

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Midterm Evaluation of the Children's Empowerment Through Education Services (CHES) Project in Cambodia

Winrock International
Cooperative Agreement Number:
IL-16567-07-75-K



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ACKNOWLEDGEMENTS

This report describes in detail the midterm evaluation, conducted during December 2009, of the Children’s Empowerment through Education Services (CHES) project in Cambodia. The report was prepared by ICF Macro, according to agreements specified in its contract with the United States Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the CHES project in Cambodia was conducted and documented by Bjorn Harald Nordtveit, an independent evaluator in collaboration with USDOL/OCFT staff, the CHES project team, and stakeholders in Cambodia. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, Winrock International and its partners, and USDOL.



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LIST OF ACRONYMS

CCM	Child Care Mothers
CFS	Child-Friendly School
CHES	Children’s Empowerment through Education Services
CLMC	Child Labor Monitoring Committee
CSNACLO	Civil Society Network against Child Labor Organization
CYC	Child Youth Club
DOCL	Department of Child Labor
EFA	Education for All
EI	Education Initiative
HCC	Healthcare Center for Children
ILO-IPEC	International Labour Organization-International Programme on the Elimination of Child Labour
KAPE	Kampuchean Action for Primary Education
M&E	Monitoring and Evaluation
MOA	Ministry of Agriculture
MoEYS	Ministry of Education, Youth, and Sports
MOLVT	Ministry of Labor and Vocational Training
NFE	Nonformal Education
NGO	Nongovernmental Organization
NPA	National Plan of Action
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PAP	Priority Action Program
PB	Priority Budget
PCCL	Provincial Committee on Child Labor
RAC	Research Advisory Committee
TBP	Timebound Program
TOR	Term of Reference
UNICEF	United Nations Children’s Fund
USAID	U.S. Agency for International Development
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

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EXECUTIVE SUMMARY

The Office of Child Labor, Forced Labor and Human Trafficking (OCFT), an office within the International Labor Affairs Bureau of the United States Department of Labor (USDOL) oversees cooperative agreements with organizations working to eliminate child labor around the world. OCFT-funded projects are subject to midterm and final evaluations. In 2007, Winrock International received a four-year cooperative agreement from USDOL to implement a project for Children’s Empowerment through Education Services (CHES) in Cambodia. This project aimed at sustainable withdrawal and prevention of children from exploitive child labor by expanding access to and improving the quality of basic education, as well as supporting the goals of USDOL to reduce the worst forms of child labor (WFCL) through research, awareness-raising activities and policy formulation. As stipulated in the cooperative agreement, the project targets 3,750 children for withdrawal and 4,500 children for prevention from hazardous work in subsistence and commercial agriculture, including fresh water fishing. The project targets 150 villages in the provinces of Siem Reap, Pursat, Kampong Cham, and Prey Veng. CHES went into implementation in September 2007 and was due for midterm evaluation in 2009.

The main objectives of the evaluation included an assessment of the relevance and achievements of the project, as well as an assessment of its effectiveness, impact, and sustainability. Most importantly, the evaluation is seen as a tool for project implementation in being an opportunity for project staff to reflect, together with the evaluator, on the prior months of project implementation, and on the way forward. The evaluation approach was therefore, primarily qualitative and participative in terms of the data collection methods used. Methods of data collection and stakeholder perspectives were, to the extent possible, triangulated for as many as possible of the evaluation questions. Also, parents’ and children’s voices were included in the evaluation, using child-sensitive approaches to interviewing children.

A total of 9 out of 150 schools were visited (three in each province—two of which were based on the project’s stratified sampling—and one on the evaluator’s random sampling). Individual and focus group interviews were held with 245 stakeholders (adults and children); the evaluator also checked, for an additional 133 beneficiary children, whether the project statistics were accurate about their school level and whether they were still at school and had received an educational service (it was found that *all* had received a minimum of one educational service from the project; see below for further details).

The project was created by Winrock International personnel in consultation with a number of stakeholders during the design phase, which resulted in a multifaceted project approach attacking the problem of child labor from many angles. The activities included four direct services to combat child labor, including a withdrawal and reentry program; a prevention through scholarship program; help to vulnerable girls to continue schooling at lower secondary levels; and nonformal education (NFE) and skills training to withdrawn children. These services were accompanied by innovative auxiliary services, including skills training to parents; Child Care Mothers (CCM), who take care of the youngest while their siblings attend school; Child Youth Clubs (CYCs), which are involved in awareness-raising activities and savings; radio and mass media dissemination that generate public awareness and interest about child labor; and research and policy work. Two associate organizations, (henceforth “associates”) Wathnakpheap and

Kampuchean Action for Primary Education (KAPE), are responsible for the implementation work at the provincial level. Wathnakpheap is in charge of implementation work in Pursat and Siem Reap provinces and KAPE is in charge of Kampong Cham and Prey Veng provinces.

The project's design was generally good, and the combined actions of the project, including CCM, skills training for parents, establishment of Child-Friendly Schools (CFSs), and withdrawal and prevention of the beneficiary children from the WFCL, clearly constitute a wide-ranging set of interventions that are responding to community needs.

In terms of policy formulation, the project responds to a knowledge gap in Cambodia. The government currently accepts 16 WFCL, and subsistence agriculture is not yet on this list. A major goal of CHES is to introduce subsistence agriculture as a sector with child labor, to define worst and hazardous forms of child labor within this sector, and to distinguish these forms of child labor from child work. The project is, therefore, simultaneously defining WFCL and hazardous child labor as it implements the program. The project expects that beneficiary children will continue to work in agriculture. It also expects that the children will be in school, thus reducing time of labor, and that they will not be exposed to the most hazardous forms of work.

It should be noted, however, that there is an age gap in service provision, since the project does not cover early dropouts (from primary grade 1 or 2) or those who dropped out for more than three years (until they are 15 and can enroll in NFE).

The project design is believed to be appropriate for the political, economic, and cultural context in Cambodia. The project is adequately supporting the five OCFT Education Initiative (EI) goals (awareness, education, policy, research, sustainability). Some external circumstances have changed the implementation environment, and may therefore have affected certain assumptions regarding the sustainability and impact of the project. For example, the economic crisis that started in the fall of 2008 has had a massive impact on the textile sector in Cambodia and has made the implementation environment more difficult.

The good practices of the project include its work with the subsistence agriculture and fishing sectors; few other organizations have been involved in these sectors, which nevertheless employ the largest number of children in Cambodia. Also, the follow-up and awareness-raising activities conducted by Child Labor Monitoring Committees (CLMCs) and associate staff in the communities—which led to widespread understanding of the difference between child work, child labor, and WFCL—can be seen as examples of good practice.

The project encountered some delays due to a late startup and the need to change an associate after one year of project implementation. Generally, there was a good targeting of the beneficiaries, who were selected by project-initiated CLMCs and associate partner staff. The CLMCs' follow-up of the individual child's work status was limited, and some children did not receive any follow-up at all. The project also encountered challenges with its monitoring tools, and its statistics were not up to date.

The project has initiated a large number of services in a short period. It is on track to achieve its targets at midterm, and it is likely to achieve its aim on schedule, despite the initial delays. Some of the project's many activities emerge as especially innovative and are examples of good

practice. These activities include services to combat child labor through withdrawal and reentry, as well as auxiliary services including providing skills training to parents; the CCM program that takes care of the youngest children to allow the older siblings to attend school; CYCs, which are involved in raising awareness and savings; radio and mass media dissemination that generate public awareness and interest in child labor; and research and policy work.

Most stakeholders found the withdrawal and re entry program the most important of the services the project offers, although the limited skills training to parents (only 258 persons received training, all in raising chickens) does not appear to compensate sufficiently for the costs of educational opportunity for most beneficiaries. Although the project helps children stay in school (or removes them from work), most beneficiary children still work after school (the schools generally run double shifts and the work hours frequently exceed six hours). Most beneficiaries said they work less or the same as before, but a reduced number of beneficiaries said they work more than before, perhaps due to the recent effects of the economic crisis in Cambodia or the fact that they tend to get a heavier workload as they grow older. For some children, the workload surpasses what can be considered acceptable child work, since they are periodically withdrawn from school to participate in agricultural activities.

The NFE and skills training component, after addressing an initial problem of high dropout, encountered some success in helping children in the above-15-years age group access skills training. Further, the project offered scholarships to vulnerable and poor children at risk of being subjected to the WFCL, and thereby aimed to prevent them from dropping out—a service that seems to reach the most vulnerable target group. However, the service may not always be sufficient to lower the workload of the beneficiaries significantly.

The educational service support to transition vulnerable girls to secondary school is providing the children with stationery (and bicycles for those living far away from the schools). According to partners interviewed, many of the poorest beneficiaries of this service have dropped out, since the families cannot bear the costs of education, whereas the more well-off beneficiaries have remained in school.

In terms of cost-effectiveness, the project's wide scope may limit the quality of the implementation of some activities, since there is not sufficient funding for all the planned activities (e.g., CFSs and skills training). At the same time, a number of stakeholders have requested CHES to expand the project's scope, both geographically and to expand intervention to other domains (e.g., brick laying). Such (unplanned and unbudgeted) expansion would clearly be difficult within the current budget of the project.

At the school level, the project has supported the children's schooling by providing scholarships, school kits, uniforms, shoes, stationery, and bicycles. It has also provided support to school gardens and fishponds. Teacher training (for literacy teachers, re entry teachers, and CLMC members) has strengthened the quality of education, albeit the component of CFSs has had limited implementation to date. Also, it should be noted that some teachers still request payment from the students, specifically for examination fees (photocopies) and extra tutorial classes.

At the provincial and central levels, the project has funded research and development supporting the creation of implementation decrees (*prakas*) to combat WFCL in subsistence fishing and

agriculture. Also, it has organized and facilitated training sessions for the project-created Provincial Committees on Child Labor (PCCL), which have received official recognition, and to provincial staff involved in the sector. Further, district-level training of CLMC advisers—including community police, teachers, or village chiefs—has contributed to the establishment of local resource persons who can act as local inspectorates on child labor.

The CHES sustainability strategy focuses heavily on raising awareness, developing new regulations, *prakas*, and capacity building—especially among government officials—about the use of child labor in agriculture. It is not intended that all the field activities be sustainable.

The recommendations emerging from the evaluation are based on fieldwork and the stakeholders' meeting, as well as on follow-up and peer debriefing with project staff. The following key recommendations are made:

Project Relevance

- That the project monitor the economic situation closely, and if necessary readjust its focus to better cope with new government policies, such as the possible discontinuation of contract teachers. The refocus of the project could include increased assessment and awareness-raising activities about the indirect effects of the crisis on overpopulated classrooms and/or possible increase in unemployment and child labor.
- That the project address the needs of children who have dropped out below third grade and those who have been out of school for more than one year, through policy work with the government and possibly by extending services to address the age group that is not covered by the project.
- To further investigate the adequacy of the skills training for parents, and in particular consider whether this component responds to the stakeholders' needs—and closely monitor the impact of the activities.
- To engage in a round of exchange and field visits with International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC), if possible with government staff, in order to further improve the relevance of CHES activities and make them support the international goal of eliminating WFCL by 2016. These new exchange visits could aim to boost project activities that are relevant to achieve the 2016 goal and to reduce, reorganize, or discontinue the less relevant ones. Further, staff from the two projects could discuss how to transfer ownership to the population and government institutions (both local and central), thereby improving the likely sustainability of project activities.

Effectiveness

- To further investigate whether target beneficiaries' work falls within WFCL (based on the project's emerging definitions of WFCL in subsistence agriculture) and to actively investigate which strategies and policies could be worked out with parents and employers

to eliminate WFCL, reduce child labor, improve schooling thereby reducing dropout rates.

- To improve and simplify the processes of collection and processing of project data by (1) simplifying the forms of data collection; (2) reviewing the data entry procedure (possibly by eliminating the double entry in SQL and Excel and ensuring the project utilizes stable, properly licensed software that is adequate for the task); and (3) ensuring that the system can generate the required reports to USDOL at the same time it can be used to generate tools for the monitoring of the project beneficiaries.
- To seek ways to reactivate the work of the Civil Society Network Against Child Labor, possibly through coordination and/or fundraising from donor and international agencies, such as ILO-IPEC and the United Nations Children's Fund.
- That the project consider various means to provide the children from floating villages with additional catch-up classes, maybe using the model of the reentry classes.

Efficiency (Cost-Effectiveness)

- To investigate whether the NFE classes are the most cost-effective way to address child labor in Cambodia, and determine whether they can be transformed, perhaps by addressing the age gap indicated above, to better fit the project's goals of preventing and withdrawing children from WFCL.
- To reevaluate the project's support to girls' transitioning into secondary school to make this service better fit the project's aims and goals of removal and prevention. Further, for this service, it is recommended to better inform the schools of the project's aim, so secondary school personnel can be involved in the monitoring of schooling and of the work status of the beneficiaries.
- That the project consider the cost-effectiveness of various solutions to resolve the problem of transporting beneficiaries from floating villages to school: (1) purchase of a motorboat to be managed by a CYC on a for-profit basis; for instance, the boat would be used for economic purposes to cover gasoline, maintenance and repair costs, against the commitment to ensure free transportation to community children to school; or (2) the creation of a floating school within the target community.

Impact

- That the project, in considering its impact and sustainability goals, design concrete plans to transfer the ownership of activities to project stakeholders at all levels: community, schools, district, province, and central-level government and civil society instances.
- That the project develop a coordination plan to enhance its outreach to other organizations, and that it look into the possibility of joint interventions in the target communities.

- That the project consider expanding skills training to all students (not only direct beneficiaries), through experimental gardens and fishponds, and that it set up teacher training and more experimental classes in CFSs.

Sustainability

- That the project consider its sustainability and exit plan(s) and make them as concrete as possible. The exit strategies should be timebound and begin as soon as possible (i.e., early 2010).
- That the project investigate the possibility of connecting services and institutions (such as CCM, CLMC, CYC) to economic interest groups or that it assist the transformation of these institutions into for-profit groups (e.g., women's or youth savings and for-profit associations).
- That the project, in partnership with ILO-IPEC, seek to work at the policy level with employers (e.g., garment factories), to request that the employers require lower secondary degrees from those seeking employment.

I EVALUATION OBJECTIVES AND METHODOLOGY

1.1 BACKGROUND

The activities of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) at the Bureau of International Labor Affairs (ILAB), a United States Department of Labor (USDOL) agency, include conducting research on international child labor; supporting U.S. Government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues. Since 1995, the U.S. Congress has appropriated over US\$720 million to USDOL to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries. USDOL reports annually to Congress on a number of indicators. As these programs developed, an increasing emphasis was placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

OCFT-funded projects are subject to midterm and final evaluations. On September 30, 2007, Winrock International received a four-year cooperative agreement from USDOL to implement a project for Children's Empowerment through Education Services (CHES) in Cambodia. This project aims to achieve sustainable withdrawal and prevention of children from exploitive child labor by expanding access to and improving the quality of basic education, as well as supporting the goals of USDOL to reduce the WFCL through research, awareness-raising activities, and policy formulation. As stipulated in the cooperative agreement, the project targets 3,750 children for withdrawal and 4,500 children for prevention from hazardous work in subsistence and commercial agriculture, including fresh water fishing. The project will be implemented in 150 villages in the provinces of Siem Reap, Pursat, Kampong Cham, and Prey Veng. CHES went into implementation in September 2007 and was due for midterm evaluation in 2009.

1.2 SCOPE AND PURPOSE OF EVALUATION

The scope of the evaluation included a review and assessment of all activities carried out under the USDOL cooperative agreement with Winrock International. All activities that had been implemented from project launch through the time of evaluation fieldwork were considered, to the extent possible under the time constraints of the evaluation fieldwork. The evaluation assessed the progress of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation addressed project design, implementation, management, lessons learned, and replicability of the activities; it also provided recommendations for current and future projects. The questions to be addressed in the evaluation were organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

The purpose of the midterm evaluation was to—

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government.
2. Determine whether the project is on track toward meeting its objectives, especially by looking at each output (not just the implementation at the community level and for the direct beneficiaries), and identify the challenges encountered in meeting these objectives.
3. Provide recommendations on how the project can overcome challenges successfully to meet its objectives and targets by the time it ends.
4. Assess the effectiveness of the project's strategies as well as its strengths and weaknesses in project implementation, and identify the areas in need of improvement.
5. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations, and identify the steps that can be taken to enhance the sustainability of project components and objectives.
6. Assess the potential impact of the project and the steps taken and that need to be taken to reach that impact.

The evaluation also identified emerging lessons learned, good practices, and models of intervention that may inform future child labor projects and policies in Cambodia and elsewhere. It also served an accountability function for USDOL and Winrock International and, to the extent possible, directed any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed for the project to increase its effectiveness and meet its objectives. These recommendations focus on how the project can move forward in order to reach its objectives and make any necessary preparations or adjustments to promote the sustainability of project activities; they were formulated in a participatory manner, by involving all stakeholders. The evaluation also assessed government involvement and commitment in its recommendations for sustainability.

The evaluation aimed to provide USDOL, Winrock International, and other project stakeholders with an assessment of the project's experience in implementation and its impact on project beneficiaries. USDOL-OCFT and Winrock International management may find the evaluation a useful tool to enhance the relevance of the approach and strategy the project uses. The evaluation results may also be useful to Winrock International, the Government of Cambodia, and other current or potential partners to enhance effectiveness in the implementation. As much as possible, the evaluation provides credible and reliable information, based on participation and interaction with project stakeholders, to suggest how the project can boost its impact during the remaining implementation time, thus ensuring the sustainability of the benefits that have been and will be generated.

1.3 EVALUATION METHODOLOGY

The evaluation approach was primarily qualitative and participative in terms of the data collection methods used. Quantitative data were drawn from project reports to the extent available and were incorporated into the analysis. The evaluation approach was independent in terms of the membership of the evaluation team (the evaluator and translator were unrelated to the project), and in the fact that project staff and implementing partners were present in meetings with stakeholders, communities, and beneficiaries only to provide introductions. The evaluator was accompanied by an independent high-quality translator, fluent in Khmer and English, with extended experience in the field of development. The following additional principles guided the evaluation process:

1. Methods of data collection and stakeholder perspectives were, to the extent possible, triangulated for as many evaluation questions as possible.
2. The voices of parents and children were included in the evaluation, using child-sensitive approaches to interviewing children following the International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC) guidelines on research ethics with children on the worst forms of child labor (WFCL) and the United Nations Children's Fund (UNICEF) principles for ethical reporting on children.¹
3. The evaluation and interviewing approach were sensitive to gender and cultural diversity, and entailed self-disclosure from the evaluator. (*Who I am. Why I'm here. What the data will be used for.*)
4. The interviews incorporated a large degree of flexibility, using open-ended questions and approaching the interviewee in a conversational manner—to maintain a sense of ownership of the stakeholders and beneficiaries—allowing additional questions to be posed that were not included in the terms of reference, while ensuring that key information requirements were met.
5. As much as possible, a consistent approach was followed in each project site. It should be noted that the methodology was based on an anthropological and constructivist approach; for instance, the interviews were based on the concept of truth as an emerging idea. Hence, the evaluator systematically reviewed the evaluation results after each day of fieldwork to exclude non-relevant questions and to include new questions as new ideas emerged and a new understanding of the project was constructed.

The pre-field visit preparation included an extensive review of relevant documents. During the fieldwork, the documentation was verified and additional documents were consulted, including research reports and school records. The consulted documentation included—

- Project document and revisions
- Cooperative agreement

¹ See <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026> and http://www.unicef.org/media/media_tools_guidelines.html.

- Technical progress and status reports
- Project logical frameworks and monitoring plans
- Correspondence related to technical progress reports
- Research or other reports undertaken (baseline studies, additional research)
- Project files (including school records).

Before beginning fieldwork, the evaluator created a question matrix (see Annex A), which outlined the source of data from where the information was collected for each term of reference (TOR) question. This was used as a guide to help decide how to allocate the time in the field. It also helped to ensure that all possible avenues for data triangulation were explored and to clearly note where the evaluation findings are coming from.

Informational interviews were held with as many project stakeholders as possible, based on both random and stratified sampling. The fieldwork was conducted in three of four target provinces (the implementation work was more advanced in the three selected provinces and more information about the project's impact was therefore available in these locations). In each province, three communities were selected (two sites were selected by project staff to represent a successful implementation site and a site that had encountered some challenges). The evaluator also selected one site in each province immediately before the visit took place, using random selection. At least two community representatives, one teacher, and five direct beneficiaries (children) were interviewed in each target community. Depending on the circumstances, both one-on-one interviews and group interviews took place. Technically, the evaluator considered as stakeholders all those who had an interest in the project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Individual and focus group interviews were held with 245 stakeholders (adults and children):

- Country director, project managers, and field staff of the grantee and of the two partner organizations (five focus group sessions with 28 staff members from Winrock International and the two associates; individual interviews with six central and field-based project staff members)
- International Labour Organization-International Program on the Elimination of Child Labor (ILO-IPEC) staff (group session with two interviewees)
- Government ministry officials and local government officials (four focus group sessions: one at the central level; one in each of the visited provinces, composed of key Provincial Committee on Child Labor (PCCL) members, with a total of 18 persons; individual interview with one staff)
- Community leaders, members, and volunteers (six focus group meetings, in particular with Child Labor Monitoring Committees (CLMC) members, with approximately 40 people; meetings with 12 CYC members)

- School teachers, assistants, school directors, education personnel (individual interviewees and small focus group settings of 14 people)
- Project beneficiaries, including children withdrawn and prevented—see below for numbers and sessions—and their parents (two focus group meetings with 14 parents and an individual interview with one parent)
- International organizations and nongovernmental organizations (NGOs) and multilateral agencies working in the area, in particular UNICEF and World Vision representatives (individual interviews with two persons)
- Labor reporting officer at the U.S. Embassy and U.S. Agency for International Development (USAID) representative (focus group session with three persons).

