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Acknowledgements

This report presents the findings from the site visit to Cambodia undertaken as part of Westat and ISIM’s evaluation of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) international child labor cooperation program. The evaluation was conducted in late May and early June of 2010 by Dr. Elżbieta M. Goździak, Director of Research at the Institute for the Study of International Migration (ISIM) at Georgetown University, assisted by Ms. Genevieve Parente, a graduate student at George Washington University, and Mr. Kounthy Sok, a Khmer bilingual cultural broker based in Phnom Penh, Cambodia. The report was prepared in accordance with statement of work specified in the contract with the U.S. Department of Labor.

The research team wishes to thank the staff of Winrock International (WI) and ILO/IPEC for their assistance in planning the field visits both in Phnom Penh and in the far-flung villages in several provinces. Special gratitude to Carol Michaels O’Laughlin and Kosal Chea of WI, and M.P. Joseph and Sisovan Ouk of ILO/IPEC for their support of the evaluation efforts; their dedication to and passionate involvement in combating child labor in Cambodia is nothing short of impressive.

We extend our respects to the Excellencies in the national and provincial Ministries of Labor and Vocational Training; Education, Youth and Sports; Interior; and Women’s Affairs; as well as the representatives of other funders (World Bank and UNICEF), trade and labor unions, employers, and nongovernmental organizations.

Our heartfelt gratitude to the Khmer children and their families, who allowed us to enter their homes, indulged our endless questions, generously narrated their struggles to overcome poverty, and shared their dreams for a better future. We admire their resiliency and coping skills! May Buddha bless them all!

Special thanks to our drivers, who skillfully navigated the astonishingly chaotic traffic in Phnom Penh, and masterfully drove on dirt roads, among aimlessly wandering cattle, always getting to our next appointment on time. They were amazing!

We also want to thank each other! The composition of the evaluation team, which included a cultural anthropologist, labor activist, and bilingual cultural broker, provided an excellent interdisciplinary environment for participant observation, data collection, and data analysis. We
learned a great deal from one another and became friends in the process. We are already looking for the next opportunity to collaborate.

And last but not least, heartfelt appreciation to Dr. Beth Rabinovich for overseeing every step of the evaluation project and sharing generously her expertise in evaluation design, analysis, and report preparation.
1.1 Country Profile

Cambodia has a total population of about 14.8 million. Most Cambodians reside in rural areas; 83% rural dwellers versus 17% urban residents. The population is very young. The median age is 22.1 years of age. Literacy rates (defined as an ability to read and write) for Cambodians over 15 years of age are better for males (80%) than for females (58%). While the majority of Cambodian children enroll in primary schools—96% of boys and 91% of girls attend primary schools—secondary school enrollment drops drastically: approximately 30% of boys and 19% of girls attend secondary schools. Some indicate that these estimates are much lower in the provinces. By some estimates, only 1.8% of Cambodians have post-secondary education.

According to the *CIA World Factbook 2010*, unemployment rates in Cambodia are relatively low, approximately 3.5 percent, but are rapidly increasing. The same source estimates a 40 percent increase in unemployment rates between 2003 and 2009. Some 70 percent of Cambodians rely on subsistence farming for their livelihoods. The Mekong River provides fertile, irrigated fields for rice production, but limited knowledge of modern agricultural techniques and non-existing food-processing infrastructure does not allow for much of rice export; Vietnam imports Cambodian rice and processes it for further export.

Per capita income, although rapidly increasing, is low compared with neighboring countries. The World Bank estimates an average per capita income at $600, while the U.S. State Department indicates a $723 per capita GDP in 2008. The United Nations puts the GDP per capita at $769 in 2008 indicating a substantial increase since 2000 when the GDP per capita was approximately $289. Information gathered in the course of our fieldwork indicates that most farmers live below the national poverty line, currently set at less than $1/day. White-collar workers in Phnom Penh, including civil servants in the national government, reportedly earn about $50/month.
1.2 Foreign Aid

Following the Khmer Rouge genocide and three decades of conflict that ended in 1997, Cambodia is slowly rebuilding, but remains one of the least developed and poorest countries in the Greater Mekong Sub-region and relies heavily on foreign aid. Some donors such as the UK Department of International Development (DIFID) are encouraged by Cambodia’s progress and indicate that much has been achieved in ensuring peace and security, re-establishing institutions and creating an environment for a stable economy and liberal investment. According to DIFID, Cambodia is one of the world’s fastest growing economies; Cambodia’s annual gross domestic product (GDP) has increased, on average, 8.4 percent since 1994. Encouraged by the country’s progress DFID will close its office in Phnom Penh in 2011, after ten years of work in Cambodia, and will gradually withdraw its support before then, while continuing to honor a health program, which runs until 2013.

In contrast, the International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC), Winrock International (WI), and their Cambodian partners are less optimistic and indicate that a longer-term involvement of foreign donors is warranted. Representatives of many governmental departments and ministries the research group interviewed in the course of this evaluation also stressed the need for continued involvement of foreign donors. In fact, most interviewed officials questioned the sustainability of the child labor initiatives without donor support. Officials from ministries of labor and education admitted, without much embarrassment, that as much as 80 or 90 percent of their budgets come from foreign aid.

It seems that the international community agrees that continued foreign aid is indispensable. During the third Cambodia Development Cooperation Forum (CDCF) held in Phnom Penh in early June 2010, international donors pledged a record 1.1 billion U.S. dollars in aid to the Cambodian government for the subsequent 18-month period. This pledge surpassed the $951.5 million pledged at the last CDCF in December 2008. The pledge came amidst mounting calls for international donors to pressure the government to meet good governance reform benchmarks and fight corruption.

