approach by enabling

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<sup>7</sup> The evaluation fieldwork was originally scheduled to commence on February 23, 2015, so in effect the pre-fieldwork period was extended when fieldwork was delayed until April 20.

girls, boys, men and women to participate actively in focus group discussions and by devoting attention to gender issues in the analysis of the evaluation questions.

Interpretation and translation from Khmer to English and vice-versa was provided by an interpreter for the duration of the fieldwork.

### **2.2.3 Data Collection Methodology**

It was decided jointly by the evaluator and the project's senior management staff that given the time available, the evaluator would visit four of the six implementation provinces including Phnom Penh. It was further decided to visit one district within each province and two communes per district. The project management staff was actively involved with the evaluator in determining the provinces, districts and communes to be visited according to criteria put forward by the evaluator, and provided a wealth of information upon which to base the selection.

The selection criteria for provinces, districts and communes were:

1. Coverage of all four implementing agencies (WV, WP, FLD and VCAO);
2. Coverage of the three focus sectors (Agriculture, fisheries and CDW);
3. Representation of provinces with migration issues;
4. Representation of varying degrees of progress and engagement of local partners;
5. Districts, communes and villages with varying success in terms of capacity development and engagement in the project; and
6. Provinces with reasonable access from each other.

The final sites to be selected purposively based on the selection criteria are as follows:

- Phnom Penh – Toul Kork District - Sangkat Teuk Laak III (VCAO);
- Pursat – Bakan District - Khna Toteng and Boeung Batkandal communes (WP & FLD);
- Banteay Meanchey – Preah Net Preah District - Phnum Leib and Teuk Chor communes (WV, FLD); and
- Siem Reap – Pouk District - Keo Por and Reul communes (WV, FLD and VCAO).

The evaluator identified a list of stakeholder groups to be included for interviews and group discussions. These included project staff at all levels, WVC management and other non-EXCEL staff, a representative of the US embassy, national government ministries, provincial departments of labor and education, district government officers, adult and child beneficiaries, commune-level authorities and project volunteers. Regarding the selection of child and household beneficiaries to invite for an interview, names were randomly selected from a list of beneficiaries per site by assigning computer-generated random numbers and selecting up to five females and five males (where actual numbers of beneficiaries permitted) per group interview. The stakeholder interviews followed flexible question guides or focus group discussion guides developed in advance by the evaluator for each stakeholder group.

A National Stakeholders' Workshop was held on 5 May, 2015, with representatives from all major stakeholder groups from all six provinces, with a total of 126 participants. The purpose of the workshop was to provide an opportunity for all groups, including representatives from provinces and districts not visited during the site visits, to contribute their perceptions on the achievements and challenges to date and make recommendations for improving the achievement of results in the remaining period. It also served to present the evaluator's preliminary findings and recommendations for feedback.

#### **2.2.4 Strengths and Limitations**

The evaluation site visits proceeded according to plan and consisted of a good cross-section of implementation sites, including those with varying degrees of success and with varying migration levels. Interviews were held with a comprehensive range of stakeholders and there was an opportunity to observe key initiatives such as child peer education sessions and children's theatre sketches on child labor. The evaluation's limitations were that the evaluator was not able to visit Battambang and Kampong Cham provinces and as a result has a weaker sense of progress and issues in those provinces relative to those visited. Additionally, some of the reportedly successful livelihood efforts, such as mushroom growing and basket weaving, were not observed as they are not taking place in the districts or communes visited. It would also have been valuable to meet children or youth who had participated in the TV youth forum. In general, for many of the media-related advocacy efforts, the evaluation can only comment on the range of media events and products rather than the effectiveness of those efforts at a mass audience level.

### 3. EVALUATION FINDINGS

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#### 3.1. PROJECT DESIGN

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The problem analysis contained in the Project Document poses two categories of causal factors: those associated with household poverty and lack of access to education and social services, and those associated with gaps in institutional capacity and societal awareness to respond to and monitor child labor. In turn, the EXCEL Theory of Change proposes that the elimination of child labor derives from two broad sets of strategies:

- Those aimed to reduce households' and children's vulnerability to child labor through educational support and improved living conditions (livelihoods improvement and access to social protection); and
- Those aimed at creating an environment that enables communities and institutions to develop sustainable efforts toward the elimination of child labor by increasing awareness, institutional capacity, expanding knowledge, and cultural support for the protection of children.

To implement these strategies, the project design comprises a multi-sector approach that provides educational and livelihoods services and linkages for targeted children and households, and builds the institutional capacity and knowledge base. This approach includes:

- a. Providing direct education, livelihood, youth employment and social protection services, as well as linkages to support services, for target beneficiaries;
- b. Strengthening the policies and capacity on child labor, education, sustainable livelihoods and social protection;
- c. Raising awareness among parents, communities and local authorities regarding exploitative child labor and its root causes, as well as the importance of education, social protection and decent work for children and youth of legal working age;
- d. Supporting research, evaluation and the collection and dissemination of reliable data on child labor as well as its contributing factors and/or effective strategies; and
- e. Promoting the long-term sustainability of efforts to combat exploitative child labor and improve livelihoods.

This design, including the problem analysis and the intervention response, has proven relevant to the situation of child labor in Cambodia based on the evaluation interviews with key stakeholders. It has also continued to be relevant within the ongoing political and social context. The design provides a good balance between national and sub-national institutional capacity development and direct interventions to reduce child labor. The evaluator also considers the integrated approach to service delivery to be a strong element, whereby the same family can receive direct support for several of their children engaged in or at risk of child labor as well as support for improving livelihoods.

Occupational safety and health (OSH) assessments for working youth are included in the description of the strategy for improving decent work for youth, but improving the working conditions for youth of working age is not a priority strategy in the design. It has not been given

a great deal of attention under implementation, with the exception of some awareness raising sessions in large group settings. Given the reported incidence of child labor in sectors such as brick making, fishing and construction, more attention could have been given to improving the working conditions for working-age children in both the design and implementation, for example through building the capacity of employers or by monitoring and improving the working conditions for those of working age. This gap appears to be due to several factors: partly because the design did not include work with employers' and workers' organizations; partly because the project has had difficulty reaching its youth target due to the high rates of migration among this age group; and partly because the majority of the project beneficiaries (26,800 or 96%) are in the under 15 age group now that the target has been reduced for youth (see Section 3.2.2). It would be valuable in the ongoing implementation to include more activities to promote occupational safety and health for youth, for example through engaging the project's community child labor monitoring groups and children's groups in advocating for improved use of safety equipment (such as protective masks and gloves) and working conditions in situations where the risks are evident.<sup>8</sup>

In terms of the project's scale and the target number of 28,000 beneficiaries aged 5 to 17 years, this number has proven to be overly ambitious in light of the geographical spread of targeted communes and villages. Various difficulties have emerged as a result of the large target number. Firstly, the design overestimated the population density in the target villages and the number of children who could be identified as engaged or at risk in the originally selected target areas. This meant that the target areas (villages) had to be expanded (up to three fold) and a series of three annual child intakes were conducted, with further intake pending, rather than following the original plan for reaching the target numbers through one or two intakes. The project still has to identify 10,000 more children to reach the target of 28,000. This has brought issues of resource constraints and delays as well as the project's staff resources being stretched considerably when expanding to new villages, as discussed further in Section 3.2 below.

On the whole, the project activities and strategies have been executed in accordance with the design, though with some exceptions. For example, while the design proposed targeting a higher proportion of children engaged in child labor than those at risk (65% engaged and at 35% at high risk), under implementation the education services have so far reached 48% at risk and 52% engaged. This appears to be due to the identification and screening process whereby beneficiary children are identified through the knowledge of the local key informants (village chiefs, Commune Councils for Women and Children [CCWC] and community volunteers) and did not appear to include extensive workplace-based identification, such as brick factories and construction sites. It may also reflect the reality that with a large target number per locality, a large proportion of children are at risk rather than engaged in child labor.

In terms of the intended response to institutional capacity, at the provincial level the strengthening or revival of provincial sub-committees against child labor is not clearly set out as a desired outcome in the design. Provincial committees against the Worst Forms of Child Labor were initiated under previous projects, including the International Labour Organization's

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<sup>8</sup> During the preparation of the evaluation report, EXCEL indicated that it would explore with the WV Child Protection Unit how the project can apply the WV approach known as social accountability for child protection to improve safety measures for working youth.

“Project to Contribute to Developing National Capacity for Ending Child Labor in Cambodia by 2016” (2008-2012) but these committees ceased functioning once external support stopped, according to observers from the provinces as well as project staff who were involved in the previous project. However, strengthening provincial capacity in general to oversee the child labor response and monitor child labor was intended in the design. In comparison with the design, the project has not been able to support the development of such multi-sectoral provincial structures for the oversight of child labor. In general, as discussed below in assessing the project’s progress towards objectives (Section 3.2), EXCEL has frequently found it difficult to engage the provincial level more actively due to the issue of expectations regarding the payment and rates of cash per diems for attending meetings and events.

## 3.2 PROGRESS TOWARD OBJECTIVES AND IMPLEMENTATION

### 3.2.1 Overview of Progress toward Objectives

As reported in the April 2015 Technical Progress Report (TPR) submitted to USDOL, EXCEL is on schedule toward meeting the majority of its objectives. Accordingly, the figures demonstrating the project’s progress toward achieving its indicators are presented in **Annex A**.<sup>9</sup>

At the end of the reporting period, the project had reached 18,273 children and youth with formal education, non-formal education (NFE) and vocational training activities.<sup>10</sup> This is still approximately 10,000 fewer than the life of project (LOP) target of 28,000 children, but is slightly higher than the cumulative target for April 2015. According to the April 2015 TPR and the Education Specialist, an additional 7,993 children have been identified for scholarships to be distributed in the next period, which is expected to meet the LOP target for this activity.

Few children have been enrolled in numeracy and literacy classes. The length and curriculum must conform to the Ministry of Education, Youth and Sport (MoEYS) guidelines for non-formal education courses and the 3 to 6 month duration made it difficult to attract students. The small number of interested beneficiaries also made it difficult to set up classes. After discussion with the MoEYS, the project has an agreement that modified courses can now be delivered.

Catch-up classes held during summer vacation have been attended by approximately 3,000 children out of a target of 4,190 (achieving 72%) at April 2015. Peer tutoring and mentoring is reported to be well attended by child beneficiaries but no data will be recorded until the annual reporting in October 2015.

The project has completed, or almost completed, its LOP targets for educational strengthening, including:

- Provision of teaching and learning materials: 98%
- Transportation/bicycles: 125% (986/867)

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<sup>9</sup> It is noted that these results are unofficial, pending the acceptance of the TPR by USDOL. With reference to targets and actual results shown in **Annex A**, it is noted that USDOL reduced the targets for livelihoods indicator L.2 following the October 2014 TPR when the project was lagging significantly behind on this indicator. Following data correction, the achievement on L.2 is higher than what was recorded in the October 2014 TPR.

<sup>10</sup> This figure is from E.1 of the USDOL common indicators, which only counts the first service provided.

- Active school support committees: 100%
- Active student councils: 78%
- Community libraries: 85%
- Child labor training to teachers: 54% of LOP (but higher than the cumulative target)
- School infrastructure repairs: 81%

The target for youth vocational training services was reduced from 4,300 to 1,200 youth in July-August 2014, with agreement from USDOL. EXCEL proposed this reduction due to the difficulties encountered in identifying and recruiting beneficiaries. This has been due in part to the migration of youth to Thailand and border areas for work as well as their preference to earn a living immediately rather than take up vocational training. The revised target will be reflected in the October 2015 TPR. Based on reporting from project field staff and relayed by the Project Director, the project has provided skills training to 1,128 youth, including 843 in vocational skills and 285 in agricultural skills, reaching 94% of the LOP target and 109% of the cumulative target for April 2015.<sup>11</sup> For employment support, 299 youth were provided with start-up kits from among the 843 trained in vocational skills, and 283 youth were provided with startup kits from among the 285 trained in agricultural skills, reaching a total of 582. This exceeds the cumulative target for April 2015 (179%) and represents 89% of the total target.

EXCEL's livelihoods services provide support for agricultural improvement and non-agricultural small businesses as well as savings group membership, with a LOP target of 14,000 households and an April 2015 target of 8,951 households. Livelihoods service provision overall is still lagging considerably behind target numbers, particularly in the area of savings group membership. To date, 4,151 households have received livelihoods services (46% of the current target). The reasons for this and the project's response are discussed below. A further 4,036 households are projected for delivery of services in the next reporting period. Nevertheless, the evaluation observes that the project will be challenged to meet the LOP target.

Other targets for social protection, capacity and awareness-raising are generally on track in terms of activity completion as compared with cumulative targets as of April 2015.

### **3.2.2 Implementation Issues**

#### ***A. Beneficiary Targeting***

The project has taken an area-based approach to target children engaged in or at high risk of child labor in the three focus sectors - agriculture, fishing and domestic work - and to reach children in other forms of child labor.<sup>12</sup> The intake process was conducted together with

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<sup>11</sup> It should be noted that there is a discrepancy between the figures reported by field staff and the April 2015 TPR (Annexes A and C) which reports 672 recipients of vocational training out of a cumulative target of 1,029; and 125 of a cumulative target of 325 for youth livelihoods support. The lower figures in the CMEP annexes may be due to the lag in data entry and validation and the Project Director indicated that that the numbers reported by field staff are the correct ones. The evaluator suggests that this discrepancy should be checked by the project and the data in the CMEP reports updated in the next TPR.

<sup>12</sup> This means that children identified as working in other sectors in the implementation villages can also be included among the beneficiaries.

local/commune authorities and villages through a process of identifying households with children at risk of or engaged in child labor.

The selection of the localities at province, district and commune level has assured that the children in child labor or at risk of child labor in the three main sectors are covered and comprise the majority of beneficiaries. With regard to child domestic work (CDW), VCAO has reached those whose employers agree that they can attend vocational training or formal education. They have also succeeded in withdrawing some young women from exploitative work. However, they have found it very challenging to reach children who commonly work far from their communities and are not allowed from their employers' homes. This group of child domestic workers is apparently not included among the project beneficiaries and as such their needs are not being met, apart from advocacy activities conducted by VCAO.

As noted in the foregoing section, the project targets a balance of 65% engaged in child labor and 35% at high risk of child labor. The definition of child labor was developed based on international standards, Cambodian law and USDOL guidelines and was adapted for Cambodia during the development of the CMEP. At the operational level, the enumerators, commune leaders and community volunteers responsible for identifying beneficiaries were provided guidelines based on the ILO Cambodia's definitions of "at risk" and "engaged." In practice, the project has not been able to reach such a high proportion of children engaged in child labor and the current balance among those receiving education services is 52% in child labor and 48% children at high risk. The slightly low proportion may be due to the method of identification where the commune and village authorities may find it difficult to enter informal and high risk workplaces to identify children working there. The identification of children engaged in child labor is challenging in some sectors, particularly in hidden or less accessible workplaces such as households, informal factories and construction sites. These types of child labor appear not to be commonly represented among the beneficiaries based on the interviews with children receiving services, with the exception of those who have returned from factory employment in Thailand who are now receiving support. To assess the impact on children engaged in child labor by the end of the project, it would be useful in the coming period for the project M&E Specialist to analyze if possible the types of child labor that beneficiaries were engaged in at intake, as well as the breakdown according to the three age groups: 5-11, 12-14 and 15-17 years.

The project also appears to be missing some potential children engaged in child labor as result of insufficiently rigorous commune-level child labor monitoring processes. These include children working in brick factories, as observed during the evaluation field visit. Several children were found working in highly dangerous conditions in one brick factory in Teuk Chor commune, Preah Net Preah District in Banteay Meanchey (BMC) province. The evaluator observed, and the Project Director and Banteay Meanchey Local Coordinator (LC) concurred, that there is a need for the child labor monitoring groups<sup>13</sup> to step up monitoring of the factories and other enterprises in this district as well as project wide, as well as to remove the

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<sup>13</sup> The volunteer monitoring groups are known as Child Labor Monitoring Committees (CLMCs) in WP areas, Community Watch Groups (CWGs) in WV areas and as Village Safety Net Partners (VSNPs) under VCAO. The CLMS was introduced before the EXCEL project but only in a limited number of communes where the project operates.

children from work and refer them to appropriate social protection services, or education services if possible. The problem is that these particular children have been abandoned by their parents and cannot easily return to school. World Vision also runs a specific project on child labor in brick factories in another province and according to the Associate Director for Grants and Projects, WV has strong experience and methods used under that project that can be shared and transferred to the EXCEL project. EXCEL indicated that it intends to engage the Child Protection Technical Team to facilitate cross-learning between EXCEL and other related projects on this and other child labor issues.

To address the issue of children engaged in hazardous work that are not being identified by the project's current screening and monitoring process, it is recommended that the project could work more closely with labor inspectors and focus more attention on workplaces when identifying and enrolling children engaged in child labor into the project.

Most of the targeted children fall in the 5 to 14 age group and are already attending school - the majority in primary school and a smaller number in secondary school - based on observation and comments from the field staff. This means that at risk/engaged children in lower secondary school may have been missed. As discussed below, youth targeting has not been as successful as envisaged and has been highly challenging due to their high mobility. While the project has already been making efforts to engage older children, in order to achieve a better balance the evaluator would encourage the project, as far as possible given the migration situation, to prioritize the children aged 13-14 years and 15 to 17 years in future intakes, especially out-of-school children.

### *B. Project Scope and Staffing*

By early 2014, following the first intake of child beneficiaries, the project was facing challenges in meeting its child beneficiary targets. The reasons for this were that the population of children at risk or engaged in child labor was less than projected in the target areas, coupled with the high rate of out-migration among households who took their children with them, as well as migration among the youth age group. In response, the project decided to expand to additional villages within target communes in order to meet the targets. This has put more pressure on the local project staff, both Community Facilitators (CFs) and Local Coordinators, to manage the additional travel and workload associated with engaging in more villages and multiplying the village-level monitoring tasks.

The project has also suffered from quite frequent turnover of field staff and additionally some CFs are not highly experienced in the range of issues for which they are responsible. The beneficiary monitoring and data entry is gradually being delegated to CWGs (or CLMCS/VSNPs) and community partners; this was in fact the original intention but it has only recently gained momentum. This development should ease the burden on the CFs.