A total of nine schools were visited (three in each province; three based on the project's stratified sampling and one on the evaluator's random sampling). See Fieldwork Schedule in Annex C for a list of specific dates and communities met, and Annex I for a list of documents consulted.

The interviews were based on unstructured and semi-structured questions, and were conducted in an interactive, dialogical manner. The results of the findings from the field were further probed and investigated with key informants, both related and unrelated to the project. A total of 79 of the interviewed beneficiary children (52 of which were girls) were asked to draw pictures of a certain aspect of the project and their lives; (the evaluator asked them to reply to the question, "What are you doing in your free time?" through a drawing). The evaluator then established a dialogue with the children based on various aspects of their drawings and took pictures of all the drawings to use in the subsequent analysis (the children kept their drawings and the drawing materials). This drawing technique was used for the children withdrawn from WFCL (35 children), for those prevented (27 children), and for the girls benefiting from a scholarship for transit into secondary school (17 children). The sample of children was based on random selection, and the drawings and subsequent debriefing were used as a tool to establish a child-friendly dialogue with the beneficiaries, and to understand their after-school work and leisure situation, as well as their socioeconomic background (to determine whether the project had reached its intended beneficiary group). The debriefing further controlled for children's work status during weekends and holidays. Finally, the evaluator verified that all the direct beneficiaries had received a direct educational service from the project. Further, 25 children participating in skills training (motorbike repair, hair dressing, rattan furniture, sewing, and weaving) were interviewed in five group interview settings, and 15 parents were interviewed in two group interview settings.

In addition to the aforementioned 245 interviewed stakeholders (adults and children), the evaluator checked for an additional 133 beneficiary children, whether the project statistics were accurate about their school level and whether they were still at school and had received an educational service. It was found that *all* had received a minimum of one educational service from the project (see below for further details). This also allowed the evaluator to verify the project's reporting system and its monitoring of the children. It was very difficult to establish a clear view of the rates of dropout, since the schools operated on double shifts and the project statistics did not provide a shift-based classification of the children. Also, the evaluation took

place during the harvest season; a number of children had accompanied their parents to the field for a short period of time, without this being considered as dropout.

During observation and/or interview sessions, the evaluators took pictures of aspects of the project and of the local condition of the children and the population. These photos were used in the subsequent analysis of the project; a folder with photos is annexed to this report to illustrate aspects of the project and the implementation environment (see Annex G). The ethical guidelines of ILO-IPEC on research with children on the WFCL (see Point No. 2 under Evaluation Methodology) were used for photography or videotaping.

The evaluation mission observed 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 members were not present during interviews.

1.4 STAKEHOLDER MEETING

Following the field visits, a stakeholders' meeting was conducted, which brought together the implementing partners, government officials, local implementation partners, community representatives, and parents and children beneficiaries. The inclusion of children and parents was seen as particularly important, since they could provide feedback on the evaluation findings and propose solutions to address the challenges encountered by the project. Their inclusion also resulted in changing the expert's abstract project discourse into a more non-technical and concrete language, which was beneficial for the evaluation.

The meeting was 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 included statements by children and stakeholders, presentations of findings by the evaluator, and group work. Senior officials from the Ministry of Education, Youth, and Sports (MoEYS) and from the Ministry of Labor and Vocational Training (MOLVT) were present during the workshop; they interacted directly and personally with the parents and children to gain a better understanding of the situation in the field.

The group work was informed by the findings of the evaluation and focused on the following questions:

1. Discuss the exit strategy and sustainability plan of the project: How to make the project sustainable?
2. How to reduce the working hours of beneficiary children and how to monitor this?
3. Which strategies and policies could be worked out with parents and employers to improve schooling and reduce dropout?

4. How to make Services 3 and 4 (Service 3 is NFE/skills training and Service 4 is scholarships for transition to secondary school)—more in tune with the project goal of reducing WFCL? Should these services be continued?
5. What specific strategies and activities could be implemented in the floating villages to improve schooling and reduce WFCL?
6. How to improve and simplify the process of project monitoring, data collection and entry, and statistics?

A total of 65 stakeholders participated in the morning session and about 30 stakeholders (including parents and children) reworked the recommendations of the morning session's group work during the afternoon.

1.5 LIMITATIONS

The evaluation report is based on two weeks of fieldwork, document analysis, and further correspondence with project stakeholders in view of establishing this final report. In view of the short time in the field, the report has to rely on what the respondents (especially CHES staff) said about the activities, as well as on the observation/interviews with stakeholders in the field. It is impossible to make an impact evaluation at this point, both in terms of the short time the project has been implemented and in terms of the limited scope of the evaluation. In many cases, a quantitative treatment of the interview responses would lack robustness. Further, the evaluator was not able to take all sites into consideration when formulating his findings. All efforts were made to ensure that the fieldwork included a representative sample of sites. Further, the evaluator considered the feedback provided by Winrock International on the draft report in the same manner as interview evidence and has added it to the evaluation. Findings have been triangulated and where discrepancies have been found between stakeholders' voices, it was noted in the text.

The ability of the evaluator to determine efficiency was limited by the amount of financial data available, especially in terms of possible alternative implementation, cost-sharing arrangements, as well as alternative overhead and administration arrangements. A full cost-efficiency analysis is not included because it would require impact data that are not available.

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II PROJECT DESCRIPTION

2.1 BACKGROUND

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 the WFCL as defined by ILO Convention 182, against the Worst Forms of Child Labor. USDOL-funded child labor elimination projects, such as the project for CHES in Cambodia, seek to achieve the five following major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures
4. Supporting research and the collection of reliable data on child labor
5. Ensure 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—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at risk of entering exploitive labor. In the appropriations to USDOL for international child labor technical cooperation, Congress directed the majority of the funds to support the two following programs.²

2.1.1 International Labour Organization’s International Programme on the Elimination of Child Labor

Since 1995, Congress has earmarked some US\$410 million to support ILO-IPEC, making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor fall into one of several categories: comprehensive, national timebound programs (TBP) to eliminate the WFCL in a set time frame; less comprehensive country programs; sector-specific projects; data collection and research projects; and international awareness-raising projects. Most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and nonformal education. Most IPEC projects also have a capacity-

² In 2007, Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

building component to assist in building a sustainable base for the long-term elimination of exploitive child labor. ILO has been involved in child labor-related work in Cambodia since 1995, and initiated a four-year TBP in 2004, which is now entering its second phase.

2.1.2 Child Labor Education Initiative

Since 2001, Congress has provided some US\$249 million to USDOL to support the Child Labor EI, which focuses on the elimination of the WFCL through the provision of education opportunities. A wide range of international and NGOs as well as for-profit firms are implementing these projects. USDOL awards EI cooperative agreements (such as CHES) through a competitive bid process.

EI 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 continue their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is 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 the quality and relevance of education, children who are withdrawn or prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

The number of working children in Asia and the Pacific is by far the largest in the world and represents 18.8 percent of the 650 million children ages 5 to 14 years old in the region.³ In Cambodia, children work in exploitive conditions on commercial rubber plants and tobacco plantations, in subsistence agriculture, in salt production, in fish processing, as porters, in brick making, in the service sector, and as garbage pickers. They also work in occupations determined by the Cambodian Government to be hazardous, including processing sea products, including shrimp; breaking, quarrying, or collecting stones; working in gem and coal mining, in garment factories, in restaurants; and making handicrafts. Children work as domestic servants; most child domestics are girls 15 to 17 years who work between 6 and 16 hours per day.⁴

2.2 COUNTRY CONTEXT

USDOL has supported numerous initiatives in Cambodia, having devoted over US\$17 million since 2001 to combat child labor in that country alone.⁵ In addition to the current project, USDOL funds a US\$4.3 million project implemented by ILO-IPEC to develop national capacity to end the WFCL. This project targets 7,200 children for withdrawal and 3,800 for prevention from the WFCL in 15 provinces and includes trafficking, brick making, salt production, fisheries, and working as porters. USDOL also funded a US\$4.75 million project, which ended in April 2009 and was implemented by ILO-IPEC, aiming to eliminate the WFCL in the brick making, rubber making, salt production, fishing, and service sectors, and at preventing children from working as domestic workers and porters. The project resulted in 5,884 children being withdrawn from and 7,789 children being prevented from labor in these sectors through the provision of educational services.

³ ILO-IPEC. *Asia and the Pacific*. Available at <http://www.ilo.org/ipec/Regionsandcountries/Asia/lang-en/index.htm>.

⁴ USDOL. *USDOL's 2008 Findings on the Worst Forms of Child Labor*. p.35.

⁵ USDOL. *Project Status—Asia*. Available at <http://www.dol.gov/ilab/programs/ocft/project-asia.htm>.

The Government of Cambodia has participated in these and other initiatives to combat child labor and child trafficking, and has implemented policy and legal frameworks to address these problems. The Cambodian Labor Law sets the minimum age for wage employment at 15 years, although children from 12 to 15 years of age can be hired to do light work. A 2004 declaration issued by the MOLVT prohibits 38 types of work that are hazardous to the health, safety, and moral development of children under 18 years of age. However, the MOLVT may authorize children who are at least 16 years old to perform hazardous work under certain conditions. The MOLVT is responsible for enforcing the child-related provisions of Cambodian labor laws, but, according to USDOL, industries with a high risk for child work (such as fishing) were inspected only after complaints were received.⁶

In 2008, the Government of Cambodia, in consultation with stakeholders, approved a National Plan of Action (NPA) on the Worst Forms of Child Labor (2008–2012), which contains a shorter list of hazardous child labor than the 2004 MOLVT declaration, and includes fishing and working on rubber, tobacco, or agricultural plantations. The NPA aims to reduce the number of children 5 to 17 years working in Cambodia to 10.6 percent in 2010 and 8 percent by 2015.⁷

2.3 CHILDREN'S EMPOWERMENT THROUGH EDUCATION SERVICES

On September 30, 2007, Winrock International received a four-year cooperative agreement worth US\$3,999,938 from USDOL to implement an EI project in Cambodia, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. In FY 2008, an additional US\$25,625 was awarded to fund research on hazardous child labor in freshwater fishing in three provinces. The project has also contributed its own matching funds of US\$442,250. Winrock International was awarded the project through a competitive bid process. As stipulated in the cooperative agreement, the project targets 3,750 children for withdrawal and 4,500 children for prevention from hazardous work in subsistence and commercial agriculture, including fresh water fishing. The project targets 150 villages in the provinces of Siem Reap, Pursat, Kampong Cham, and Prey Veng.

The project's goal is to reduce the number of children engaged in exploitive child labor in subsistence and commercial agriculture in Cambodia. Intermediate objectives that support the main goals include—

- Improving access to and the quality of education for working and at-risk children in target areas
- Engaging communities, civil society, and local governments in promoting education and eradicating child labor
- Strengthening national institutions and policies to effectively address the issues of child labor and education, and ensure the sustainability of project activities and benefits to the primary stakeholders.

⁶ USDOL. *USDOL's 2008 Findings on the Worst Forms of Child Labor*. p. 35–36.

⁷ *Ibid*, p. 36.

CHES has used an integrated multi-targeted approach to tackle the issue of child labor at various levels in Cambodia. It is supported not just through educational interventions but also institutional capacity building to address policy and practical concerns vis-à-vis child labor and awareness raising at the level of district officials as well as at the local level for parents and community leaders. Some of the initiatives supporting CHES have been the following: Child-Friendly Schools (CFS), support to develop a policy framework addressing WFCL in subsistence agriculture, and other initiatives to train officials and sensitize them to child labor issues. Also, CHES was tasked with participating in the creation of CLMCs and CYCs, as well as strengthening the capacities of families and local leaders through trainings and raising awareness.

Other activities undertaken have been geared toward improving the capacity of key individuals and institutions, such as the (national-level) Department of Child Labor and the (local-level) Provincial Department of Labor and Vocational Training, to combat child labor and provide quality education through innovative policy measures; implementing a community awareness program to provide information on the distinction between child work and exploitive child labor in subsistence agriculture and freshwater fishing; conducting participatory research on the causes and extent of child labor in subsistence agriculture, tobacco and cassava farming, and fishing; establishing or strengthening CLMCs in 150 villages to monitor child labor at the local level; and offering life skills and other programs, classes, and services to targeted children, their parents, and members of the community.

In addition to its implementation in rural agricultural areas, CHES also addresses child labor issues in floating villages. This poses unique challenges in terms of program implementation and monitoring, and in getting the buy-in of parents and community leaders to promote the prevention and eradication of child labor.

The project administration and organization is set up as follows (see Annex B): At the central level in Phnom Penh, Winrock International is responsible for the overall implementation arrangements of the project. The Phnom Penh-based Winrock International staff members include one project director who is also lead for education, a monitoring and evaluation (M&E) specialist, a child labor specialist (as of January 1, 2010), a communication specialist, an administration and finance officer, as well as supporting personnel. Further, one provincial coordinator is based in the Department of Labor and Vocational Training in each target province,⁸ to facilitate the implementation at the local level. At the central level, Winrock International is responsible for the overall management of the project (including the M&E functions), and for awareness-raising activities through radio and mass media.

In addition, Winrock International's home office staff, based in the United States, have expertise in child labor issues and are responsible for providing technical assistance as well as supervision and program oversight, including training and planning. The home office accounting staff oversees financial issues. Winrock International has a subcontract with the Department of Child Labor in Phnom Penh to organize the training of inspectors at the provincial and commune/community levels.

⁸ This person is a project staff member, not government staff.

Two associate organizations, Wathnakpheap and Kampuchean Action for Primary Education (KAPE), are responsible for the implementation work at the provincial level. Wathnakpheap is in charge of the implementation in Pursat and Siem Reap provinces and KAPE is in charge of the implementation in Kampong Cham and Prey Veng provinces. The associates have field offices and a number of staff in each province to follow up on the project implementation and to work in close cooperation with the Provincial Coordinator and the PCCL.

The implementation areas are among the poorest in Cambodia: Prey Veng province is located about 90 kilometers from Phnom Penh. It is the fourth largest and second poorest of the 24 provinces in Cambodia. The target area suffers from a high rate of children dropping out of school and smaller rice yields relative to surrounding communes because of its isolated location and frequent flooding. Almost 70% of the population in the province is living under the poverty line and 50% have no land for agriculture. In terms of education, while there is a steady increase in enrollment at the primary level, many still drop out after completing their primary school education.

Pursat is located 186 kilometers away from the capital. It is the 10th poorest province in Cambodia, and it relies heavily on fresh water fishing and subsistence agriculture. It is highly vulnerable to human trafficking for sexual or labor exploitation. In terms of education, while there is a steady increase in enrollment at the primary level, many children still leave school at the completion of their primary school education.

Siem Reap is located 314 kilometers away from the capital. It is the poorest of the provinces in Cambodia, despite its tourism and construction industries, both related to Angkor Vat. Siem Reap relies heavily on fresh water fishing and subsistence agriculture, and it is highly vulnerable to human trafficking for sexual or labor exploitation.

Kampong Cham is located in the East of Cambodia, 124 kilometers away from the capital. The province has been identified as a priority for child labor prevention interventions because of its high prevalence of child labor in agriculture and other hazardous forms of labor. This province is also a large source area for migrants who are vulnerable to trafficking and other forms of commercial exploitation. Kampong Cham has been ranked as the second top origin of migrants, and its migratory patterns are believed to generate significant dangers to children in terms of child labor, sexual exploitation, and trafficking. School dropout levels, therefore, tend to be higher than the national average in Kampong Cham. The province also has a large concentration of plantations and commercial agriculture farms. See Annex B for a more complete, project-provided overview of the target provinces.

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III RELEVANCE

The evaluation considered the relevance of the project to the cultural, economic, and political context of the country, as well as the extent to which it is suited to the priorities and policies of the host-country government and USDOL. It should be noted that this section discusses only the theoretical aspects and relevance of the project's strategies. Implementation challenges and successes of each activity will be further developed under the sections for effectiveness, impact, and sustainability.

3.1 PROJECT ASSUMPTIONS

Most project assumptions related to the poverty and child labor context in Cambodia were accurate. Some external circumstances, however, have changed the implementation environment and therefore may have invalidated certain assumptions regarding the sustainability and impact of the project. For example, the economic crisis starting in fall 2008 has had a massive impact on the textile sector in Cambodia and has made the implementation environment more difficult. It is likely that the crisis has led to increased child work in many families to compensate for lost income. Also, the Government of Cambodia has decided to discontinue the employment of contract teachers and plans to only rely on regular teachers. This could increase the average class sizes to 50 to 100 students in many schools. As a result, the teaching motivation and quality may drop, with a corresponding increase of dropouts and absenteeism due to low motivation among the children to continue schooling.

3.2 SUPPORT OF THE FIVE EDUCATION INITIATIVE GOALS

The project is supporting the five EI goals (see Section 2.1) by—

Withdrawing or preventing children through education: This goal is adequately supported through the provision of four types of direct educational services, as follows:

- Activity 1: Education support for withdrawn child laborers age 6 to 14 years
- Activity 2: Provision of NFE and livelihood skills for withdrawn children age 15 to 17 years
- Activity 3: Education support for at-risk children age 6 to 14 years
- Activity 4: Education support for at-risk girls age 12 to 14 years transitioning into secondary school.

In addition, a number of auxiliary services are provided to facilitate access to schooling for children. These services include the set up of a Child Care Mother (CCM) program in target communities to ensure that children do not need to stay home to attend to younger siblings, but can instead attend school normally. The child care mothers will engage with a number of younger children (age 3 to 5 years), and guide them in play and learning activities. Other activities include the skills training of parents to ensure the continued schooling of the children,

as well as the creation and training of community CLMC to follow up on the schooling of children and on their work status. The project is also helping the setup of CYCs, which are following up on other dropout children, participating in awareness-raising activities, and acting as savings clubs.

- *Strengthening of policies on child labor and education:* This goal is adequately supported through the project's work with the National Committee on Child Labor, in particular the establishment of implementation decrees (*prakas*) on WFCL in the agriculture and fisheries sectors.
- *Raising awareness about child labor and education:* This goal is adequately supported through various project initiatives, including the CLMCs' local awareness campaigns, organization of celebrations on the World Day Against Child Labor (June 12), the project's newsletter, collaboration with local media, project video (which has been broadcast on national TV), and biweekly radio programs on child labor.
- *Research on child labor:* This goal is adequately supported through various research initiatives, including the baseline study, research in view of the establishment of implementation decrees (*prakas*) regarding WFCL in agriculture, and other sector-specific research.
- *Ensure the long-term sustainability of the project's efforts:* This goal is supported through various initiatives described in the exit plan of the project document to promote the long-term sustainability of the project.

3.3 RELEVANCE OF THE PROJECT'S MAIN STRATEGIES TO WITHDRAW AND PREVENT CHILDREN FROM WFCL

The project's scope is relevant to prevent WFCL. It should be noted that presently, the Government of Cambodia accepts 16 WFCL, and that subsistence agriculture is not on this list. A major goal of CHES is to introduce subsistence agriculture as a sector using child labor, and to define worst and hazardous forms of child labor within this sector and distinguish them from child work. The project is therefore, simultaneously defining WFCL and hazardous child labor as it implements the program. The beneficiaries withdrawn from child labor have been exposed to dangerous and/or exploitive situations in the fields and are not in school. The project expects that those children will continue to work in agriculture, but also expects, in the first instance that they will be in school—thus reducing time of labor—and that they will not be exposed to the most hazardous forms of work.

The project's educational strategies include the following four core activities:

- *Activity 1: Education support for withdrawn child laborers age 6 to 14 years.* This component is aimed at identifying children who have previously attained grades 3 to 6 of primary schooling, to provide them with a two-month refresher course (or one-month intensive course) during the summer holiday, and, according to the results of an entry test, to reenroll these children in grade 3 or 4. Subsequently to the reentry program, the beneficiaries are provided with educational materials, such as stationery, school bags,

uniforms, and in certain cases, shoes. The target age and training of these children follow the MoEYS policies and uses its curriculum. Most interviewees deem this component the most relevant and effective of all the project activities to combat child labor.

- *Activity 2: Provision of NFE and livelihood skills for withdrawn children age 15 to 17 years.* This component provides literacy and skills training for out-of-school youth who are too old to be reintegrated in primary schooling. Although this project activity may reduce WFCL, it should also be underlined that all the children targeted by this component can be hired legally (under Cambodian law) for paid work.
- *Activity 3: Education support for at-risk children age 6 to 14 years.* This component identifies at-risk children, follows up on them through CLMC intervention, and provides them with educational supplies. This component helps the children stay in school. Most project beneficiaries deemed this support to be adequate and useful to the target beneficiaries.
- *Activity 4: Education support for at-risk girls age 12 to 14 years transitioning into secondary school.* This component provides educational materials to girls transitioning into lower secondary schools. For those living a long distance away from school, the component also provides bicycles. In the evaluator's opinion (which contrasts with that of most stakeholders, who thought the service should also be provided to boys), the service is adequate inasmuch as it addresses the gender gap in secondary education; it also addresses, through the provision of a bicycle, security questions that are particularly relevant to girls living a distance away from school.

Further, the auxiliary services are relevant for preventing dropout and promoting education. Of particular interest is the CCM program, which facilitates caretaking of preschool age children (3 to 5 years) to allow the older siblings of these children to attend school while the parents are at work.