1.3 Corruption

Cambodia is regarded as one of the most corrupt nations in the region, according to Transparency International, which ranked the Kingdom 158th out of 180 countries in its 2009 Corruption
Perception Index (Cheang 2010; Mitton 2010). Eleanor Nichols, a campaigner for UK-based watchdog Global Witness, described the CDCF meetings as “mass exercise in intellectual dishonesty” that resulted in little concrete action on the ground. Despite prolonged government-donor talks hundreds of millions of dollars in resource revenues have not appeared in national accounts. “I am absolutely astounded that in the year that’s been annus horribilis in terms of corruption, donors have decided to up the amount of support they are giving the government,” she said (Stangio and Nguon 2010: 1).

An Asian Development Bank survey of 900 bank stakeholders, including bureaucrats, development partners, private business people, civil society leaders, journalists, and academics, found that corruption is rated far ahead of all other issues as the most serious threat to development. The perception is strongest in Southeast Asia, where 68 percent of respondents agreed that “because of corruption, foreign development assistance is mostly wasted” (Mitton 2010: 2).

An assessment of corruption in Cambodia prepared in 2004 by the US Agency for International Development (US AID) was launched in response to reports about “pandemic” proportions of corruption in the country. The authors of the report point out that:

“Although the international community is well aware of the situation, it has thus far failed to persuade the RGC [Royal Government of Cambodia] to take effective action against corruption (Calavan et. al. 2004:2).

Furthermore, the AID assessment team concluded that:

“(…) the RGC will continue to use a broad array of tactics to divert reform-minded donors: Senior officials are masters of “spin.” Individuals the Team interviewed invariably spoke with well-informed conviction about their commitment to reform. They candidly acknowledged the significant challenges posed by corruption, then emphasized resource limitations they face in addressing it. Cabinet members talk steadily about presumed democratic reforms, while ignoring a quasi-coup in 1993 and a real one in 1997. They readily admit to corruption in ministries and courts during discussions with donors, but never admit personal involvement, and dwell on petty abuses, never on grand scale corruption or on vast personal fortunes that are being built. Despite apparent government “frankness” when speaking English with donors, Cambodian observers note that senior officials do not admit any culpability when speaking in Khmer to the Cambodian people (Calavan et. al. 2004:11).

The widespread corruption affects initiatives aimed at preventing child labor and strategies employed to withdraw children from hazardous and exploitative forms of child labor. Respondents brought up the problem of corruption in many different contexts of this evaluation. In fact, one of
the first statements made by a representative of the US Embassy in Phnom Penh was to pay particular attention to issues of corruption and the pervasive demand for incentives as they adversely affect INGOs’ ability to implement OCFT-funded initiatives. The evaluation team encountered many indicators of corruption, often discussed under the guise of “incentives”: incentives demanded by representatives of the ministries the programs funded by the US Department of Labor (DOL) wanted to influence, incentives required by local officials – representatives of provincial governments, commune and village chiefs – to collaborate with ILO/IPEC or Winrock International, and teachers, who demanded money from their pupils to provide study materials or extra tutoring.

Many respondents openly discussed the need to “augment their meager salaries with incentives” and talked about incentives as a cultural trait common in the Khmer context. Representatives of several ministries wanted to make sure that the evaluation report included a discussion of incentives, in particular the need for OCFT to change their policy and allow grantees to provide incentives to different stakeholders. Government workers repeatedly brought up the fact that international agencies provide Khmer civil servants with incentives in the form of per diem and did not differentiate between a need to receive travel reimbursement when they travelled to a different province to attend a meeting and no apparent need for per diem when they were asked to attend a meeting across the street. Several respondents pointed out that they prefer to collaborate with international organizations (e.g., ILO, World Bank, UN) because they compensate them adequately and were reluctant to work with NGOs and INGOs that did not provide similar compensation.

Teachers, village and commune chiefs, and members of Child Labor Monitoring Committees (CLMCs) expressed similar sentiments about incentives. A teacher in one village pointed to her colleagues and said: “Well, she has a farm and makes additional money by selling produce in the market, the other one makes moonshine to support her family. I just have my teacher’s salary, so I have to get the additional money from somewhere” [she admitted that she charged her pupils for ‘extra tutoring’]. Needless to say parents were quite upset that teachers demanded money for what the parents perceived to be the teachers’ duties. A group of parent activists we interviewed in Phnom Penh shared several stories about teachers extorting money from pupils and refusing to pass the children on to the next grade—regardless of their test scores—unless the students or their parents compensated the teachers for “after school tutoring.” One mother indicated that teachers in her daughter’s school do not show up for regularly scheduled classes and demand money for classes they hold in the afternoons. The mother said; “If they were teaching when they are supposed to be teaching, there would be no need for afternoon classes.” Often times, beneficiaries of OCFT-funded projects used the stipends the projects provided to pay for these “extracurricular sessions.” Thus,
money that was supposed to offset the wages of a child previously engaged in income-generating activities was supporting truant teachers instead of enhancing the beneficiaries’ livelihoods.
Against this background of a country still struggling to recover from the atrocities committed by Pol Pot three decades earlier, a government--at all levels--relying on foreign aid to perform its basic functions, and wide-spread corruption, the evaluation team has undertaken an assessment of the accomplishments, challenges and sustainability of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) international child labor program. The team was not evaluating individual projects, but focused on the OCTF initiative as a whole and assessed it taking into account program strategies and interventions applied in Cambodia. The specific objectives of the evaluation included:

- Assessment of the current relevance, including cultural appropriateness, effectiveness, efficiency, and sustainability of the program objectives, strategies, and interventions;
- Review of the direct and indirect effects of OCFT’s program to reduce exploitive child labor worldwide on the program beneficiaries;
- Assessment of the appropriateness of OCFT’s performance and cost-efficiency measures in demonstrating progress towards meeting the program long-term goals, and recommend alternative measures, as appropriate;
- Examination of the role of US DOL in international assistance efforts to eliminate exploitative child labor; and
- Assessment of collaboration and coordination of OCFT’s program of technical assistance with other US government or private sector efforts and identification of duplication of efforts.