In December 2013, with USDOL approval, World Vision hired additional CFs to cope with the extra load of working in more villages than originally planned. In Battambang, Banteay Meanchey and Siem Reap (the three WV implementation provinces), the number of CFs was increased from four to eight. Two additional administrative assistants were hired: one who was hired in January 2014 and is based in Siem Reap who also provides support to BMC, and another in Battambang who was hired in October 2014. World Vision now has ten or eleven

staff per province comprising one LC, one M&E Assistant, one or two administrative assistants and eight CFs.<sup>14</sup> From the perspectives of the LCs, the Project Director and the Operations Manager, the field staff are still stretched even with the additional staff but at this stage the senior management does not consider it necessary to seek additional budget to hire more staff.

### *C. Monitoring and Evaluation*

The establishment and usage of the database system for monitoring the project performance indicators has met with numerous delays and challenges. To begin with, the CMEP process that commenced in March 2013 was not completed until October 2013. This was due in part to the postponement of the second workshop by the US Department of State due to the Cambodian presidential election and the concern about political unrest that might arise around that period. The second workshop was due in July 2013 but the project was only able to reschedule it to 11-13 September, 2013. The baseline surveys and initial beneficiary intake followed.<sup>15</sup> Due to the pressing need to begin monitoring and in light of limited staff resources, EXCEL hired 36 data enumerators through Krishna Seng (a local research consultant) to do bi-annual data collection beginning in March-April 2014. In addition, M&E personnel from all partners entered information into the data form for all services provided since the beginning of the project.

EXCEL hired a contractor, Charles Goldsmith and Associates (CGA) to develop a data collection and database system to produce regular and ad-hoc monitoring reports, using a mobile tablet and software system known as Open Data Kit (ODK) for entering data on the project indicators. The data is uploaded to the Formhub website and then transferred to a database. The development of the system and completion of the consultant's contract took until June 2014. It appeared that the consultancy firm had taken on more projects than they had human resources to manage, causing the finalization of the system to occur six months behind schedule according to the October 2014 TPR. Once the system was developed, it encountered some technical difficulties causing the indicators to be inappropriately calculated and the data not transferring appropriately. Therefore the intended database never became functional and currently the data is held in spreadsheets. Due to these glitches, CGA migrated the data files over to the Formhub website where the M&E Specialist then downloaded the data and analyzed it using SPSS.

In terms of entering beneficiary and services data, the project staff found the Samsung tablets and corresponding ODK software to be functional and easy to use. However, as data analysis began, issues were discovered related to the accuracy of coding beneficiary data by the field staff. For example, codes 99 were used instead of correctly coding of beneficiaries' IDs, which meant that service provision could not always be matched with the correct beneficiary case files. The M&E Specialist verified the data by hand which was extremely time consuming. The M&E Specialist ensured the accuracy of database reporting and TPR annexes because only those figures that had been validated as correct, where the service forms and beneficiary data could

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<sup>14</sup> To give a sense of the scale of beneficiaries managed, the beneficiary caseload per each WV CF for approved targets is 879 children, 23 youth and 521 households. For WP CFs, the caseload is 750 children and 170 households (no youth). The total beneficiary load for WP is 3,000.

<sup>15</sup> The baseline surveys comprised an assessment of educational support needs in 63 schools; a Sustainable Rural Livelihood Analysis conducted in 18 communes of 3 of the target provinces, Battambang, BMC and Siem Reap; and a survey of 600 households from Battambang, Siem Reap, Kampong Cham, Pursat and BMC to estimate average levels of child labor and economic wellbeing in the target communities.

be matched, were reported. Service delivery reporting based on field records was recorded in parallel in the TPR narrative. As a result of the coding errors, many of the services recorded as provided in the field were not held in the database, reaching a difference of almost 6,000 cases in the period prior to March 2015. The lag in the database entries was also reportedly due the Community Facilitators' focus on implementation and pressure to reach service delivery targets while putting lower priority on recording beneficiary and service delivery data.

In hindsight, the M&E Specialist believes that many of the problems encountered would have been avoided if the contractor had set up ODK in such a way as to allow data checks. It was not set up so that individuals, households and services data points could be easily linked. A further difficulty was that beneficiary names did not appear on the entry tabs. The M&E Specialist is of the view that the ODK system is potentially very useful for this type of beneficiary monitoring if those data checks are included and data can be easily linked. In addition, the original intent was that the database would allow the field staff to extract data in order to readily view their progress, but after the database failure the manual process required to merge data in SPSS was far too complicated for the field staff to use and also required central control to protect data from deletion.

Following the M&E Specialist's proposal early in the April 2015 reporting period, it was agreed to re-vamp the system and transfer from the mobile ODK system to data entry using Windows Excel. Just prior to and during the interim evaluation field visit, the M&E Specialist and field staff went through a process of validating all the service delivery data and re-entering corrected data into Excel spreadsheets. However, much data cleaning remains to be done including the household and child/individual data. Furthermore, the individual data has not yet been entered into the new Excel format and the design of this format is not finalized.

Over the period since the direct beneficiary monitoring began, the M&E Specialist repeatedly found it difficult to command sufficient attention from the CFs and M&E Assistants in both World Vision and the partners regarding the tasks related to monitoring and data collection, especially as the M&E Assistants do not report to the M&E Specialist but to their respective Project Managers. In turn, the M&E Assistants and LCs have been frustrated that their recorded services were not showing in the system and that they could not run reports from the spreadsheets themselves. The delays in getting the system running effectively has meant that project management staff, including the project specialists, could not readily obtain up-to-date data analysis on the progress of their service delivery results in order to inform planning. The Education Specialist expressed concern that the specialists should have been given a clearer understanding of the CMEP and were not fully informed until mid-2014. This gap in shared understanding may have occurred because the Education Specialist joined the project in late 2013 and did not participate in developing the CMEP, whereas other key staff participated in the CMEP development process. However, the observation suggests that more follow-up briefings and explanations on using the CMEP could have been given to the key staff.

Support from the Project Director in recent months has facilitated more focus on this issue by the field staff. There is still much work to be done to transfer all data to the Windows Excel software system, but once this system is fully in use it is expected to be more functional,

accurate, more easily validated, and will allow the field staff to quickly access and extract reports.<sup>16</sup>

In addition, the gradual delegation of monitoring and data entry to the Community Partners (key individual volunteers) and CLMCs/CWGs is expected to significantly reduce the burden on the Community Facilitators in terms of beneficiary data entry, allowing them to focus on service delivery.

#### *D. Take-up of Education and Livelihoods Services*

Migration of households, especially in non-harvest seasons, has had significant effects on the delivery and continued enrollment of children in education services. Interviews with community leaders and households as well as project staff confirmed the very high rates of migration to Thailand and the border areas where families work in cassava plantations and factories. The project estimates that up to 20-25% of education service beneficiaries cannot be tracked due to their migration with their families following the provision of services.<sup>17</sup> The problem is particularly significant among youth who would often rather migrate to gain short term income opportunity than take up vocational training of several months' duration followed by employment or livelihoods support. As noted in the October 2014 TPR, Thailand's policy of pushing out illegal Cambodian migrants temporarily increased returns, but from general stakeholder accounts the flow has not substantially abated.

Migration has also affected the take-up of livelihoods services by beneficiary households, where parents often migrate and leave the children with grandparents. Grandparents are eligible for services but some do not feel capable of engaging in raising livestock. While it is widely acknowledged that migration cannot be completely halted, the project has responded by discussing the services available with households planning to migrate, educating target households on the risks of migration and providing training on safe migration during awareness raising sessions. The evaluator concurs with this strategy and it is hoped that as livelihood initiatives begin to show good returns, fewer parents and youth will migrate. At the same time, beneficiaries met during the evaluation said that they would prefer to stay in their home communities now that they have livestock or vegetable gardens to manage, and that other individuals have returned home upon hearing of the project's support to sewing skills/business start-up and vegetable growing.

Livelihoods take-up has also been slow with regard to the formation of savings groups. Initially many potential members were reluctant to join savings groups as they felt they were too poor to make savings. Savings and loan facilities alone were also not sufficiently attractive without a start-up kit as was the case at the outset. However, the project has revised its strategies to increase enrollment in Accumulated Savings and Credit Associations (ASCA) by providing more extensive financial education and including a start-up kit equivalent to \$40 per individual, made possible through savings from the youth training budget.

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<sup>16</sup> It should be noted that the evaluator was able to check the accuracy of records for a number of beneficiaries and the services provided through meeting pre-selected child beneficiaries in receipt of scholarships in the school visits.

<sup>17</sup> April 2015 TPR.

### *E. Partnership and Coordination*

With regard to the partnership between WV and the sub-grantees that are involved in implementation (WP, FLD and VCAO), coordination is proceeding well according to representatives of the agencies, with overall management guided through monthly meetings of the Project Executive Committee. All four agencies are guided by the project specialists in advocacy, education and livelihoods, although the Livelihoods Specialist is working predominantly with the WV local staff and areas, while FLD and WP have their own in-house expertise. However, the evaluation observed signs that cross-project coordination with regard to ethical and child protection standards could be strengthened, for example with regard to disclosing the HIV status of children.<sup>18</sup> In general, agencies working in the same locality coordinate well together and the caseload has been clearly divided, according to their representatives. In Pursat, WP is responsible for education apart from vocational training, and livelihoods development is shared between different communes. However, the two sub-grantees in Pursat noted the challenges to effective liaison and coordination since their offices are 30 kilometers apart.

The evaluation interviews with the MoLVT, the Department of Child Labor and Vocational Training within the MoLVT (DoCLVT), the Ministry of Information (MoI), the Fisheries Administration (FiA) under the Ministry of Agriculture, Forestry and Fisheries, and the MoEYS generally attested to a growing relationship and engagement with the project among them. The project has strong support from the highest level of the MoLVT with the Secretary of State, H.E. Ms. Soeung Sar Sochetta. Partnerships at the national level have been enhanced by the formation of a Technical Working Group for Child Labor (TWG-CL) in October 2014, which provides advisory support to the project. In addition, in partnership with the MoEYS the project established the Educational Technical Working Group (E-TWG) in May 2014.<sup>19</sup> This group meets quarterly and provides advice on how the project can align its initiatives with government education programs such as literacy and numeracy training. Interviewed representatives of the MoEYS expressed strong support for the project.

The project has also liaised with the Secretary of State of the MoLVT to support the reorganization of the National Sub-Committee on Child Labor (NSC-CL) with two meetings of the NSC-CL supported by the project since January 2015. Additionally, the project has engaged with the Cambodia National Council for Children (CNCC) in completing its 2014-2018 Strategic Plan, together with a wide range of development partners.

At the provincial level, representatives of the Provincial Department of Labor and Vocational Training (PDoLVT) and Provincial Department of Education, Youth and Sport (PDoEYS) have been frequently engaged in the project through numerous trainings and forums on child labor laws and policies. Representatives from the PDoLVT have taken on training roles in workshops to provide “cascade” training to district and commune levels. According to the project staff as well as some provincial officers, the main setback and limitation to engaging the provincial level has been due to a per diem issue, which has hampered efforts to establish greater linkages and

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<sup>18</sup> The evaluator was informed of the HIV positive status of two beneficiary siblings in their presence.

<sup>19</sup> This group comprises two committees that meet at regular intervals to provide support to the project: an Advisory Committee chaired by the Minister for Education that meets every six months and a Technical Committee that meets quarterly to provide more specific technical guidance.

coordination structures for child labor. Initially only in-kind per diem for the costs of attending meetings was permitted under USDOL guidelines. Subsequently, in response to the emerging difficulties in implementing activities with government partners, especially at province level but also at national and commune level, USDOL agreed through an official letter dated August 25, 2014 that cash per diems could be provided to government officials including volunteer members of government committees for reimbursement of travel-related expenses.<sup>20</sup> However, while the per diem rates are now the same as those under WV's general program, the total payable per diem amounts are still lower for EXCEL. This is because reimbursements are only allowable for transport and meals costs, whereas honoraria to government officials for technical inputs or support services are not permitted under USDOL Management Procedures and Guidelines. The rates are also reportedly less than for other donor-supported projects in Cambodia. As a result the payment structure continues to be viewed unfavorably by the government officers. This is a persistent issue in Cambodia where government salaries are low.

The engagement of district level authorities appears to be relatively successful, especially with the District Office of Education; for example the District Education Officer in Siem Reap expressed extensive knowledge of and support for project activities.

### 3.3 ASSESSMENT OF RESULTS

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The following section addresses the effectiveness of the project's interventions according to two major clusters: a) direct beneficiary services; and b) institutional capacity building, awareness raising and knowledge expansion. Within these two sections, the results are reviewed according to the intermediate objectives within the EXCEL results framework. The evaluation criteria for assessing results include the project's designed results as reflected in the Project Document and performance indicators, as well as qualitative judgements based on the level and quality of the results as demonstrated through the field consultations.

#### 3.3.1 Effectiveness of Direct Beneficiary Services

##### *A. Education Opportunities*

##### ***IO 1: Increased participation in quality education among target children***

As noted above, the project has had considerable success in delivering its strategy for improving the educational opportunities for target children. The education supports include direct "scholarships" in the form of school uniforms, bags and school supplies, as well as bicycles for a considerable number of children. These direct supports are backed up by improvements to the educational environment including building the capacity of the school directors, teachers and school support groups, as well as improvements to learning materials and the health and safety of the school environment.

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<sup>20</sup> A subsequent letter was issued by USDOL on May 6, 2015 addressing payment of per diems to non-government persons such as children and their families and community members. The second letter was issued after the evaluation field visit and the evaluator informed subsequently.

### *Scholarships and Tutoring Support*

Various stakeholders, including school directors, parents and children themselves attest to the impact of the direct education supports, scholarships, peer tutoring and vacation catch-up classes on increasing children's enrollment and retention in school. Several school directors provided evidence that enrollment and attendance have improved. For example, the Director of Robang Romeas Primary School in Pursat claimed that the number of children over-age for their class has decreased. He also praised the efforts of the project-initiated child labor monitoring volunteers to push children to come to school, and explained that the project had enabled teachers and parents to meet together to encourage enrollments through covering the meeting costs. This suggests that the project has successfully supported a holistic approach involving the whole community in encouraging school attendance at least in several of the communes visited.

Students met by the evaluator were extremely happy with their school supplies, and the first cohort has received two packages of supplies. There has been some flexibility in the combination of supplies as some children do not need a new uniform by the time of the second service. Parents of beneficiaries met also expressed that the supplies make a major difference to being able to keep their children in school every day; the provision of supplies clearly has an impact on a family's sense of responsibility to send children to school.

In terms of the reach of these supports, education scholarships have primarily reached children enrolled in primary school. However, many of these children are over-age for their class level (some children were up to 15 years old while still in primary school), due to a common practice of late starting among primary school-aged children or delays between enrollments, so the age group served extends beyond 5 to 12 years. While the design initially intended to serve those in primary or lower secondary school, through the beneficiary identification process more target children were identified in primary school according to the Education Specialist. A small number of children in lower secondary school are receiving scholarships but the exact breakdown of primary school/secondary school students was not available to the evaluator. It would be useful for the project (Education Specialist and M&E Specialist) to collect this data to understand better the impact of the project, along with a more detailed age breakdown of the children receiving scholarships (5-11, 12-14 and 15-17 years). The evaluator also suggests that the project consider including an increased number of lower secondary school students in the scholarship supports for future intakes. The project's justification for the focus on primary school is that the dropout rate is highest among grades 3-6, therefore it is important to prevent dropout during primary school. In terms of preventing child labor however, the evaluator suggests that children in lower secondary school are also at risk of and engaged in child labor, and despite the efforts to target them the project is not sufficiently serving this age group and school level.<sup>21</sup>

The catch-up classes have taken the form of additional classes held during the summer vacation which serve to assist struggling learners to go to the next grade and dropouts to re-enter their class at the right level. Catch-up classes are usually conducted with mixed groups of children who have dropped out of school and children who are struggling to keep up, however specific

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<sup>21</sup> Furthermore, the project design notes that dropout rates are highest in lower secondary school and costs of schooling rise steeply at this level, contributing to the spike in child labor among the 12-14 year old age group.

figures for each category are not available. Catch-up classes have been well attended: around 3,000 children to date. The classes also complement the ongoing catch-up program which runs during the school term under the auspice of the MoEYS.

In terms of the impact on graduation from primary to secondary school, the evidence is qualitative rather than quantitative, since the outcome indicator OTC1 (percentage of 70 target schools with increased gross enrollment rate in lower secondary education), which provides an annual measure of graduation from primary school to lower secondary school, will not be calculated until October 2015. According to the M&E Specialist, in 2014 the majority of target children had not graduated from primary school yet, so figures were not included that year.<sup>22</sup> However, numerous school directors claimed that enrollments have significantly increased and teachers claimed that participation has improved. Numerous parents met by the evaluator stated that they were more able to send their children to school with the benefit of school supplies, especially when several of their children have received support.

With regard to the provision of literacy and numeracy for out-of-school children, some of whom are in the 12-14 age bracket and others in the 15-17 year old group, very few have been provided classes yet. This is due in part to a lack of interest among youth in 3-6 month long classes when the classes are not providing access to livelihoods, which is a higher priority for them. Furthermore, the project has found that the number of students in a given community is too small to form classes. The project responded by packaging some literacy and numeracy training as part of the livelihoods training for youth. ECXEL has also negotiated with the Ministry through the E-TWG for shorter classes to be held, and a higher take-up is expected in the forthcoming period.

The evaluator noted that there are community members of all ages who would benefit from literacy and numeracy education, and they may be most interested if it could be integrated with other practical activities such as life skills and livelihoods skills. An interesting recommendation from one commune for extending after-school education was that informal education should be extended to children in their homes through peers and grandparents.

### *Educational Strengthening*

Schools have been targeted for educational strengthening through a separate selection process from that of scholarship beneficiaries, but based on the initial selection of beneficiaries such that not all the scholarship holders are included in the selected schools. Out of the total of 70 total schools and an additional 21 new target schools, only nine are lower secondary schools and the remainder are primary schools.<sup>23</sup> The result is that not all scholarship holders can benefit from the physical and educational improvements made to the school environments.