3.4 MAIN OBSTACLES TO ADDRESSING CHILD LABOR IN CAMBODIA

The main obstacles to address child labor, as identified by project stakeholders, are (in order of decreasing importance):

- *Poverty:* The families need the income generated by children's labor. This is in some cases worsened by the direct costs of schooling, including teachers' requests for payment of fees for photocopies and for extra tutorial classes.
- *Distance from school:* Many children live far from school, particularly at the secondary school level, which prevents many children (especially girls) from attending school.
- *Value of education:* Education is not perceived as valuable. As noted by a project staff, "a child with or without a grade 12 certificate will end up doing the same things: They will end up in the rice fields or in the garment factories; there's no difference. Even at [the] bachelor level, there's no guarantee for a job."

- *Cultural barriers and lack of teacher sensitivity:* Culturally, it is seen as appropriate for children to help at home. Hence, in rural areas, the children will bring the cattle out to the field in the morning and bring it back in the afternoon; they will also help the family with other work, such as fetching water, housework, guarding younger siblings. The work sometimes prevents children from attending school on time or doing their homework properly. Many teachers, being unaware of CFSs, often are very discouraging toward children in such labor situations.

The project design seems to adequately and comprehensively address the barriers to education in the communities. The project aims to address the poverty situation through skills training for parents and caregivers, to enhance their income thus compensating for the opportunity costs for their children's schooling. Further, provision of school kits and stationery alleviates some of the direct costs of education. The distance from school is partially addressed through provision of bicycles to girls who have to commute a long distance to school. Cultural barriers and the negative perception of schools are addressed through mass-media awareness-raising campaigns as well as one-to-one and community-awareness campaigns through CLMCs. Also, the teachers' failure to understand the plight of working children is addressed through the promotion of CFSs. The set up of CCM is eliminating the need for children to stay at home to guard their younger siblings.

3.5 APPROPRIATENESS FOR THE CULTURAL, ECONOMIC, AND POLITICAL CONTEXT IN CAMBODIA

Most stakeholders found the project design appropriate for the cultural context in Cambodia. During proposal development, Winrock International interviewed a number of persons from the Ministries of Education, Agriculture, Labor, Social Affairs, the Department of NFE, the two original associates (Wathnakpheap and Healthcare Center for Children [HCC]), the trade union, employers association, British tobacco, and others. At the national and provincial levels, directors of the Child Labor Departments indicated that they needed two types of support: training in child labor as there was a lack of understanding among labor inspectors and staff about the definitions of child labor and international conventions, and secondly, transport resources for monitoring and evaluation (M&E). Based on those requests, Winrock International developed a plan to train government officials, especially at the provincial and districts levels in child labor issues, including supporting their logistics for going to villages to collect baseline data and monitor child labor activities.

A few interviewees at the Department of Child Labor (DOCL) and at PCCL level indicated the design should further consider the lack of DOCL and PCCL resources, and that the project should have provided government entities additional funding. However, staff from USAID and the U.S. Embassy underlined the need for the Government of Cambodia to allocate adequate funding for the DOCL to be able to function, and that USDOL projects could not pay government staff to do their job. Also, any such funding would be unsustainable and possibly lead to government disinvestment in issues of the WFCL.

3.6 DESIGN'S FIT WITH GOVERNMENT AND ORGANIZATIONS EXISTING INITIATIVES TO COMBAT CHILD LABOR

The problem of child labor is not addressed by many organizations and government initiatives in Cambodia. All stakeholders said that the project is timely and appropriate. The other projects on child labor are the ILO-IPEC project, with which CHES has established a broad cooperation, and a smaller World Vision program. Key government officials underlined that the project's strategies fit within the government's priorities.

3.7 RELEVANCE OF THE PROJECT'S CRITERIA FOR SELECTING ACTION PROGRAM REGIONS, SECTORS AND PROJECT BENEFICIARIES

The implementation areas are among the poorest in Cambodia. The target areas suffer from a high rate of children dropping out of school, and high rates of the population living under the poverty line. Also, many of the implementation areas are highly vulnerable to human trafficking for sexual or labor exploitation (see Section 2.3. and Annex B for a more complete, overview of the target provinces.) In most stakeholders' views, the geographical implementation zones are appropriate, although a number of government staff expressed the desire for the project to expand its scope to involve more provinces and target communities. The local implementation areas (target districts, communes, and communities) were identified by PCCL and represent poor districts with a high incidence of child labor. The direct beneficiaries were identified by local Child Labor Monitoring Committees, sometimes based on communal lists of poor people. In certain provinces, poor people were classified according to their levels of poverty; the poorest obtained an ID card showing their status. This ID card would then give the bearer priority access to certain services. Such ID cards proved useful for CLMC identification of the beneficiaries, but it must also be questioned whether such official classification of poverty may not also negatively affect the target beneficiaries (e.g., in terms of aid dependency), who are then officially classified as poor and vulnerable. The criteria for identifying provinces, regions, implementation communities, and beneficiaries were well established and corresponded to USDOL and the Government of Cambodia criteria to address WFCL. Also, the project established good control mechanisms, with associate staff and Winrock International provincial representatives following up in the communities. In the beginning of the project's implementation, some complaints were received and some occasions of enrollment of non-appropriate beneficiaries were identified; but following the project's stricter monitoring of the selection procedures, such complaints were minimized.

3.8 OTHER DESIGN ISSUES

Gap in service provision for out-of-school children: The project design, in addressing out-of-school children at or above grade 3, fails to address the educational situation of unschooled children or of children who have dropped out at grade 1 or 2. In other words, the project does not provide any services; for instance, for a working child age 10 who has ceased to attend school at grade 2 and has been out of school for two years. It should be noted that CHES, in this regard, follows the policies of the NFE department regarding the age group to be targeted.

3.9 LESSONS LEARNED AND GOOD PRACTICES

The project design is proposing a comprehensive method to address child labor, offering a wide range of services that include skills training for parents to substitute for lost income from child labor, and child care for preschool-age children to allow siblings to go to school. These activities should be seen as examples of good practices design that could be replicated elsewhere. However, the design also has its limitations, insomuch as there is a service gap for children who did not reach level 3 of primary schooling.

IV EFFECTIVENESS

The evaluation assessed the extent to which the project had reached its objectives and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation addressed the following topics:

4.1 PROJECT ON TRACK

The project encountered some initial delay during the first year of its implementation because the official agreement for its implementation was delayed. Some of the delay was caused by divergent views about implementation modalities (e.g., the support the project could provide to the newly established DOCL).⁹ At the time of the evaluation, the numbers of some categories of beneficiaries reached, especially for NFE, was lower than targeted. For instance, the number of withdrawn stakeholders was 1,182 in September 2009 instead of the targeted 1,500 and the number of prevented incidences was 1,484 instead of the targeted 1,800. This corresponds to an implementation rate of 79% and 82% against the target rates for withdrawn and prevented children, respectively. Project staff said they expected to meet the target number of beneficiaries by the end of the project.

4.2 EFFECTIVENESS OF THE “DIRECT ACTION” INTERVENTIONS

The effectiveness of the educational services provided by the project was analyzed through drawing and subsequent debriefings with beneficiary children and their parents, and was triangulated with the views of project staff and government officials. The findings and views expressed below were quite consistent across the range of interviewees. First, it should be noted that all children met during the evaluation fieldwork had received a direct service from the project. The fieldwork found that a number of children had dropped out of the schools visited, ranking from 0% to over 50% in one location, the latter for an NFE class.¹⁰ The project’s statistics (as per the end of fieldwork on December 11, 2009) did not reflect the dropout rate from the start of the school year in October 2009; therefore it was not possible to estimate the average or total number of dropouts. According to updated statistics provided to the evaluator by Winrock International in February 2010, the total dropout rate for the project was 4.5% (see table below).

CHES Beneficiary Data Update on December 11, 2009

No.	Service Name	Number of Beneficiaries Enrolled in Each Service			Number of Beneficiary Dropouts from Each Service		
		Total	Boys	Girls	Total	Boys	Girls
1	Reentry Program	2,289	1,179	1,110	147 (6%)	85	62
2	NFE and Vocational Training	1,052	448	604	187 (18%)	93	94
3	At-risk Children in Grades 1-6	3,786	1,784	2,002	36 (1%)	14	22

⁹ See p. 27, Subcontract with DOCL.

¹⁰ Winrock International indicated that the NFE component had encountered some problems in the beginning, but that the dropout rate for this component has improved. The total dropout for this component is 18%.

No.	Service Name	Number of Beneficiaries Enrolled in Each Service			Number of Beneficiary Dropouts from Each Service		
		Total	Boys	Girls	Total	Boys	Girls
4	At-risk Girls Transitioning to Secondary School	1,230	0	1,230	11 (1%)	0	11
Total		8,357	3,411	4,946	381 (4.5%)	192	189

Activity 1: Education support for withdrawn child laborers age 6-14 years. This component led to the partial or full withdrawal of a large number of children from child labor. Since the reentry classes are taking place immediately before classes start in October, during the rainy season, when children are needed in the fields, some associate staff members found this service “a major challenge.” The children’s socioeconomic situation and age group seem to correspond to the project goals. Drawings and debriefing showed that the children were from a deprived background. Most said that they had been “working more before” being reenrolled in primary school than after. Currently, most beneficiaries are working after school hours (since schools are operating with double shifts, the children will be studying either in the morning or in the afternoon, and most are working before and after school). Most children are also working during weekends and holidays. During the harvest season and other seasons of intensive agricultural activity, some children leave school for a few days to help their parents with work. The work the children perform, in many cases, comes under the definition of child labor, but it is uncertain whether it could be classified as WFCL. In many cases, the children complained to the evaluator about long working hours and heavy work (e.g., to fetch water), but there is no clear evidence that this work should be categorized as WFCL. In any case, the project’s support has contributed to a reduced workload for most of these children. Also, many, if not most children knew the definitions of child work, child labor, and WFCL. A large number of the children said that NGO staff and/or CLMC representatives had been following up on them at home, and “they told our parents that we should work less.” It should be noted that a number of the children dropped out, mainly due to poverty.

Activity 2: Provision of NFE and livelihood skills for withdrawn children age 15 to 17 years. This service generally reached the target group of dropout children at the 15-to-17-years age group, although it was found that some of the children were overaged. Project statistics indicate that more than 20% of the children are enrolled at 17 and therefore, will reach 18 during the training or not long after the training ends. Three of 25 interviewed children (12%) gave their age during enrollment as below 18 years (a number which was reflected in project statistics), but during interviews they confirmed that they were older (ranging from 19 to 25 years of age). The enrollees were provided with a literacy course that should theoretically have lasted for six to eight months, but it was normally reduced to three to four months and was followed by skills training. The children were less interested in literacy and preferred skills training. The component therefore, encountered a substantial dropout rate during the first months of training. This was exacerbated by the fact that the skills component did not have sufficient funding to accommodate for all the children’s interest, and therefore, encouraged the trainees to attend classes in chicken raising when it could not accommodate for other skills training. However, in some cases, the project provided training in other skills, including bicycle and motorbike repair, weaving, making of rattan furniture, and sewing. The children having received skills training in many cases returned to their initial job (agriculture- or fishing-related).

A number of interviewees (government officials and beneficiaries) said there was no market demand for the skill they had learned (e.g., weaving), and some said they were counting on the associate (Watanakhpeap or KAPE) to create a market. In fact, Watanakhpeap has a marketing outlet in Phnom Penh and exports products to Europe. It has also developed local markets for its products.

Although the skills training may provide a welcome income substitute for the children, its conception and implementation must be questioned in terms of its effectiveness to combat WFCL. In general, the children are enrolled in the NFE program; they follow it for a number of months, after which they are going back to full-time work. At the same time as attending the literacy training (two to four hours per day, three to five times a week), they also work. In certain cases, they state that their new work is more interesting and/or less heavy than before, but in any case, they are legally authorized to work from the age of 15, and many of the children will already be close to or above the age of 18, during which all work (except unlawful work) is authorized since the child has become an adult in legal terms.

Activity 3: Education support for at-risk children age 6 to 14 years. This component aims at preventing dropout for at-risk children through the provision of stationery and school materials, including uniforms and shoes. Most of the beneficiary children are still working before and after school, as well as during weekends and holidays. Most interviewed beneficiaries said that their work burden is about the same as before project intervention, some said they work less, and a few children said they work more than before. This latter response is probably related to the allocation of a higher work burden of the children when they grow older, and is also possibly due to the effects of the economic crisis. Most beneficiaries knew the difference between child work, child labor, and WFCL. Some of their current work could clearly be classified as child labor, but it is uncertain if it could be characterized as WFCL. In general, project intervention had been effective, inasmuch as these children knew about the project objectives and appreciated the project assistance. It should be noted that a number of other, poor children, had asked for project support, and had been informed that “this project could not help you, but some other project would surely come to assist.” Such a mind-set risks creating an attitude of aid dependency.

Activity 4: Education support for at-risk girls age 12 to 14 years transitioning into secondary school. This service has provided education materials and bicycles to a number of girls transitioning into secondary schools. All of the girls receiving a bicycle had a long way to go to school, and thus appreciated the help from the project. Some of the drawings of the children receiving this support were clearly outliers, in that they depicted the children's activities after school as mainly leisure-related (watching TV, listening to the radio). Interview debriefing (and subsequent interviews with project staff) confirmed that these children were from relatively well-off families, and if they were at risk of dropping out to WFCL, it would have been due to lack of knowledge and awareness about WFCL, rather than due to poverty. One principal explained that the recipients of bicycles were from both “average and poor families” but that the children from poor families “generally had dropped out due to poverty” (i.e., they needed to support their family through labor). Project staff confirmed that most girls transitioning to secondary were from better-off families, and that all the poor children generally had dropped out before reaching the level of secondary schooling. Winrock International confirmed that while these girls may not be the “poorest of the poor” they are from poor communities and still run the risk of being trafficked and/or serving as domestic help or in other exploitative situations.

Teachers and school administrators in one secondary school visited during fieldwork did not know the reasons for this support, and thought it was to support girls' education (rather than to combat WFCL through support of education). Project staff confirmed that the awareness raising on WFCL did not include secondary school staff, unless they were members of CLMCs, and that it was therefore, likely that some secondary school personnel did not know why the support was provided. Also, a limited number of direct beneficiaries seemed uncertain as to why the service was provided (and stated it was "to help the schooling"), although CHES and its associates have as a requirement for children and parents to participate in several meetings during the selection program, which raises awareness on child labor and WFCL. Most interviewees (education staff, government officials, and interviewed schoolchildren) complained about the exclusion of boys as recipients of this component.

In conclusion, one finds that this is a successful project activity, because it stimulates educational participation among girls transitioning to secondary school, but it can be questioned to which extent this component is the most effective way to combat WFCL.

In terms of the implementation of auxiliary services, the project's use of CCM and CYCs could be emphasized as useful and successful initiatives. Both initiatives are low-cost and possibly high-impact services. The CCM activity has a double effect of both liberating time for older siblings so they can attend school, at the same time as it provides pre-school activities for younger children. Pre-school has a demonstrated effect on the subsequent schooling of the children and will help prevent WFCL for this group.¹¹ The CYC program is cost effective and leads children's involvement, in several cases, in CLMCs and awareness-raising activities related to WFCL.

4.3 EFFECTIVENESS OF THE SERVICES IN MEETING THE NEEDS OF THE TARGET POPULATION

Main Obstacles to Addressing Child Labor in Cambodia (see pp. 17–18) identified four core barriers to education, for which the project offered a number of services:

- *Poverty*: This barrier was addressed through skills training of the parents. However, only a low number (258) of parents had received training. The project could only offer US\$10 support to beneficiaries to purchase chickens and three days of training in raising chickens. It is unclear whether this activity will be able to compensate for opportunity costs of children's work (US\$1 to US\$2 per day), albeit the project's provision of school materials (including uniform and shoes) to the beneficiary children was also meant to reduce the direct cost of education. Project field staff indicated that this may not be sufficient to compensate for opportunity cost.¹² It should be noted that the household livelihood activity was intended as a demonstration effort among a select number of

¹¹ There is a substantial research literature in ECD supporting this view.

¹² Winrock calculations, based on experiences in Siem Reap with livelihood programs, indicate that US\$10-US\$12 could buy 2 to 3 heads of chickens for a family. In the first year, Winrock experience showed that if a household starts raising 2 heads of chicken over 6 months, they can produce about 6 chicks/head (12 kg x \$3) in those six months, representing an earning of about US\$72/year. From the second year, the income is expected to double. Thus, according to these calculations, the chicken-raising activity may be a very applicable and sustainable source of income generation for poor families.

families whose children were withdrawn from WFCL, and not as a means to fully offset the costs of sending a child to school but rather to support household income diversification.

Also, it should be noted that the CHES project has assisted 41 parent self-help groups with 479 members to form savings. The goal is for families to use savings to keep children in school. These services—in particular the skills training to parents, CCMs, and parents' self-help groups—emerge as very innovative and appropriate in addressing the needs of the population.

- *Distance from school:* This barrier was addressed through the provision of bicycles as a transit incentive to secondary schooling. However, this component was limited to girls transitioning from primary to lower secondary and therefore, did not address the needs of many children who were in primary school or already enrolled in secondary school.
- *Value of education:* This barrier was addressed through awareness-raising activities by CLMC and associate staff, celebration of the World Day Against Child Labor (June 12), and mass media programs. These services were effective because the large majority of children and adults knew about the objectives of the project and understood, at least theoretically and conceptually, the difference between child work, child labor, and WFCL.
- *Cultural barriers and lack of teacher sensitivity:* This component should have been addressed through the setup of CFSs, based on UNICEF's model. However the budget for this was limited, and the project has had little intervention at the school level, except for the training of reentry and literacy teachers as well as CLMC members (the latter usually includes teachers), and the establishment of some fishponds and gardens. More CFS practical activities are planned for years three and four of the CHES project.

4.4 EFFECTIVENESS OF EDUCATION MODELS USED BY THE PROJECT

Reentry: The project offers a two-month reentry course for those who have dropped out at or above grade 3 for less than a year. This course follows the MoEYS's policies and curriculum, and is an effective tool to re-channel children back to class. It is adequate for those at or above grade 3, but not below. Moreover, children from floating villages have asked to benefit from this service to catch up on their schooling, although they are not dropouts.

Child-Friendly Schools (CFSs): As noted above, this component has not been implemented in full, partly as a result of limited financing. However, as a part of its CFS component, the project has set up fishponds and experimental gardens in a number of target schools. Beneficiary children mostly tend the gardens, but the aim is to make all the children in the school benefit from these activities. Also, it should be noted that the government and/or UNICEF have trained teachers in CFS in many of the schools where CHES operates. Additionally, all trainings that CHES conducts with teachers integrate the child-centered approach, participatory and interactive learning and child participation.

Nonformal education: This component is following the policies and the curriculum of the Department of NFE. However, it should be noted that a number of students (18%) has dropped

out from the literacy component, because they felt that it did not correspond to their needs, or their parents did not allow them to continue. Several project staff and local literacy teachers said the literacy and skills training need to be simultaneous and not consecutive to enhance student interest in the classes. The skills training takes place in governmental provincial vocational skills training centers, in local community-identified areas (e.g., particular's house, rented workshop), or in Wathnakpheap or KAPE centers. This component lacks funding to adequately cover both the necessary skills training at the provincial vocational training centers and a startup kit for all project beneficiaries.

4.5 BENEFICIARIES' POVERTY AND WORK STATUS

Drawings and debriefings indicated that most of the beneficiaries were children living in poverty and involved in child labor. To which extent the work could be characterized as WFCL depended on each individual case.

4.6 SECTOR-SPECIFIC LESSONS LEARNED

According to interviewees and fieldwork observations, it would be impossible in most cases to eliminate child labor in the fishing and agriculture sectors in Cambodia. Initiatives should therefore aim to gradually raise awareness change behavior to reduce child labor, and eliminate WFCL.

4.7 MONITORING AND TRACKING SYSTEMS OF THE PROJECT

The project uses a total of nine forms to identify and track each child. These forms include two initial assessment forms (Form A and Form B), to be filled out once (during assessment), and which register the characteristics of each beneficiary and verify whether the child is eligible for project support. Then, a child enrollment form (Form C) is filled out once, also during assessment. The previous forms are all filled out by CLMCs and verified by CHES staff members. Each quarter, a re-assessment of work status and education (Form D) is filled out by the CLMC members and the beneficiary children, together with a re-assessment of work status in the community (Form F). If the child is transited elsewhere or drops out, the teacher fills out a Form E. A monthly Form G tracks the child's attendance to school and is filled out by the teacher. When the beneficiary has completed the CHES program, a Form H is filled out. For each service or assistance received from the project, the children or parents sign a Form I. The information is stored in two databases at the province level, using SQL and Excel, and centralized in Phnom Penh by Winrock International. Each database uses two languages, Khmer and English.

CLMC and associate staff complained about the complexity of the system; project staff also noted that some of the CLMC members were hardly literate and they found it difficult to complete these forms. Also, the SQL system was said to be "not stable," and staff members encountered difficulties in retrieving and exploring the data. During the fieldwork (in December 2009), a number of problems were found. Most importantly, the information was not up to date, and did not reflect dropouts, which occurred during the reentry after the summer holiday (September 2009). The tracking lists provided to the evaluator were difficult to use and would not constitute good monitoring tools for the CLMCs (children were not classified according to the school and shift they attended). The tracking of children's work status after school and during

holidays was often limited to CLMC members asking parents and beneficiary children whether they attended school regularly and whether they were working too hard during their free time.