As indicated above, the interdisciplinary evaluation team included a cultural anthropologist, labor activists, and a Khmer bilingual cultural broker. The team used a number of qualitative data collection methods, including:

- Desk review of relevant project documents, including technical progress reports, mid-term and final evaluation reports, reports of relevant studies (e.g.; the 2001 Cambodia Child Labor Survey and the 2003 Child Domestic Workers Survey);
- Literature review of pertinent publications on child labor in Cambodia and elsewhere in the region;
Ethnographic interviews with management and technical staff of the implementing agencies (Winrock International and ILO-IPEC);

Ethnographic interviews with representatives of national, provincial, and local governments;

Discussions with other funders (e.g.; World Bank, USAID, UNICEF);

Focus group discussions with a wide range of project beneficiaries:

- children and parents (in a variety of settings, including family homes, village commons, and schools);

- teenagers enrolled in non-formal educational programs and vocational training programs

- members of savings cooperatives (locally called self-help groups);

- members of livelihoods projects (e.g.; fish pond collective);

- focus group discussions with a wide range of stakeholders, including:
  1. child labor monitors
  2. teachers
  3. employers
  4. trade and labor union representatives.

Participant observation of selected classrooms and schools, events related to the celebration of the International Children's Day and the World Day against Child Labor (in several localities), and meetings of provincial child monitoring networks.

After returning to the United States, the evaluator held a debriefing for the OCFT staff members to present her preliminary findings.

The team spent a total of 21 days in Cambodia and conducted interviews in the capital city of Phnom Penh as well as in five provinces. Appendix A includes a detailed itinerary and interview schedules.

We are very cognizant of the limitations of this evaluation exercise. These limitations stem from a relatively short period of time spent in each locality, which did not allow for a prolonged, in-depth engagement with the beneficiaries and the communities in which they reside to compare stated opinions and views with actual behaviors. These limitations are also related to the fact that we had to rely on the OCFT grantees to facilitate our entry into the projects and communities.
On the other hand, both the grantees and OCFT management allowed us an unprecedented access to both their staff and written materials, including progress reports, mid-term evaluations and internal memoranda. Having a native Khmer speaker on our team provided an opportunity to speak directly with many beneficiaries, follow casual conversations in villages and informal discussions among different stakeholders.
Numerous reports indicate that 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 of 5-14 year-olds in the region, however, reliable, up-to-date, statistics on child labor in Cambodia are not readily available.

Programs operating in 2010 continue to rely on outdated sources of data:

- The 2001 Cambodia Child Labor Survey (CCLS), conducted by the National Institute of Statistics under the auspices of the Statistical Information and Monitoring Program (SIMPOC) of the ILO’s International Program on the Elimination of Child Labor (IPEC);
- The 2003 Child Domestic Workers Survey in Phnom Penh, conducted by the Child Labor Unit of the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY); and

We asked repeatedly for statistical data and other types of standardized information on the prevalence of child labor and characteristics of the working children, particularly those engaged in hazardous forms of child labor, as well as on the outcomes and impacts of the anti-child labor initiatives supported by the U.S. Department of Labor, but to no avail. Many respondents—particularly at the ministerial level—stressed the value of collecting data, but could not produce any reliable datasets, quantitative or qualitative. The fragmented and outdated data on the child labor problem in Cambodia has contributed to a very emotional debate on the subject in which some people tend to downplay the magnitude of child labor while others exaggerate the scope of the phenomenon. Data from these surveys serve as benchmarks for DOL-supported projects and are used in campaigns against child labor, outreach efforts, and discussions with donors and researchers.

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### 3.1 Characteristics and Conditions of Child Labor

The CCLS survey (IPEC/SIMPOC, 2001) indicated that 45 percent (0.78 million) of boys and 44.6 percent (0.74 million) of girls aged 5-14 worked, resulting in 44.8 percent (1.52 million) of all children in that age group being economically active. Approximately 8.6 percent (0.29 million) of children in that bracket participated in the labor force without attending school. The percentage was slightly higher for girls (9 percent) than for boys (8.2 percent). Children in rural areas were more likely to work without attending school than those in urban areas (9.2 percent versus 5.8 percent). The gender gap among working children who did not attend school was slightly higher in urban areas (1.0 percentage points, i.e. girls: 6.3 percent versus boys: 5.3 percent) than in rural areas (0.9 percentage points, i.e. girls: 9.7 percent versus boys: 8.8 percent).

Many officials we spoke with bemoaned the high rates of working children, high drop-out rates, particularly among secondary school pupils, and relatively low levels of literacy. Most saw a way to remedy this situation by pouring in more foreign aid into building schools, training teachers, and providing stipends to families to entice them to send their children to school. There was little evidence of efforts aimed at making schooling compulsory. Indeed, in Cambodia attending school is “encouraged” but not mandated.

Without more recent data it is difficult to assess the current scope of child labor; however, participant observation in the streets of Phnom Penh indicates that a large number of children do work. We have noticed a very prominent presence of children (estimated to be between the ages of 7-10) collecting garbage in the street and selling water or other foodstuffs. Given the fact that schools in Cambodia are in session for three-to-four hours a day—some children attend school in the morning, others in the afternoon—it was difficult to assess whether this work interfered with the children’s schooling. Early in our fieldwork we noticed a group of very young children attending school in the center of Phnom Penh leaving the school premises around 11:30 a.m. A brief conversation with a father who was picking up his children revealed that the kids were to return to school after lunch, around 1 p.m. When discussing this encounter with the Cambodian member of our research team it transpired that perhaps the children return to school in the afternoon to be tutored privately by their teacher. As evidenced by discussions with numerous parents, this is not an uncommon practice for families with adequate resources and an opportunity for the teachers to augment their income.
The situation in the provinces was similar. In Siem Reap, for example, dozens of children could be seen at all times selling souvenirs (books, postcards, and bracelets), hats and fans, and water to visiting tourists. In the seaside provinces of Kep and Kempot, we observed girls helping their mothers catch blue crabs, the local delicacy. Some girls were also helping adult women steam the crabs on shore and sell them to local housewives and some tourists. In fishing villages, children—boys and girls—worked alongside adult family members, diving into the river to set up nets or working on board to sort the catch.