The educational strengthening initiatives are showing significant effects on school environments and children's participation. The project has engaged closely with school

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<sup>22</sup> Since the majority of targeted children are primary school students, it would be useful to review the OTC1 indicator and potentially revise it as the "percentage of target schools with an increased rate of primary school graduation."

<sup>23</sup> The number of schools reached as quoted in the Education Specialist report; however different numbers apply for specific educational strengthening services.

directors and School Support Committees as well as community volunteers to deliver a range of educational strengthening services which include peer teaching and reading groups for struggling learners, teaching and learning materials, school libraries and community learning centers. The evaluator observed that the learning materials and libraries were being well utilized by children in the schools visited.

The peer tutoring model is demonstrating considerable success based on school and commune staff reports, with classes held in the homes of volunteer teachers after school hours. The peer teachers met (known as “little teachers”) showed considerable enthusiasm for this task and children observed in one class in Phnum Leib Commune, Banteay Meanchey, were actively participating in the reading exercise.<sup>24</sup>

The environment in many of the selected schools has been considerably improved through the infrastructure supports, including school fencing, playgrounds, sanitation improvements, gardens, first aid kits and water supplies. Some schools had the breakdown of supports and costs displayed in the director’s office or common staff room and from these budgets it was apparent that both the schools and communities had also contributed, which shows a strong sense of community ownership. For example, in Koh Svay Primary School, Khna Toteng Commune in Pursat, a total of US\$759 was invested, comprising US\$641 from the project, US\$95 from the community and US\$50 from the school. The evaluator was impressed with the range of significant improvements that had been made with relatively modest investments. For example, as described by one of the schools: including a sports court, filling the yard, building fences, kiln and rubbish dustbins, garden planting, first aid kit and safety awareness signs.

The project has supported the formation of Student Councils (SCs) in the targeted primary schools, which are a MoEYS-mandated structure. Many of these councils were not operating prior to the project. The members of the SCs are elected students who are responsible for looking after the school environment, supporting other students and raising awareness on child labor. The strengthening of these student groups shows significant benefits for the members themselves, who have reportedly gained confidence and leadership skills, as well as for the other students and the school as a whole.

School directors, teachers and teacher support groups (TSGs) have also received extensive training on child labor and leadership skills and the evaluator met some outstanding and committed school directors and teachers.

### *Impacts*

At present, it is difficult to claim that the educational services have had an impact on reducing child labor. Community volunteers responsible for monitoring child labor reported that attitudes regarding the acceptability of child labor are still entrenched and that some parents still remove their children from school to help with farming work. On the other hand, the children met all described their activities outside of school to be limited to household chores such as tending cattle, sweeping the yard and caring for siblings. Some of the tasks children

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<sup>24</sup> *Little teachers* are children who teach other children basic skills such as reading and writing. They may be the same age as the children they are teaching or may be a few years older. The term has been adopted by EXCEL from the World Vision ABK projects in the Philippines.

described were multiple and presumably time consuming and included tasks that would be considered too heavy for small children such as carrying water and heavy loads of wood. The nature of reasonable chores and those that are too heavy for children, particularly in the primary school age group, is an issue where the project could focus additional awareness messaging. For a selection of drawings by school children illustrating their tasks, please see **Annex I**.

### *B. Livelihoods Support*

#### *IO 2: Livelihoods of target households improved*

Improving the livelihoods of households whose children are at risk or engaged in child labor is one of the two main pillars of the child labor reduction strategy at the direct intervention level. The project's intention is to improve the targeted children's household living conditions by diversifying their sources of income beyond the narrow range of low revenue crops, especially rice cultivation. The project targets a total of 14,000 households. This figure was estimated based on an average of serving two children per household. The project offers agricultural, non-agricultural services or savings group support services to the households, known as Accumulated Savings and Credit Associations. According to the design and budget allocation for the life of project, a total of approximately 5,420 are targeted to receive agricultural supports, 888 for non-agricultural services, and 7,692 (over 50% of the target households) for savings group services.

The services include technical training and start-up kits for agricultural and non-agricultural ventures, as well as financial training, group support costs and start-up kits for the ASCA group members. The value of the start-up kits provided for agricultural and non-agricultural initiatives varies among partners, but ranges from US\$75 to US\$200, with higher amounts provided for non-agricultural start-up such as sewing machines. Initially there was no start-up grant available for the ASCA members, but due to the very low take-up, start-up kits worth US\$40 per household member have been made available after three months of savings activities. The take-up of the service is now gaining momentum since the new set of strategies was introduced early in 2015, which also include more extensive financial education. The agricultural and non-agricultural supports are available to the households classified as the poorest, in ID categories Poor 1 and 2, whereas savings group membership is promoted and available to the remainder.<sup>25</sup> This is contrary to the theory put forward in the project design regarding the pathway from poverty to enterprise, where the "most vulnerable poor" as well as the other groups were to be provided access to the formation of savings groups. The priorities were made based on budget constraints and prioritizing livelihood grants to the poorest. Those receiving agricultural or non-agricultural training as the first service are also eligible to join a savings group, but cannot receive a further start-up kit.

There is question whether the initial distribution of services and associated criteria was the most effective and equitable arrangement, since all the beneficiary households are poor and international experience suggests that savings schemes can work well even with the poorest of

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<sup>25</sup> ID Poor 1 and 2 refers to the national Identification of Poor Households program which is a classification system used for in Cambodia for eligibility for government poverty alleviation supports.

the poor depending on the contributions required. Savings membership would also likely act as a safety net for those whose livestock raising efforts fail. The evaluator met several household members who only had their livestock a short time before they died from disease or were sold to meet emergency needs. For example, one beneficiary used her pig to provide meat for her husband's funeral. In such cases, savings group membership would provide a valuable safety net in terms of access to low cost loans for emergencies as well as interest income from savings.

Considering that all the project beneficiary households are poor or very poor, alternative combinations of livelihoods and savings options, including less restrictive eligibility criteria for the allocation of services, would likely be a more effective way of increasing living standards. At this point in time it may be too late to decrease the target and redistribute the budget so that more beneficiaries can access the more substantial funds available to the agricultural/non-agricultural support recipients. An alternative model would have been to make savings group membership a prerequisite for livelihoods training services and start-up grants. This approach has been applied with good results in the World Vision Philippines ABK3 project and could be considered for future projects in Cambodia.

The project has been able to identify and deliver quite a wide range of agricultural and non-agricultural livelihoods options that were based on an initial Sustainable Rural Livelihoods Analysis (SLRA). So far, agricultural skills and start-up packages have included livestock raising (chickens, pigs, fish raising), home and commercial vegetable gardens and mushrooms. Non-agricultural skills have included garment making, wedding outfitting, TV/radio repair, machine/auto repair for youth, small business such as groceries, rattan weaving and traditional music groups. The evaluation found that households are experiencing varying degrees of success; some are earning considerably higher incomes than before, while others have experienced failure through loss of their livestock. Some examples are given in the table below:

**Table 3. Examples of Livelihoods Results**

Livelihood Type	Results
Chicken raising	<p>Chicken raising has met recurring difficulties, including limited supplies and disease that affected both the supply and the success of ventures. For example, some have successfully raised and sold their chickens over a 1 year period with returns of 1.09 million riel (US\$250). One beneficiary has used her income to buy two pigs and thus diversify her assets. The chickens have a good market, especially around Khmer New Year when the demand is very high. However, there have been problems with the survival of chickens and many households have had their start-up allocation die before they were able to sell them. The project is aware of this issue as reported in the Oct 2014 TPR and has sought different local sources for the chickens.</p> <p>The project staff have cooperated with local technical officers and trainers to monitor the areas affected by the disease to provide advice to households. They will continue to provide training to increase knowledge of proper techniques for raising chickens.</p>
Pig raising	Pig raising has produced generally good results, especially when a female pig was supplied that could be used for breeding. Some households are demonstrating good results and profits from selling piglets can reach \$35/piglet.
Fish ponds	Where households have enough land, fish raising with technical support from FLD is proving profitable.
Sewing skills	Households are provided with their own machine and either work as a group in an existing enterprise to produce piecemeal for buyers or they can set up their

Livelihood Type	Results
	own small business. However, piece rates can be very low and open to worker exploitation. In Teuk Chor commune/BMC, beneficiaries are paid in Thai Baht at 5 baht (16 cents) per piece. They could complete up to 10 a day earning US\$1.60. The April 2015 TPR reports earnings of US\$2.50 - \$7.50 a day running sewing businesses from their home. Earnings working from home also vary based on their available time as well as their skills, as well as piece rates paid if they are doing piecework.
Home gardens and commercial gardens (variety of crops including cucumber and eggplants)	<p>Commercial garden development has been supported by FLD and these appear to be very successful on the basis of reports and two households visited in Pursat and Siem Reap. These households are in a lucky position as they have sufficient land. When asked whether communal commercial gardens could be developed given the success of the individuals, local people said that there was a lack of commercial land that could be used and that people were not interested to engage in cooperative efforts using one individual's land.</p> <p>Substantial profits are being made, with income of US\$100-120 for a 4 month cycle. For example, one female beneficiary made sales amounting to 3 million riel (US\$750) for her crop of cucumbers and eggplants during a year. FLD has demonstrated considerable expertise in training farmers to improve their production techniques. However, the number of households with sufficient land and water resources is a relatively small proportion of beneficiaries. Mushroom growing is also showing good potential in Banteay Meanchey.</p>
Traditional music groups	Group can earn up to \$150 per community event, serving as a supplementary income.
Small businesses – groceries and baked goods	Fewer are taking up this option, but target households can earn around US\$2.50-10.00 a day.
Savings groups	Several groups met during the evaluation have already distributed loans. These are used for a variety of purposes including emergencies, but also to invest in business development. Several groups also have plans to start up group-based enterprises such as pig raising.

As indicated, some of the households have lost their livestock through disease. However, there does not seem to be a policy for replacing livestock that fail to flourish before sale. Perhaps the project could develop a policy in this regard and look at ways of replacing livestock, especially when the failure may be due to a start-up supply that was in poor condition or suffering a disease to begin with. EXCEL indicated to the evaluator that this may be possible with the savings made from reducing the youth livelihoods target. The project staff have cooperated with local technical officers and trainers to monitor the areas affected by the disease to provide advice to households and will continue to provide training to increase knowledge of proper techniques for raising chickens.

The project does not have a standard measure for success in terms of increased income or assets and at present the beneficiaries measure their success in terms of the survival and sale of their livestock. Record keeping on the sales and profits varies. Some have detailed record sheets, especially noted among the FLD beneficiaries growing vegetables.

The evaluation was not able to access summary records for groups of beneficiaries to get a sense of average incomes from the group livelihood efforts, but there seemed to be a great variation among those met, ranging from zero (loss of livestock) to around 3 million riel (US\$750) over a period of about a year. The beneficiaries met do not seem to have a business plan in terms of what income is expected, but are trained in keeping records of income,

expenditure and profits. Regarding non-agricultural initiatives, the traditional music groups are reportedly doing very well and can be well paid for performing at weddings and other events.

The ASCA groups met by the evaluator were enthusiastic about the scheme and appeared to be well organized. Three of the ASCA groups met had begun distributing loans, whereas one had only recently been formed. The availability of loans is highly regarded and these are used for a wide range of purposes including investment and well as family emergencies. Though most of the groups have a savings fund accumulated, one group had all of its funds distributed in loans due to high demand, which suggests that there may need to be a limit on the amount of the savings fund that can be distributed at a time.

### *Impacts*

Numerous households met during the evaluation reported that their additional incomes have been used to supplement their incomes from rice farming. Household impact data for the project as a whole will be available in October 2015. For the most part, the livelihood developments are seen by the beneficiaries as providing supplementary income to the households' existing work, predominantly agriculture and fishing. Some new initiatives, such as tailoring and commercial gardens, may eventually provide a main source of income.

In terms of the impacts on living standards, educational participation and child labor, recipients met say that they are now more able to cover their children's schooling costs. Other uses of the additional income included the purchase of new assets and investment in more livestock. At least two key stories showed an impact on the rate of migration. In one case, a 16 year old boy who had migrated to follow his parents to Thailand had returned to help his grandfather with the fish raising pond supported by FLD in Pursat. Another mother of a child beneficiary in Banteay Meanchey had returned to Cambodia upon hearing about the sewing skills training available through the project.

#### **Success Stories:**

A widow with three children in Phnum Leib Commune, Banteay Meanchey, received a startup of one female pig, which was bred at a cost of US\$10 and has produced seven piglets. Each piglet can be sold for US\$35, and she intends to sell all seven with revenue of \$245. There are three breeding seasons a year, so this is likely to be a profitable livelihood. Her relatives also have pigs so there is good experience available in the family. She previously worked on the border area in cassava and corn plantations, but can now stay at home to tend her livestock and look after the children.

A father of two Khna Toteng, Pursat, received 18 kg of young chickens and learned new techniques in fencing, vaccination and care of the stock. He has seen a big change in his income and can now buy clothes for the children and send them to school whereas he could not before.

A mother of two beneficiary children in Khna Toteng Commune, Pursat, is a widow who is extremely poor and suffering ill health. With the income from the chicken raising, she has been able to buy a new roof for her very small house and can afford to buy medicine to treat herself.

Given the time that it takes for household livelihood diversification to fully develop and bring stable increased income (up to two years based on WV project experience in the Philippines under the ABK2 and ABK3 projects), the evaluation raises the concern that those who have not yet taken up ASCA membership or livelihood development services, amounting to some 9,000 households, will have insufficient time in the remaining 19 months of the project to benefit from the ongoing technical support to see their livelihoods endeavors flourish. Therefore it is

recommended that the project give a high priority to enrolling the remaining target households and providing intensified advice and technical support to all households. In terms of the timing for providing livelihoods support, it is also noted that the lag between delivering education and livelihoods supports is not the intended and ideal model, which was to deliver the whole set of services around the same time to maximize impact.

### *C. Social Protection*

#### *IO 3: Improved access to child protection and social protection programs*

The project's major avenue of supporting child protection and social protection among its beneficiaries is to ensure that beneficiaries are aware of and can access government social protection programs such as ID poor services, health services and public work employment. Additionally, children found to have been abused or are homeless as a result of labor exploitation in domestic labor or brick making are referred to government social protection services or to NGO services. VCAO provides residential rehabilitation services to former child domestic workers in the Kolab Center in Phnom Penh and supports its CDW beneficiary caseload with a range of counselling and rehabilitation services. The evaluator was not able to assess the effectiveness of these services due as she did not meet any beneficiaries who spoke about their referral to social protection.

### *D. Youth Vocational Training and Employment*

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

To date, the project is bringing new vocational skills and employment opportunities to 1,128 youth, and 582 have been provided start-up kits or introduction to employment.<sup>26</sup> When youth are provided access to employment through a start-up livelihoods kit or linkage to an employer, this is counted as a second service following the provision of vocational training.<sup>27</sup> The services began with a group-based training-needs consultation to discuss the youth's preferred skills areas. The project staff provided brief advice on the skills in demand in the market and information on the available skills training options. This was followed by enrollment in vocational training in agricultural and non-agricultural skills such as tailoring, hairdressing, beauty services, motor repair, tractor repair, and fish raising. Training fees (e.g. US\$250 for a six month hairdressing training including board and lodging) are paid by EXCEL to trainers who are often small business owners. Some of the trainees are provided lodging and meals with the trainers as they have to leave home to take up the training. The training takes the form of an apprenticeship where the trainees may be offered employment following the training. Following training, EXCEL assists the youth to find employment, either with the trainer, another employer, or by setting up their own business. EXCEL is also providing youth with entrepreneurship training to help them understand the steps involved in starting and running a small business. Occupational health and safety training is also integrated alongside the vocational training. As

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<sup>26</sup> These figures are based on the field staff reports. The CMEP for April 2015 reports that 672 youth were provided with training and 325 with introduction to employment. This discrepancy is likely due to the lag in entering services in the CMEP system; therefore the project claims that the field reports are the correct numbers.

<sup>27</sup> Vocational training is counted as the first service under the E.4 indicator, while employment supports are recorded as a second service under the L.3 indicator.

discussed in Section 3.2, high migration among youth, internally and cross border, has significantly reduced take-up especially in provinces close to Thailand such as Siem Reap, Pursat, Battambang and Banteay Meanchey. Some have dropped out after commencing training. Yet on the other hand, a number of youth interviewed had been prevented from migrating through enrolling in training or livelihoods support, or had taken up the training after returning. Recognizing that many young people will still migrate at some point, EXCEL has also begun providing safe migration education.

From the evaluator's perspective, the range of training courses appears to be relatively narrow and divided along traditional gender lines in that girls are trained in sewing and beauty services and boys do motor repair and tractor repair. EXCEL has not taken advantage of the full range of vocational training available in the provinces through the government provincial training centers. The project has not been successful in enrolling beneficiaries in programs run by the PDoLVT Vocational Training Centers, primarily because of the location and duration of courses as well as the formal entry requirements of the courses, according to one of the Local Coordinators. Nevertheless, the interview with the BMC PDoLVT, for example, suggested that this pathway might be worth exploring, especially as there is considerable need for people skilled in infrastructure repair according to representatives of the BMC PDoLVT.

Interviews with the youth indicated that they have not been used to making informed choices about their lives, education and work options, and perhaps opted for whatever course or job they were familiar with. Although this issue was not explored in depth through the interviews, there may be scope to intensify the pre-enrollment one-on-one vocational counselling to ensure that labor rights awareness and decision making skills are delivered to the youth during their training. Local staff may be providing this support already, as implied in the project design, but the evaluation was not able to discern much evidence of children's strengthened skills in making life choices. As the community volunteers gain experience, they may be able to provide ongoing mentoring to the youth as they progress in their training and livelihood endeavors.

Regarding employment outcomes, the results are promising in terms of stable employment and increased incomes for the trainees after completion. Among the young women trained in sewing skills, the evaluation met five former domestic workers in Phnom Penh who had completed training and were now employed as garment workers in small-scale businesses, earning around US\$70 per month. They were satisfied to have a new marketable skill which offers much better conditions than domestic work. While this is a low wage compared to the new minimum wage of US\$128/month for the Cambodian garment industry, it is comparable to average national monthly wage reported in 2012, which was US\$79 for formal employees.<sup>28,29</sup> They are provided with meals, accommodation and transportation by the workshop owner and so do not need to spend their income on these needs. Similarly, those female youth trained or employed in a sewing workshop in Banteay Meanchey were happy with the new earning opportunity, especially as some of them had been out of school and not working prior to receiving the assistance. As noted earlier, most of them were earning piece rates but others intended to open

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<sup>28</sup> The MOLVT issued Prakas No. 283 KB/Br.K on the new minimum wage for the textile, garment and footwear industry in November 2014. There is no enforceable national minimum wage across all occupations.