Generally, the evaluator found that most of the beneficiary children were working after school, during weekends and during holidays. During the seasons of intensive agricultural activities (i.e., in December), some of the children are withdrawn from school for short periods to help with the harvest. It was difficult for the evaluator to determine whether the interviewed children were still engaged in WFCL. Of the 79 drawings and debriefings, only 12 (15%) of the children (all of which were girls benefiting from project assistance to transit from primary into lower secondary school) could be characterized as clearly having a workload light enough to likely be characterized as child work. The remaining children were engaged in more intensive work, in many cases likely to be characterized as child labor. The Winrock International home office, referring to the field monitoring reports from the CLMCs, confirms that the children continue to help families during transplanting and harvesting, but indicates that the children are no longer working in WFCL.

4.8 MANAGEMENT STRENGTHS

The project has a good management structure and benefits from well-trained staff members. The contract with HCC (a former associate) was terminated and replaced with KAPE, mainly because of the former's weak management. At this point, the project benefits from a generally strong team and healthy management procedures, although both the central level and the provincial staff members could benefit from more expertise in child labor. It should be noted that the original project director was an expert in child labor, having headed ILO-IPEC in Nepal. Unfortunately, he suffered medical problems and is still under medical care. His departure from the project left a void in child labor experts, which was solved by the recent hiring of the child labor specialist, who was recruited during the evaluation and began working in CHES in January 2010.

4.9 MANAGEMENT CHALLENGES

The project's main challenges are related to the maintenance of the database system and updates (see pp. 26–27, Monitoring and Tracking Systems of the Project). A second problem is encountered by the associates, who complained about a cap of US\$50,000 for the advance of funds and the subsequent necessity of reporting on at least 70% of the expenditure before Winrock International can release additional funds. Since there has been some slowness in reporting, certain project services have been delayed; for example, payment of CCM in Prey Veng province. According to associate staff, a further management problem has occurred in terms of CCMs who are budgeted for five months of paid service per year, instead of the needed nine months (CCMs are allocated US\$20 per person per month for their services and will receive an additional US\$50 worth per year in toys and learning materials for the children). The lack of funds for the remaining four months could be used as a period to test out strategies for sustainability of the model (e.g., by verifying whether the community can contribute to the continuation of CCMs).

4.10 SUBCONTRACT WITH THE DEPARTMENT OF CHILD LABOR

The subcontract with the DOCL has generally been successful and has led to a number of training sessions. This includes training Winrock International and associate staff members, chairpersons of PCCL, district governors, various district staff, and CLMC members (see training list in Annex D).

4.11 PARTNERSHIP WITH ILO-IPEC

ILO has been involved in projects and research related to WFCL in Cambodia since 1995, and has therefore, gained a good knowledge and a widespread contact net on this issue. The organization estimates that there are 250,000 to 300,000 children engaged in WFCL in Cambodia, and that the country is on track to achieve the international goals of eliminating WFCL by 2016. By the end of the current TBP in 2012, ILO proposes to make one province (Kaep) free from WFCL. The project is also looking at policy gaps, gaps in enforcement of current WFCL policies, and needs to build capacity, among other issues.

According to ILO and project interviewees, the CHES project has a good partnership with ILO-IPEC. The ILO-IPEC project is working in 15 provinces in Cambodia, two of which are overlapping with CHES. In the provinces where they are operating jointly, ILO is cooperating closely with CHES, and in the two other CHES provinces, ILO staff has “encouraged CHES to take the lead.” For example, ILO has not previously worked in Pursat, so the ILO staff shared experiences with CHES about how to organize the PCCL. The ILO-IPEC also provided training and materials to the CHES project. In the policy domain, CHES collaborated with ILO-IPEC on research on implementing decrees (*prakas*) for child labor in the subsistence agriculture sector and in the fishing sector. The projects also cooperated in the organization of the World Day Against Child Labor. Further, the projects organized exchange visits to the field to learn from each other’s implementation experiences.

4.12 THE FLOATING SCHOOLS

The floating schools in Pursat and Siem Reap pose unique challenges in the monitoring of the children and in helping children access school. One main issue is related to the transportation to school—often families have only one boat, which is used for subsistence fishing. The children will not always be taken to school on time by the parents, since the boat is in use for fishing. Further problems occur because business people and tourists’ boats pass the small family-owned boats at great speed, and are thus, spraying the children with water and even risk capsizing their boats. Although parents have complained to the authorities about this problem, it is almost impossible to impose respect for speed limitations in the area. This is why children in these communities are not allowed to start school before they learn to swim. Capability of swimming constitutes a school readiness test. It should be noted that the project has provided CLMC management committees with boats for follow up on project implementation, but, since these are small rowing boats, their impact and utility are limited.

4.13 PROGRESS AND INFLUENCE OF RESEARCH AND POLICY CHANGE

The project has initiated research (to take place from August 2009 to December 2010) on implementing decrees (*prakas*) for child labor in the following fields: (1) research on hazardous child labor in subsistence agriculture and development of *prakas*, (2) research on hazardous child labor in freshwater fishing and development of *prakas*, and (3) research on education and child labor policy to incorporate child labor into existing education policy. The effect of this work will be to better distinguish between child labor and WFCL in these sectors, and will therefore, provide useful tools to combat WFCL. According to the consultant working on this issue, the TORs of the research and work were established but not yet cleared by the government. The consultant is working closely with the Research Advisory Committee (RAC) on child labor, which consists of high level representatives from the ILO-IPEC, the Ministry of Labor and Vocational Training, MoEYS, the National Sub-Committee on Child Labor, the Ministry of Agriculture (MOA), Forestry and Fisheries, the Ministry of Planning and Winrock International. It should be noted that the Secretary of State of the Ministry of Labor and Vocational Training is the Chair of the committee, an indicator of the importance that government has placed on considering new *prakas* related to child labor.

4.14 SHORTCOMINGS AND SUCCESSES OF THE TRAINING INITIATIVES IN TERMS OF AWARENESS RAISING

The project offered several types of awareness-raising activities, which were generally effective in making the stakeholders knowledgeable about child labor. The awareness-raising activities included CLMC and associate staff's follow up with beneficiary families. On June 12, the World Day Against Child Labor was celebrated (in Siem Reap, this celebration involved all the project target schools, so it could be considered that the day had a massive impact in terms of awareness raising). Also, the project purchased airtime for radio programs, which focused on a specific child labor-related topic during each session. For example, topics such as *children's suggestions against child labor*, *importance of education*, *difference between child work, child labor and WFCL*, *CHES project in Cambodia*, and *feelings of a child laborer* were aired. Few community stakeholders who were interviewed listened to the programs since they had problems with the reception, but many were aware of the programs. The project has produced promotional stickers informing about the time and frequency of the airing of the program.

In addition, the project produced a quarterly newsletter that included information about main activities from the provinces, as well as a *Voices of Children* feature, in which beneficiary children shared information about their lives. The newsletter was photocopied and distributed to NGOs, associates, and the media. It was not printed since the item has not been budgeted. Some children's stories and pictures from the newsletter were subsequently featured in main newspapers in Cambodia, including in the *Koh Santepheap Daily* (July 18–19, 2009 and October 15, 2009). The project also produced a number of posters promoting education, which have been distributed in the target communities. In general, it was found that most interviewees, including children, could distinguish between child work, child labor, and WFCL. The awareness raising therefore, seems to be an important impact of the project.

4.15 STRENGTHENED INSTITUTIONAL CAPACITY

The project has contributed to the creation of PCCLs in all of the project's target provinces, with the exception of Siem Reap, where ILO already had supported the creation of such committee. The project has created a new community institution for the follow up on child labor locally, the CLMC. Also, through the subcontract with DOCL and this latter's training of various province- and community-level stakeholders, the project has strengthened the country's institutional capacity at central, province, and local levels. In particular, a number of community police and labor inspectors have been trained about child labor and can therefore, function as a regional and community-level child labor inspectorate.

4.16 LESSONS LEARNED AND GOOD PRACTICES

The project has in short time implemented a wide range of activities. As noted above, the most effective activities are perhaps the withdrawal service and the prevention through scholarships. Although aspects of the Child Care Mothers service may not be sustainable (see Section VII, Sustainability), this service emerges as very innovative and appropriate in addressing the needs of the population and could be considered as an example of good practice. Other good practices include the celebration of the World Day Against Child Labor, especially in Siem Reap, where all the target communities were involved. In terms of cooperation, the project's coordination of activities with ILO-IPEC stands out.

V EFFICIENCY

This section provides analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation addressed the following topics:

5.1 COST-EFFECTIVENESS

The cost-effectiveness of the project should be evaluated against the potential impact of each activity and its sustainability. Whereas the withdrawal and prevention services generally seem to be effective in view of the resources allocated, other services, such as the NFE component and the bicycles allocated to support transit to lower secondary schooling are perhaps not the most cost-effective ways to combat child labor. It should be noted that the analysis of cost effectiveness of these two activities above could be based on two points: (1) There is an issue of determining whether the former situation of these children was WFCL, and also whether the project support has substantially changed the situation of the children/youth. Many of the interviewed children that received skills training were involved in exactly the same activities as before they received the training, only with additional work in the skills in which they were trained—e.g., occasional bicycle repair or weaving. (2) Further, the cost effectiveness of an activity is generally calculated as a number of years of return on investment.¹³ This is why an ILO interviewee indicated that ILO-IPEC targets the unconditionally worst forms of child labor (such as sex work) in the 15-to-18-years age group, but that their main focus was on the below-15-years age group in most of the activities.

The Winrock International home office had a different approach, and said most of the 15-to-17-year-olds are withdrawn from the WFCL, and that informing them of their rights about child labor and equipping them with both life and vocation skills, are necessary preparation for the work world and will help to protect them from being exploited in their current and future jobs as adults. Without such training these children could be more vulnerable to engaging in exploitive labor. Further, it could be added that it is important to sensitize these children/youth about child labor, since they are soon to enter the age of founding a family, and should be sensitized about the need to keep their children in school and out of child labor.

It should also be underlined that these activities are important and useful in their own right, but, as noted above, that they may not be the most cost effective if one considers that the goal of the project is to reduce child labor and to eliminate WFCL through improved educational services for disadvantaged, working and at-risk children. Certain low-cost activities, such as the set up of CYCs, which are following up on other children dropouts, participating in awareness-raising activities, and acting as savings clubs for the children involved, are examples of highly cost effective initiatives set up by this project. Similarly, CLMC members are helping the project achieve its goals without receiving a salary, and their services could therefore, be considered as cost-effective.

¹³ Hypothetically, one can calculate the “return on investment” of removing one person from WFCL at the age of 10 as eight years free of WFCL. However, if one removes a person from WFCL at the age of 17, the “return on investment” will be less than one year free of WFCL, upon which that person can return to the activity, as long as it is not illegal.

5.2 FINANCIAL AND HUMAN RESOURCES ALLOCATED

Generally, resources and activities were well matched. A number of activities are underfunded, including the allocation for NFE and especially skills training, which is not sufficient to provide both training and startup kits for the children. Hence, the beneficiary children are encouraged to choose to raise chickens as their skills training, because such training is less expensive. The same situation of underfunding, according to some interviewees, was present for the skills training of adults. Finally, the setup of CFS did not seem to be sufficiently funded. Several project staff members noted that the project scope was too ambitious for the budget allocated.

The changes in associate and director had little effect on project implementation. The change of associate slowed down implementation and caused some delay in two provinces.

5.3 EFFICIENCY IN FLOATING VILLAGES

The project budget does not distinguish between floating villages and other target areas, although project implementation is more expensive in the floating villages due to transportation difficulties. Also, the number of contract teachers is especially high in these communities. This constitutes a double problem: first, it appears that many of the contract teachers ask for a fee from the children for schooling. Second, with the new government policies of discontinuing service contracts with contracted teachers, the schools serving the floating villages run the risk of lacking teachers. Accordingly, many target children from floating villages are likely to drop out.

According to interviewees, there are two main ways of enhancing efficiency in floating villages: Either the project could purchase a boat (to be managed, possibly, by a CYC as a for-profit initiative), which would ensure that the children are transported to and from school. Another option would be to create a floating school for the children, which would have the advantage of being close to the community. However, solutions to the teacher situation need to be found before taking such steps. Also, the children from floating communities' specific migratory situation make it difficult for the children to attend school regularly and to review their lessons at home, and therefore, they do not always perform well at school. Hence, a number of the children from these communities have asked to enroll in the project's reentry summer course, even though they are not dropouts (so far, they have not been admitted to reentry courses).

5.4 LESSONS LEARNED AND GOOD PRACTICES

The main challenge to the cost-effectiveness of the project is related to the implementation of activities that may not be the most effective to combat WFCL. For example, the NFE trainees get access to skills training, but many of them continue their normal work during their free time and during weekends and holidays. Also, more than 20% are 17 years old at enrollment and will turn 18 during or soon after the training. Another challenge was noted for the support to girls' transit into lower secondary. For the poorest, the project's support will not be sufficient to keep them in school because opportunity costs will be too high. Moreover, whereas the logic of the project is very good; its funding of activities does not always match the planned activities, e.g., the skills training budget seems to be insufficient (both for parents and NFE students). Also, the CFS component seems to be underfunded.

VI IMPACT

The evaluation assessed, to the extent possible after such a short implementation period, 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. Specifically, it addressed the following:

6.1 THE PROJECT'S IMPACT TO DATE ON INDIVIDUAL BENEFICIARIES

- *Children:* The project, through CLMC and staff intervention, withdraws children from child labor and provides them with educational services. Some children are organized in CYCs and others are participating in the CLMCs, and are therefore, trained to take up community responsibilities. As noted above, most children were aware of the difference between child labor, child work, and WFCL; they stated that they now work less. The services seem to have touched the poorest and most vulnerable in society, with the partial exception of the component supporting the transition of girls from primary to lower secondary school, which may not always have benefited the target.

The project reconsiders its support of children who have not been selected previously upon complaints from community members. Typically, it allocates extra funding for the added beneficiaries resulting from such complaints (identifying additional children who were found to match the project's criteria for support). One project staff estimated that the number of complaints usually correspond to 5%–10% of the beneficiaries. Hence, issues of jealousy and complaints seem to have been well managed, since there seems to have been negligible negative impact from the project. The services offered, however, were not sufficient to maintain all the children in school, so there have been a number of dropouts.

- *Parents:* The parents are sensitized about child work and child labor. Many of them are trying to reduce the workload of their children in order to facilitate their schooling. A limited number of parents (258) have received skills training (all in raising chickens) and obtained a starting kit, which may have generated some positive impact.
- *Teachers:* Certain teachers and community members have received training from the project as a part of the re entry program, as a part of the NFE component, or as a part of their participation in the CLMCs. Their understanding of child labor and WFCL has therefore been improved, and they are able to address this issue. Also, some of them understand better the plight of children who are late to school because of their work duties, thus, they use appropriate disciplinary methods.

6.2 THE PROJECT'S IMPACT TO DATE ON PARTNERS WORKING ON THE ISSUE OF CHILD LABOR

The project has ensured the training of a number of the associates' project staff on the issue of child labor. Hence, project and associate staff can continue to work on child labor-related matters; they will constitute a resource pool for future initiatives on this issue.

6.3 THE PROJECT'S IMPACT TO DATE ON GOVERNMENT AND POLICY STRUCTURES

The project, by contributing to the creation of PCCLs in three provinces, and of CLMCs at the local level, has helped to institutionalize structures related to child labor, which are now listed on the agenda of national and provincial structures. Although the CLMCs are not yet officially recognized structures, the project is working to set up a permanent community institution dealing with child labor. At the central level, the project has been vital in raising awareness about the plight of children working in the agriculture and fishing sectors. It is also central to the development of implementing decrees (*prakas*) on WFCL in these sectors.

6.4 IMPACT OF PROJECT ACTIVITIES ON EDUCATION QUALITY

Since the project has had limited funds to implement activities and training on CFS, its impact on the quality of education has been limited. In all, about 20 fishponds and school gardens (one in each target commune) have been set up and have facilitated some skills training, thus ensuring a more practical and community-oriented education experience for the children. Also, the project plans to set up CFS demonstration classes to encourage system-wide educational change towards more child-centered learning modes in the target communities.

6.5 EMERGING TRENDS OR ISSUES TO WHICH THE PROJECT SHOULD RESPOND

The economic crisis and the subsequent redundancy of a large number of textile workers in Phnom Penh and other urban centers risk leading to unemployment, insecurity, and the possible subsequent decision to engage in sex work for many of the former employees of these factories to engage in sex work. Since it is frequent that children as young as 14 obtain papers to try to get work. Some cannot, or get laid off, which means they are included in the group that is at risk for sex work. Children doing sex work is a form of WFCL.

The Government of Cambodia has responded to the economic crisis with a number of measures that may further reduce the low quality of education. For example, the contract teachers may be discontinued in 2010, which would cause the ratio of children per teacher in certain schools to skyrocket. Subsequent discouragement of both teachers and students, and the lowering of the education quality, could lead to widespread dropouts and child labor.

6.6 COMMUNITY UNDERSTANDING OF THE OBJECTIVES OF THE CHES PROJECT AND CHILD LABOR

The evaluator found that the communities were well informed about child work, child labor, and WFCL. Some project staff members indicated that the CLMC's understanding of the project was somehow limited. Also, the communities have the community members' understanding of child labor stems directly from the project of child labor. Hence, the mother of a girl benefiting from project support said that she gave her child less work "since [her child] had been recruited by the organization." Likewise, an interviewed CCM who had set up a poster on the road said that the project "was recruiting children ages 3 to 5 for preschool activities." This discourse demonstrates

a lack of community ownership of the project processes, which are still seen as fundamentally project-specific.

6.7 VIEWS OF STAKEHOLDERS ON THE CHES PROJECT

Most stakeholders were very positive towards the CHES project. ILO-IPEC suggested that the project further engage with the civil society sector, (beyond its cooperation with the two associates and its participation in the Civil Society Network Against Child Labor), to enhance the sector's awareness of WFCL-related issues. Government staff was very encouraging to the CHES project and suggested that it expand its activities to other regions and other sectors, including brick laying. Certain government officials wished they had been brought into the project at an earlier stage (i.e., at conception); it should be noted that the project undertook an initial consultation with a wide range of stakeholders (see p. 18, Appropriateness of the Cultural, Economic and Political Context of Cambodia). They also felt that the project funded civil society organizations without sufficiently accommodating government needs and lack of funding for monitoring project activities. Most government officials requested a second phase of project intervention and suggested that the project engage in social mobilization with other NGOs and civil society to combat WFCL. The U.S. Embassy and USAID staff members were very positive toward the project; they opined that it would “make sense” to focus on younger children.

6.8 RESPONSE TO COMMUNITY NEEDS

The project's design aimed at responding to community needs inasmuch as it tried to compensate for loss of income from the children's work by providing skills training for the parents. However, this component, according to some interviewees, may not suffice to compensate for the opportunity costs of schooling. Likewise, the skills training for NFE students did not always correspond to market needs, and subsequently some of the students relied on the project associates to create a market, and some NFE students went back to their prior occupation (often farming and fishing). Moreover, the schools are of low quality and cannot always respond to community needs, inasmuch as the children lack practical life skills training. This being said, the combined actions of the project—including CCM, skills training for parents, establishment of CFSs, and withdrawal and prevention of the beneficiary children from WFCL—clearly constitute a broad set of activities that are meeting local needs.

6.9 LESSONS LEARNED AND GOOD PRACTICES

The best practices of the project, according to project stakeholders, include its work with the subsistence agriculture and fishing sectors; few organizations have been involved in these sectors, which nevertheless employ the largest number of children in Cambodia. Also, the CLMC and associate staff's follow-up and awareness-raising activities in the communities, leading to widespread understanding of the difference between child work, child labor, and WFCL, can be seen as examples of best practice. Further, the project has set up a good system to deal with complaints and ensure that the most vulnerable are effectively enrolled as beneficiaries. However, a number of challenges are related to the lack of ownership by the local population, which perceives the project activities as inherently project-related and not necessarily community-based.

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VII SUSTAINABILITY

The evaluation assessed to which extent the project has taken steps to ensure that the approaches and benefits remain after its completion. Specifically, the evaluation addressed the following issues:

7.1 EXIT STRATEGY AND SUSTAINABILITY PLAN

When the CHES program began, the issue of child labor had only become a government priority over the previous three to five years, thanks to the efforts of ILO-IPEC. In 2004, the Government of Cambodia ratified international conventions to prevent child labor and identified 16 categories of WFCL. Subsistence agriculture was not included among those 16, even though 84% of the population lived and worked in the agriculture sector, with 80% of them being subsistence farmers. Therefore, the CHES sustainability strategy focused heavily on raising awareness, developing new regulations, *prakas*, and capacity building, especially among government officials, about child labor in agriculture.

The CHES ProDoc included the following sustainability indicators:

- Change in knowledge and behavior towards child labor among government officials and target communities, and
- Number of initiatives against child labor promoted by project stakeholders.

Additionally, the ProDoc included the following as part of the exit strategy:

- Government ministries becoming hubs for training on child labor so that practices are owned and internalized for continued application;
- Partners being equipped to continue child labor programming; and
- Child labor good practices and methodologies being transferred to Cambodian institutions.

Knowing that the Government of Cambodia had limited resources (with about 60% of the national budget funded by foreign governments), and that the newly established DOCL lacked the knowledge, skills, and resources to address WFCL, the project included training of the labor inspectors, provision of funds to government officials to go to the field, creation of PCCL, and creation of community-level committees as key activities that would lead to the above indicators.