In other provinces, we routinely saw children returning from school to immediately take up household chores such as cooking, cattle herding, farming, and garden watering, or assuming child care responsibilities for younger siblings. Virtually all children we talked to said they helped out their parents – and sometimes other relatives – on the farm or in the orchard. Parents expressed pride in their children’s hard work. Practically all girls had childcare responsibilities and were also expected to help with cooking for the family, doing laundry, sweeping the homestead, and doing other chores.
In the tourist areas of Phnom Penh, particularly in front of restaurants facing the Tonlé Sap River, much smaller children, including babies, accompany begging adults. Cambodians we discussed this phenomenon with talked about poor parents renting their children to professional beggars who want to appear vulnerable to passersby they approach for money. We were told that often these children are being drugged to stay quiet and docile. Many advocates claim that these children have been trafficked for forced begging. Organizations such as the ChildSafe Network (http://www.childsafe-international.org/index.asp) are working to remedy this situation and prevent child trafficking as well as abuse and rape of street children.

According to the 2001 CCLS survey, the majority (or 76.5 percent) of the working children 5-14 years of age, were employed in agriculture; 5.8 percent worked in the industrial sector, and the remaining 17.7 percent were employed in services. Children in the lower age range of 5-9 years were more likely to be employed in the agricultural sector than those in the higher age bracket of 10-14 (79.5 percent vs. 75.3 percent). Moreover, boys were more likely to be employed in the agricultural sector than girls (78.9 percent vs. 74.0 percent) and less likely in services (15.6 percent versus 20.0 percent). An overwhelming percentage of working children 5-14 years of age are employed as unpaid family workers (89.8 percent in the case of boys and 90.8 percent in the case of girls).

Among children 5-14 years of age, those who were economically active were more likely to attend school than those who were not; 80.8 percent and 60.3 percent, respectively. This relationship also
holds for children in the 5-9 age groups, where 69.3 percent of economically active children attended school. Among children in the 10-14 years bracket, economically active children were slightly less likely to be attending school than children who were not economically active (85.6 percent vs. 87.3 percent). This is an interesting finding that contradicts many child advocates’ assertions that labor force participation detracts children from pursuing educational goals. Others point out that enrollment in school often propels children from poor families into waged employment in order to meet the financial requirements of school fees, textbooks, and uniforms.4

3.2 Child Domestic Workers in Phnom Penh

The Child Domestic Worker Survey5 provides some information on child workers employed as domestic servants. The baseline survey is seen as important for relevant government, non-government and civil society organizations in supporting the Child Labor Unit of the national Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY) in developing CDW policies and guidelines. Specific objectives in conducting the baseline survey entailed:

- Providing relevant information regarding the household, especially where a child domestic worker is employed. General information regarding:
  - housing aspects, such as house ownership, household appliances;
  - household members, by age, sex, marital status, relationship to the head of household head, occupations; and
  - household expenditure, medical care and the household head’s or other respondent’s general knowledge and understanding of child rights.

- Providing detailed information on child domestic workers regarding siblings, parents/guardians, and employer; education and health; living and workplace conditions; history of injuries; wages; and

- Strengthening the institutional capacity of NIS in collecting, processing and analyzing child labor data through in-office training and ILO/IPEC technical assistance in all aspects of surveying - from methodology, sampling and questionnaire design to analysis and dissemination of results.


This household-based child domestic worker survey covered all seven districts in Phnom Penh and involved 125 villages randomly selected as primary sampling units (PSUs), and 2,500 households randomly selected as secondary sampling units (SSUs). Because of the random selection, not all of the 2,500 households employed a child domestic worker. A total of 293 CDWs were identified and interviewed in this survey.

The 125 villages (PSUs) selected in the first stage were chosen based on the 1998 general population census, which identified non-slum and slum areas. The second stage involved household sample selection (SSUs). Large villages with more than 200 households were divided into segments. A segment was then chosen randomly and a complete listing of households was prepared. The procedure involved creating a map of the village where physical boundaries and the location of each household were sketched. Canvassing entailed a systematic covering of the entire village following a prescribed path of travel in order to make sure that all housing units were accounted for.

Poverty and being orphaned (defined as having no parents or close relative/guardian) were the two most common reasons given by child domestic workers to explain why, in the previous five years, they left their province or family home to work in Phnom Penh. Other reasons included better educational opportunities and family migration.

The survey estimated that 3,119 child domestic workers (or 11.2 percent of all the estimated 27,950 child domestic workers), have parents or guardians living in Phnom Penh. Of those, 1,718 child domestic workers resided in non-slum areas, while 1,401 lived in slum areas. Forty eight percent (1,499) were males and 52 percent (1,620) were females. While more girls (47.9 percent) than boys (12.1 percent) said they had moved to Phnom Penh in search of domestic work in order to earn income, more boys (65.6 percent) than girls (15.5 percent) said they had moved to work as domestic workers to increase their educational opportunities.