<sup>29</sup> National Institute of Statistics, Ministry of Planning & ILO. (2013) Cambodia Labour Force Survey and Child Labour Survey 2012. Labour Force Report. ILO, Cambodia.

their own business which may prove more profitable. While boys still form a minority of the vocational trainees (19% to date, or 131 out of 672),<sup>30</sup> the evaluator observed that WV had formed a valuable private sector partnership with a tractor repair company; five boys aged 15-17 years are receiving apprenticeship training at International Seang Hy Mabo, in the provincial town of Banteay Meanchey, where there is a good possibility of gaining employment following training. One of these boys had returned from working in Thailand where he went to help his parents, and expressed a strong preference for working in this job at home in Cambodia. In terms of gender balance, in a floating village on the Ton Le Sap lake in Keo Por Commune, Pouk District, both male and female youth have received technical training and start-up supplies and have learned new techniques bringing higher returns to their families' fish raising livelihoods.

Based on several observations, however, the evaluation found the need for closer monitoring and standardized approaches for assessing the working conditions among the youth who find employment. Interviews with sewing trainees in Phnom Penh, hairdressing trainees in Pursat, and sewing trainees in BMC as well as employers and local facilitators, revealed a concern that the monitoring of trainees post-training and the transition to work is sometimes insufficient to ensure that the jobs constitute decent work. Furthermore there is no project-wide (cross-partner) standard for assessing the working conditions and ensuring children are not further exploited. This concern arose in the case of two hairdressing trainees who had completed 6 months training, one of them 2 months ago, who were receiving further training free of charge by the salon owner until their skills were considered good enough to be employed. Meanwhile, they were serving customers in the salon six days a week (reported as training from 7 – 11 am and working from 12 – 3 pm) so in effect they were already working. One of the trainees had previously worked in Thailand as a domestic worker and is happy to have this opportunity to find employment at home. In general there also appears to be insufficient skills assessment or issuing of certificates to the trainees that could be linked with Cambodia's vocational training system. A commendable exception is the domestic workers provided training through VCAO who have cooperated with the Department of Labor and Vocational Training of Phnom Penh to issue certificates to youth completing vocational courses.

Related to skills assessment, the enterprise owner in a piecework sewing workshop visited in Banteay Meanchey considered the trainees to have acquired the requisite skills once they stopped asking questions and could manage to complete the pieces on their own. The evaluator proposes that more standardized assessment of the skills youth acquire should be introduced, as well as closer and standardized monitoring post-training.

### **3.3.2 Effectiveness of Capacity Building, Awareness Raising and Research**

#### ***A. Capacity Building and Advocacy***

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

***IO 6: Increased awareness and relevant actions among key stakeholders to promote child rights and combat child labor in the rural sector and CDW***

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<sup>30</sup> CMEP reporting, Annex C, April 2015 TPR. As noted, the actual total figure of trainees to date reported by field staff is 1,128.

### *Commune Level*

At commune level, EXCEL's central strategy for capacity building related to child labor is to build the capacity of existing structures including the Commune Councils for Women and Children and the Child Labor Monitoring System (CLMS) that has been introduced and supported by MoLVT. The intention is that the CLMS will be strengthened with oversight by the CCWC and on-the-ground monitoring conducted by the CWGs/CLMCs/VSNPs.<sup>31</sup> The CCWCs are mandated structures, while the CLMCs/CWGs/VSNPs are organized and mobilized by Wathnakpheap, WV and VCAO respectively, to help to identify and monitor the targeted children. As a whole, the evaluation found that the project has had significant success building capacity at the commune level in its work with commune chiefs, commune councils, CCWCs and community child labor monitoring groups (CLMCs/CWGs).

The responses of CLMCs/CWGs met in several sites attested to the success of the project in mobilizing these groups to conduct beneficiary and village level monitoring, and also to the willingness of residents in these villages to give their time voluntarily. Members expressed their motivation to join as a desire to help their communities and encourage children to go back to school and thus build the human resource potential of their community as a way out of poverty.

In terms of advocacy, the CWG groups stand out as one of the most successful project initiatives. They have taken responsibility for monitoring the target beneficiaries as well as the wider community. The evaluation observed that there is considerable potential to strengthen the groups further, for example through recruiting more volunteers per village and improving their recognition through badges or uniforms. It was notable in the two communes visited in Pursat under Wathnakpheap that the CWG was well recognized by primary schools which had posted the structure and membership in their offices.

The project is also making efforts to link commune-level child labor monitoring with district and province-level Councils for Women and Children, but this linkage and structure does not appear to be fully functioning as yet.

### *National Level*

The national election in held in July 2013 resulted in political tensions and disruption to the working of government, which slowed any policy development related to child labor for some months. The situation has now become more stable, and by 2015 the project has achieved several significant outcomes at the national level in terms of institutional strengthening and child labor standards and guidelines. The highlights include, but are not limited to the following:

- Support to the National Sub-Committee on Child Labor to reorganize its structure and operation in early 2015, following close liaison with the Secretary of State, MoLVT and the DoCLVT.
- Support to the completion of the revised National Plan of Action on the Worst Forms of Child Labour (2014-2018) by the NSC-CL. This is considered a significant achievement by the Project Director and a significant contribution from the perspective of the NSC-CL

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<sup>31</sup> The CLMS was introduced before the EXCEL project but only in a limited number of communes where the project operates.

and the DoCLVT, since the progress on the revision of the NPA-WFCL had ceased for at least two years.

- Support to the Fisheries Administration for issuing a set of national guidelines on the elimination of child labor in fisheries. These guidelines are based on ILO Convention 182 and Food and Agriculture Organization (FAO) guidelines. Completion of the guidelines has been a lengthy process, including national and provincial consultation processes and involving negotiation between the MOLVT and the Fisheries Administration. Originally it was intended to release a Prakas<sup>32</sup> on child labor but this was challenging due to the complexity of achieving inter-ministerial agreement on a high level decision. Therefore a set of guidelines with recommended standards has been drafted and is in the process of endorsement before its release and dissemination.
- Inclusion of child labor outcomes in the Strategic Plan (2014-2018) of the Cambodia National Council for Children.

The project has advocated for a law or Prakas on child domestic work, but since domestic work is not covered under the Cambodian labor law, the MOLVT is reluctant to introduce any legislation on child domestic work at this stage. Neither has Cambodia signed ILO Convention 189 on Domestic Workers as discussion continues on this issue for related reasons.

#### *Provincial and District Level*

At provincial and district levels, EXCEL has worked primarily in a unilateral fashion with the Provincial Departments of Labor and Departments of Education to raise awareness and build capacity on the issue of child labor. It has done this through ongoing liaison with provincial officers, a series of trainings and the involvement of the departments in key child labor awareness events. As noted earlier, the Provincial Departments of Labor have provided expertise and made presentations at various training courses on child labor, but expressed that they would like to be more proactively involved in the project. Similarly the Provincial Departments of Education met by the evaluator were well informed and appreciative of the project initiatives, but did not express any plans to expand or replicate the educational models following the project's completion. Thus, while the province and district departments are well informed of the project's endeavors, the project does not appear so far to have had major impacts on provincial institutional structures or policies relating to child labor.

#### *B. Mass and Community Awareness Raising*

EXCEL has made extensive efforts toward society-wide mass awareness raising on child labor as well as more direct school and community-based approaches. A wide array of innovative methods have been carried out including the use of TV spots through the MoI, radio programs, Facebook and collaborations with film makers on child labor as documented in the April 2015 TPR. The evaluator was mainly able to witness effects at the community level and in addition, the Advocacy Specialist provided visual records of numerous mass awareness events such as International Children's day and World Day Against Child Labor (WDAKL) celebrations.

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<sup>32</sup> *Prakas* is Khmer for proclamation. It is a Ministerial or inter-ministerial decision that is signed by the relevant minister or ministers. A summary of the Cambodian legal structure is provided in **Annex H**.

At the community level, there was widespread awareness seen among primary school students, especially SC members, many of whom were able to distinguish clearly between acceptable work and child labor. Primary school children explained that household chores are acceptable with the exception of carrying heavy pails of water or loads of wood for fuel. Children were able to tell the evaluator about children in their school who work in the local brick factory outside of school hours or on construction sites with their parents. Some of the parents met in livelihoods groups also demonstrated an awareness of the importance of education and keeping their children out of work. The children's theatre group in Teuk Chor Commune, Banteay Meanchey, is an excellent example of the use of interactive community based awareness raising involving children, teachers, parents and the members of the traditional music group supported by the project. The theatre sketch, which has been organized by one of the trained teachers, tells of the lack of understanding of children's rights by the father, and shows the kinds of work that are acceptable for children (watering the garden) and those that are not (carrying heavy loads).

Among the vocational trainees there appeared to be less awareness of child rights and child labor, and there is opportunity for the project to strengthen awareness among this age group. For example, among the fisheries livelihoods youth in the Ton Le Sap floating village in Siem Reap, awareness was low on occupational safety and health precautions for youth in fisheries work.

Among commune authorities including chiefs, councils and CCWCs, the evaluation found that awareness of the issue is gaining a groundswell of support. However, there were instances among CCWCs where the members denied any existence of child labor in the commune, and seemed to associate it mostly with children working for other employers, rather than assisting their families in agricultural chores. However, child labor for other employers was still in evidence in brick factories and construction according to other community observers and as witnessed by the evaluator.

The evaluator did not have the opportunity to view the TV spots or the radio program content, but it is suggested that the effectiveness of these airings on the awareness of mass viewers should be gauged in cooperation with the media producers/broadcasters by small-scale audience response surveys.

### *C. Research*

#### ***IO 7: Enhanced knowledge on child labor in Cambodia***

Three studies have been conducted by CDRI as a sub-grantee and dealing with CDW, landlessness and migration.<sup>33</sup> The reports are comprehensive and address issues that are highly relevant to Cambodia's child labor situation. However, in their present format they tend to be academic in style and perhaps only accessible to specialized or academic readers.

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<sup>33</sup> Vutha Hing, Pide Lun and Dalis Phann. *The Impacts of Adult Migration on Children's Wellbeing: 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. *Child Domestic Labour*. CDRI. Phnom Penh. January 2015.

A synthesis report compiling the results of the three studies is underway and planned to be completed by September 2015. As part of its deliverables, CRDI will be responsible for disseminating the results and synthesis report through a workshop, online publication and a hard copy publication. Originally, it was intended that the synthesis report would be the final deliverable, but based on the recommendation of CDRI, EXCEL agreed that CDRI will develop brief position papers from the synthesis report in order to inform policy development. This additional undertaking will allow EXCEL to fully utilize the study results and was the basis for approving the use of the 5% contingency fund from CDRI's approved total budget.

### 3.4 PHASE OUT AND PROSPECTS FOR SUSTAINABILITY

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The Project Document included sustainability as a key objective. The project design narrative has ambitious intentions for the sustainability of its interventions including the continuation of its education approaches; poverty alleviation among the target households; improved child labor monitoring systems at the commune level, linked upward with district, province and national levels; and improved national planning for child labor.

The intended sustainability plan is to work with commune, district and national partners from the outset to build capacities and ongoing systems for combating child labor as well as sustained living conditions and ongoing strengthening of the education system. The experience of implementation to date indicates varying levels of sustainability in reality and a number of key areas which can be strengthened in order to increase the sustainability of interventions.

With regard to the educational strengthening initiatives, many of the target schools have improved environments and stronger structures, including the mandated structures such as the Student Councils and Teacher Support Groups. Additionally, the peer education classes and catch-up classes during school vacations show good potential for sustaining beyond the project timeframe, provided that volunteerism and the commitment of school authorities can be sustained to maintain these approaches. However, the school directors and teachers tend to give more recognition to the material support and scholarships when commenting on the project contributions. Therefore it is important that the project begins to work with the school directors and teachers to strengthen these approaches, to document the successful education initiatives and to make plans including necessary budget allocations to continue after the project ends.

Alleviating poverty on a large scale is an ambitious goal, which will likely take longer to achieve than the short duration of the project. The project shows potential for improving the livelihoods of at least a proportion of the target households to the extent that they do not need to engage their children in child labor, but this will take time to come to fruition, especially given that livelihoods developments are not yet underway for over half of the target households. The way forward to maximize the sustained benefit is therefore to intensify enrollment in the remaining services available and to ensure optimal technical support to the target families, along with maintaining a flexible approach that enables them to switch to other livestock or other ventures when one approach fails. The project has not yet linked households with other sources of microfinance such as Vision Fund as originally intended, and this strategy may strengthen the long term opportunity for poverty alleviation.

With regard to building capacity to combat child labor at national, provincial, district and commune levels, the intended sustainability strategies were to build on existing, or at least mandated, structures such as the CCWCs and the Community Watch Groups. The evaluation finds that the most discernible contributions have so far been made at the national level and the commune level, but less so at the provincial and district levels. At the national level, strides have been made in supporting national plans on children and child labor, including the NPA-WFCL, fisheries regulations on child labor and other significant policy initiatives. The project is therefore assured of a sustained impact at national level through the ongoing contributions to national policy and hopefully through the dissemination and policy dialogue arising from the project's research contributions.

Influencing provincial and district level coordination and oversight of child labor appears to have been less successful on the whole, and has been more limited to education on child labor policies and definitions, rather than reactivating the provincial multi-stakeholder committees on Child Labor. The challenges faced here have been discussed earlier. This is a challenging issue, but the project could seek champions at the provincial level and promote the achievements that have been made to garner stronger engagement.

With regard to capacity for child labor monitoring and response at the commune level, the observations of the evaluator as well as the view of most staff including the Project Director and Local Coordinators is that the CWGs are a structure that show signs of sustainability, provided that they can be strengthened further in the coming 18 months. However, the fact that many of the commune authorities met by the evaluator asked for the project or another donor to support an extension to other villages within supported communes suggests that the chances of expansion beyond the project sites is unlikely, unless the project can come up with a viable plan together with the local authorities. The extreme shortage of resources and dependence on outside resources is the major challenge for commune authorities to extend the approaches to other areas.

The project could further strengthen provincial and district level engagement in overseeing child labor by increasing consultation with these levels and, where possible, promoting the writing of local policies or bylaws and including action points in provincial and district council planning. (Please refer to the summary of the Cambodian legal system in **Annex H**).

At commune level, the experience of the project staff is that bylaws do not carry much legal weight and that the inclusion of minuted action points in Commune Council meetings would be more likely to lead to sustained change.

To date, the project team has been fully engaged in delivering its services and has not had sufficient time to reflect on the specific phase-out strategy and sustainability plan to any great extent. Therefore it is now timely for the project management team and Project Executive Committee to work out a detailed exit strategy and proceed with the delivery.

## 4. LESSONS LEARNED AND GOOD PRACTICES

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### 4.1 Lessons Learned

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The lessons learned described below are derived from both positive and negative experiences.

- The designed scope of the project in terms of the target beneficiary number should have been more modest to allow for greater quality of delivery and more manageable scope in terms of staff resources.
- The livelihoods model could have been designed differently from the outset; rather than assigning better off families to savings groups and the poorest to livelihoods development start-up, it could have ensured that all households access a combination of savings services and livelihoods supports.
- Volunteers can be successfully mobilized at commune level, for example the community partners and the CWGs and equivalent groups.
- Ensuring consistent and continuous monitoring and quality data collection is vital to ensure the project is properly tracking its interventions and targets and capturing its achievements and learning.
- Establishing working groups (TWG-CL and E-TWG) at the national level has helped the project engage the national partners in support of the project and align its implementation with country developments in relevant sectors.
- Exposure and monitoring visits can be very helpful for the stakeholders in different localities to learn from each other.

### 4.2 Good Practices

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The project is employing numerous good practices which are improving its performance and the quality of the results. The highlights are summarized below.

- Fostering child leaders on child labor issues, including children who are members of the student councils. Children were able to speak out eloquently on child labor at the national workshop and in meetings with student councils.
- Focusing multiple supports to an individual household, including livelihoods support plus allowing several children within a household to be supported by scholarships, is an effective approach to ensure child labor does not shift from one child in a family to their sibling.
- Building upon and revitalizing existing government mandated structures and resources.
- Strengthening networks of community volunteers and community partners.
- The project has taken a flexible and creative approach to the challenges faced in recruiting beneficiaries for livelihoods services and in adapting approaches to the high mobility among the population.

- A cascade approach to training has commonly been applied, based on the skills of various groups including teachers, CWGs, and provincial staff, which has maximized resources and effectively spread capacity.
- Building upon and adapting the experience of other WV projects in the Philippines, particularly with regard to educational strengthening, has led to the successful introduction of peer teaching and catch-up classes, which are also aligned with Cambodia's educational development policy.

## 5. CONCLUSIONS

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The project has successfully delivered far reaching and comprehensive interventions in just over two years of operation. The project team, including WV and the sub-grantees, under the direction of the Project Director has worked very hard to deliver the targets and has responded with flexibility to address the challenges faced by working within a highly mobile population and the ambitious targets set under the project design.

Despite the delays in reaching beneficiary targets resulting from the necessity to make repeated intakes of child beneficiaries and the attrition due to household migration, the project has matched many of its expected targets for the period ending in March 2015, especially with regard to education, and has exceeded some of its life of project targets. With regard to monitoring the project performance, the setting up of the data collection and reporting system has been complex and the original data collection software design proven not to be viable. Now that a revised data recording system is being introduced and the previously entered service and individual beneficiary data are in the process of being cleaned, there are good prospects for the project to be able to monitor its performance with accurate and up-to-date data.

### Effects on Communities

A range of innovative educational strengthening initiatives have been implemented and along with scholarships for children, these are beginning to show effects on children's enrollment and retention in primary school education. The livelihoods initiatives are gaining momentum despite the challenges of working in a very poor socioeconomic context where many household members are forced by necessity to seek work in Thailand or in plantations along the border areas. The effects of improved livelihoods as a result of the livelihoods initiatives are yet to be demonstrated on a wide level; however, there are indications that these supports will lift many of the families out of the poorest category by providing stable supplementary incomes.