The project also believed that by (1) educating and engaging community members and teachers in child labor awareness and prevention activities, (2) engaging them in school-related activities, and (3) supporting select income-generating activities, they would find their own way, as individuals or as communities, to continue to fight against WFCL and keep their children in school. Additionally, the project hoped that government-operated programs, such as scholarships provided through the MoEYS and Priority Budget (PB), could potentially reach children engaged

in WFCL.¹⁴ However, in view of the economic crisis and current educational policies, it is uncertain to which extent the Government of Cambodia will be able to pick up many of the services the project offers. Finally, the project expected that by influencing *prakas* on child labor in agriculture, the Government of Cambodia would eventually have to implement programs that regulate and support its laws. Winrock International's sustainability plan focused primarily on raising the awareness and capacity-building of stakeholders on child labor in agriculture as the first step towards behavior changes and eventual financial support.

The project did not anticipate that all the field activities would (or should) be funded beyond the life of CHES. Project staff has indicated their intention to review parts of the exit and sustainability strategy for the field activities to make them timebound and more concrete.

- *Activity 1: Education support for withdrawn child laborers age 6 to 14 years.* This is a government activity that the MoEYS could continue to implement.
- *Activity 2: Provision of NFE and livelihood skills for withdrawn children age 15 to 17 years.* This component is also a part of the MoEYS agenda (in particular, its literacy component) and could be continued by the Department of Nonformal Education. Also, it should be noted that the MOLVT has vocational training centers in every province capable of continuing the program.
- *Activity 3: Education support for at-risk children age 6 to 14 years.* MoEYS should have funding for these activities through the Priority Action Program (PAP).
- *Activity 4: Education support for at-risk girls age 12 to 14 years transitioning into secondary school.* MoEYS should have funding for these activities through the PAP.

As for auxiliary services, the skills training for parents will probably be discontinued unless another project or program takes up this activity. The evaluator believes the CYC and CCM programs could continue after the project's end if the right types of exit plans are set up (see p. 47, Sustainability, in Conclusions and Recommendations).

7.2 LEVERAGING OF NON-PROJECT RESOURCES

The project has leveraged some resources, such as books and study materials (see list in Annex E). The project, through funds contributed by the association American Assistance for Cambodia, had planned to repair and/or build six schools, but this offer was withdrawn. The matching funds are now calculated as time provided by CLMC members, based on their average loss of income due to time spent on the CHES projects.

¹⁴ According to MoEYS officials, during the academic year 2008-2009, the MoEYS distributed scholarship to 1,715 students, and in the academic year 2009-2010, to 3,459 new students for primary school level. The scholarships are distributed as cash (US\$20 for each student). At the lower secondary level the MoEYS with its own budget in the academic year 2007-2008 provided scholarships to 21,417 students (12,343 female), and with funding from World Bank, the MoEYS provided scholarships to an additional 33,850 students. The scholarships are provided in cash 180,000 Riel (about US\$45) for each student throughout the country. The scholarships are provided for three years.

7.3 MAJOR CHALLENGES AND SUCCESSES IN INITIATING AND MAINTAINING PARTNERSHIPS

The associates (Watnakpheap and KAPE) are providing satisfactory services in the provinces. However, some of the provincial offices of the two associates have limited coordination with other organizations operating in the same area. Also, their coordination with international organizations such as UNICEF is limited. Similarly, Winrock International's strategies for developing partnerships could be enhanced, in particular with organizations using the same strategies as the CHES project, for example, UNICEF (developer of the CFS model).

7.4 INVOLVEMENT OF LOCAL AND NATIONAL GOVERNMENT IN THE PROJECT

Local and central government authorities were generally very positive towards the project and found the cooperation satisfactory. However, a number of officials also said that they had not been sufficiently involved in the project, and compared the government's possible take-over of project activities by the end of the project to "washing the dishes of the [implementing] organizations." In general, a number of relational challenges have emerged that are related to the lack of funding of the DOCL and PCCLs. This also thwarts possibilities of sustainability of some project activities, since the DOCL lacks funding to ensure continued implementation of activities.

7.5 MAJOR CHALLENGES AND OPPORTUNITIES COORDINATION WITH THE HOST COUNTRY GOVERNMENT

Ministry of Labor and Vocational Training: The MOLVT and in particular the DOCL, is involved in various aspects of the project, including training, for which it has a subcontract with the project (see p. 27, Subcontract with DOCL). The MOLVT is also involved in awareness raising and monitoring activities. These activities include participation in and screening of a TV spot developed by the project and also input in the radio programs, to provide technical assistance and ensure that the programs fulfill government technical requirements.

Ministry of Education, Youth, and Sports: The project generally has had a good relationship with the MoEYS, both at central and local levels. In particular, the project has cooperated with the Department of NFE for the set up of NFE literacy classes and for the reentry programs. The MoEYS is also involved in the monitoring of project activities and in research.

Ministry of Agriculture: The MOA at the central level is involved in research on WFCL in Agriculture. At the local level, the Department of Agriculture has been involved in training parents and NFE beneficiaries in agriculture-related matters, in particular regarding raising chickens.

7.6 CHALLENGES AND OPPORTUNITIES OF IMPLEMENTING COORDINATION WITH ILO-IPEC

The project has a good relationship with ILO-IPEC, and ILO staff members are regularly invited to meetings and activities organized by the project. Reports are shared. The cooperation with ILO-IPEC emerges as an example of good practice. See p. 28 on the coordination with ILO-IPEC.

7.7 CHALLENGES AND OPPORTUNITIES IN WORKING WITH INTERNATIONAL AND MULTILATERAL ORGANIZATIONS

The project has a limited cooperation with other organizations than ILO-IPEC. It shares a few common project areas with Plan International in Siem Reap, but does not have any organized cooperation with this NGO. The U.S. Embassy and USAID have a good, albeit limited, cooperation with the project. In particular, the Office for Education and Health at USAID provided initial guidance and help in the startup phase of the project. In the beginning, project activities were delayed due to misunderstanding and disagreement about the project's status within the government in particular, the cooperation with the Provincial Department of Labor and Vocational Training took some time to establish. USAID facilitated this process.

7.8 CHALLENGES AND OPPORTUNITIES IN WORKING WITH NATIONAL NONGOVERNMENTAL ORGANIZATIONS AND COMMUNITY-BASED ORGANIZATIONS

The project has very limited cooperation with national NGOs and community-based organizations. The communication officer of Winrock International is the acting president of the Civil Society Network Against Child Labor, a civil society group created in 2006 with six participating organizations, including HCC, Winrock International, World Education, and World Vision. The group was initiated by ILO-IPEC, which at the time paid for a full-time coordinator of the group, but this post was discontinued. Currently about 136 NGOs are associated in the network, but they are “never meeting” because they lack funding to organize such meetings. In general, the network is characterized as “dormant” because of its lack of funding. Only a group of eight Phnom-Penh-based organizations meet regularly (quarterly), but this group does not organize any specific activities, except for information sharing. Certain organizations, for example, Wathnakpheap, were funding members but have subsequently dropped out. Decentralized units of the network exist in the provinces, but, as noted by a member: “the network doesn't run well. At the province level, maybe they're better. I don't know because I have never visited them.” In general, the main challenge faced by the network is its lack of funding.¹⁵

¹⁵ It should be noted that the CHES project does not have a budget to sustain this network, nor was this part of its mandate. The network's limitations serve as an example of challenges faced by the project in its coordination and outreach work.

7.9 ADDITIONAL STEPS TO BE TAKEN IN ORDER TO PROMOTE THE SUSTAINABILITY OF THE PROJECT

The stakeholders have suggested institutionalizing the CLMC within the communal development plan. Also, it seems important to develop a better exit and sustainability plan, focus on policy work to encourage government take-over of certain core project activities, seek private sponsors for future airing of radio programs, seek to develop CYCs against child labor as a countrywide strategy, and seek community funding to continue the CCMs. See Conclusions and Recommendations.

7.10 SUGGESTIONS FROM COMMUNITIES AND STAKEHOLDERS FOR THE CHES PROJECT

Generally, local concerns are related to transport means for M&E. CLMCs have suggested that the project buy transportation means so they can perform better follow-up (e.g., bikes, motorbikes). Likewise, PCCLs have suggested the project provide them with transport means so they can follow-up on project activities in a more efficient way.

7.11 POTENTIAL FOR SUSTAINABILITY FOR THE CHILD LABOR MONITORING MECHANISM

The evaluator believes there is limited potential for the child labor monitoring mechanism in its current form and organization to survive beyond project termination, even if the CLMCs are institutionalized within the communal development plan. First, many of the CLMC members have dropped out, or are inactive. Human resources are scarce in the targeted areas, and each new project sets up a new committee, often soliciting the same people to become members (consequently, there are community committees on various issues including nature and wildlife protection, culture and heritage protection, education, health, HIV/AIDS awareness, micro credit, literacy, women and gender equality, youth, and child protection). Therefore, community members tend to participate actively in the committee that offers highest incentives to its members. CLMC members are reimbursed for transport costs for their work, but the project offers few other incentives; hence there is disinterest in the activities from many members. The surviving core members of the CLMCs see their activities as fundamentally project-related and say that they would like to continue their work, but don't understand how they could follow-up on direct beneficiaries when they do not receive any form of reimbursement for transport costs, or in the cases where they do not have any direct beneficiaries (since the government and/or other institutions are unlikely to continue funding of the educational services of the project). The use of more incentives and less CLMC members (or of professional monitors) would be more effective during the project's lifetime, but even less sustainable, since these monitoring agents would cease project work as soon as the project is over. The use of schoolteachers and CYC members could be a more sustainable and effective way of ensuring continued community awareness raising and follow-up. In particular the CYCs are linked to savings schemes and have therefore a possibly sustainable structure.

7.12 CONTRIBUTION OF COMMUNITIES

The community members, and in particular, active CLMC and CYC members, are contributing to the project with their time. In contexts of poverty, the opportunity costs of such contribution may be extremely high. Further, the communities are contributing with a venue to organize CCM and NFE activities. The schools provide land for the demonstration plots and staff time to organize and realize the work.

7.13 PROCESSES IN PLACE TO CONTINUE THE AWARENESS RAISING

The project is currently evaluating its exit and sustainability plan (see pp. 37–38, Exit Strategy and Sustainability Plan) in order to improve the possibility for sustainability of CLMCs and field activities. In particular, further training and work with teachers as well as CYC and CLMC members could help sustain these activities. Also, the project could engage with the private sector to generate interest in supporting the radio programs and thereby make them autonomous.

7.14 PROCESSES IN PLACE THROUGH OTHER INITIATIVES TO CONTINUE INSTITUTIONAL STRENGTHENING AT THE MINISTRY LEVEL AND THE LEVEL OF THE LOCAL GOVERNMENTS

The ILO-IPEC timebound project (Phase 2), which is currently starting up, will continue and expand much of the work of the CHES project. It could benefit from lessons learned from CHES regarding WFCL in subsistence agriculture and fishing.

7.15 LESSONS LEARNED AND BEST PRACTICES

Activities that are building on and strengthening government policies, such as the creation of PCCLs and the implementation of reentry classes are more likely to be sustainable than project-created structures, such as CLMCs. For these latter, it might have been easier to use existing community structures, instead of creating a new institution and training its members. Also, it might be difficult to enroll a wide variety of members in these committees and have a consistent type of committee in all the target communities. Instead it might be better to enroll, in each intervention area, interested and concerned community members that are willing to spend time to participate in the committee's work. Further, in order to strengthen intervention, it may be useful to team up with other organizations that are providing parallel services in the target communities, or even to coordinate interventions. To set up such coordinated activities, it is important that the project maintain a network of connections with local and international NGOs, as well as with international organizations and government institutions.

VIII CONCLUSIONS AND RECOMMENDATIONS

8.1 CONCLUSION

The evaluation report is based on two weeks of fieldwork, document analysis, and correspondence with project stakeholders in view of establishing this final report. The project design is appropriate for the political, economic, and cultural context in Cambodia. Most of the project assumptions related to poverty and child labor were accurate; the project is adequately supporting the five OCFT Education Initiative goals (awareness, education, policy, research, and sustainability). Some external circumstances have changed the implementation environment, and therefore, may have modified assumptions regarding the sustainability and impact of the project. For example, the economic crisis that started in fall 2008 had a massive impact on the textile sector in Cambodia and made the implementation environment more difficult. It is likely that the crisis has led to increased child work in many families to compensate for lost income. Also, the Government of Cambodia has planned to discontinue the employment of contract teachers, and may henceforth only rely on regular teachers. This will increase the average class sizes, and as a result, the teaching motivation and quality are likely to drop, with a corresponding increase of dropout and absenteeism due to low motivation among the children to continue schooling.

The project has initiated a large number of services in a short period. It is on a good path to achieve its targets at midterm, and will likely achieve its aims at the end of the project, despite the delays caused by the late startup of the project and the need to change an associate midway through the project. Some of the project's multitude of activities emerge as especially innovative and are examples of good practice. These activities include providing services to combat child labor through withdrawal and reentry, as well as auxiliary services, including skills training to parents; the CCM program that takes care of the youngest to allow the older siblings to attend school; as well as CYCs, which are involved in awareness-raising activities and savings; radio and mass media dissemination that generate public awareness and interest about child labor; and research and policy work.

The two associate organizations, Wathnakpheap and KAPE, provide good services in all the provinces, albeit some staff members have indicated that they need more training on child labor issues (since they are specialized in education).

As for its direct services, most stakeholders found the withdrawal and re entry program the most important, although the limited skills training to parents (only 258 persons received training, all in raising chickens) did not compensate for education opportunity costs for most beneficiaries. The children therefore, still need to work—albeit most said they work less than before. The NFE and skills training component saw some successes in helping children in the 15-to-17-years age group gain access to skills training, but was initially characterized by a problem of high dropout rate. Also, this component's effectiveness in addressing WFCL can be questioned, since the children go back to full-time work after attending the skills training (they usually also work while attending the literacy classes). Moreover, young persons are legally authorized to work from the age of 15 years; many of the trainees will be close to or above the age of 18 years after the training has ended and are thus, adults in legal terms. The scholarships prevented vulnerable children from dropping out, but did not provide sufficient support to significantly lower the

workload of all of the beneficiaries, since the project does not substitute for most beneficiary children's earnings. So far, only a limited number of parents had received skills training, and the impact of this training cannot be evaluated at this early stage. The educational support to vulnerable girls' transition to secondary school helped a number of children stay in lower secondary schools, but there may be some issues with the target groups, since beneficiaries do not always seem to be the poorest. Although the project helps children stay in school (or removes them from work), most beneficiary children still work. Most of them said they work less or the same as before, but some also said they work more than before, perhaps because of the economic crisis or the fact that they tend to get a heavier workload as they grow older. It is difficult to assess whether the children's work should be classified as child work, child labor, or WFCL. It is believed that the project has contributed to an important reduction of WFCL, albeit perhaps not to a substantial decline of child labor.

At the provincial and central levels, the project has supported research and development of implementation decrees (*prakas*), as well as contributed to institutional and human resource building by the creation and training of PCCLs and provincial staff involved in the sector, including district-level CLMC advisers who can function as a local inspectorate on child labor. However, government institutions in many cases lack financing to pick up project activities after project ending, and there is a lack of local ownership of the project, both at central and local levels.

In conclusion, this is a well-formulated and well-implemented project, and the combined actions of the project, including CCM, skills training for parents, establishment of CFSs, and withdrawal and prevention from WFCL of the beneficiary children, clearly constitute a comprehensive package that is responding to community needs.

8.2 RECOMMENDATIONS

The project offers a number of well-designed features and activities. However, during participatory fieldwork, some strategies that may enhance the project's effectiveness in reducing WFCL were identified, as follows:

8.2.1 Relevance

Effects of economic crisis. Due to the economic recession, certain project assumptions may no longer be relevant, and needs may change. It is recommended that the project monitors the economic situation closely, and if necessary, readjust its focus to better cope with new government policies, such as the possible discontinuation of contract teachers. The refocus of the project could include increased assessment and awareness-raising activities about the indirect effects of the crisis in terms of overpopulated classrooms and/or possible increase in unemployment and child labor.

Age gap in service provision. The project does not cover early dropouts (from primary grade 1 or 2) or those who dropped out for more than a year (until they are 15 and can enroll in NFE). It is recommended to address this age gap through policy work with the government, and possibly by extending the literacy and NFE services to offer services to this age group.

Skills training for parents. The project's training modules may not be sufficiently varied or adequate for all the parents and/or caregivers. It is recommended to further investigate the adequacy of this component, and in particular consider whether it responds to the stakeholders' needs—and keep an eye on the impact of the activities.

Cooperation with ILO-IPEC. CHES and ILO exchanged field visits to each other's implementation areas to enhance the relevance of CHES activities. To further improve the relevance of these activities and to make them support the international goal of eliminating WFCL by 2016, it is recommended to engage in a new round of exchange and field visits, if possible with accompaniment of government staff. These new exchange visits could aim to boost relevant project activities to achieve the 2016 goal and to reduce, reorganize, or discontinue those that are less relevant. Further, staff from the two projects could discuss how to transfer ownership to the population and to government institutions (both local and central), thereby improving the possibility of sustaining project activities.

8.2.2 Effectiveness

Child labor is not eliminated. Children are still working after school, and during weekends and holidays. It is recommended to investigate whether the work falls within WFCL (based on the project's emerging definitions of the term in the field of subsistence agriculture) and to actively investigate which strategies and policies can be worked out with parents and employers to eliminate WFCL, reduce child labor, improve schooling, thereby reducing dropout rates. Some of these activities may include providing improved skills training to parents, or a better monitored work situation for children.

Statistics are not up to date. The project's statistical system is complex, since it is based on a large number of forms and procedures. It is recommended to improve and simplify the process of project data collection and entry through (1) simplifying the forms to capture the minimum information needed to ensure adequate project implementation and reporting; (2) reviewing the data entry procedure by eliminating the double entry in SQL and Excel and ensuring the project has stable, properly licensed software that is adequate for the task; and (3) ensuring that the system used can simultaneously generate the required reports to USDOL while generating tools for monitoring the project beneficiaries. Also, the use of schoolteachers and CYC members could be a more sustainable and effective way of ensuring continued awareness raising and follow-up within the community. In particular the CYCs are linked to savings schemes and have therefore, a possibly sustainable structure.

The Civil Society Network Against Child Labor. The network is organizing information-sharing meetings in Phnom Penh. The level of exchange with decentralized member organizations of the network is limited. It is recommended to seek ways to reactivate the work of the Civil Society Network Against Child Labor, possibly through coordination and/or fundraising from donor and international agencies, such as ILO-IPEC and UNICEF.

School performance of children from floating villages. The children from floating communities' specific migratory patterns make it difficult for them to follow-up on homework, so they do not always perform well at school. It is recommended that the project look into various means to provide these children with additional classes, maybe using the model of the reentry classes.

8.2.3 Efficiency (Cost-Effectiveness)

Cost-effectiveness of NFE to combat WFCL. The NFE and skills training are addressed to children/youth in the 15-to-17-years age group, who are allowed to access certain salaried employment. The beneficiaries work during and after the training, and many turn 18 during or shortly after the training, thereby being allowed for most legal employment. It is recommended to investigate whether this service is the most cost-effective way to address child labor in Cambodia, and whether it can be transformed, perhaps by addressing the age gap indicated above, to better fit the project's goals of preventing and withdrawing children from WFCL.

Cost-effectiveness of the project's support to transitioning girls into lower secondary school. Likewise, the support to girls' transition into lower secondary does not always seem to address the needs of the poorest and most vulnerable children. It is therefore recommended to reevaluate this component so it better fits the project's aims and goals of removal and prevention.

Lack of understanding of the project's support to transitioning girls into lower secondary school. Some stakeholders at the secondary school level are unaware of the project's goals and why it supports girls' transition to lower secondary school. It is recommended to better inform secondary school personnel about the project's aim, so that they can be involved in monitoring schooling and possibly the work status of the beneficiaries. Also, school personnel and other stakeholders could be better informed why this component is targeting girls.

Transportation of children from floating villages and their distance from school. Families from floating communities usually have access to one family boat, which is typically used for fishing. The possibilities for transporting children to school are therefore limited. It is recommended that the project consider the cost-effectiveness of the following two solutions to resolve the problem: (1) purchase a motorboat to be managed by a CYC on a for-profit basis; the boat would be used for economic purposes to cover gasoline, maintenance and repair costs, against the commitment to ensure free transportation of community children to school; or (2) the creation of a floating school within the target community. The most cost-effective and relevant service (according to the geographical and economic situation of the individual floating community) should be implemented.

8.2.4 Impact

Ownership of project activities. The stakeholders still largely consider the project-initiated activities as specific; therefore, there is a lack of local ownership of the activities. Hence, it is recommended that the project, in considering its impact and sustainability (see the first point under Sustainability, Exit strategy and sustainability plan) design concrete plans to transfer ownership of activities to project stakeholders at all levels: community, schools, district, province, and central government and civil society.

Engagement with civil society and with international and local partners. The project and its associates have limited coordination with such organizations as UNICEF, World Vision, and Plan International, as well as with local associations and networks against child labor (e.g., in Siem Reap). It is recommended that the project develop a coordination plan to enhance its

outreach to other organizations, and that it looks into the possibility of joint interventions in the target communities to enhance its impact.

Child-Friendly Schools. The component of Child-Friendly Schools has not been fully implemented, albeit some teacher training (literacy teachers, re entry teachers, and CLMC members) has strengthened the quality of education. Also, some schools have created, with project support, experimental gardens, and fishponds. It is recommended that the project generalize skills training through experimental gardens and fishponds, and that it set up teacher training and experimental classes in CFS. Teacher training activities should also address the fact that some schools request payments from the poorest, specifically for examination fees and extra classes, and that some children dropping out for a few days for work purposes (e.g., during the harvest time) are still afraid to re-enter because of teacher intimidation and verbal abuse.