The table below indicates the number of children whose parents were satisfied with their children working and the reasons for this satisfaction. We heard similar reasons both from parents and older children while discussing their reluctance to send their children to school or attend school, respectively.
Table 3-1. Number of CDWs whose parents/guardians were satisfied that their child was working, by reason and domain

<table>
<thead>
<tr>
<th>Reason</th>
<th>Phnom Penh</th>
<th></th>
<th>Non-slum areas</th>
<th></th>
<th>Slum areas</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>%</td>
<td>Number</td>
<td>%</td>
<td>Number</td>
<td>%</td>
</tr>
<tr>
<td>Total</td>
<td>3,119</td>
<td>100.0</td>
<td>1,718</td>
<td>100.0</td>
<td>1,401</td>
<td>100.0</td>
</tr>
<tr>
<td>Family needs more income</td>
<td>405</td>
<td>13.0</td>
<td>101</td>
<td>5.9</td>
<td>304</td>
<td>21.7</td>
</tr>
<tr>
<td>Child has reached working age</td>
<td>482</td>
<td>15.5</td>
<td>291</td>
<td>16.9</td>
<td>192</td>
<td>13.7</td>
</tr>
<tr>
<td>Parents cannot pay for child’s education</td>
<td>794</td>
<td>25.5</td>
<td>561</td>
<td>32.7</td>
<td>233</td>
<td>16.6</td>
</tr>
<tr>
<td>Child does not want to go to school</td>
<td>42</td>
<td>1.3</td>
<td>42</td>
<td>2.4</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Child gets meals being employed</td>
<td>606</td>
<td>19.4</td>
<td>128</td>
<td>7.5</td>
<td>478</td>
<td>34.0</td>
</tr>
<tr>
<td>School is too far, so better off to work</td>
<td>33</td>
<td>1.1</td>
<td>0</td>
<td>0.0</td>
<td>33</td>
<td>2.4</td>
</tr>
<tr>
<td>Others</td>
<td>757</td>
<td>24.3</td>
<td>595</td>
<td>34.6</td>
<td>162</td>
<td>11.6</td>
</tr>
</tbody>
</table>

The survey estimated that there were 27,950 child domestic workers in Phnom Penh, which constituted almost 10 percent of all children in that age group (7-17 years). Of these children, 41 percent were boys and 59 percent were girls. Girls in the 15-17 age group accounted for 38.6 percent of all child domestic workers and boys in the 10-14 age group accounted for 21.7 percent of the total. The largest number of child domestic workers worked in Russey Keo, the second largest district of Phnom Penh. More boys were found in slum areas and twice as many girls lived in non-slum areas compared to slum areas.

Although some domestic workers only work at the employer’s household and return to their home each day, most domestic workers in Phnom Penh also live with the family that employs them. In fact, the survey found that all child domestic workers lived with the family that employed them. It is assumed that high housing costs contribute to the situation of young people living with their employers.

According to the survey results, only a limited number of child domestic workers in Phnom Penh have a chance to attend school while working in an employer’s house. A few get the opportunity to finish primary school, but it is usually difficult to continue into a higher level of education; in strong contrast to the children of the employer’s family. Even in cases where child domestic workers were permitted to attend school, they had to work around their duties.

This survey indicated that 14.2 percent of the estimated 27,950 CDWs in Phnom Penh were illiterate. Interestingly, the literacy rate of child domestic workers was higher among those working in slum areas (91.5 percent) than in non-slum areas (81 percent). The survey results also show that 4.6 percent of the 27,950 CDWs have never attended school, 55.4 percent were attending school at the time of the research, and 40 percent dropped out of school. Overall, 58.9 percent of the child
domestic workers completed or were attending primary school (grades 1-6), and 35.4 percent completed or were attending secondary school (grades 7-12).

3.3 Empirical Vacuum

Given how outdated these surveys are, there is an urgent need for OCFT to support better data collection to assess not only the scope of child labor in Cambodia, but also to measure the impact of DOL-sponsored initiatives. Even as late as 2009, an otherwise very interesting paper assessing the effectiveness of a strategy of letting children combine work and school relied on then 2004 Cambodia Socio-Economic Survey and the 2001 Cambodia Child Labor Survey. There is also a necessity to conduct independent, extramural research – both quantitative and qualitative -- on child labor and its nexus with child trafficking in Cambodia.

A fairly comprehensive literature review conducted to inform this project did not yield many publications based on empirical research carried out by independent scholars. With few exceptions, the field is dominated by publications written or commissioned by policy-makers or advocates. In ILO reports on various forms of child labor, self-evaluations of accomplishments and “best practices” dominate. The International Organization for Migration (IOM) has a few publications on child trafficking. Interestingly, these reports are mostly silent on any possible relationship between child labor and child trafficking. Particularly lacking is literature based on empirical, qualitative research with children to elicit their own views on child labor as well as on initiatives aimed to reduce child labor and facilitate children’s access to education.

The evaluation team was particularly unsettled by the fact that none of the projects we visited were required to conduct needs assessments prior to designing their interventions. This situation needs to be remedied as it leads to questionable relevance of implemented strategies, possible duplication of effort, and lack of buy-in from local authorities and beneficiaries.
Within a challenging context of pervasive corruption and *de facto* empirical vacuum, the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) in the U.S. Department of Labor (DOL), has supported two major initiatives to address child labor issues in Cambodia:

- International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC); and
- Child Labor Education Initiatives.

Below is a brief description of these initiatives.

### 4.1 International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC)

Since 1995, the US Congress has earmarked some $450 million to support the International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC), making the US Government the leading donor of 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 ILO/IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most ILO/IPEC projects also have a capacity-building component to assist in building a sustainable base for the long-term elimination of exploitive child labor.