### Institutional Environment

Institutional capacity building and advocacy to combat child labor are progressing well at national and sub-national levels and are showing signs of sustainability, particularly at the commune level.

### Prospects for Sustainable Impacts

Based on the accounts of key stakeholders, in order to optimize its impact on child labor the project needs to push for greater livelihoods take-up among the targeted households, particularly ASCA membership, and to intensify technical support and business advice to the livelihoods ventures. It also needs to strengthen the sustainability of community-based child labor monitoring systems by providing further support to the volunteer community monitoring groups and by strengthening the linkages between the commune, district and provincial mechanisms for child labor monitoring.

The project's experience to date indicates that there are good prospects for reducing child labor in the target sectors within the life of the project, but that the elimination of child labor in the target provinces and sectors will require wider government-supported poverty reduction efforts, as well as the allocation of local resources to maintain project initiatives.

## 6. RECOMMENDATIONS

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The following recommendations of the evaluation are divided into three parts: key recommendations that are considered critical for EXCEL to successfully meet its objectives; other recommendations to enhance the project's effectiveness; and recommendations for future projects. The recommendations are directed to WV and the implementing partners and to USDOL where appropriate, as indicated in the text of each objective.

### A. Priority Recommendations Critical to Meeting Project Objectives

1. 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 and residential areas. As volunteer groups, they need to be further linked with and supported by the commune authorities and labor inspectors, especially where removal of children from child labor is required. Linkages should be strengthened with committees for women and children at higher levels to strengthen the monitoring and response to child labor as mandated under the NPA-WFCL.
2. The implementing agencies should strengthen the 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 use by the field staff, supported by the relevant volunteer monitoring groups, in order to determine when youth have achieved the appropriate skill level to complete their training and to monitor their work outcomes.
3. The M&E Specialist should have a degree of recognized line management assignment over the M&E Assistants in each province, in order to ensure closer technical supervision of their work and that sufficient time is devoted to the monitoring and evaluation process. Further, monitoring related tasks should be given sufficient priority and dedicated time of the Community Facilitators so that performance monitoring can keep pace with service provision.
4. The Community Facilitators of WV, WP, FLD and VCAO should continue to progressively transfer the task of entering data for monitoring beneficiary and service provision to the community partners and CWG/CLMC members, including hard copy beneficiary records and computer entry, with oversight by the M&E Assistants/Officers.
5. The project should intensify efforts to encourage the remaining unserved households to join ASCA groups and also intensify the promotion of ASCA membership as a safety net approach for all project households, even if this is an additional service not counted for the purposes of CMEP reporting. All savings group members should be informed of the start-up support available, and Community Facilitators should support the groups in deciding between group-based versus individual livelihoods ventures after a minimum ASCA membership period.

## B. Other Recommendations to Enhance Project Performance

1. Given the importance of the Community Partners and CWGs/CLMCs in supporting and sustaining the project's activities, it is recommended that the CWG/CLMC group size be increased and that more than one member be allowed per village. Regular meetings should be held for sharing experience at commune level. The role and recognition of the community partners and the CWGs/CLMCs as beneficiary and community-wide child labor monitors should be enhanced by providing members a uniform (shirt or blouse) or badge with the CWG/CLMC and EXCEL logo.
2. Local Coordinators, with support from the Advocacy Specialist, should promote the public recognition of the role of the CWGs/CLMCs by commune authorities through the passing of local policies or minuted Commune Council action points.
3. It is recommended that the project engage with government labor inspectors at the local level to strengthen the inspection of factories and other high risk workplaces in order to enhance child labor monitoring generally and to assist in the ongoing identification of project beneficiaries among children working in factories and other high risk workplaces.
4. It is recommended that the project strengthen its engagement with the Provincial Departments of Labor and Vocational Training in order to enhance provincial level ownership and involvement in the project initiatives. Additionally, EXCEL should advocate with the MoLVT and the DoCLVT to provide the mandate to reactivate the Provincial Sub-Committees Against the Worst Forms of Child Labor and provide follow-up support to the establishment of such committees, provided a mandate is issued by the MoLVT/DoCLVT.
5. The project should engage the CWGs/CLMCs and children's groups in advocacy activities for improved working conditions for working age children and promote the importance of using safety gear, such as protective masks and gloves, when working in potentially harmful environments.
6. With regard to youth vocational training, the project should promote the use of skills training courses run under the government technical and vocational training system, where 3-6 month short term courses are available. The project should also consult further with PDoLVTs on available training and promote certification and recognition of skills gained.
7. While the difficulties enrolling children aged 13-14 years and 15-17 years in the project's education and other services are well recognized, the evaluator encourages the project to prioritize these age groups in future intakes, especially out-of-school children.
8. The project should endeavor to enroll an increased number of lower secondary school students in the scholarship supports in future intakes.
9. Through the Livelihoods Specialist and Education Specialist, the project should strengthen job counselling for any additional youth beneficiaries prior to enrolling them in vocational and livelihoods training and strengthen the life skills training component during the vocational training.

10. To assess the impact on children engaged in child labor in more depth, it would be useful for the M&E Specialist to analyze the types of child labor that beneficiaries are engaged in at intake according to a more detailed breakdown of age (perhaps 5-11, 12-14 and 15-17 years) and child labor status. It would also be useful to provide a breakdown of scholarship recipients by primary school and lower secondary school.
11. The Project Director and Education Specialist should consider a range of alternative strategies to provide literacy and numeracy training for out-of-school children (12-14 and 15-17 year old age groups) as well as adult household members. This support is recommended even if it 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.
12. The Livelihoods Specialist, together with Local Coordinators, should review the effectiveness of the various agricultural options for providing livelihood support to different geographical areas and adjust the strategy accordingly, including the viability of chicken raising. This should include developing a policy regarding replacing livestock for those beneficiaries whose livestock died soon after receiving the start-up package.
13. The project should expand the successful interactive theatre-based awareness raising activities by organizing study trips for teachers and members of Student Councils to visit other districts where the children's performing groups have been established.
14. The project should focus additional awareness messaging for families and children on the types of household chores that are reasonable for children according to their age and those that are too heavy or excessive.
15. To enhance awareness raising effectiveness, the partners should intensify the visual presence of the project and the child labor message through encouraging schools to involve children and Student Councils in making their own posters. Competitions could be held and winners of drawing competitions could be used as posters.
16. Through CDRI's briefing papers and dissemination of research results, the project should identify any policy implications at national and sub-national levels and use the results to advocate for appropriate policy changes.
17. The project should develop plans with the local government authorities and community partners to continue and expand activities beyond the project timeframe using local resources, especially the strengthened community-based institutions, school-based structures, and educational strengthening initiatives.
18. The project, with guidance from the Advocacy Specialist, should promote the development of local regulations on child labor at province, district and commune level through action points minuted by the local council or through local bylaws where considered relevant.

19. 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, document the models that prove effective and share them with national and sub-national stakeholders.

### **C. Recommendations for Future Programming**

1. In any future child labor project with a livelihoods component in Cambodia, develop a more equitable offering of livelihood support, not based on the poverty category of the beneficiary household but on household choice and resources, since all beneficiaries are poor. Also, equal budget should be allocated for agricultural and non-agricultural start-up packages.
2. Future program designs would be advised to set less ambitious beneficiary target numbers to be able to provide more concentrated staff time and resources to improve the quality of service delivery and beneficiary outcomes.
3. 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 the baseline studies and M&E system have been established in the first year.

## ANNEX A: Overview of Project Progress – Project Performance Indicators

### Relevant Acronyms:

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	Indicators with Cumulative targets at April 2015 <sup>34</sup> and Actual Results		
<b>Household Data<sup>35</sup></b>	<b>H.1.</b> Households with child laborers below legal working age (per male/female; under 15 and over 15)	Target	30%
		Actual	Baseline: 50/50; 90%/10%
	<b>H.2.</b> Households with children in hazardous labor (per sex and age)	Target	No target set
		Actual	Actual results will be reported at end of project
	<b>H.3.</b> Households with children in WFCL, other than HCL (per sex and age)	Target	Non-applicable to project
		Actual	LOP
	<b>H.4.</b> Households with all children in compulsory school age (14 years old) attending school (per sex and age)	Target	No target
		Actual	LOP
<b>Labor Status</b>	<b>C.1</b> % of children in Child Labor (per sex & age)	Target	From 65% to 40%
		Actual	52%
	<b>C.2</b> % of children in Hazardous Child Labor (per sex and age)	Target	Will report actual figures
		Actual	22%
<b>IO 1.1: Increase children's participation in lower secondary education</b>	<b>OTC.1</b> % of 70 target schools with increased gross enrollment rate in lower secondary education	Target	No target set for the period - 0%  According to TPR Annex, none of children have graduated yet.
		Actual	0%
	<b>OTP.1</b> # of children provided scholarship for formal schooling	Target	12,954 (Oct 2015)  26,500(LOP)
		Actual	7542
	<b>OTP.2</b> # of children that attended catch	Target	4,190

<sup>34</sup> Targets are cumulative to April 2015 unless otherwise noted.

<sup>35</sup> To be completed at the end of the project. Targets have not been set but actual results will be reported at the endline.

Area	Indicators with Cumulative targets at April 2015 <sup>34</sup> and Actual Results			
	up classes	Actual	3196	
	<b>OTP.3</b> # of children provided with mentoring or peer tutoring	Target	1480 (due Oct 2015)	
		Actual	WP recorded 733 for remedial classes in 2014 and 664 for peer tutoring in 2015 <sup>36</sup>	
	<b>OTP.4</b> # of children that attended functional literacy and numeracy classes	Target	300 (LOP)	
		Actual	0	
<b>Beneficiary Tracking: Education</b>	<b>BT-ED</b> Number of target children that received any regular form of education during the past six (6) months previous to reporting date	Target	24,156	
		Actual	23,242	
<b>USDOL Common Indicators: Education</b>	<b>E.1</b> # Children engaged in or at high-risk of entering child labor provided education or vocational services (per sex and age)	Target	16,119	
		Actual	18,273	
	<b>E.2</b> # Children engaged in or at high-risk of entering child labor enrolled in <u>formal</u> education services provided education or vocational services (per sex and age)	Target	18,045	
		Actual	17,074	
	<b>E.3</b> # Children engaged in or at high-risk of entering child labor enrolled in <u>non-formal</u> education services provided education or vocational services (per sex and age)	Target	6,190	
		Actual	3331	
		Male/female	1671/1660	
	<b>E.4</b> # Children engaged in or at high-risk of entering child labor enrolled in <u>vocational</u> services (per male/female)	Target	1,029	
		Actual	672	
		Male/female	131/541	
	<b>IO 1.2: Increase quality of education services</b>	<b>OTC.2</b> % of 70 Schools with teachers trained to improve their pedagogic performance	Target	60%
			Actual	70%
<b>OTC.3</b> % of 107 Covered Schools with improved safe and healthy learning environment		Target	56%	
		Actual	60%	
<b>OTP.5</b> # of teachers successfully trained		Target	176	

<sup>36</sup> This data, provided by project staff, is not yet recorded in CMEP reports

Area	Indicators with Cumulative targets at April 2015 <sup>34</sup> and Actual Results		
	on issues of child labor	Actual	264
	<b>OTP.6</b> # of target schools with Teacher Support Groups (TSG) functioning	Target	15
		Actual	70
	<b>OTP.7</b> # of school directors trained in effective management and leadership standards	Target	70 (LOP)
		Actual	86 (as of Oct 2015)
	<b>OTP.8</b> # Schools with active School Support Committee in place	Target	20%
		Actual	15/70
	<b>OTP.9</b> # of schools with active Student Council (SC) in place	Target	9
		Actual	55
	<b>IO 2.1: Households with increased annual income</b>	<b>OTC.4</b> % of HH with increase in assets	Target
Actual			11%
<b>OTP.10</b> # of target households that received training to improve livelihood strategies		Target	2,098
		Actual	824
<b>OTP.11</b> # of target households that report having increased the number of clients for their products/ services		Target	956
		Actual	267
<b>OTP.12</b> # of target HH that participated in savings groups		Target	1394
		Actual	489
<b>IO 2.2: Households with increased sources of income</b>	<b>OTC.5</b> % of beneficiary households reporting an increase in their number of sources of livelihood	Target	640 (4% of 14,000)
		Actual	1%
	<b>OTP.13</b> # of target households that incorporated one or more additional type of crop/ stock to their production	Target	516
		Actual	1530
	<b>OTP.14</b> # of target households that incorporated one or more non-agricultural activities to their sources of income	Target	62
		Actual	54
<b>Beneficiary Tracking: Livelihoods</b>	<b>BT-WS</b> Number of target children engaged in any form of CL during the past six (6) months previous to reporting date	Target	9,854
		Actual	3,712
<b>USDOL</b>	<b>L.1</b> # of households receiving livelihood	Target	8,951 (LOP: 14,000)

Area	Indicators with Cumulative targets at April 2015 <sup>34</sup> and Actual Results		
<b>Common Indicators: Livelihoods</b>	services	Actual	4,151
	<b>L.2 # of adults provided with employment services (per sex)</b>	Target	346 <sup>37</sup>
		Actual	1300
		Male/female	1031/269
	<b>L.3 # of children of legal working age provided with employment services (other than vocational training) (per sex)</b>	Target	325
		Actual	125
		Male/female	41/84
	<b>L.4 # of individuals provided with economic strengthening services (per sex)</b>	Target	5600
		Actual	4160
		Male/female	1540/2620
<b>IO 3.1: Community-based child protection mechanisms available and functioning</b>	<b>OTC.7 %</b> 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)	Target	29%
		Actual	93%
	<b>OTP.15 #</b> of CDW provided services by child protection community networks and family reintegration services	Target	50
		Actual	60
<b>IO 3.2: Increased household participation in social protection programs</b>	<b>OTC.8 %</b> of target household taking part in available SP programs	Target	10%
		Actual	54%
	<b>OTP.16 #</b> of HHs referred by the project to NSPS and other social protection programs	Target	130
		Actual	21
<b>IO 4.1: Increased access of youth to employment and income generation opportunities</b>	<b>OTC.9 %</b> of target youth 15-17 years old that developed self-employment strategies	Target	14%
		Actual	9.5%
	<b>OTC.10 %</b> of target youth 15-17 years old that obtained employment from third parties	Target	6%
		Actual	9.5%
	<b>OTP.17 #</b> of target youth 15-17 years old that received training in employment skills, (agricultural or no agricultural) technical skills, or entrepreneurship skills,	Target	800
		Actual	289

<sup>37</sup> Targets were revised down by USDOL post October 2014 TPR due to low reported performance at that date.

Area	Indicators with Cumulative targets at April 2015 <sup>34</sup> and Actual Results			
	or are placed in a job as apprentices			
	<b>OTP.18</b> # of target youth 15-17 years old that participated in savings groups	Target	51	
<b>IO 5.1: Provincial and community structures with CLMS and action against CL</b>	<b>OTC.10 (C.1)</b> % of target communes in which a CLMS is carried out regularly	Target	25%	
		Actual	89%	
	<b>OTP.19</b> # of regulations on CDW and CL in the informal sector are passed by relevant authorities	Target	8 (LOP)	
		Actual	0	
	<b>OTP.20</b> # of Department of Fisheries Guidelines on CL disseminated	Target	Target for Oct 2015: 200	
		Actual	0 (Drafted but not disseminated)	
	<b>IO 6.1: Parents with increased awareness and attitude change to combat CL</b>	<b>OTC.12</b> % Heads of target HH who agree that children under legal working age should attend school and not work. (changed from: express a negative attitude to child labor)	Target	50%
			Actual	84%
<b>OTP.21</b> # of Communities sensitized through direct awareness-raising activities (campaigns, public events, personal contact) on the need to eliminate CL and the importance of children's education		Target	53	
		Actual	73	
<b>OTP.22</b> # of government institutions sensitized by the project at target provinces that carry out activities to prevent/ eliminate child labor		Target	9	
		Actual	23	
<b>OTP.23</b> # of private sector institutions sensitized by the project at target provinces that carry out activities to prevent/ eliminate child labor		Target	30	
		Actual	142	
<b>IO 7.1: Dissemination of information on CL is increased</b>	<b>OTC.13</b> Knowledge generated by the project is disseminated among key stakeholders	Target	1	
		Actual	0	
	<b>OTP.24</b> Number of research reports completed on key CL-related issues (CDW, adult migration, landlessness)	Target	2	
		Actual	2 (3 as of March 2015)	

## ANNEX B: Evaluation Methodology Matrix

**Explanatory note:** The specific questions listed in the TOR are arranged under each relevant issue area specified in the Purpose and Scope section.