8.2.5 Sustainability

Exit strategy and sustainability plan. The exit and sustainability strategy of the project does not always have concrete plans to ensure the sustainability of individual project activities. Although it is recognized that all project activities cannot, and should not, be sustainable, it is recommended that the project consider its sustainability and exit plans, and make them as concrete as possible. The exit strategies should be timebound and begin as soon as possible (i.e., beginning of 2010).

Development of for-profit associations. Project-initiated institutions (including the CLMCs, CCMs, and CYCs) are unlikely to continue functioning without a budget. It is recommended that the project investigate the possibility to connect these institutions to economic interest groups or assist their transformation into for-profit groups (e.g., women/youth's savings and for-profit associations).

Policy agreement with employers. Many underage children and youth prefer to leave their community and seek employment in textile factories (often using fraudulent identity papers). It is recommended that the project, in partnership with ILO-IPEC, seek to work at the policy level with employers (e.g., garment factories), to require a lower secondary-school degree from those seeking employment. Such policies would encourage children to finish lower secondary school, thus, contributing to better schooling of the population and combating child labor.

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Annexes

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ANNEX A: QUESTION MATRIX

Question Matrix for Midterm Evaluation

Children's Empowerment through Education Services (CHES): Eliminating the Worst Forms of Child Labor in Cambodia

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
1	Have the project assumptions been accurate?		X	X	X	X
2	Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?	X			X	
3	What are the main project activities designed toward meeting objectives? What is the rationale behind using these strategies?	X			X	
4	What are the main obstacles or barriers to addressing child labor in the target area? Has the project been successful in addressing these obstacles?	X	X	X	X	X
5	Is the project design appropriate for the cultural, economic, and political context in which it works?		X	X	X	X
6	How has the project fit within existing programs to combat child labor and trafficking, especially government and other donor initiatives?				X	X
7	Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.	X			X	X
8	What other major design and/or implementation issues should be brought to the attention of the CHES and DOL?	X	X	X	X	X

Effectiveness

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
1	At midterm, is the project on track in terms of meeting its targets? If not, what seem to be the factors contributing to delays and how far behind are they?	X			X	
2	Assess the effectiveness of the "direct action" interventions, including formal and non-formal education, education support packages, and life skills classes. Did the provision of these services results in children being withdrawn/prevented from exploitive child labor?				X	
3	Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented and withdrawn from labor/trafficking.		X	X	X	X
4	Assess the effectiveness of the specific intervention models (Child Friendly Schools and non-formal education) employed by the project.		X	X	X	X
5	Has the project accurately identified and targeted children engaged in, or at risk of working in subsistence and commercial agriculture, including fresh water fishing)? In a larger sense, did they accurately identify the worst forms of child labor in the country?		X	X	X	X
6	Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?		X	X	X	X
7	What monitoring systems does the project use for tracking the work status of children? How does the project monitor work status after school and during holidays?			X	X	X
8	What are the management strengths, including technical and financial, of this project?		X		X	

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
9	What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?				X	
10	Assess the effectiveness of the government sub-contract with the Department of Child Labor, Ministry of Labor and Vocational Training, in terms of building the capacity of the department to address and monitor hazardous child labor in agriculture.				X	
11	Assess the effectiveness of the partnership with ILO-IPEC on various policy and research activities, in particular whether the capacity of national policies to address child labor has increased.				X	X
12	What can CHES specifically improve for implementation in the floating villages of Pursat and Siem Reap?		X	X	X	X
13	Assess the progress and potential of research and policy change in subsistence agriculture, including freshwater fishing, in Cambodia.		X	X	X	X

Efficiency

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
1	Is the project cost-efficient?		X		X	X
2	Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?			X	X	X
3	Was the monitoring system designed efficiently to meet the needs and requirements of the project?				X	
4	Assess how the staff changes (project director, associate, child labor specialist) have affected project implementation.	X			X	

Impact

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
1	What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)? Who has benefited from the present project (have the poorest, marginalized and vulnerable benefited equally)?		X	X	X	X
2	What appears to be the project's impact to date on partners or other organizations working on child labor in the country (NGOs, community groups, schools, etc.)?		X	X	X	X
3	What appears to be the project's impact to date on government and policy structures in terms of system-wide change on education and child labor issues?			X	X	X
4	Assess the impact of project activities on education quality. How has the education quality component been received by the provincial governments and the communities?			X	X	X
5	Are there any emerging trends or issues that the project should respond to in order to increase its impact and relevance? Are there any emerging opportunities to take the work further/have greater impact?		X	X	X	X
6	At midterm, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?	X	X	X	X	X
7	To what extent do stakeholders, especially the community, understand the objectives of the CHES project and child labor?		X	X	X	
8	What are the views of stakeholders (communities, beneficiary, and government) on the CHES project?		X	X	X	X
9	How have CHES interventions responded to community needs?		X	X	X	

Sustainability

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
1	Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?	X	X	X	X	X
2	How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?				X	X
3	What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects? What level of interaction is taking place between the schools, communities, CHES associates, Government partners, I/NGOs and Winrock International?				X	
4	Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination			X	X	X
5	What have been the major challenges and opportunities of initiating and maintaining coordination with the host country government? (Ministry of Labor and Vocational Training; Ministry of Education, Youth and Sports; Ministry of Agriculture and the National Sub-Committee on Child Labor).				X	X
6	What have been the major challenges and opportunities of implementing coordination with the ILO/IPEC?				X	X
7	What have been some of the challenges and opportunities in working with international and/or multilateral organizations?				X	

Questions Relevance		Project & Supporting Documents	Children Family & Community	Teachers, Education Staff	Project Staff	Officials & Partners
8	What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?				X	X
9	What additional steps need to be taken in order to promote the sustainability of project components?	X	X	X	X	X
10	What suggestions or recommendations do communities/ stakeholders have for the CHES project?		X	X		X
11	What is the potential for sustainability for the child labor monitoring mechanism, in terms of using community members with limited incentives (which CHES does) versus providing more incentives for less monitors?		X	X	X	X
12	What contribution are communities providing for sustainability and what can they provide that they are not providing?		X	X		

ANNEX B: OVERVIEW OF TARGET PROVINCES AND CHALLENGES

CHES—Midterm evaluation in Prey Veng

Background on all project sites

Prey Veng province is located about 90 kilometers from Phnom Penh. It is the fourth largest and second poorest province of the 24 provinces and municipalities in Cambodia. Prey Veng is comprised of 12 districts, 116 communes, and 1,137 villages.

The target area also suffers from a high rate of children dropping out of school and smaller rice yields relative to surrounding communes due to frequent flooding and isolated location. This is due to almost 70% of the population living under the poverty line and 50% having no land for agriculture. In terms of education, while there is a steady increase in the number of enrollment at the primary level, many still drop out after the completion of their primary school education.

Many factors can explain this such as poverty, unavailability of school in the area, long distance to the nearest school, no high school education, etc. For those who are enrolled in primary school, they are also at risk of dropping out of school due to the high demand of their services at home. It is reported anecdotally that almost every child in each house is involved directly in the agriculture sector such as in harvesting, ploughing, or is indirectly involved in carrying out duties such as child care, household activities, etc.

CHES's target areas cover 3 districts of Preah Sdach, Kampong Trabaek, and Me Sang with a total of 9 communes and 45 villages.

District	Some Characteristics per District/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Preah Sdach	<ol style="list-style-type: none"> 1. There are 3 out of 11 communes (Seena Reach Otdam, Banteay Chakrei and Boeng Daol) selected for CHES Project. 2. Five of all villages per communes receiving CHES intervention. 3. The interventions of CHES are scholarship for withdrawn and prevented children, re-entry and non-formal education and skill training. 4. WI associate facilitates in formation of Child Labor Monitoring Committees (CLMC) of each target village. 5. CLMC play the important roles in identifying and selection of child laborers and at-risk children, monitoring children's status of study and work. 6. CHES is the sole project working on child labor in agriculture in the district. 	<ol style="list-style-type: none"> 1. Flooded during rainy season. 2. Villages in Banteay Chakrei and Boeng Daol communes are not in cluster geographical area. 3. Poverty and out of reach of information related to education, child labor affect participation in project and retention of NFE students in program. 	<ol style="list-style-type: none"> 1. Meeting with beneficiary children. 2. Meeting with Child Youth Club. 3. Observe demonstration plot (fish pond). 4. Focus Group Discussion with CLMC members. 	<p>It takes 2 and half hours by car from Phnom Penh direct to Preah Sdach district include crossing river by ferry; or one and half hour from Prey Veng provincial town direct to Preah Sdach district.</p>
Kampong Trabaek	<ol style="list-style-type: none"> 1. There are 3 out of 13 communes (Kou Khchak, Prey Chor and Kansaom Ak) selected for CHES Project. 2. Five of all villages per communes receiving CHES intervention. 3. The interventions of CHES are scholarship for withdrawn and prevented children, re-entry and non-formal education and skill training. 4. WI associate facilitates in formation of Child Labor Monitoring Committees (CLMC) of each target village. 5. CLMCs play the important roles in identifying and selection of child laborers and at-risk children, monitoring children's status of study and work. 6. CHES is the sole project working on child labor in agriculture in the district. 	<ol style="list-style-type: none"> 1. Poverty and out of reach of information related to the importance of education, and impact of child labor. 2. Retention of NFE students in program. 	<ol style="list-style-type: none"> 1. Group Discussion with At-risk girls who were transferred to secondary school. 2. Focus Group Discussion with parents whose children receiving education services from CHES. 	<ul style="list-style-type: none"> • It takes 1 and half hour from Prey Veng town to Prey Chhor commune, Kampong Trabaek district; or 30 minutes from Svay Rieng to Prey Chhor commune. • It takes 1 and half hour from Prey Veng town to Kou Khack commune, Kampong Trabaek district; or 40 minutes from Svay Rieng to Kou Khchak commune.

District	Some Characteristics per District/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Me Sang	<ol style="list-style-type: none"> 1. There are 3 out of 8 communes (Seena Reach Otdam, Banteay Chakrei and Beong Daol) selected for CHES Project. 2. Five of all villages per communes receiving CHES intervention. 3. The interventions of CHES are scholarship for withdrawn and prevented children, re-entry. 4. WI's associate facilitates in formation of Child Labor Monitoring Committees (CLMC) of each target village. 5. CLMC plays the important roles in identifying and selection of child laborers and at-risk children for CHES, monitoring children's status of study and work. 6. CHES is the sole project working on child labor in agriculture in the district. 	<ol style="list-style-type: none"> 1. Me Sang is the new target of CHES (just selected for 2009 implementation). 2. It is a robbery well-known district. Even though the situation is better, people still afraid of traveling at night. 	Meeting with CLMC, beneficiary children, Childcare Mother Club and parents and district authorities.	If travel from Phnom Penh, it take 2 and half hours. Another short cut sand road from Prey Veng town to the district is about 1 hour by motorbike. Still access by car and truck, but take longer.

CHES—Midterm Evaluation in Pursat

Pursat is located 186 km from the capital city, Phnom Penh. It is the 10th poorest of the 24 municipalities and provinces in Cambodia. It comprises of 6 districts, 49 communes and 501 villages. Pursat province is characterized by serious poverty in Cambodia. This province relies heavily on fresh water fishing and subsistence agriculture and is highly vulnerable to human trafficking for sexual or labor exploitation.

In terms of education, while there is a steady increase in the numbers of enrollments at the primary level, many children still leave school at the completion of their primary school education. There are many reasons to explain this such as poverty, unavailability of schools in the area, excessive distances, no high schools. Many of those who are enrolled in primary school are also at risk of dropping out of school due to the high demand for their services at home. It is reported anecdotally that almost every child in each house is involved directly in the agriculture sector such as in harvesting, ploughing, or is indirectly involved in carrying out duties such as child care, or other household activities. While there is no reliable statistic or data on how many children are actually involved in agriculture, it is believed that these observations reflect the real situation of child labor in the provinces.

CHES's target areas cover in 3 districts, 9 communes, and 45 villages in Pursat province.

District	Some Characteristics per District/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Krakor, Kompong Loung commune	<ol style="list-style-type: none"> 1. Floating community and most of population is Vietnamese ethnic. 2. Population survives by fresh fishing and collecting natural common property resources in the lake. 3. It is a mobilized community where people move their houses based on water level. 4. CHES facilitated the establishment of Child Labor Monitoring Committee, Child Youth Club and Self Help Group. 5. HES is the only actor in the district of Child labor. 	<ol style="list-style-type: none"> 1. Less alternative income generation. 2. Poor attendance of children due to geography constraint and child labor exploitation from family. 3. Strong culture norm of reliance child work to be part of family income generation. 	<ol style="list-style-type: none"> 1. Meeting with CLMC, CYC and district education officer. 2. Meeting with teacher and school director. 3. Meeting with children beneficiaries. 	By road, car. (It takes 10 minutes from WP office in Krakor and takes another 20 minutes by boat to the commune office in the floating community).
Bakan, Me-teuk commune	<ol style="list-style-type: none"> 1. Community contributed the spaces for childcare mother clubs. 2. People survive on rice farming, crop farming, and cattle raising and fishing. 3. CHES has facilitated the re-entry classes, literacy classes and skill training and provided scholarship for children at primary school and at-risk girls transmitted to the secondary school. 4. CHES facilitated to formulate the child labor monitoring committee, child youth club and childcare mother. 	<ol style="list-style-type: none"> 1. Droughts affect earlier stage of rice transplanting. 2. Most of children and families are local migrated for seasonal crop farming. 3. Strong social cultural norm of reliance child work for cattle husbandry. 	<ol style="list-style-type: none"> 1. Meeting with skill training and observe their business operating. 2. Meeting with school director, teacher and children. 3. Meeting with CLMC, CYC and Non-formal commune focal point. 	By road, car. (It takes 1 hour from Pursat town)
Kandeing, Srei Sdok commune	<ol style="list-style-type: none"> 1. Community contributed the spaces for childcare mother clubs. 2. People survive on rice farming, crop farming, and cattle raising and fishing. 3. CHES has facilitated the re-entry and literacy classes and skill training. Also CHES has provided scholarship for children at primary schools and at risk girls transmitted to the secondary school. 4. CHES facilitated to formulate the child labor monitoring committee, child youth club and childcare mother. 	<ol style="list-style-type: none"> 1. Droughts affect earlier stage of rice transplanting. 2. Seasonal local migrating for fishing which lead to poor attendance rate in classroom. 3. Poor ratio of girls transmitted to secondary school. 	<ol style="list-style-type: none"> 1. Meeting with children and parents received chicken raising. 2. Meeting with CLMC members. 	By road, car. (It takes 1 hour from Pursat town).

CHES—Midterm Evaluation in Siem Reap

Siem Reap is located 314 km from the capital city, Phnom Penh. It is one of the poorest of the 24 municipalities and provinces in Cambodia. It comprises of 12 districts, 100 communes and 915 villages. Siem Reap is characterized by serious poverty, despite its tourism and construction industries, remaining the poorest province in Cambodia. Siem Reap relies heavily on fresh water fishing and subsistence agriculture and are highly vulnerable to human trafficking for sexual or labor exploitation

CHES's target areas cover in 4 districts, 9 communes, and 45 villages in Siem Reap province.

District	Some Characteristics/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Siem Reap Town (Chong Khnies)	<ol style="list-style-type: none"> 1. It is a floating community. Most Vietnamese people in some villages. It is also interesting for tourists. 2. A few NGOs are working for NFE and scholarship program. 3. CHES facilitated the establishment of Child Labor Monitoring Committee (CLMC) in each village. 4. There's one Community Learning Center (CLC) for CHES training and coordination meetings with local authorities, teachers and CLMC. 5. Community provides space for CCM class. 6. Local authorities have a good cooperation with CHES. 	<ol style="list-style-type: none"> 1. It is not safe for children to school by water way. 2. The houses are always moving so CLMC cannot monitor regularly. 3. Means of transportation is big challenge for children to access to school, especially in the dry season. 4. Lack of teachers. 	<ol style="list-style-type: none"> 1. Meet with CLMC. 2. Meet with re-entry students, at-risk girl and parents. 3. Meet with stakeholders. 	<ul style="list-style-type: none"> • By flight from Phnom Penh, it takes 35 minutes. • By boat from Phnom Penh, it takes 4 hours. • By car from Phnom Penh, it takes around 6 hours. • It is 15 km from Siem Reap town; it takes about 20 minutes by car.
Angkor Thum	<ol style="list-style-type: none"> 1. CHES facilitated the establishment of Child Labor Monitoring Committee (CLMC) in each village. 2. Community provides space for CCM class. 3. Wathanakpheap (CHES associate) has a Center for scarf weaving for Nonformal Education (NFE) children. 4. Recently one high school has been constructed in Leang Dai commune. 	<ol style="list-style-type: none"> 1. Some children drop out of school to sell souvenir at Angkor. 2. CLMCs do have not enough time to work for committee because they migrated for income generation. 3. Farmers have limited rice field and infertile. 	<ol style="list-style-type: none"> 1. Meet with CLMC. 2. Meet with at-risk children, at-risk girls and re-entry students. 3. Visit scarf weaving training for NFE children. 4. Visit primary school. 	18 km from Siem Reap town to community, it takes about 30 minutes. It is along the road to Angkor Wat temple.
Chi Kraeng	<ol style="list-style-type: none"> 1. Wathanakpheap Provincial Partner Office (WP) 2. It is difficult to access to some villages in the rainy season. 3. Many Child Laborers. 4. CHES facilitated the establishment of Child Labor Monitoring Committee (CLMC) in each village. 5. World Food Program (WFP) provides nutrition food at Lvea Primary School. 	<ol style="list-style-type: none"> 1. Some CLMC members cannot read and write. 2. NFE dropout rate is high. 3. Many farmers migrated to sell labor for bean harvesting and some went to work in Thailand. 4. Flooded area. 	<ol style="list-style-type: none"> 1. Meet with CLMC. 2. Meet with at-risk children, at-risk girls, re-entry students and parents. 3. Visit primary school. 4. Meet with associate staffs. 	By car, it takes 1 and half hour from Siem Reap town.

District	Some Characteristics/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Suotr Nikum	<ol style="list-style-type: none"> 1. It is a forest area. 2. CHES facilitated the establishment of Child Labor Monitoring Committee (CLMC) in each village. 3. CCM provides a house for CCM class. 4. Many agriculture farms are near the villages. 	<ol style="list-style-type: none"> 1. Both parents and children migrated for harvesting bean and cassava in the farms. 2. There's no primary school in the village. 3. Less number of girl students to transit to secondary school. 	<ol style="list-style-type: none"> 1. Meet with CLMC. 2. Meet with at-risk children, at-risk girls, re-entry students and parents. 3. Visit scarf weaving training for NFE children. 4. Visit primary school. 	By car, it takes 1 hour from Siem Reap town.

CHES—Midterm Evaluation in Kampong Cham

Kampong Cham is one of 24 provinces in Cambodia, bordering to Vietnam on the East, to Kampong Chhnang and Kompong Thom on the West and To Prey Veng on the South. It is located in the East of Cambodia, with 124 km away from the capital city of Cambodia Phnom Penh. Kampong Cham has 16 districts with 173 communes and 1,769 villages.

Over the last several years, Kampong Cham have been identified as priority provinces for child labor prevention interventions due to their high prevalence of child labor in agriculture and other hazardous forms of labor. This province is also a large source area for “blind migrants” who are vulnerable to trafficking and other forms of commercial exploitation. Kampong Cham has been ranked as the second top ‘sending’ province with respect to migrants. These migratory patterns have been found to generate significant dangers to children both in terms of child labor, sexual exploitation, and trafficking. This ranking partly explains why dropout levels tend to be higher in Kampong Cham in comparison to the national average. Kampong Cham Province in particular has a large concentration of plantations and commercial agriculture farms.

CHES Kampong Cham is implementing its activities in 25 villages of 5 communes of 2 districts. 25 CLMCs were formed with 125 members (5 CLMC members in each target village) and provided authorization (Deyka) by Commune Council Leader at the village level. 277 children (144 girls) who dropped out of school and weak learners in the past year from grade 3-6 were selected and were enrolled to re-entry program and re-enroll to formal school (from grade 3 to grade 6 with a total of 18 class and 9 re-entry teachers, 4 are women) in 3 target communes of Ponhea Kraek district.