ILO-IPEC has been involved in child labor-related work in Cambodia since 1995. In 2001, ILO-IPEC received funding from USDOL for activities aimed at combating child labor in hazardous work in salt production, rubber plantations, and fish/shrimp processing sectors. Three years later, ILO/IPEC initiated a 4-year TBP in Cambodia to support the development of the Cambodian...
National Plan of Action on the Elimination of the Worst Forms of Child Labor. In 2008, ILO/IPEC received yet another substantial financial support from USDOL to fund activities aimed at Developing National Capacities to Achieve the 2015 National Child Labor Reduction Targets and the ILO Global Targets for Ending the Worst Forms of Child Labor in Cambodia by 2016. The evaluation team was able to observe numerous examples of the current activities and projects implemented by ILO/IPEC as well as discuss both current and past approaches with pertinent stakeholders and beneficiaries.

Figure 4-1 includes a map of the provinces targeted in Phase I and II of the ILO-IPEC’s Timebound Programs. As can be seen from the map, ILO/IPEC has been working in 15 out of the 24 provinces in Cambodia.

**Figure 4-1. Target Provinces of the TBP Project Phase II in Cambodia**

![Map of Cambodia showing targeted provinces](image)

### LEGEND
- The 5 Provinces of the Phase I, where existing direct support interventions are being continued in Phase II
- The 2 Provinces, where a sustainability strategy for direct support interventions of Phase I is being undertaken in Phase II
- The 4 New Provinces of Phase II, where there are direct support interventions
- The 4 New Provinces of Phase II, where an enabling environment for advocacy is being put in place
- The Provinces of Phase II, where measure to prevent child trafficking are included

#### 4.2 Child Labor Education Initiatives

Since 2001, the US Congress has provided some $269 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.

In 2007, Winrock International (WI) received a four-year Cooperative Agreement from USDOL to implement a project for Children’s Empowerment through Education Services (CHES) in Cambodia. This project, whose acronym means “learned/educated” in Khmer, aims 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 the USDOL to reduce the worst forms of child labor through research, awareness-raising and policy formulation. 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 is being implemented in 150 villages in the provinces of Siem Reap, Pursat, Kampong Cham, and Prey Veng.

Figure 4-2 includes a map of the CHES program sites in four target provinces.
In addition to CHES, USDOL funded other programs implemented by Winrock International. In 2002, DOL provided five-year support to Winrock to implement Community Based Innovations to Combat Child Labor through Education I (CIRCLE I).

### 4.3 Other Initiatives

USDOL has supported $2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI. Table 4-1 provides an overview of the history of OCFT funding in Cambodia. Since 2001, OCFT has expended $18,060,275 to address child labor issues in Cambodia, of which $10,059,310 went to ILO-IPEC and $4,500,965 went to WI, and the remaining $3,000,000 and $500,000 went to World Education and Hagar International, respectively.
### Table 4-1. History of OCFT funding in Cambodia

<table>
<thead>
<tr>
<th>Country</th>
<th>Grantee</th>
<th>Project Title</th>
<th>Amount</th>
<th>FY Funded</th>
<th>Performance Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambodia</td>
<td>ILO-IPEC</td>
<td>Combating Child Labor in Hazardous Work in Salt Production, Rubber Plantations and Fish/Shrimp Processing Sectors in Cambodia</td>
<td>$999,310</td>
<td>2001</td>
<td>09/01-12/04</td>
</tr>
<tr>
<td>Ethiopia, Ghana, Kenya, Malawi, Mali, Senegal, Sierra Leone, Bolivia, Brazil, Ecuador, Guatemala, Nicaragua, Paraguay, Peru, Bangladesh, Cambodia, India, Morocco, Nepal, Pakistan, Philippines</td>
<td>Winrock</td>
<td>Community Based Innovations to Combat Child Labor Through Education I (CIRCLE I)</td>
<td>$5,000,000</td>
<td>2001</td>
<td>7/02-12/07</td>
</tr>
<tr>
<td>Cambodia</td>
<td>World Education</td>
<td>OPTIONS: Combating Child Trafficking and Commercial Sexual Exploitation through Education</td>
<td>$3,000,000</td>
<td>2002</td>
<td>8/03-9/07</td>
</tr>
<tr>
<td>Ghana, Kenya, Mali, Bolivia, Brazil, Paraguay, Albania, Bangladesh, Cambodia, India, Nepal, Philippines, Vietnam</td>
<td>Winrock</td>
<td>Community Based Innovations to Combat Child Labor Through Education II (CIRCLE II)</td>
<td>$3,085,000 for entire project</td>
<td>2003</td>
<td>4/04-6/08</td>
</tr>
<tr>
<td>Cambodia</td>
<td>ILO-IPEC</td>
<td>Support to the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labor: A Time-Bound Approach</td>
<td>$4,750,000</td>
<td>2004</td>
<td>09/04-4/09</td>
</tr>
<tr>
<td>Cambodia</td>
<td>Hagar International</td>
<td>Reintegration of Trafficked Women</td>
<td>$500,000</td>
<td>2004</td>
<td>9/04-7/07</td>
</tr>
<tr>
<td>Cambodia</td>
<td>Winrock</td>
<td>Children’s Empowerment through Education Services (CHES): Eliminating the Worst Forms of Child Labor in Cambodia</td>
<td>$4,025,563</td>
<td>2007-2008</td>
<td>09/07-09/11</td>
</tr>
<tr>
<td>Cambodia</td>
<td>ILO-IPEC</td>
<td>To Contribute to Developing National Capacities to Achieve the 2015 National Child Labor Reduction Targets and the ILO Global Targets for Ending the Worst Forms of Child Labor in Cambodia by 2016</td>
<td>$4,310,000</td>
<td>2008</td>
<td>09/08-09/12</td>
</tr>
</tbody>
</table>

**Total Funding** $18,060,275
As indicated at the beginning of this report, the goal of this evaluation was not to assess individual projects and programs funded by OCFT in Cambodia, but rather provide an assessment of the OCFT’s International Child Labor Technical Cooperation Program in Cambodia, with particular emphasis on the following aspects:

- Assessment of the current relevance, including cultural appropriateness, effectiveness, efficiency, and sustainability of the program objectives, strategies, and interventions;
- Review of the direct and indirect effects of OCFT’s program to reduce exploitive child labor worldwide on the program beneficiaries;
- Assessment of the appropriateness of OCFT’s performance and cost-efficiency measures in demonstrating progress towards meeting the program long-term goals, and recommend alternative measures, as appropriate;
- Examination of the role of US DOL in international assistance efforts to eliminate exploitative child labor; and
- Assessment of collaboration and coordination of OCFT’s program of technical assistance with other US government or private sector efforts and identification of duplication of efforts.