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
<b>TOR Issue – Theory of Change</b>		
<p>Issue 1. Assess the relevance of the project’s Theory of Change, as stated in the EXCEL CMEP, to the issue of child labor in Cambodia and whether activities are being implemented in accordance with the project design.</p>	<ul style="list-style-type: none"> <li>• Key project staff: Project Director, M&amp;E Specialist</li> <li>• Implementing partners</li> <li>• Cross-section of national stakeholders – E-TWG, Cambodia National Children’s Committee, community partners.</li> <li>• Other development partners</li> </ul>	<ul style="list-style-type: none"> <li>• CMEP document, especially the Theory of Change.</li> <li>• Project Document</li> <li>• Technical Progress Reports</li> </ul>
<b>TOR Issue - Progress toward objectives and implementation</b>		
<p>Issue 2. Determine whether the project is meeting its objectives and identify the challenges encountered in doing so. Specifically, the evaluator will assess two key areas regarding project implementation:</p> <ul style="list-style-type: none"> <li>• The first is to assess the effectiveness and ease of use of the monitoring tools, including tablets, Open Data Kit (ODK) software, storage on Formhub and Ona, and the database. There have been challenges for the project in being able to report actual from the database and this evaluation should examine what is and is not working well.</li> <li>• The second is to assess how the project is progressing in the provision of livelihoods services. The project has had challenges in finding beneficiaries to participate in livelihoods services. This evaluation should examine briefly what the challenges are and, more importantly, inform any changes that can</li> </ul>	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Operations Manager</li> <li>• M&amp;E Specialist</li> <li>• Partner field staff and volunteers who use the monitoring tools</li> <li>• Project Managers per partner: WV, WP, FLD, VCAO.</li> </ul> <p>Livelihoods progress: see specific questions below</p>	<ul style="list-style-type: none"> <li>• Technical Progress Reports (TPRs)</li> <li>• M&amp;E system tools and database</li> <li>• CMEP documents</li> <li>• Project CMEP database</li> <li>• Data generated by the system for a random selection of indicators</li> </ul>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
help the project improve service delivery and meet its life of project targets.		
<b>Specific Questions:</b>		
Q1. Please map the CMEP data to the Results framework included in this TOR. Is the project meeting its target numbers and objectives? (use table on project achievements in comparison to adjusted targets as per Annex 1 of this TOR)	<ul style="list-style-type: none"> <li>• Project Director – including at what date the targets were adjusted and why.</li> <li>• M&amp;E Specialist</li> </ul>	<ul style="list-style-type: none"> <li>• CMEP data from TPR reports (check whether the Annex 1 table shows adjusted targets)</li> </ul>
Q2. Please conduct a spot check on data quality and accuracy	<ul style="list-style-type: none"> <li>• M&amp;E Specialist – obtain names of several beneficiaries and their monitoring records for the communes to be visited and follow up with beneficiary interviews/record held in the commune.</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring records of sample of beneficiaries in database compared with local monitoring records</li> </ul>
Q3. How was the database set up by the contractor, in terms of process and final outlay of the database? How is information transferred and stored? (i.e. <i>Consider the process of setting up the database and the functionality of the system</i> )	<ul style="list-style-type: none"> <li>• M&amp;E Specialist</li> <li>• Project Director</li> <li>• Partner M&amp;E Specialists</li> <li>• Field users of the database</li> <li>• Operations Manager</li> </ul>	<ul style="list-style-type: none"> <li>• Database manual or other documentation available</li> </ul>
Q4. How has the data collection, transferring and storage method affected the accuracy and reliability of the data on participants?	<ul style="list-style-type: none"> <li>• M&amp;E Specialist</li> <li>• Partner M&amp;E Specialists</li> <li>• Project Managers per partner (WV, FLD, WP, VCAO)</li> <li>• CWGs (responsible for recording beneficiary data)</li> <li>• Field officers (responsible for entering data)</li> </ul>	<ul style="list-style-type: none"> <li>• Viewing of system components online at WV office</li> </ul>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Operations Manager</li> <li>• USDOL</li> </ul>	
Q5. What are reasons that potential beneficiaries do not want to participate in livelihood services? How could the project encourage greater participation?	<ul style="list-style-type: none"> <li>• Livelihoods Specialist</li> <li>• Local implementing partner staff: WP, FLD, WV</li> <li>• Household members who have and have not participated in livelihoods services</li> <li>• Local authorities</li> </ul>	<ul style="list-style-type: none"> <li>• TPR reports</li> </ul>
Q6. How has migration affected the provision of livelihoods services? How has the project addressed this and has the approach been successful?	<ul style="list-style-type: none"> <li>• Local partner staff</li> <li>• Livelihoods Specialist</li> <li>• Local authority representatives</li> <li>• CDRI for their insights on migration</li> <li>• Project Director</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> <li>• Review of migration research by CDRI</li> <li>• Other migration research available</li> </ul>
Q10. Has the project had sufficient staff coverage for the increased number of villages served by the project?	<ul style="list-style-type: none"> <li>• Local project staff</li> <li>• Operations Manager</li> <li>• Project Director</li> <li>• Partner Project Managers</li> <li>• Operations Manager</li> <li>• USDOL Project Manager</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> </ul>
Q11. How effective is the project's beneficiary targeting? Are there any changes that could be made in order to better target beneficiaries?	<ul style="list-style-type: none"> <li>• Partner managers including Project Director</li> <li>• Livelihoods Specialist</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> <li>• Internal evaluation reports if available</li> </ul>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
	<ul style="list-style-type: none"> <li>• Local Coordinators</li> <li>• Local project staff</li> <li>• Commune authorities</li> <li>• CWG/CLMC members</li> <li>• Beneficiary households</li> </ul>	
Q12. What were the main successes or challenges for coordination among implementing agencies, as well as coordination with concerned agencies that include the government in supporting the project? How were the [challenges] addressed and has the coordination improved as a result?	<ul style="list-style-type: none"> <li>• Project Executive Committee (PEC)</li> <li>• Project Director</li> <li>• Partner managers</li> <li>• Local partner staff</li> <li>• Government representatives at national, province, district and commune level</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> </ul>
<b>TOR Issue - Assessment of Results</b>		
Issue 3. Describe the results of the project by the date of the evaluation, at institutional and community level, and especially [the effects] on the lives of beneficiary households and children.	<p>Institutional level:</p> <ul style="list-style-type: none"> <li>• National stakeholder interviews – PEC, E-TWG, Cambodia National Council on Children, FiA, MOLVT, MOI etc.</li> <li>• Child protection service providers in Phnom Penh, especially in relation to Child Domestic Workers</li> <li>• Project Director</li> </ul> <p>For the community and</p>	<ul style="list-style-type: none"> <li>• TPRs</li> <li>• Legal frameworks/National child labor action plans supported by the project</li> </ul>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
	beneficiary level see specific questions below	
<b>Specific Questions:</b>		
<p>Q7. The project is providing a variety of livelihoods services in both agricultural and non-agricultural activities. These include chicken raising, pig raising, fish raising, mushroom growing, gardening, sewing, Khmer traditional music, cosmetology, television repair, handicrafts, providing drink carts, and small business training. How do the project and the beneficiaries determine if the various services are successful? Have the various options for increased livelihood/income actually led to reduced engagement in hazardous labor? Is there evidence to correlate improved income with reduced child labor?</p>	<ul style="list-style-type: none"> <li>• Livelihoods Specialist</li> <li>• Local implementing partner staff</li> <li>• Commune authorities</li> <li>• Beneficiary households (adult and youth) utilizing livelihoods services regarding their perceptions of success, their use of income gained and behavior related to child labor.</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> <li>• Beneficiary income generating activity records</li> </ul>
<p>Q8. Is there evidence of an improvement in children's enrollment and attendance in formal and non-formal education related to the project's education interventions? (<i>Additionally, which activities were most significant?</i>)</p>	<ul style="list-style-type: none"> <li>• Education Specialist</li> <li>• Local partner staff</li> <li>• School staff</li> <li>• Parents</li> <li>• Child beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Enrollment records if available</li> <li>• Education indicators in the CMEP</li> </ul>
<p>Q9. To what extent has the project been successful in improving outcomes for target youth (15-17 years) following vocational training and entrepreneurship skills training?</p>	<ul style="list-style-type: none"> <li>• Education and livelihoods specialists</li> <li>• Local partner staff</li> <li>• Service providers</li> <li>• Youth beneficiaries</li> <li>• Commune authorities</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> </ul>
<p>Q13. How has the project been able to strengthen the local child protection mechanisms? (e.g. CWGs or CLMCs)? What can be learned from this?</p>	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Project managers per</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> </ul>

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
	<ul style="list-style-type: none"> <li>partner</li> <li>• Provincial/local project staff</li> <li>• CWG/CLMC members</li> <li>• Province/District/commune authorities</li> <li>• Cambodia National Children’s committee, E-TWG</li> </ul>	
Q12. What are the most significant advocacy related outcomes from the project? (e.g. child labor guidelines/standard, improved CL monitoring in communities etc.) ?	<ul style="list-style-type: none"> <li>• Advocacy Specialist</li> <li>• Government ministries, including MoLVT – Department of Child Labour (DoCLVT), Fisheries (FIA)</li> <li>• National committees: E-TWG, Cambodia National Children’s Committee</li> <li>• Other development partners working on child labor. E.g. USAID project, ILO</li> <li>• Project Director</li> <li>• Province, district, commune authorities</li> <li>• CWGs, CLMCs</li> </ul>	<ul style="list-style-type: none"> <li>• TPRs</li> </ul>
<b>TOR Issue - Sustainability</b>		
Issue 4. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability before project phase-out	See below	See below

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
<b>Specific Questions:</b>		
Q13. Does the project have a sustainability plan? Does it appear to be adequate and realistic? Please provide comment and suggestions on which would be the areas to strengthen during the second half of the project in order to increase the sustainability of project interventions.	<ul style="list-style-type: none"> <li>• Project Director and senior staff</li> <li>• World Vision National Director and other WV national staff</li> <li>• Implementing partner Project Managers</li> <li>• National government stakeholders (e.g. MOLVT, MOEYs, relevant national child labor committees</li> <li>• Local government stakeholders</li> <li>• CWG/CLMC members</li> <li>• School and vocational training provider stakeholders</li> <li>• Livelihoods and savings service providers</li> </ul>	<ul style="list-style-type: none"> <li>• Project Document - Technical Narrative</li> <li>• TPRs</li> </ul>

# TERMS OF REFERENCE

for the  
**Independent Interim Evaluation**  
of  
**Cambodians EXCEL Project**  
*Eliminating eXploitive Child Labor through  
Education and Livelihoods*  
in  
**CAMBODIA**

**Cooperative Agreement Number:** IL-23979-13-75-K  
**Financing Agency:** U.S. Department of Labor  
**Grantee Organization:** World Vision, Inc.  
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**Vendor for the Evaluation Contract:**



*Sistemas, Familia y Sociedad*  
*Consultores Asociados*

## ACRONYMS

CCWC	Commune Committee for Women and Children
CDRI	Cambodia Development Research Institute
CDW	Child Domestic Worker
CL	Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CPC	Child Protections Committee
EXCEL	Cambodians EXCEL
FLD	Farmer Livelihood Development
FY	Fiscal Year
GoC	Government of Cambodia
HH	Household
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labour Organization
IO	Intermediate Objective
IPEC	ILO International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
ODK	Open Data Kit
SFS	Sistemas, Familias y Soceidad – Consultores Asociados
SWOT	Strengths, Weaknesses, Opportunities, Threats Analysis
ToC	Theory of Change
TPR	Technical Progress Report
TWG	Technical Working Group
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor
VCAO	Vulnerable Children Association Organization
WFCL	Worst Forms of Child Labor
WP	Wathnapheap
WV	World Vision Inc.

## I. BACKGROUND AND JUSTIFICATION

### USDOL - OCFT

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 (CL); 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:

1. Reducing exploitative child labor, especially the worst forms (WFCL) 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;
2. 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;
3. 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;
4. 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
5. Ensuring the long-term sustainability of these efforts.

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.

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 exploitive 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 Fiscal Year (FY) 2010, 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 Context<sup>38</sup>

Children in Cambodia are engaged in WFCL as victims of human trafficking and in child labor in agriculture. According to the 2012 Cambodia Labour Force and Child Labour Survey, over 25% of children between the ages of 5-17 were working. Of the children who can be classified as child laborers, more than half were engaged in agriculture, forestry and the fishing sector, while nearly 20% worked in manufacturing. Many of these children perform hazardous activities such as handling and spraying pesticides and herbicides. Children are also trafficked to, from and within Cambodia for labor exploitation including domestic labor, factory work, street vending and commercial sexual exploitation.

Child labor in Cambodia is the result of a complex set of factors including poverty, debt, migration, a lack of access to quality education, the cultural acceptance of child labor, a limited capacity to combat child labor and a lack of regulation in the informal sector, particularly in subsistence farming and fishing. According to Cambodians EXCEL's Problem Analysis, the major factors that contribute to child labor can be described under two main categories: (a) precarious living conditions of households and children, which increase their vulnerability to using child labor as a livelihood strategy; and (b) features of the institutional environment, such as limited awareness and action regarding child labor and child rights and limited networking and operational capacity, which hamper the sustainability of efforts to prevent and eliminate child labor.

The precarious living conditions of households are associated with four groups of factors:

- Children have limited access to relevant, quality education and show low completion rates, especially at the lower secondary school level;
- Households have insufficient means of generating livelihoods to satisfy their needs;
- Households lack or have insufficient access to social protection services; and
- Young people have reduced employability and/or vocational skills.

Contributing factors related to the institutional environment include the following:

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<sup>38</sup> Adapted from World Vision *Cambodians EXCEL Comprehensive Monitoring & Evaluation Plan* (December 2013) and USDOL-ILAB *2013 Findings on the Worst Forms of Child Labor: Cambodia*. Accessed at: <http://www.dol.gov/ilab/reports/child-labor/findings/2013TDA/cambodia.pdf>

- Limited capacity among local and national government structures to prevent or eliminate child labor, implement Child Labor Monitoring Systems (CLMS) and promote access to education;
- A cultural acceptance that child labor is not ideal but is unavoidable;
- A lack of integration among the actions of key and potential stakeholders to combat child labor; and
- An insufficient knowledge base on child labor in Cambodia.

Significant barriers to accessing education still exist in Cambodia, especially in remote areas where there is limited transportation and children have to travel long distances for school. The distance sometimes deters parents from sending their female children to school due to security concerns. Lack of bilingual education can also be a barrier for children of ethnic minorities while others lack access due to displacement caused by land disputes and government land concessions for agro-industry and infrastructure projects.

Cambodia has made strides toward adopting policies that address child labor, including signing the International Labour Organization (ILO) Conventions 138 and 182, ratifying the United Nations Convention on the Rights of the Child, and reducing the absolute numbers. The Ministry of Labor and Vocational Training has adopted regulations regarding acceptable work for children in agriculture, fishing, and tobacco and cassava production, but as of December 2013 they have not yet begun to enforce these regulations. Additionally, in 2013, The Department of Child Labor employed 35 staff members, some of whom act as labor inspectors. However, inspectors did not receive professional training on conducting inspections and there is a lack of standardized guidelines on how to conduct inspections as well as a budget for transportation, fuel and other necessities for conducting child labor inspections.

The GoC still relies heavily on outside funding to combat child labor. In 2013, 1,147 police officers participated in anti-trafficking training and the Anti-Trafficking police employed 500 police as investigator and enforcement officers, but they lacked sufficient means of transportation and continue to rely heavily on local and international non-governmental organizations (NGOs) for investigations.

### The Cambodians EXCEL Project

On December 28, 2012, World Vision (WV) received a four-year Cooperative Agreement worth US \$10 million from USDOL to implement a child labor elimination initiative in Cambodia. The purpose of the Cooperative Agreement is to support a reduction in child labor in agriculture, fishing, fisheries/aquaculture, and domestic service as well as other sectors by increasing children's access to quality education and training opportunities, promoting sustainable livelihoods for their households, and increasing beneficiaries' access to national social protection programs that help households overcome dependence on child labor to meet basic needs in Cambodia. World Vision was awarded the project through a competitive bid process and works with four sub-grantees: Wathnakpheap (WP), Farmer Livelihood Development (FLD), Vulnerable Children Association Organization (VCAO) and Cambodia Development Research Institute (CDRI).

The Cambodians EXCEL (EXCEL) project aims to reduce exploitative child labor in fishing, agriculture, and domestic service in target communities in five provinces and one municipality in Cambodia. The

project will benefit 28,000 children 5-17 years old who are at risk of or engaged in child labor as well as 14,000 households of direct beneficiary children.<sup>39</sup> All target households will have one child who is either engaged or at risk, and who is a direct beneficiary of the project. Communes (communities) were selected from five provinces and one municipality for inclusion in the project: Battambang, Siem Reap, Pursat, Kampong Cham, Banteay Meanchey and Phnom Penh.

EXCEL works at many levels: with children engaged in or at risk of child labor, with their households, with schools where a high percentage of students are at risk of child labor, and with 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 has established a Comprehensive Monitoring and Evaluation Plan (CMEP) which includes a Theory of Change, Data Collection Plan, Performance Monitoring Plan, Baseline tools, and Performance Reporting Form, as well as a monitoring and evaluation (M&E) Timetable and Budget. Within this plan the project staff has identified seven intermediate objectives (IO):

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

**IO 2:** Target households' livelihood improved

**IO 3:** Improved access to Child Protection and Social Protection programs

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

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

**IO 6:** Increased awareness and relevant actions among key stakeholders to promote child rights and combat CL in the rural sector and child domestic workers (CDW)

**IO 7:** Enhanced knowledge on CL in Cambodia

The EXCEL Theory of Change states that the elimination of child labor derives from two broad sets of strategies:

- Those aimed to reduce household's and children's vulnerability to child labor through improved living conditions and educational support; and
- Those aimed at creating an environment that enables communities and institutions to develop sustainable efforts towards the elimination of child labor, by increasing awareness and cultural support for the protection of children.