District	Some Characteristics per District/ Background Info	Challenges	Activities To Be Considered	Distance/Travel Implication
Tboung Khmum	<ol style="list-style-type: none"> 1. Tboung Khmum is about 30 km from Kampong Cham city. Tboung Khmum was selected as tobacco sector 2. It is a flooding area in raining season. 3. 10 villages in 2 communes were selected as CHES target villages and CHES facilitated to form 10 Child Labor Monitoring Committees (CLMCs) with 50 members, one CLMC in each target village and 5 members in each CLMC. 4. Have good cooperation from local authorities. 	<ol style="list-style-type: none"> 1. Flooding area. 2. Children are found working in all tobacco plantation process and fishing. 3. Difficulty to access to the target area due to water flood in raining season. 4. Children difficulty to access to school or health center. 5. A few NGOs are working there. 6. Many dropped out children. 	<ol style="list-style-type: none"> 1. Meeting with local stake holders and authorities. 2. Meeting with CLMCs 3. Meeting with target children. 	<p>This season by boat and by car in dry season, from the Kampong Cham town about 30 minutes.</p>
Ponhea Kraek	<ol style="list-style-type: none"> 1. The district was select as cassava sector. 2. A big number of cassava plantation and other crops such as rice, bean, etc. 3. 15 villages in 3 communes were select as CHES target villages. 4. CHES facilitated to form 15 Child Labor Monitoring Committees (CLMCs) with 75 members, one CLMC in each target village and 5 members in each CLMC. 5. 277 children (144 girls) who dropped out of school and weak learners in the past year from grade 3-6 were selected and were enrolled to re-entry program and re-enroll to formal school (from grate 3 to grade 6 with a total of 18 class and 9 re-entry teachers, 4 are women). 6. Have good cooperation from local authorities. 	<ol style="list-style-type: none"> 1. Most children are found working in all process of cassava plantation. 2. Difficulty to access to school due to bad road condition and school is far from the village. 3. Many dropped out children and repeat grade children from grade 3 to 6. 4. Lack of schools and teachers. 5. A few NGOs working in education sector. 	<ol style="list-style-type: none"> 1. Meeting with local stake holders and authorities. 2. Meeting with CLMCs. 3. Meeting with target children. 	<p>By road number 7 and car, from the Kampong Cham town about 60 minutes.</p>

ANNEX D: LIST OF TRAINING

Training List of CHES Project

National Level

No.	Training For	Topic	Training Period	Resource Person
1	<ul style="list-style-type: none"> WI-PPC and WI team in Phnom Penh Associate team in Phnom Penh and PM/PC Chairperson of PCCL District governor Representative from PDoEYS and PDoLVT Stakeholders 	<ul style="list-style-type: none"> CHES project and its achievements International convention related to CL RGC effort to eliminate WFCL included policy and Prakas DBMR of ILO-IPEC CLMC of CHES project Prakas related to CL Hazardous CL in agriculture 	2-day training (2 times training)	<ul style="list-style-type: none"> DoCL Officer WI team in Phnom Penh
2	<ul style="list-style-type: none"> WI-PPC and WI team in Phnom Penh 	<ul style="list-style-type: none"> International Convention on CL USDOL terms and definition Cambodian Child labor framework How CHES project relate to the international convention and definitions. 	Half-day training	<ul style="list-style-type: none"> Technical Advisor from WI-HQ
3	<ul style="list-style-type: none"> WI-PPC Key associates staff 	<ul style="list-style-type: none"> Key definitions STS monitoring forms Data collection and data quality control Data entry and database management 	A day training, refresher training and follow up meeting	<ul style="list-style-type: none"> Monitoring and Evaluation Officer

Provincial Level

No.	Training For	Topic	Training Period	Resource Person
4	<ul style="list-style-type: none"> • WI-PPC • Associate provincial team • PDoEYS, PDoLVT • PCCL member 	<ul style="list-style-type: none"> • CHES project and its achievements • International convention related to CL • RGC effort to eliminate WFCL included policy, NPA and Prakas • CLMC of CHES project • Prakas related to CL • Labor Inspection • Understanding of children's work • Hazardous of child labor in agriculture 	2-day training (2 times training in each target province)	<ul style="list-style-type: none"> • DoCL staff • PDoLVT staff • WI-PPC • Associate-PC
5	<ul style="list-style-type: none"> • Associate team in province 	<ul style="list-style-type: none"> • CHES Project document • Criteria of beneficiary selection • Key definitions • STS monitoring forms • Data collection and data quality control • Data entry and database management 	2-day training, a day refresher training and ongoing follow-up	<ul style="list-style-type: none"> • Monitoring and Evaluation Officer • WI-PPC

District Level

No.	Training For	Topic	Training Period	Resource Person
6	<ul style="list-style-type: none"> • Associate staff • CLMC leader • Commune Council • Police post • District education office 	<ul style="list-style-type: none"> • CHES project and its achievements • International convention related to CL • RGC effort to eliminate WFCL included policy and Prakas • CLMC of CHES project • Prakas related to CL • Labor Inspection • Procedure of monitoring child labor • Understanding of children's work • Impact of child labor 	2 days or 3 days training (2 or 3 times training in each target province)	<ul style="list-style-type: none"> • DoCL staff • PDoLVT staff • WI-PPC • Associate-PC

Community Level

No.	Training For	Topic	Training Period	Resource Person
7	<ul style="list-style-type: none"> • CLMC member 	<ul style="list-style-type: none"> • CHES objectives and key interventions • Criteria of beneficiary selection • CLMC role and responsibility • Key definitions • STS monitoring forms • Child beneficiaries monitoring • Data collection and data quality control 	2-day training at commune level, ongoing a day refresher training, and follow-up/back stopping	<ul style="list-style-type: none"> • Associate staff • WI-PPC • WI-M&E Officer • PDoLVT staff • DoCL staff

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ANNEX E: LIST OF DONATIONS (BOOKS)

Donation Delivery List

Books

No.	NGO /Ministry	Title	Quantity
1	SIPAR	Agriculture training (Dragon fruit, Watermelon, Fish raising, Cauliflower planting)	1,000 books
2	The Asia Foundation	Staff capacity building (Accounting, Finance, Communication, Dictionary, Management, Health, Skill Training, IT, English study)	101 books (21 study materials)
3	Room to Read	Children book (match, education, reading, literature, entertainment)	35 books
4	World Vision	Research on child labor in brick factory, Assessment of public health risk and positive health practices for working children-a study for combating the worst forms of child labor project	7 books
5	CDRI	Research on farming	6 books
6	ADRA	Tobacco (health education)	2 books
7	The Department of Child Labor-the MoLVT	Ministerial orders (<i>Prakas</i>), National plan of action	20 books
8	ILO-IPEC	Emerging good practice and lessons learnt, Child labor in Cambodia	6 books
9	CEDAC	Monthly magazine (good farmer)	15 books
10	British American Tobacco	About tobacco	1 book
11	ECPAT-Cambodia	Child Trafficking	5 books
12	Healthcare Center for Children	Skill training (pig, chicken, fish raising)	3 books
13	Department of NFE-POE in Pursat, Siem Reap, K.Cham and Prey Veng	NFE books	1,140 books

Awareness Materials

No.	NGO /Ministry	Title	Quantity
1	LICADHO	Training manual (child right and child labor) and awareness materials	1 set
2	Child Rights Foundation	Awareness materials	1 set
3	UNICEF	Awareness materials	1 set
4	Plan International	Awareness materials	1 set
5	Save the Children Norway	Awareness materials	1 set
6	Children's Committee	Bi-monthly newspaper	10 issues

No.	NGO /Ministry	Title	Quantity
7	Child Rights Foundation	Awareness materials	1 set
8	The Ministry of Education Youth and Sports	Posters	1,000 copies
9	Phnom Penh Municipal Department of Labor and Vocational Training	Awareness materials	1 set

ANNEX F: PRESENTATION AND GROUP WORK AT THE STAKEHOLDER MEETING

POWERPOINT PRESENTATION

CHES Project Cambodia

- Midterm Evaluation
- Nov 30-Dec 11, 2009
- Bjorn H. Nordtveit
- Faculty of Education
- University of Hong Kong

Overview of Presentation

- Objectives of evaluation
- Findings
 - Design (relevance)
 - Implementation (effectiveness)
 - Efficiency (cost-effectiveness)
 - Impact
 - Sustainability
- Q & A

Objectives of the Evaluation

1. Assess the relevance of the project
2. Determine whether the project is on track toward meeting its objectives, and identify challenges encountered
3. Provide recommendations toward how the project can successfully overcome challenges
4. Assess the effectiveness of the project's strategies

5. Assess whether project activities can be deemed sustainable, and identify steps that can be taken to enhance sustainability
6. Assess the potential impact of the project and steps both taken and needing to be taken to reach that impact

I: Project Design

- (Relevance)
- Project design: strengths
- Some consultation with stakeholders during the design phase
- Multi-faceted approach attacking the problem of child labor from many angles
 - Withdrawal and reentry program
 - Prevention through scholarship program
 - Help to vulnerable girls to continue schooling at lower secondary level
 - NFE and skills training
- Design: innovative auxiliary services
- Skills training to parents
 - Aims to create sustainability for children's schooling
- Child Care Mothers (CCM)
 - Take care of the youngest while their siblings attend school
- Child Youth Clubs (CYC)
 - Awareness raising and savings
- Radio and mass media dissemination
 - Generate public awareness and interest about child labor
- Research and policy work

Project Design: Challenges

- Age gap in service provision

- Project doesn't cover early dropouts (from primary grade 1 or 2) or those dropped out for more than a year (until they are 15 and can enroll in NFE)
- Current changes in the administrative structure of Cambodia may make it necessary to revise some design features
- Limitations in the design
 - Monitoring and evaluation systems
 - Exit design and sustainability plan

II: Project Implementation

(Effectiveness)

Project Implementation: Strengths

- Project supports all the EI goals (awareness, education, policy, research, sustainability)
- Educational services provided to all direct beneficiaries
- Generally, good targeting of beneficiaries
- Generally, good performance of the local Child Labor Monitoring Committees (CLMC)
- Substantial achievements over a relatively short period
 - PPCL, CLMC, CCM, CYC, quantity of beneficiaries

Project Implementation: Challenges

- The Child Labor Monitoring Committees' (CLMC) follow-up of the individual child's work status is still limited
 - Some children do not receive any follow up at all
- Some issues with monitoring tools (databases)—statistics are not up to date
- Limited activities for the creation of child-friendly schools
- Some delays due to the late start-up of the project
 - Also, need to change an associate mid-ways

Educational Service 1: Re-Entry

- Most stakeholders find this service the most important

- Some drop-out (12% by 01/09/09), often due to poverty
 - Limited skills training to parents (258 persons received training, all in chicken raising)
- The most vulnerable identified
 - Most beneficiaries say “they work less than before”
- Knowledge to child labor and WFCL of most parents and children

Educational Service 2: NFE And Skills Training

- Some success in helping children gain access to skills training
- Problem of high dropout (42% by 01/09/09)
- This component does not withdraw children from labor
 - Also, in some cases there is little market opportunities for the skills learned, e.g., weaving
- In some places, above-18 are enrolled as beneficiaries
 - Their correct age is not necessarily reflected in project statistics
 - Educational service 3: scholarship program
- Service seems to reach target group of the most vulnerable
- Service often not sufficient to significantly lower the workload of the beneficiaries
 - Project does not substitute for children’s earnings
- Some jealousy has been created
 - These problems seems to have been well managed
 - However, the issue of aid dependency needs to be looked into (some CLMC members tell those not receiving assistance that “some other project will help them”)

Educational Service 4: Support to Vulnerable Girls’ Transition to Secondary

- Some problems with the target groups
 - Beneficiaries do not always seem to be the poorest
- Drop-out of the poorest (4% by 01/09/09)

- The services offered are not sufficient to keep them in school
- Lack of understanding of why boys cannot benefit from this service
- Some principals and students receiving this scholarship do not know why it is provided
 - Lack of dissemination about goals of project

III. Efficiency

(Cost-effectiveness)

Aims of the Project

- Certain services may not be the most adequate to combat WFCL
 - Bicycles do not necessarily help to prevent WFCL
 - Some children, after attending literacy and skills training, return to their former employment
 - Many of the beneficiaries are 16 or 17 years old and will be eligible for all work soon after the project's end
- Most beneficiary children still work
 - Most say they work less
 - Some say they work more than before

Resources vs. Strategy

- The project's many activities may limit the quality of the implementation
 - Not enough funding for many activities, e.g., child-friendly schools, skills training...
- At the same time, request from most stakeholders to expand the project's scope
 - Widen its geographic coverage
 - Expand intervention to other domains (e.g., brick laying)

IV: Impact

Community Level

- Creation of CLMCs
 - Some drop-out and inactive members

- Withdrawal, prevention, and follow-up of vulnerable children
 - Most children are still working before and after school, during weekends and holidays
 - It is difficult to assess whether the work should be classified as child work, child labor, or WFCL
- The communities have been sensitized about WFCL

School Level

- Support to children's schooling
 - School kits, uniforms, shoes, stationery, bicycles...
- Support to school gardens and fish ponds
- Training of some teachers (literacy teachers, re-entry teachers, and CLMC members)
- However some schools still request fee payments from the poorest
 - Especially for examination fees and extra classes
- Some children dropping out are still afraid to reenter because of teacher intimidation and verbal abuse

Provincial and Central Level

- National level support to research and development of *Prakas*
- National-level training by MOLVT to chairperson of PCCL and provincial staff involved in the sector
- PCCLs created in Prey Veng and Pursat
- District-level training by DOLVT of CLMC advisers
 - Community police, teacher, or village chief
- Government's role and involvement in project could be enhanced

Sustainability: Limitations to the Possibility for Sustainability

- Most stakeholders doubt that the project activities can be sustainable
 - "I let my child work less hard now that she has been recruited by the organization"
(Mother of beneficiary)

- “I put up a sign to say that the organization was recruiting children... I cannot work without being paid by the organization” (CCM)
- “If we don’t have any beneficiaries, we don’t have anything to follow up on” CLMC member
- “Sustainability is like washing up the dishes of the organization” (Government staff)

Exit strategy and Sustainability Plan

- Lack of concrete plan in the project document
- Possibility to connect the CLMCs to the regional development plan and communal budget?
- Possibility to create economic interest groups (e.g., women’s organizations)?
 - For NFE trainees
 - For CCMs?
- Possibility to work at policy level with employers, e.g., garment factories, to request that they require lower secondary degree of those seeking employment?

Group Work

1. Discuss the exit strategy and sustainability plan of the project: how to make the project sustainable?
2. How to reduce the working hours of beneficiary children, and how to monitor this?
3. Which strategies and policies could be worked out with parents and employers to improve schooling and reduce drop-out?
4. How to make the services 3 and 4 (NFE/skills training, scholarships for transition to secondary)—more in tune with the project goal of reducing WFCL? Should these services be continued?
5. What specific strategies and activities could be implemented in the floating villages to improve schooling and reduce WFCL?
6. How to improve and simplify the process of project monitoring, data collection and entry, and statistics?

A: Result of Group Discussion in the Morning

(Government, Children, Parent, CLMC and Associate staff)

1. Discuss the exit strategy and sustainability plan of the project: how to make the project sustainable?

CLMC:

The CLMC should officially recognized by Commune or District Council. The CLMC should have activities as below:

- The commune chief is the chair person of CLMC
- The CLMC should have Permanent Secretary from Commune Council
- Strengthening and Capacity building to CLMC on child labor monitoring at commune level
- Training on commune development plan
- Continue to do the awareness raising on child labor
- Monthly, quarterly and annual meeting
- Provide the quarterly report to PCCL about the child labor

PCCL:

- Winrock should provide progress report
- Strengthen more on regular meeting, capacity building, and monitoring
- Develop provincial plan to combat the worst forms of child labor
- Implement by professional departments
- Provide the report to National Sub-committee on child labor

Note: These activities can be done better if there have other contribution from NGOs or donors.

2. How to reduce the working hours of beneficiary children and how to monitor this?

- Give enough time to children to go to school regularly
- Provide counseling to parents of vulnerable children about the importance of education of their children through CLMC during quarterly meeting with parents

- Show the negative impacts of child labor to community through poster, information board and leaflet
 - Conduct monitoring through CLMC at school, school attendance, monthly meeting with children, their teachers and their friends (working situation and condition)
 - Parents, teachers and students are the important resources to inform and to monitor child labor situation.
3. Which strategies and policies could be worked out with parents and employers to improve schooling and reduce drop-out?

Strategies and policy to motivate parents to maintain their children at school are:

- a. Conduct awareness raising on importance of education and impacts of child labor:
 - To relevant stakeholders such as parents and local authorities
 - To employers about Prakas and policy on elimination of the Worst Forms of Child Labor
 - b. Improve income generation activities for parents:
 - To reduce poverty
 - To reduce dropped out of school
 - To eliminate the child labor
 - To integrate children to formal and non formal education
4. How to make the services 2 and 4 (NFE/skills training, scholarships for transition to secondary)—more in tune with the project goal of reducing WFCL? Should these services be continued?

These services should be continued because these activities can reduce the Worst Forms of Child Labor, however it should:

- Select the right target children
- Provide vocational skills training according to market demand and their interest
- Provide appropriate capital for business startup
- Mobilize resources and cooperate with communities, employers, civil society organizations and local authorities
- Monitor, correction and consultation

5. What specific strategies and activities could be implemented in the floating villages to improve schooling and reduce the WFCL?

- Provide more teaching materials and more teachers
- Expand and set up the library
- Set up reading place for students
- Provide educational entertainment materials and sports to school
- Provide rice to poor family who have many children
- Generate family income beside fishing
- Provide more scholarship to vulnerable children
- Provide one meal to vulnerable children
- Buy machine boat which can transfer 25 children to school each time
- Employ boat driver
- Buy tricycle to transfer children from floating village to secondary school which is on land
- The boat driver will monitor children

6. How to improve and simplify the process of project monitoring, data collection and entry, and statistics?

- CLMC meeting should have a regular date
- CLMC meeting should have a clear objective, agenda and meeting place
- CLMC further requires data collection regarding numbers of beneficiaries
- CLMC should possess the list of beneficiaries
- CLMC has agreed to conduct the wealth ranking to identify the poor children
- CLMC should monitor children at school and working place
- Reduce numbers of tracking forms
- Identify one resource person for data management
- Should monitor the quality of data collection

Result of Group Discussion in the Afternoon (Children, Parent, CLMC and Associate staff)

Group No. 1

Recommendation	Action	Time Frame	Relevant Person
For CLMC	<ul style="list-style-type: none"> • Integration the child labor issues into the commune investment plan • Train CLMC on planning, project implementation and management, and advocacy • Send some CLMC representative to participate in the PCCL meeting • Build capacity of CLMC and Commune council on how to do a proposal and seeking fund support from other donor • Provide a training on local entrepreneurship at commune level • Strengthening the capacity of child council and CYC on how to awareness raising 	Early 2010	KAPE, Winrock, CC and CLMC
For PCCL	??		

Group No. 2

Recommendation	Action	Time Frame	Relevant Person
Should give the children an opportunity for regular attendance in class.	CLMC have the meeting with parents for awareness raising on the value of education, child rights and negative impact of child labor	Quarterly	CLMC and Associates
Should monitoring children's work status	Inspect at work place and work types	Monthly	CLMC
Should monitoring children's education status	Check class attendance, asking teacher and classmate	Monthly	Teacher and CLMC

Group No. 3

Recommendation	Action	Time Frame	Relevant Person
Awareness raising on the important of education and negative impact of child labor	<ul style="list-style-type: none"> • Do it during school day • Do it during world day against child labor • Child right day • Train CLMC on child labor and how to do awareness raising • CLMC do awareness raising to parent and community • Print awareness raising materials • Awareness raising through media (national radio) and through our life our social program • Conduct a semester regular meeting with school and community • CLMC conduct a regular meeting with child council or CYC 	01 October 2010 and 2011 12 June 2010 and 2011 01 June 2010 and 2011 3 times for 2010 and 3 times for 2011 5 times for 2010 and 5 times for 2011 6 for 2010 and 6 for 2011 1 time per week 2 times per year 1 time very month	CLMC, KAPE and School CLMC, KAPE and School PDoLVT and Winrock CLMC Winrock and CLMC Winrock and MoLVT CLMC CLMC and CYC
Income generation activity	<ul style="list-style-type: none"> • Provide training on agriculture (fish raising, vegetable and rice planning, etc.) • Provide start-up kits • Provide training on small entrepreneurship and provide startup kits to start their business • Do a demonstration farm related to fish raising and vegetable planting • Establish saving group • Rice seed support 	2010 and 2011 2010 and 2011 2010 and 2011 2010 and 2011 2010 and 2011	PDoLVT, PDoA and KAPE Winrock and KAPE PDoLVT and KAPE PDoA and KAPE CLMC and KAPE CLMC and KAPE

Group No. 4

Recommendation	Action	Time Frame	Relevant Person
<p>Selecting only qualify children for re-entry and vocational skill training:</p> <ul style="list-style-type: none"> Children who working in the form of WFCL Age from 15-17 years old Children who dropped out more than 1 year and children never school Children who living in poorest family 	<ul style="list-style-type: none"> Direct home visit and work place Review birth certificate Monitor the school book and meet with parent 	January 2010	CLMC, Teacher, WP and WI
<p>At-risk girls to lower secondary school:</p> <ul style="list-style-type: none"> Girl who are from poorest family and easy fall into WFCL Their house is far from school, at least more one km from school 			

Group No. 5

Recommendation	Action	Time Frame	Relevant Person
Transportation Support to students	<ul style="list-style-type: none"> Will buy 2 boats that able to contain at least 30 students for each boat Create a boat management committee Recruit boat driver 	January 2010	Winrock, WP, Commune council and CLMC
	<ul style="list-style-type: none"> Will buy another one Cambodian Made Truck to bring student from riverbank to school Create a tractor management committee Recruit tractor driver 	January 2010	Winrock, WP, Commune council and CLMC
Support a morning breakfast to student by Winrock (beside WFP)	<ul style="list-style-type: none"> Create the food management committee Recruit a volunteer chef 	January 2010	Winrock, WP, Commune council and CLMC

Recommendation	Action	Time Frame	Relevant Person
Provide training on fish processing to parent	<ul style="list-style-type: none"> • Formulate a community parent group • Provide training on fish processing and packaging • Help to find market to sell their produce 	August 2010	Winrock, WP and Community
Establishment a reading center	<ul style="list-style-type: none"> • Create or to expand the existing library in each school • Create a reading center management team • Collect more book for this reading center 	January 2010	Winrock, WP and Teacher
Preparing the playing material for student	<ul style="list-style-type: none"> • Create a playing materials management team • Buy more playing materials 	January 2010	Winrock, WP and Teacher