The discussion of the evaluation findings will therefore focus on the national and local achievements and promising practices aimed at addressing child labor issues in Cambodia; challenges facing OCFT and its implementing partners; and will end with a set of recommendations aimed at improving policy and programmatic responses to child labor issues in Cambodia as well as suggest directions for further data collection and support for empirical research.

### 5.1 Proper Childhoods: Western Assumptions v. Khmer Reality

As indicated above, one of the foci of this evaluation was an assessment of the current relevance, including cultural appropriateness, of the program objectives, strategies, and interventions. In this section we discuss both the ‘clash of cultures’ and the convergence of Western and Khmer approaches to children and child labor.
OCFT-funded initiatives are based on the definition of a “child” promulgated by the ILO Convention 182 on the Worst Forms of Child Labor, which in turn uses the definition of a child found in the UN Convention on the Rights of the Child (CRC). Both Convention 182 and CRC consider “every human being below the age of 18, unless under the law applicable to the child, majority is attained earlier” to be a child. Both documents use chronological age as the universal measure of biological and psychological maturity and reject cultural and social meanings attached to local systems of age ranking (La Fointaine, 1978). There is no distinction in this definition between a four and a 17-year-old. Both are defined as children who need special safeguards and care. In addition, this definition assumes a natural progression from childhood to adulthood, from incompetence to competence and from immaturity to maturity (Bluebond-Langer and Korbin, 2007).

In reality the concepts of “child” and “childhood” vary according to social, cultural, historical, religious and rational norms as well as according to one’s personal circumstances. There are tremendous differences between a four- and a 17-year-old. There are also often considerable differences between two different 17-year-olds, particularly individuals coming from different cultural, social, and economic backgrounds. Gender differences need to be accounted for as well.

OCFT’s initiatives aimed at eradicating child labor have been developed within a framework based on middle-class Western ideals about childhood as a time of dependency and innocence during which children are socialized by adults and become competent social actors. Economic and social responsibilities are generally mediated by adults so that the children can grow up free from pressures of responsibilities such as work and child care. Children who are not raised in this way are considered “victims” who have had their childhood stolen from them. This framework views universal concern for children as transcending political and social divides; assumes a universally applicable model of childhood development; presupposes a consensus on what policies should be in place to realize the best interest of the child; and assumes that children have universal needs.

In its Western conceptualization childhood is often considered a period of vulnerability and passivity during which children are prepared for their future lives as adults. The notion of the ‘becoming’ child, as suggested by Qvortrup (1994), is based on a romanticized view of childhood as untroubled and free from care (Burr, 2002). Within this conceptualization of childhood, the emphasis is on preparation for adulthood through supervised activity, mainly formal education. Education as a route to a ‘better life’ is a message that has been promoted by governments and NGOs in many countries (Skinner and Holland, 1996), including Cambodia. Jeffrey and McDowell (2004) argue that
there is often a perception that the attainment of formal education will generate human capital and serve to even out established social and economic advantage.

The global application of this construct to all children has had a significant impact on the international approach to children’s welfare, contributing to calls for children to be freed from what are seen as adult responsibilities, in particular, from work (Emond, 2009). Indeed, universal formal education as a means of ‘protecting’ childhood is enshrined in the CRC. However, employment is central to many children’s lives and can have positive benefits and effects (Punch, 2003; Woodhead, 1998). Researchers undertaking work with children in the global South have commented on the western ideal of ‘saving’ children from responsibilities and how this may contradict children’s cultural practices and ‘norms’ (Balagopalan, 2002; Stephens, 1995). Such children have been seen as requiring rescue not by their own people but by outside ‘experts’ (Holland, 1992).

The CRC combines the traditional view of the child “as a vulnerable human being that requires protection and assistance from the family, the society and the State” (Santos Pais, 2002: 4) with the more modern perception that s/he “is a subject of rights who is able to form and express opinions, to participate in decision making processes and influence solutions, to intervene as a partner in the process of social change and in the building up of democracy” (ibidem). This view of children as possessing rights and agency stands in sharp contrast with the traditional Khmer view of children.

Khmer society operates on principles of deference to adults and elders with strict hierarchical relationships within families based both on birth order and sex (Ledgerwood, 2007). Elders hold influence and power over children. Traditionally, children were expected to show complete obedience and devotion to their parents. Traditional beliefs are also highly gendered, and the impact is very different for boys and girls (Miles and Thomas, 2007). Children are expected to work from early age. Their work is not limited to household chores; children work in a variety of sectors. In the course of this research we did not meet one single child that did not work either on the family farm or outside the home. Even children who attended school worked.

Respondents interviewed in the course of this evaluation, repeatedly emphasized the challenges stemming from the differences in attitudes to children and child labor in implementing OCFT-funded projects. Project staff worked hard to prevent children from taking on waged employment and withdraw children from exploitative and hazardous working situations. At the same time, parents interviewed individually or in groups often put forth strong arguments defending the cultural principles that not only condone child labor but see these experiences as important to child development.
Additionally, many parents indicated that they did not want to be told how to deal with their children by strangers and did not appreciate “project staff meddling in their parenting.” In Cambodia children are regarded as very much under the control and guidance of their parents. The concept that children have “independent rights” is an unfamiliar one. For economic and even social reasons, or not having a true understanding of child labor situation, society and even many parents of working children “accept” exploitative circumstances or even child servitude. For example, several parents talked about people who employed their children as domestic workers in very positive terms and often saw these employers as looking after their offspring and providing them with food and shelter. The fact that child domestic workers toil behind closed doors, in private households, adds to the difficulty of OCFT-funded projects to understanding the situation, or addressing it.