To achieve these objectives, the project is implementing a multi-sector approach that provides educational and livelihoods services and linkages for targeted children and households. This approach includes:

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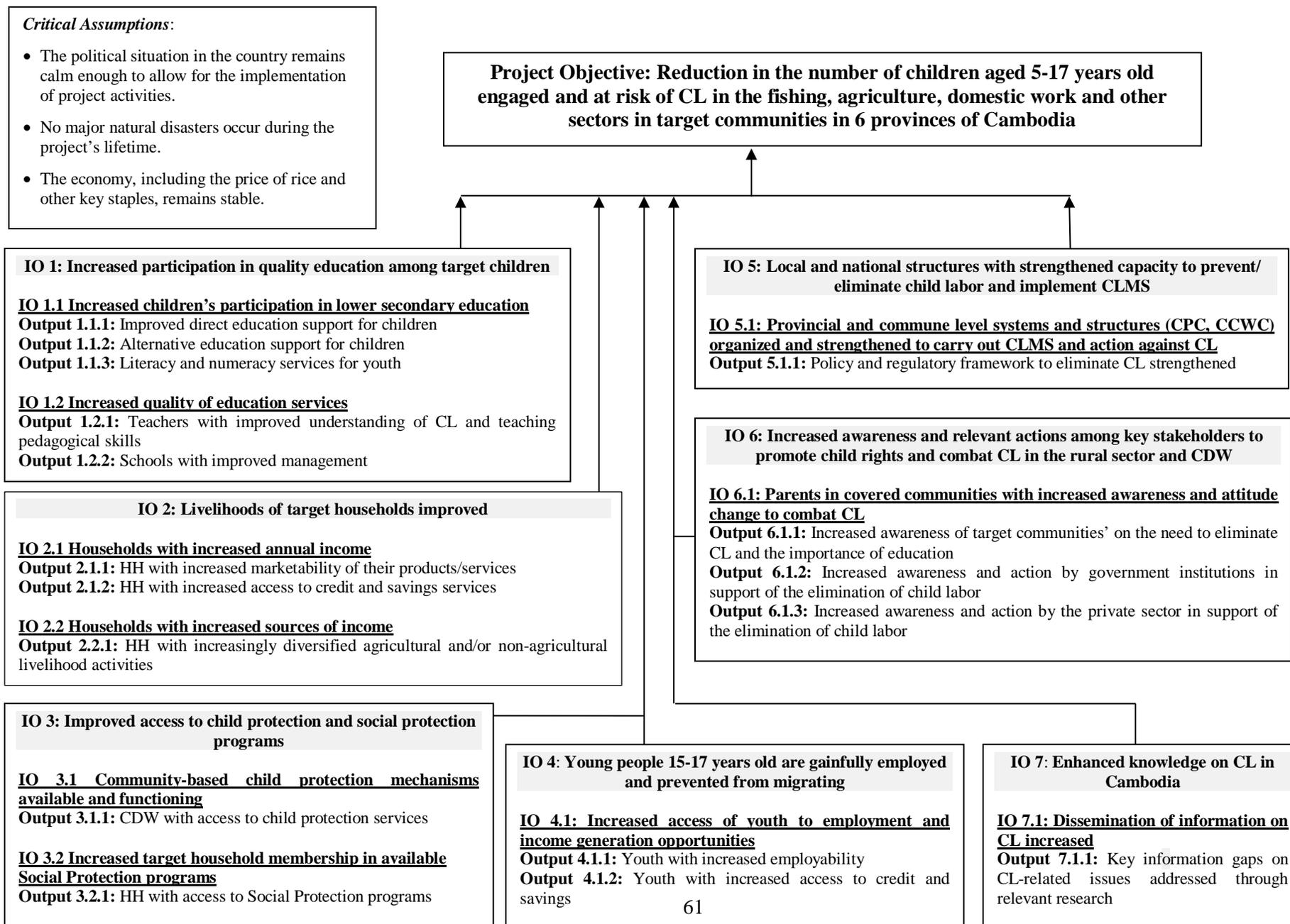
<sup>39</sup> In the case of CDW living with their employer, (1500 children) the project will not be providing services to their households.

- a. Providing direct education, livelihood, youth employment and social protection services, as well as linkages to support services, for target beneficiaries;
- b. Strengthening the policies and capacity on child labor, education, sustainable livelihoods and social protection;
- c. Raising awareness among parents, communities and local authorities regarding exploitative child labor and its root causes, as well as the importance of education, social protection and decent work for children and youth of legal working age;
- d. Supporting research, evaluation and the collection and dissemination of reliable data on child labor as well as its contributing factors and/or effective strategies; and
- e. Promoting the long-term sustainability of efforts to combat exploitative child labor and improve livelihoods.

According to the October 2014 Technical Progress Report (TPR), EXCEL was on schedule overall and making good progress toward achieving the life of project targets, except that they were behind on the L1 targets. In May 2014, the government coup in Thailand resulted in the expulsion of many undocumented Cambodian workers from Thailand which brought a wave of youth who benefited from the project's livelihood component; some now find that vocational training is preferable to migration. Currently the Thai government is more lax about enforcing the border and the migration of target families making it difficult to monitor some beneficiaries. As far as the data reporting system, while staff find the mobile devices very functional and easy to use, the database is demonstrating difficulties in running reports.

The following diagram highlights the project's main expected outcomes according to its results framework:

## Cambodians EXCEL Results Framework: Outcomes and Outputs



## II. PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external interim and final evaluations. The interim evaluation of the EXCEL project is due in early 2015.

### Interim Evaluation Purpose and Scope

The scope of the interim 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 time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and Project Document. 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. It will provide recommendations for enhancing achievement of project objectives and addressing limitations in order to improve the project's ability to achieve results by the end of project.

The evaluation will also assess and make recommendations according to the extent which the project has started to take steps toward sustainability, ensuring that the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations. This includes the direct project partners, i.e. WP, FLD, VCAO and CDRI.

The Interim Evaluation will assess and evaluate the project's implementation for the first two years, providing insight on what aspects are effective and determining whether the project is on track towards meeting its goals and objectives. Additional questions may also be analyzed as determined by the stakeholders and evaluator prior to the mission. The evaluator may also identify further points of importance during the mission that may be included in the analysis as appropriate.

The evaluation will address the following issues:

1. Assess the relevance of the project's Theory of Change, as stated in the EXCEL CMEP, to the issue of child labor in Cambodia and whether activities are being implemented in accordance with the project design.
2. Determine whether the project is meeting its objectives and identify the challenges and/or successes encountered in doing so. Analyze the factors that may be contributing to these successes and challenges. Specifically, the evaluator will pay particular attention to two key areas regarding project implementation:
  - The first is to assess the effectiveness and ease of use of monitoring tools, including tablets, Open Data Kit (ODK) software, storage on Formhub and Ona, and the database. There have been challenges for the project in being able to report actuals from the database and this evaluation should examine what is and is not working well.
  - The second is to assess how the project is progressing in the provision of livelihood services. The project has had challenges in finding beneficiaries to participate in livelihood services.

This evaluation should examine briefly what the challenges are and, more importantly, inform any changes that can help the project improve service delivery and meet its life of project targets.

3. Describe the results of the project by the date of the evaluation, at institutional and community level, and especially, on the lives of beneficiary households and children;
4. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability before project phase-out.

The evaluation will identify any specific implementation areas that may benefit from adjustments to ensure the project can be as successful as possible during its remaining period of performance. Recommendations for changing course should be provided for those interventions that have posed challenges or failed to deliver results.

## Intended Users

The intended users are OCFT, World Vision, its project partners WP, FLD, VCAO and CDRI, as well as other stakeholders working to combat child labor more broadly. The evaluation will provide an assessment of the project's experience in implementation and its effects on project beneficiaries. 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 for readers who are unfamiliar with the details of the project.

## Evaluation Questions

Specific questions that the evaluation should seek to answer are found below. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL.

1. Please map the CMEP data to the Results Framework included in this TOR. Is the project meeting its target numbers and objectives? (use table on project achievements in comparison to adjusted targets as per Annex 1 of this TOR)
2. Please conduct a spot check on data quality and accuracy.
3. How was the database set up by the contractor, in terms of process and final outlay of the database? How is information transferred and stored?
4. How has the data collection, transferring and storage method affected the accuracy and reliability of the data on participants?
5. What are reasons that potential beneficiaries do not want to participate in livelihood services?

How could the project encourage greater participation?

6. How has migration affected the provision of livelihood services? How has the project addressed this and has the approach been successful?
7. The project is providing a variety of livelihood services in both agricultural and non-agricultural activities. These include chicken raising, pig raising, fish raising, mushroom growing, gardening, sewing, Khmer traditional music, cosmetology, television repair, handicrafts, providing drink carts, and small business training. How do the project and the beneficiaries determine if the various services are successful? Have the various options for increased livelihood/income actually led to reduced engagement in hazardous labor? Is there evidence to correlate improved income with reduced child labor?
8. Is there evidence of an improvement in children's enrollment and attendance in formal and non-formal education related to the project's interventions?
9. To what extent has the project been successful in improving employment outcomes for target youth (15-17 years old) following vocational training and entrepreneurship skills training?
10. Has the project had sufficient staff coverage for the increased number of villages served by the project?
11. How effective is the project's beneficiary targeting? Are there any changes that could be made in order to better target beneficiaries?
12. What were the main successes or challenges for coordination among implementing agencies, as well as coordination with concerned agencies that include the government in supporting the project? How were these addressed and has the coordination improved as a result?
13. How has the project been able to strengthen the local child protection mechanisms (e.g. CWGs or CLMCs)? What can be learned from this?
14. What are the most significant advocacy related outcomes from the project (e.g. child labor guidelines/standards, improved CL monitoring in communities, etc.)?
15. Does the project have a sustainability plan? Does it appear to be adequate and realistic? Please provide comment and suggestions on which would be the areas to strengthen during the second half of the project in order to increase the sustainability of project interventions.

### III. EVALUATION METHODOLOGY AND TIMEFRAME

#### A. Approach

The evaluation fieldwork will be qualitative and participatory in nature and use project documents including CMEP data to provide quantitative information. 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.

Quantitative data will be drawn from project documents including the CMEP, TPRs and other reports to the extent that it is available and incorporated in the analysis. As an annex, the report will also include a table showing an overview of the project progress by listing indicators, targets and achievements to date (please see example of template for this table in Annex 1 of this TOR). For those indicators where the project is experiencing challenges, a brief analysis will be included in the results.

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 to provide introductions for meetings with stakeholders, communities, and beneficiaries; they will not be present during the actual data collection.

The following principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. 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/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. 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.
5. 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.

## **B. Interim Evaluation Team**

The evaluation team will consist of:

1. The international evaluator: Ruth Bowen
2. As appropriate, an interpreter fluent in necessary languages will travel with the evaluator and assist during her work in different regions.

The international evaluator will be responsible for developing the methodology in consultation with Sistemas, Familias y Sociedad (SFS), USDOL, and the project staff; assigning the tasks of the national consultant and interpreter during the field work; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial

findings of the evaluation during the national stakeholder meeting; and preparing the evaluation report.

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

### C. Sampling, Site Selection and Data Collection Methodology

#### **Criteria for selecting communities, beneficiaries and other sources:**

The evaluator will visit three to four provinces from among the six implementation provinces, to ensure that sufficient time can be spent per province and selected project communes within them to obtain a depth of information, to satisfy the following proposed criteria:

1. Representation of the sectors of agriculture, fishing and CDW among the communities selected.
2. Inclusion of at least one province and implementation communes where cross-border or internal out-migration is a factor in child labor (these include Battambang, Siem Reap, Pursat, and Banteay Meanchey according to the Project Document)
3. A representation of different implementing and lead agencies (WV, Wathnakpheap, FLD, VCAO) among the provinces, districts and communes. Note: To define these criteria further, information from the project on the allocation of implementing areas per implementing partner is needed.
4. Inclusion of sites at district or commune level with relatively high take-up of livelihoods support and those with lower rates of take-up as recorded in monitoring reports or other reporting.
5. Inclusion of a cross-section of districts and communes considered by the project to be doing well and not so well in terms of capacity building efforts and engagement in the project.

#### **Criteria for sampling interviewees/beneficiaries:**

Beneficiaries:

1. In each community site visited, beneficiary children in the 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.
2. A cross-section of family members will be met per community, including those who have taken up livelihoods services and those who have not.

Local government, implementing partners and other stakeholders:

1. Key staff of WV and its implementing partners who have key implementation responsibilities under the project.

2. Representatives of provincial, district and commune local government to be interviewed will be those with whom the project directly interacts or intends to interact. At commune level, these stakeholders will include teachers and members of the project-initiated or pre-existing community volunteer groups including School Support Committees, CWGs, CCLMCs and Commune Women and Children Committees.
3. Time permitting, representatives of national agencies with responsibility for child labor, for example, the Technical Working group for Child Labour, Ministry of Labour and Vocational training, the E-TWG and the Cambodia National Council for Children will be met and other relevant national agencies with whom the project has had direct interactions with these agencies. Given time constraints a small number of specific representatives will be selected for interview in consultation with the Project, who are able to comment on the role of the project in advancing the national agenda on child labor
4. Representatives of other development partners working on child labor issues with whom the project has interacted or intends to interact.

### **Data collection methods:**

The data collection methods will comprise a combination of individual interviews and focus group discussions with representatives of all key stakeholders, including direct and indirect beneficiaries and implementing partners. The evaluation instruments will comprise a set of question guides for individual interviews and focus group discussions per stakeholder group that will be developed by the evaluator prior to the field visit to address the evaluation questions. These guides will allow a degree of flexibility to respond to issues that arise during the field work. At the community level, meetings with child and family beneficiaries will be arranged in small groups in community settings or in school or vocational training settings.

In interviews and conversations with children, small group methods will be used, using interactive methods that enable children to share their perspectives. Effort will be made to ensure that the confidentiality of child participants is protected in terms of adults in their communities (including teachers, local authorities, child labor monitoring group members, and parents) so that they can be encouraged to freely share their impressions of the project. Adequate time will be scheduled for focus groups with children to allow time for playful interactions before any actual focus group activities. Meetings with children will need to be scheduled ahead of time (including identifying the participating children) to avoid pulling them from classes and to secure permission from parents in keeping with the WV Child Protection Policy.

A national level stakeholder workshop will be held with a wide range of stakeholder representatives as described further below. The agenda of the meeting will be developed in consultation with WV and confirmed during the first week of the evaluation. Group discussion guides will be developed by the evaluator and appropriate stakeholder groupings will be determined in consultation with World Vision too.

Data will also be collected from the TPRs, CMEP database and other project documents including any

internal review reports made available to the evaluator as part of the document review to address the evaluation questions.

### **Other relevant issues:**

The evaluator will interview the designers and users of the monitoring tools and the database at project management level and the users of the monitoring tools at field level; study the data collection and processing system and conduct a spot check of beneficiary case files to assess the effectiveness and ease of use of the monitoring tools and the database and its reporting.

## D. Evaluation Milestones

### 1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- 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 (baseline studies, etc.), and
  - Project files (including school records) as appropriate.

### 2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, 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 she is going to allocate her time in the field. It will also help the evaluator to ensure that she is exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from. The question matrix shall be forwarded by the evaluator to SFS before start of field work and shared with USDOL.

### 3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinion 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 conversation 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;
- Education personnel including school teachers, assistants and school directors;
- Project beneficiaries (children withdrawn and prevented and their parents);
- International NGOs and multilateral agencies working in the area;
- Other child protection and/or education organizations, committees and experts in the area; and
- U.S. Embassy staff member.

#### 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.

#### E. 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.

## F. Stakeholders Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluator 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. Stakeholders from all six provinces served by the project will be invited, though it is understood that some may not be able to attend due to travel related challenges.

The meeting will be used to present the major preliminary findings and emerging issues, solicit 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. If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

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.

## G. Limitations

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. 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.

## H. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Task</b>	<b>2015 Date(s)</b>
Draft TOR submitted to USDOL	Mon, Jan 5
Evaluator submits Methodology to SFS	Mon, Jan 12
Evaluator submits List of Stakeholders/Interviewees for WV feedback	Mon, Jan 12
Input received from USDOL and WV on Draft TOR	Fri, Jan 16
TOR Finalized	Fri, Jan 23
Logistics Call	Mon, Jan 26
Finalized Field Itinerary and Stakeholder List for Workshop	Fri, Jan 30
Evaluator submits Question Matrix to SFS	Fri, Jan 30
Contract signed by Evaluator	Fri, Jan 30
Cable Clearance Request sent to USDOL	Fri, Jan 30
SFS submits Question Matrix to USDOL	Wed, Feb 4
Evaluator interviews USDOL	Wed, April 8
Fieldwork	April 19 – May 4
Stakeholders Meeting	Tues, May 5
Post-fieldwork Debrief Call with USDOL	Wed, May 13
Draft Report sent to SFS for quality review	Wed, May 20
Draft Report to USDOL and WV for 48 hour review	Tues, May 26
Draft Report sent to USDOL, WV and stakeholders for comments	Thurs, May 28
Comments due to SFS	Thurs, June 11
Revised Report sent by Evaluator to SFS for quality review	Wed, June 17
Revised Report sent to USDOL	Fri, June 19
Approval from USDOL to Copy Edit/Format Report	Fri, June 26
Final Report sent to USDOL	Fri, July 10

## **IV. EXPECTED OUTPUTS/DELIVERABLES**

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to SFS. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary - providing a brief overview of the evaluation including sections IV-VI and key recommendations
- IV. Project Description
- V. Evaluation Objectives, Methodology and List of Evaluation Questions
- VI. Findings, Recommendations and Conclusions
  - Findings – Answers to each of the evaluation questions, with supporting evidence included

- Conclusions – interpretation of the facts, including criteria for judgments
- Key Recommendations – critical for successfully meeting project objectives and judgments on what changes need to be made for future programming
- Other Recommendations – as needed
- Lessons Learned and Good Practices

VII. Annexes, including but not limited to:

- An overview of project progress (see template in Annex 1 below)
- TOR
- Question Matrix
- List of documents reviewed
- List of interviews, meetings and site visits
- Stakeholder workshop agenda and participants

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 WV for a 48 hour review. This initial review serves to identify and correct potentially sensitive information and/or inaccuracies before the report is released for formal, detailed comments. Then the draft report will be officially submitted to OCFT, WV, and key stakeholders individually for a full two week review. Comments from stakeholders will be consolidated and incorporated into the final report 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. **All reports, including drafts, will be written in English.**

## VIII. EVALUATION MANAGEMENT AND SUPPORT

SFS has contracted with Ruth Bowen to conduct this evaluation. Ruth has 30 years of experience in research, program management, monitoring and evaluation. Her areas of specialty in international development contexts and resource-poor settings include: program and project design; monitoring and evaluation; design of monitoring and evaluation systems; policy review; training and capacity building. Ruth’s research experience includes social research, gender analysis and social inclusion, as well as social impact assessment. She has also worked with various sectors related to the EXCEL project: Employment and labor rights, child labor, human trafficking, educational access and vocational training, child protection, labor migration and rural livelihoods.

Ruth will work with OCFT, SFS and relevant WV staff to evaluate this project.