Group No. 6

Recommendation	Action	Time Frame	Relevant Person
CLMC should have a meeting to set the exact schedule for CLMC meeting	Set a specific date	End of the month	CLMC and Associates
Should be set time, venue and objectives of meeting	Once a meeting will be conducted CLMC and associates decide a venue, objectives, and contents of meeting and invitation letter as well.	One week before meeting	CLMC and Associates
CLMC and village chiefs should make a clear list of child beneficiary	Set a specific number of child beneficiary and distribute the responsibility of each CLMC for monitoring	Tell to CLMC at the next meeting	CLMC and Associates
CLMC should have a clear list of child beneficiary	Project staffs provide relevant documents to CLMC	Tell to CLMC at the next meeting	Associates and CLMC
All 5 CLMC members agree to make a statistic of children in poor families in the community	Use the existing data in the commune	As needed	Project staffs
CLMC should monitor child beneficiaries at schools, work place and at their families	Each CLMC member monitor child beneficiary at least once a month	Monthly	CLMC
Should reduce the number of tracking form	CLMC discuss which tracking forms will be deleted	Next meeting	CLMC, Associates and WI

Recommendation	Action	Time Frame	Relevant Person
CHES should have MIS and a responsible person for data entering	Associates assign a responsible person for data	January 2010	Associates and WI
Should verify the result of entered data	Associates clean the data with CLMC at their meeting	Monthly	CLMC, Associates and WI

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ANNEX G: PHOTOS



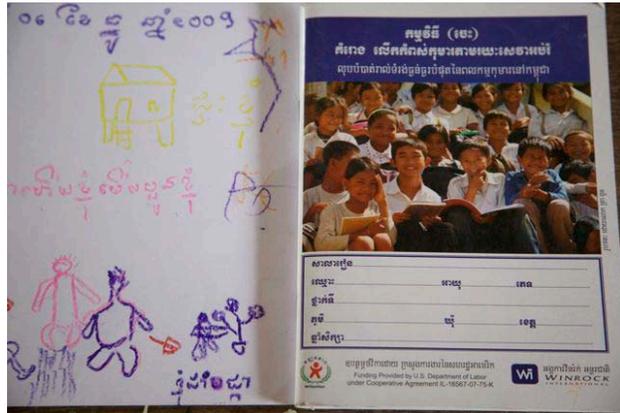
Promotional poster developed by project



Promotional poster developed by project



A floating village



Child drawing showing the child's work status; workbook developed by the project



Skills training: Hairdressing



Children at work: Brick laying



Child drawing: Various types of work after school



Child drawing: Fishing after work and during the night



Child drawing: Work after school

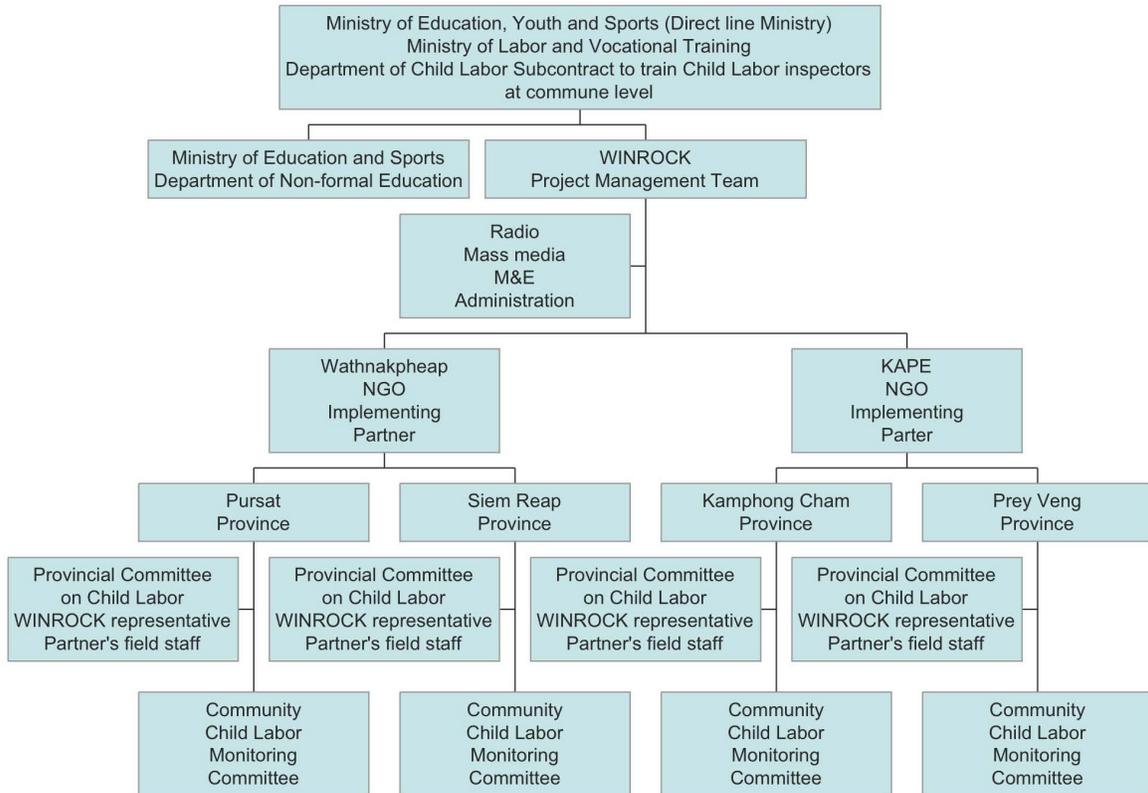


Child at work: Guarding geese



Some classrooms need improvement

ANNEX H: CHES ORGANIZATION CHART



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ANNEX I: TORS OF MIDTERM EVALUATION

TERMS OF REFERENCE FOR THE INDEPENDENT MIDTERM EVALUATION OF CHILDREN’S EMPOWERMENT THROUGH EDUCATION SERVICES (CHES): ELIMINATING THE WORST FORMS OF CHILD LABOR IN CAMBODIA

Cooperative Agreement Number:	IL-16567-07-75-K
Financing Agency: Grantee Organization: Dates of Project Implementation:	U.S. Department of Labor Winrock International September 30, 2007–September 30, 2011
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	November 30, 2009–December 11, 2009
Preparation Date of TOR:	October 22, 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	FY 2007: US\$3,999,938 FY 2008: US\$25,625 Matching Funds: US\$442,250
Vendor for Evaluation Contract:	ICF Macro Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

BACKGROUND AND JUSTIFICATION

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

Since 1995, the U.S. Congress has appropriated over US\$720 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 80 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 the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensure 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—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

USDOL reports annually to Congress on a number of indicators. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs¹:

1. International Labour Organization's International Programme on the Elimination of Child Labor (ILO-IPEC)

Since 1995, the U.S. Congress has earmarked some \$410 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

¹In 2007, U.S. Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

2. Child Labor Education Initiative

Since 2001, the U.S. Congress has provided some \$249 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI 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 EI is 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. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

Other Initiatives

Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

Project Context

The number of working children in Asia and the Pacific is by far the largest in the world and represents 18.8 per cent of the 650 million 5-14 year-olds in the region.² In Cambodia, children work in exploitive conditions on commercial rubber and tobacco plantations, in subsistence agriculture, in salt production, in fish processing, as porters, in brick making, in the service sector, and as garbage pickers. They also work in occupations determined by the Government to be hazardous, including processing sea products, including shrimp; breaking, quarrying, or collecting stones; working in gem and coal mining; working in garment factories; working in restaurants; and making handicrafts. Children work as domestic servants; most child domestics are girls, 15 to 17 years, who work between 6 and 16 hours per day.³

USDOL has supported numerous initiatives in Cambodia, having devoted over \$17 million since 2001 to combat child labor in the country alone.⁴ In addition to the current project, USDOL funds a US\$4.3 million project implemented by ILO-IPEC to develop national capacity to end the worst forms of child labor. This project targets 7,200 children for withdrawal and 3,800 for prevention from the worst forms of child labor in 15 provinces and includes trafficking, work in brick making, salt production, fisheries, and working as porters. USDOL also funded a US\$4.75 million project which ended in April 2009, and was also implemented by ILO-IPEC, which

²ILO-IPEC. *Asia and the Pacific*. Available at <http://www.ilo.org/ipec/Regionsandcountries/Asia/lang--en/index.htm>.

³ USDOL. *USDOL's 2008 Findings on the Worst Forms of Child Labor*. p.35

⁴ USDOL. *Project Status—Asia*. Available at <http://www.dol.gov/ilab/programs/ocft/project-asia.htm>.

aimed at eliminating the worst forms of child labor in the brick making, rubber making, salt production, fishing, and service sectors and preventing children from working as domestic workers and porters. The project resulted in 5,884 children being withdrawn and 7,789 children being prevented from labor in these sectors through provision of educational services.

The Government of Cambodia has participated in these and other initiatives to combat child labor and child trafficking, and has implemented policy and legal frameworks to address these problems. The Cambodian Labor Law sets the minimum age for wage employment at 15 years, although children from 12 to 15 years of age can be hired to do light work. A 2004 declaration issued by the Ministry of Labor and Vocational Training (MOLVT) prohibits 38 types of work that is hazardous to the health, safety, and moral development of children under 18 years of age. However, MOLVT may authorize children who are at least 16 years to perform hazardous work under certain conditions. MOLVT is responsible for enforcing the child-related provisions of Cambodian labor law, but, according to USDOS, industries with a high risk for child work (such as fishing) saw inspections only after complaints were received.⁵

In 2008, the Government of Cambodia, in consultation with stakeholders, approved a National Plan of Action (NPA) on the Worst Forms of Child Labor (2008-2012) which contains a shorter list of hazardous child labor than the 2004 MOLVT declaration, and includes fishing and working on rubber, tobacco, or agricultural plantations. The NPA aims to reduce the number of children 5 to 17 years working in Cambodia to 10.6 percent in 2010 and 8 percent by 2015.⁶

Children's Empowerment Through Education Services (CHES): Eliminating the Worst Forms of Child Labor in Cambodia

On September 30, 2007, Winrock International received a 4-year Cooperative Agreement worth US\$3,999,938 from USDOL to implement an EI project in Cambodia, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. In FY 2008, an additional US\$25,625 was awarded to fund research on hazardous child labor in freshwater fishing in three provinces. The project has also contributed its own matching funds of US\$442,250. Winrock International was awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project targets 3,750 children for withdrawal and 4,500 children for prevention from hazardous work in subsistence and commercial agriculture, including fresh water fishing. As of August 31, 2009, 2,666 children have been withdrawn or prevented from exploitive child labor as a result of this project. The project targets 150 villages in the provinces of Siem Reap, Pursat, Kampong Cham, and Prey Veng.

The project's goal is to reduce the number of children engaged in exploitive child labor in subsistence and commercial agriculture in Cambodia. Intermediate objectives that support the main goals include:

- Improving access and quality of education for working and at-risk children in target areas;

⁵ USDOL. *USDOL's 2008 Findings on the Worst Forms of Child Labor*. p. 35-36.

⁶ *Ibid*, p. 36.

- Engaging communities, civil society and local governments in promoting education and eradicating child labor; and
- Strengthening national institutions and policies to effectively address the issues of child labor and education; and ensure the sustainability of project activities and benefits to the primary stakeholders.

CHES has been an integrated multi-targeted approach to tackle the issue of child labor at various levels in Cambodia. It is supported not just through educational interventions but also institutional capacity building to address policy and practical concerns vis-a-vis child labor and awareness raising at the level of district officials as well as at the local level for parents and community leaders. Some of the initiatives supporting CHES have been the following: (Child Friendly School) CFS policy framework and other initiatives to train officials and sensitize them towards child labor issues. CHES was tasked with strengthening the capacities of Child Labor Monitoring Committees (CLMCs), Child Youth Clubs (CYC), families and local leaders through trainings, awareness raising.

Other activities undertaken have been towards improving the capacity of key individuals and institutions, such as the Department of Child Labor and Provincial Department of Labor and Vocational Training, to combat child labor and provide quality education through innovative policy measures; implementing a community awareness program to provide information on the distinction between child work and exploitive child labor in subsistence agriculture and freshwater fishing; conducting participatory research on the causes and extent of child labor in subsistence agriculture, tobacco and cassava farming, and fishing; establishing or strengthening CLMCs in 150 villages to monitor child labor at the local level; and offering life skills and other programs, classes and services to targeted children, their parents and members of the community.

CHES is very unique in that it specifically addresses child labor issues in the floating villages where the schools are located. This poses unique challenges in terms of program implementation and monitoring and getting the buy in of parents and community leaders to promote the message of prevention and eradication of child labor.

PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to midterm and final evaluations. The CHES project in Cambodia went into implementation in September 2007 and is due for midterm evaluation in 2009.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Winrock International. 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 should address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

Midterm Evaluation Purpose

The purpose of the midterm evaluation is to:

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government;
2. Determine whether the project is on track toward meeting its objectives, especially looking at each output, not just the implementation at the community level and for the direct beneficiaries, and identify the challenges encountered in meeting these objectives;
3. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end;
4. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement;
5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives; and
6. Assess the potential impact of the project and steps both taken and needing to be taken to reach that impact.

The evaluation should also identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Cambodia and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Winrock International and provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

Intended Users

This midterm evaluation should provide USDOL, Winrock International, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries. USDOL/OCFT and Winrock International management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being

used by the project. The evaluation results should also be used by Winrock International, the Government of Cambodia and other current or potential partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

Specific questions that the evaluation should seek to answer are found below, according to five categories of issues. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

Relevance

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed?
2. Does the project design seem to be adequately supporting the five USDOL goals specified above? If not, which ones are not being supported and why not?
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
7. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.

8. What other major design and/or implementation issues should be brought to the attention of the grantee and DOL?

Effectiveness

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. At midterm, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
2. Assess the effectiveness of the “direct action” interventions, including the education interventions provided to children (formal and non-formal education, education support packages, and life skills classes). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.
4. Assess the effectiveness of the specific models (Child Friendly Schools and non-formal education models) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (subsistence and commercial agriculture, including fresh water fishing)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
6. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?
7. What monitoring systems does the project use for tracking the work status of children? Is it feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
8. What are the management strengths, including technical and financial (controls), of this project?
9. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?
10. The project has a government sub-contract with the Department of Child Labor, Ministry of Labor and Vocational Training. Please assess the effectiveness of this sub-contract in

building the capacity of the department to address and monitor hazardous child labor in agriculture.

11. The project is collaborating with ILO-IPEC on various policy and research activities. Please assess the effectiveness of this partnership, in particular whether the capacity of national policies to address child labor has increased.
12. Assess the effectiveness of the floating schools and identify areas of improvement in the implementation in the floating villages of Pursat and Siem Reap?
13. Assess the progress and potential influence of research and policy change in subsistence agriculture, including freshwater fishing, in combating child labor in Cambodia.
14. What are potentially the shortcomings or success of the training initiatives in terms of awareness raising?
15. How has institutional capacity been strengthened through CHES? If there are gaps and scope for improvement please identify those specifically

Efficiency

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?
4. The project recently underwent staff changes, such as the transition to a new project director and the addition of a new Associate. Additionally, the project is identifying a child labor specialist to assist the project with child labor activities. Please assess how these staff changes have affected project implementation.
5. Given the unique challenges faced in implementing the program and all its initiatives in the floating villages do you see ways in which more efficiency could be introduced?

Impact

The evaluation should 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. Specifically, it should address:

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc.)? Who has benefited from the present project (have the poorest, marginalized and vulnerable benefited equally)?
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?
3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
4. If applicably, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
5. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
6. At midterm, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?
7. To what extent do stakeholders, especially the community, understand the objectives of the CHES project and child labor?
8. What are the views of stakeholders (communities, beneficiary, and government) on the CHES project?
9. How have CHES interventions responded to community needs?

Sustainability

The evaluation should assess whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. Assess the coordination and cooperation between this project and other relevant key actors working towards the effective elimination of child labor, including other USDOL-funded projects. What have been the major challenges and successes in initiating and maintaining these partnerships in support of the project? What level of interaction is taking place

between the schools, communities, CHES associates, Government partners, I/NGOs and Winrock International?

4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly the Ministry of Labor and Vocational Training; the Ministry of Education, Youth and Sports; the Ministry of Agriculture and the National Sub-Committee on Child Labor, as well as other government agencies active in addressing related children's issues?
6. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
7. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
9. What additional steps need to be taken in order to promote the sustainability of project components?
10. What suggestions or recommendations do communities/ stakeholders have for the CHES project?
11. What is the potential for sustainability for the child labor monitoring mechanism, in terms of using community members with limited incentives (which CHES does) versus providing more incentives for fewer monitors.
12. What contribution are communities providing for sustainability and what can they provide that they are not providing?
13. Are there processes in place to continue the awareness raising?
14. Are there processes in place through other initiatives to continue institutional strengthening at the ministry level and the level of the local governments?

EVALUATION METHODOLOGY AND TIMEFRAME

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

A. Approach

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data

will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

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/ipecinfo/product/viewProduct.do?productId=3026>)_and UNICEF Principles for Ethical Reporting on Children (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 to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

B. Midterm Evaluation Team

The evaluation team will consist of:

1. The international evaluator
2. An interpreter fluent in Khmer and English who will travel with the evaluator.

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

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

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

C. Data Collection Methodology

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:
 - Project document and revisions,
 - Cooperative Agreement,
 - Technical Progress and Status Reports,
 - Project Logical 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 they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible, based on both random and stratified sampling. At least two community representatives, one teacher, five parents /caregivers and five direct beneficiaries (children) will be interviewed in each target community visited during the evaluation. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International Organizations and NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative.

The interviews will be based on unstructured and semi-structured questions, and conducted in an interactive, dialogical manner. The results of the findings from the field will be further probed and investigated with key informants, both related and unrelated to the project. Some of the interviewed beneficiary children will be asked to draw pictures of a certain aspect of the project and/or their lives (e.g., what are you doing in your free time? what has the project changed in your life?). The evaluator will then establish a dialogue with the children based on various aspects of their drawings. The evaluators will take pictures of the drawings to use them in the subsequent analysis (the children will keep their drawings).

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, based on random sampling (for half of the sites) and stratified sampling (i.e., of successful sites and of sites that have experienced challenges). 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. Questionnaires will not be used, as they would be too complicated and time consuming considering they would need to be done in Khmer.

During observation and/or interview sessions, the evaluators may take pictures of and/or videotape aspects of the project and of the local condition of the children and the population. These photos will be used in the subsequent analysis of the project, and a folder with photos will be submitted to USDOL to illustrate aspects of the project and the implementation environment. The ethical guidelines of ILO-IPEC on research with children on the worst forms of child labor (see above) will be used for photography or videotaping.

D. 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.

E. Stakeholder 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.

The meeting will be used to present the major preliminary finding 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 will be prepared to guide the discussion and possibly a brief written feedback.

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. Possible 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.

For the stakeholders meeting at the end, 30 participants maximum will be invited.

F. 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.

G. Timetable and Work Plan

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

Activity	Responsible Party	Proposed Date(s)
Phone interview with DOL and Grantee Staff/Headquarters	ICF Macro, DOL, Grantee, Evaluator	October 22
Desk Review	Evaluator	November
Question Matrix and Instruments due to ICF Macro/DOL	Evaluator	November 13
Finalize TOR and submit to Grantee and DOL	DOL/ICF Macro/Evaluator	November 16
International Travel		November 29
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	November 30
Field Site Visits	Evaluator	December 1–December 8
National Stakeholder Meeting		December 11
International Travel		December 12
Post-evaluation debrief call with DOL		December 18
Draft report to ICF Macro for QC review	Evaluator	December 28
Draft report to DOL and Grantee for 48-hour review	ICF Macro	December 29
Draft report released to stakeholders	ICF Macro	January 4
Comments due to ICF Macro	DOL/Grantee & Stakeholders	January 18
Report revised and sent to ICF Macro	Evaluator	January 25
Revised report sent to DOL	ICF Macro	February 1
Final approval of report	DOL	February 8
Finalization and distribution of report	ICF Macro	March 1

EXPECTED OUTPUTS/DELIVERABLES

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

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VII. Effectiveness
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VIII. Efficiency
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- IX. Impact
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- X. Sustainability
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
 - A. Key Recommendations—critical for successfully meeting project objectives
 - B. Other Recommendations—as needed
 1. Relevance
 2. Effectiveness
 3. Efficiency
 4. Impact
 5. Sustainability

XII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

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

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

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on December 28, 2009, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on January 25, 2010, as indicated in the above timetable. All reports including drafts will be written in English.

EVALUATION MANAGEMENT AND SUPPORT

ICF Macro has contracted with Dr. Bjorn Nordtveit to conduct this evaluation. Dr. Nordtveit has over a decade of experience in evaluation, research, planning, and project management with the United Nations, the U.S. Government and the World Bank. He recently conducted the midterm evaluation of the USDOL-funded REETE Education Initiative project in the Democratic Republic of the Congo. He is fluent in English, French, Lao, and Norwegian, with solid work experience from various African, Asian and Middle-Eastern countries. Dr. Nordtveit holds a PhD from the University of Maryland in International Education Policy and is currently a Professor at the University of Hong Kong specializing in issues of education support to vulnerable populations and children working in the worst forms of child labor. The contractor/evaluator will work with OCFT, ICF Macro, and relevant Winrock International staff to evaluate this project.

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

ICF Macro or its subcontractors should contact Jason Befus, Program Officer at Winrock International (jbefus@winrock.org or 703-302-6597) to initiate contact with field staff. The primary point of contact for the project in Cambodia is Kosal Chea, CHES Project Director (kosal.chea@winrockcambodia.org).