SFS will provide logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. SFS will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

## **ANNEX D: Desk Review Documents**

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### **Project Document:**

Technical Proposal  
Cambodia Cooperative\_WV\_IL\_23979 [1]  
Project to Combat Child Labour in Cambodia (RFP)  
USDOL Management Procedures and Guidelines MPG

### **CMEP:**

Cambodia CMEP – Final\_1 (December 2013)

### **April 2013 TPR folder:**

TPR April 2013 Narrative and cover page  
Annex G – Status of VAT Exemption  
Annex H – EXCEL photos April 2013  
Annex I – Acronyms List  
USDOL Comments on April 2013 TPR  
WVC response to comments on April 2013 TPR  
Folder for GPRA submission (2 files)

### **October 2013 TPR folder:**

October 2013 TPR Revised (November 18)  
TPR Cover page  
Annex A – Common Indicators - Revised  
Annex B – Country Capacity Indicators  
Annex C – Performance Monitoring Form (Revised)  
Annex D – WVC Responses to USDOL Comments on April 2013 TPR  
Annex G – Status of VAT Exemption - - EXCEL  
Annex H – Research Outputs  
Annex H1 – Press Release WDAACL  
Annex H2 – MOU with MoEYS  
Annex H3 - 1 & 2 Photos  
Annex I – Acronym list  
USDOL Comments on October 2013 TPR  
WVC response to comments on October 2013 TPR

### **April 2014 TPR folder:**

EXCEL TPR April 2014\_final  
Workshop Report on CL14 March14 in SRP  
USDOL Comments on April 2014 TPR  
Response to USDOL's Comments to EXCEL's April 2014 TPR Final  
Annex A – Common Indicators  
Annex C – Performance Reporting Form (CMEP)  
Annex C – Performance Reporting Form Revised 63014  
Annex D – WV Response to USDOL Comments from October 2013 TPR  
Annex G – Status of VAT tax exemption  
Annex H (several) – Brochure, leaflet, EXCEL stickers, MOU between WVC and MLVT - English  
Annex I – Acronym List

### **October 2014 TPR folder:**

EXCEL Narrative October 2014 & cover page

## USDOL Comments on October 2014 TPR

### Annexes:

A – Common Indicators\_Final

B – Country capacity Indicators

C – October EXCEL - Final (performance reporting)

D – Response to USDOL’s comments on April 2014 TPR\_PP\_6\_28

F – EXCEL Workplan

G – Status of VAT Exemption

H – Photo gallery

H2 - Success Story Migrant worker

H3 – Success story CDW

I – Acronym List

Revised Performance Reporting (Revised Sept 12 2014)

### **April 2015 TPR folder:**

EXCEL Narrative April 2015

### Annexes:

A – Common Indicators

B – Country Capacity Indicators

C – Performance Indicators EXCEL April 2015

D – USDOL Comments on October 2014 TPR\_ EXCEL response

F – EXCEL Workplan

H1, H2, H3 – Success Stories

H5 – Circular Establishment of NSC

H6 – Internal Regulation NSC

I – EXCEL Acronyms

### **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.

## **ANNEX E: Field Schedule**

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## **ANNEX F: List of Persons Met**

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## ANNEX G: National Stakeholder Workshop Agenda and Outputs

### Cambodians EXCEL Interim Evaluation

#### AGENDA

National Stakeholders' Workshop – 5 May, 2015

Royal Empire Hotel, Siem Reap

Time	Activity	Persons Responsible
7:30 – 8:00 a.m.	Registration	Cambodians EXCEL team
8:00 – 8:40	Welcome and opening remarks <ul style="list-style-type: none"> <li>Opening speech by Secretary of State, MoLVT</li> <li>Overview of the Project and Objectives by the Project Director</li> </ul>	Facilitator: EXCEL project staff Interpreter:
8:40 – 9:10	Introduction of the evaluation & overview of the day's program	Ms. Ruth Bowen
9:10 – 10:15	Group discussion: Achievements and challenges Participants will be grouped according to 5 stakeholder groups. Each group will be given key questions to discuss.	Facilitators: Ms. Ruth Bowen and project staff
10:15 -10:30	Refreshment break	
10:30 – 11:30	Presentations by the groups and plenary discussion	Facilitator: Ms. Ruth Bowen and project staff
11:30 – 12:15	Presentation of preliminary findings and recommendations of the interim evaluation	Ms. Ruth Bowen
12:15 – 1:15	Lunch	
1:15 – 1:45	Plenary: Comments on the preliminary evaluation findings	Facilitator: EXCEL project staff
1:45 – 2:45	<b>Group discussion: Looking forward</b>  Guide questions: 1. What are your recommendations for the project for the period ahead to help ensure the project reaches its objectives?  2. For each recommendation, please consider what needs to be done and by whom.	Facilitators: Ms. Ruth Bowen and project staff

Time	Activity	Persons Responsible
	Groupings: As for the morning	
2:45 – 4:00	Group presentations of their recommendations. Maximum 10 minutes per group Comments from the plenary following each presentation.	Facilitator: Ms. Ruth Bowen and EXCEL staff
4:00 – 4:20	Concluding comments by the evaluator on the outcomes of the workshop and next steps.	Ms. Ruth Bowen
4:20 – 4:30	Closing remarks	Associate Director, Grants and Projects, Integrated Operations Closing speech by Secretary of State, MoLVT

## National Stakeholder Workshop - Group Discussion Outputs

### Groups:

1. Project Executive Committee members
2. National and sub-national Government stakeholders
3. Community level government, CCWC, and education representatives
4. Beneficiary reps e.g. CWG, household members
5. Project staff including WV, Wathnakpheap, FLD, VCAO

### Morning

#### Group 1. – Project Executive Committee

#### **Q1. What positive changes has EXCEL brought to the national effort to prevent and reduce child labor? Please consider from the point of view of your organization?**

1. Participating in developing guidelines on eliminating CL in fishing sector;
2. Advocating for developing Prakas (Ministerial order) on CDW and/or provincial-municipal guidelines.
  - National workshop in 2013;
  - Provincial workshop (28/4/2015)
  - CDRI study on CDW.
3. Supporting the revision and approval of NPA-WFCL (2014-2018) with the NSC-CL.
4. Formation of two TWGs i.e. TWG-CL and E-TWG.
5. CDRI completed 3 studies: a) study on CDW, b) Migration impacts CL and c) Landlessness on CL.
6. The project is in line with the RGC's policy on eliminating CL, EFA & poverty reduction.

#### **Q2. What are the biggest challenges faced by the project and the national partners to eliminate child labor?**

1. Migration caused movement of target group;

2. Poverty and lack of awareness on CL and importance of education;
3. The project has not covered other areas where CL still exists;
4. Budget for livelihood is not sufficient (e.g. start-up kit is not enough for starting a business);
5. Nonformal education (literacy class);
6. National-sub national mechanism is not well functioned;
7. CLMS is not broadly mainstreamed and is not well functioned, and
8. Insufficient budget allocation by the government partners at national and sub national level for eliminating CL.

## **Group 2. – National and Sub-national stakeholders**

### **Q1. What positive changes has EXCEL brought to the national and sub-national effort to prevent and reduce child labor? You may wish to consider from the point of view of your sector/organization**

- Having good cooperation with relevant institutions and local authorities;
- Building capacity for relevant so they are well aware of CL and to replicate dissemination;
- Bicycles and school materials were distributed to poor students;
- Arranging re-entry program for dropped out students;
- Reducing number of children who parents brought along with them during migration;

### **Q2. What are the biggest challenges faced by the project, the national partners and sub-national to reach the project objectives for preventing and eliminating child labor?**

- Job description for all stakeholders was not clear;
- No regular meeting among stakeholders;
- Lack of information from child victims;
- CDW and child working in agriculture do not have employment contract, and
- Excel does not cover all areas across the country.

## **Group 3. Commune government/local authority**

### **Q1. How have local authorities and the schools been involved in the project?**

1. Collecting data on target children;
  - Raising awareness of consequences of CL;
  - Raising awareness of parents;
  - Informing and monitoring CL, and
  - Cooperating and raising funds and vocational training from partner organizations and relevant institutions.

### **Q2. What have been the positive results of the project to date?**

- Reducing the CL exploitation
- Children are at school ( HH's living condition improved)
- Receiving scholarship
- Reducing migration

**Q3. What are the challenges you have faced in your role in the project? Are there other challenges to ensure that children stay in school and do not engage in child labor?**

- Parents migrated taking their children along with them
- Poor HH use children (to pay debts)
- Some children received scholarship but they still dropped out
- Target HH's participation is limited.

**Group 4. Commune and village level partners and beneficiaries**

**Q1. What positive changes has the EXCEL project/WV/FLD/Wathnakpheap helped to bring to your community?**

- Local authority and stakeholders are well aware of CL
- Children and HH received benefit and did not migrate
- Reducing poverty of target HH, their living standard is better
- Target HH are well aware of CL and send their kids to school
- Children received scholarship, including rice, bicycle, chicken, pig, sewing machine and got training like motor and vehicle repairing skill, cosmetic etc...
- CL is decreased respectively
- Regular meeting between CLMC and CCC and school director
- CLMC monitors CL monthly

**Q2. What challenges have been faced by the partners and the project in reaching project objectives?**

- CLMC's capacity is limited
- A number of HH still use their children to work due to poverty
- Some HH do not follow CLMC
- CLMC needs to travel a long distance
- CLMC should be given some incentive

**Group 5. Project staff/implementing partner staff**

**Q1. What are the most successful features of the EXCEL project to date towards achieving the objectives? Please consider each of the major project strategies.**

1. Having reduced CL through providing training for small business, agriculture and non-agricultural support, education service, CL awareness, CVA, community level.
2. School infrastructure repaired, teaching and learning materials, child friendly school, improvement for quality education and make students attracted to study.
3. Government partners have cooperated well to work together and respond about CL.
4. Sites selected in right places and CLMS/CWG/CCWC for a monthly and quarterly meeting.

**Q2. What have been the biggest challenges you have faced so far in terms of implementation and achievement of the project objectives?**

1. Migration (HHs and youth)
2. Data management does not work well for supporting field staff
3. EXCEL guidelines is unclear for orientation and not so consistent in a real situation
4. Cooperation limited from government partners because of per diem of project compared with Government policy.
5. The scope of the project design is big and field staff are overloaded; hard work, therefore work becomes low quality.

## Session 2: Recommendations

Challenges	Recommendations	Responsible Agencies
<b>Group 1. Project Executive Committee</b>		
Migration	<ul style="list-style-type: none"> <li>- Building capacity of CCWC, CWG to monitor CL</li> <li>- Encourage HH and youth to join vocational training</li> <li>- Awareness raising on safe migration and child labor</li> </ul>	<ul style="list-style-type: none"> <li>- CCWC</li> <li>- PDoLVT, PDoAgriculture, PDoRural Development</li> <li>- EXCEL project</li> <li>- Local Authorities</li> </ul>
Awareness on CL and importance of education is limited	<ul style="list-style-type: none"> <li>- Provide training on CL and benefit of education for communities, children and youth</li> </ul>	<ul style="list-style-type: none"> <li>- CCWC</li> <li>- PDoLVT</li> <li>- PDoE, teachers</li> <li>- EXCEL</li> </ul>
Scope of project coverage is not enough	<ul style="list-style-type: none"> <li>- Expand coverage through requesting funds from donor</li> <li>- Continue to support the other target areas</li> </ul>	<ul style="list-style-type: none"> <li>- PDoLVT, PDoE, PDoSAVY, local authority</li> <li>- Donor agency</li> </ul>
National and subnational mechanism are not functioning well	<ul style="list-style-type: none"> <li>- Strengthen coordination for existing mechanism</li> <li>- Revision of composition and build capacity for stakeholders</li> <li>- Organize regular meetings</li> </ul>	<ul style="list-style-type: none"> <li>- National sub-committee</li> <li>- MoLVT</li> <li>- Provincial committee on CL</li> <li>- CCWC</li> </ul>
CLMS	<ul style="list-style-type: none"> <li>- Strengthening local CLMS</li> <li>- Capacity building on CL and monitoring CL</li> <li>- Developing and mainstreaming CLMS to where more CL exists</li> <li>- Supporting this system so that it is functioning</li> </ul>	<ul style="list-style-type: none"> <li>- MoLVT</li> <li>- PCCL</li> <li>- PDoLVT</li> <li>- CCWC</li> <li>- Other partners</li> </ul>
Prakas or guidelines on Child Domestic Work	<ul style="list-style-type: none"> <li>- Form a working group to draft guidelines</li> <li>- Organize workshop on development of Prakas or guidelines on CDW</li> <li>- Organize a meeting of the CL TWG to compose Prakas or guidelines to submit for approval.</li> </ul>	<ul style="list-style-type: none"> <li>- EXCEL staff</li> <li>- MoLVT</li> <li>- Licadho</li> <li>- MoSAVY</li> <li>- MoE</li> </ul>
Insufficient budget allocation	<ul style="list-style-type: none"> <li>- Increase national budget sources for elimination of CL at national, subnational and grassroots level</li> <li>- Increase cooperation and encourage all development partners to raise funds</li> </ul>	<ul style="list-style-type: none"> <li>- NCS-CL</li> <li>- MoLVT</li> <li>- Ministry of Finance</li> <li>- Ministry of Planning</li> <li>- PCCL</li> </ul>

Challenges	Recommendations	Responsible Agencies
	and participate.	- CCWC
<b>Group 2: National and sub-national stakeholders</b>		
	<ul style="list-style-type: none"> <li>- Strengthen and support existing Provincial Committee Child Labor (PCCL) and CCWC through a monthly meeting to share progress and challenges.</li> <li>- Recommend EXCEL to expand its coverage</li> </ul>	<ul style="list-style-type: none"> <li>- EXCEL needs to support meeting in accordance with government guidelines and needs to cooperate</li> <li>- National and sub-national level to implement and cooperate</li> </ul>
<b>Group 3: Commune government/local authorities</b>		
	Continue to strengthen existing work for target groups	Local authorities, parents, stakeholders
	Provide start-up kit to start business	Partners, local authority, generous people, stakeholders
	Educate parents to be aware of child labor	The project, authorities
	M&E of project implementation	EXCEL, authorities
	Motivate partners to participate	EXCEL, authorities, stakeholders
	Strengthen roles of CCWC for prevention and withdrawal from WFCL and CDW. More participation by local authority so that community has knowledge and shares experiences. Defining stakeholders' activities for preventing CDW.	Stakeholders
<b>Group 4. Commune and village level authorities and beneficiaries</b>		
Migration	<ul style="list-style-type: none"> <li>- Explain importance of education to parents</li> <li>- When families migrate, children should be left with relatives</li> </ul>	CLMC
	<ul style="list-style-type: none"> <li>- Community to help create business</li> <li>- Request project to promote cows rather than pigs, chickens</li> </ul>	<ul style="list-style-type: none"> <li>- Village chief and CCWC</li> <li>- WV</li> </ul>
Some parents still send children to work for others	More awareness raising for parents on CL, child rights	Village chief, CLMC
	Encourage home garden, other agriculture, motivate HH to develop livelihoods.	Project staff and target HH
Home far from school causes drop-out and irregular attendance	Community should give counterpart budget with project to buy more bicycles for children	Village chief
	Encourage children to attend school regularly, and parents to pay more attention to child's study.	Neighbors, teachers, parents, CLMC
<b>Group 5. Project Staff (WV, WP, FLD, VCAO)</b>		
EXCEL guidelines on expenditure results in limited cooperation with	<ul style="list-style-type: none"> <li>- More explanation on guidelines to staff at all levels.</li> <li>- Revise guidelines on expenditure of government mission to be in line with</li> </ul>	Leaders

<b>Challenges</b>	<b>Recommendations</b>	<b>Responsible Agencies</b>
government partners	real situation in Cambodia, in line with government policy on expenditure	
Staff overload	<ul style="list-style-type: none"> <li>- Build capacity of CLMC/CWG and CCWC to help implement project.</li> <li>- Support TSG (Teacher Support Group)</li> </ul>	CFs, Education Specialist, Advocacy Specialist
Migration	<ul style="list-style-type: none"> <li>- Increase support for households</li> <li>- Raise awareness on unsafe migration</li> </ul>	EXCEL staff, government
Data management	<ul style="list-style-type: none"> <li>- M&amp;E staff must revise the system so that data can be monitored by the field staff</li> </ul> <p>Each project component must provide data collection format in accordance with time of data collection from community</p>	<ul style="list-style-type: none"> <li>- M&amp;E team</li> <li>- Specialists for each component</li> </ul>

## ANNEX H: Cambodian Legal Structure

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The following legal rules deriving from competent authorities are the primary sources of law in Cambodia:<sup>40</sup>

### **The Constitution**

The Constitution is the supreme law of the Kingdom of Cambodia. All laws and decisions made by state institutions must be in strict conformity with the Constitution.

### **Laws (*Chbab*)**

A law is adopted by the National Assembly and the senate, and promulgated by the King or the Acting Head of State.

### **Royal Decrees (*Preah Reach Kret*)**

A Royal decree is an executive regulation proposed by the Council of Ministers and signed by the king or the acting Head of State.

### **Sub-Decrees (*Anu-Kret*)**

A sub-decree is an executive regulation usually prepared by relevant ministries, adopted by the Council of Ministers and signed by the Prime Minister.

### **Proclamations (*Prakas*)**

A proclamation is an executive regulation made at the ministerial level. It is prepared by the relevant ministries and signed by the relevant minister(s).

### **Decision (*Sech Kdei Samrach*)**

A decision is an executive regulation made by the Prime Minister and relevant ministers. There are different types of decisions: a decision made by the Constitutional Council, a decision made by the Prime Minister, a decision made by relevant ministers and so on. A decision of the Constitutional Council is considered final and binding. It has supremacy within the legal system, meaning that all laws and regulations must strictly conform with a decision of the Constitutional Council.

### **Circular (*Sarachor*)**

A circular is an administrative instruction which is used to clarify the works and affairs of government ministries. It is signed by the Prime Minister and relevant ministers.

### **Bylaw (*Deika*)**

A bylaw is a legal rule approved by Councils at sub-national level. The term “Council at sub-national level” means the Capital Council, Provincial Councils, Municipal Councils, District Councils, Sangkat Councils and Commune Councils. These Councils have legislative power to issue bylaws (*deikas*).

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<sup>40</sup> Source: Hor Peng, Kong Phallack, Jorg Menzel (Eds.) 2012. Introduction to Cambodian Law. Konrad-Adenauer-Stiftung, Cambodia.

## ANNEX I: Student Drawings

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Below is a sample of drawings by children aged 12 to 15 years at the Robang Romeas Primary School in Boeung Batkandal Commune, Bakan District, Pursat. They were asked by the evaluator to draw tasks that they perform outside of school.



Girls carrying wood and flowers



Girl carrying water buckets



Girl with multiple jobs



Girl tending animals and fields