Children are rarely asked their opinions and are unused to dialogue with adults, and may be reluctant to divulge information for fear of consequences. This makes it very difficult to get the “children’s voices” heard. On the other hand, we did not see many attempts to facilitate a process by which children could express their opinions about the issues at hand: child labor, education, and plans for the future. In fact, even during the week-long celebration of the International Children’s Day (June 1) and the World Day against Child Labor children were hardly ever addressed directly. A children’s marching band performed at the celebration of the International Children’s Day. The band was selected from among many school pupils and supported by the Cambodian Red Cross; it is apparently quite common that the Red Cross gets involved in these kinds of activities and sponsorship. The band played as the various dignitaries from the U.S. Embassy, the Ministry of Labor, Ministry of Education, ILO/IPEC, UNICEF and a variety of NGOs were arriving. Interestingly, none of the public figures approached the children or thanked them for their beautiful performance.
The celebration also included a performance of a traditional Khmer fishing dance by a group of teens. Both the band members and the dancers received presents for their performances, but were never thanked or addressed in any other way by the dignitaries of project staff members.
The remainder of the celebration consisted of a number of very long speeches by various dignitaries. One official after another was delivering essentially the same speech emphasizing how much progress has been made to eliminate child labor in the country. None addressed the children. The team was amazed how well-behaved the children were sitting pensively and listening to the adults making long and boring speeches. This was our introduction to “child-centered” (sic!) approaches.

![Children’s marathon at Angkor Watt, organized by ILO/IPEC to celebrate the World Day against Child Labor](image)

In summary, adults carrying for and working with children and youth in Cambodia mean well, but are ill-equipped to elicit children’s voices and empower them to assert their rights and express their own opinions.

### 5.2 Policy Frameworks

Cambodia signed the United Nations Convention on the Rights of the Child (CRC) in September 1992 and ratified it in July 1993. Article 48 of the country's Constitution, also adopted in 1993, explicitly states, “The State shall: protect the rights of children as stipulated in the UN Convention on the Rights of the Child, in particular the right to life, education, protection during wartime and protection from economic and sexual exploitation.” However, many of the provisions of the Convention have yet to be implemented into the nation's legislative text.
In January 1997, the National Assembly adopted a new labor code, which set the minimum age of employment at 15 (Article 177). It stipulates that children between the ages of 12 and 15 can engage in light work provided that: a) the work is not hazardous to their health and psychological development; and b) the work will not affect their school attendance or their participation in vocational training programs approved by competent authorities. Article 181 further indicates that minors, whatever their sex, younger than 18 and still under the responsibility of their parents or guardians, cannot engage in any type of work without the prior approval of their parents or guardians. The provisions on child labor in the current labor code are largely in line with ILO Convention No. 138, ratified by the Government on 23 August 1999. In the current code, the minimum age of employment or work is set at “the age of completion of compulsory schooling and, in any case not less than 15 years”. For light work, the Convention sets the minimum age at 13 and for hazardous work at 18. However, in exceptional cases, which are specified in the Convention, the basic minimum age may be lowered to 1-2, ages 12-14 for light work and age 16 for hazardous work.

A sub-decree issued in November 1995 established the Cambodian National Council for Children to serve as “the coordinating body for advocacy, planning, monitoring and implementing the provisions of the Convention on the Rights of the Child”. The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY) plays a lead role in this council, which consists of relevant ministries and local institutions. The prime minister presides over the council.

Ministerial orders (known as prakas) provide the basic legal framework for regulating child labor in Cambodia. ILO-IPEC has supported the development of prakas aimed at addressing child labor issues. In Cambodia, six Prakas (Ministerial Orders) containing a clause on child labor were issued:

- on working and living conditions in brick-making enterprises;
- on fishing;
- on working and living conditions in the garment and footwear sectors;
- on determination of types of light work in which children from the age of 12 years may engage;
- on working and living conditions in plantations; and
- on working and living conditions in salt production enterprises.

6 Prakas is a Khmer word meaning Proclamation and used by the government to mean an order issued by a minister, as distinct from a piece of legislation or law passed by the Parliament.
ILO/IPEC provided extensive technical support in the development of these parkas and the staff is very proud of these achievements.

While the existing laws and policies appear strong on paper, they are difficult to implement. For example, the precise age of many Cambodians, including children and youth, are difficult to determine because registering birth in Cambodia has not been a widespread practice until recently.\(^7\) Since October 2004, Plan Cambodia and the Asian Development Bank have been providing support to the Ministry of Interior to bring the entire Cambodian population under a uniform civil registration system. Within the first eight months of the Plan-supported mobile civil registration campaign, 5.7 million Cambodians (46 percent of the total population) have received their birth certificates. According to the Plan’s website\(^8\) the campaign has been very successful with the total number of registered Cambodians increasing from 5 percent to 92 percent. These accomplishments hold some potential for improvement in the implementation of ministerial orders related to the working age of children and youth.

The child labor laws are also difficult to enforce, because many children work in informal sectors. In Phnom Penh, we have observed numerous children garbage and dumpster diving to collect plastic bottles and soda cans to sell them to street vendors to recycle them as containers for homemade tees and juice drinks. In Siem Reap, children worked selling souvenirs and water to tourists visiting Angkor Watt and Thom Watt.

Children also work as part of a family unit and are hardly ever counted as employees since employers often register only the head of the household. The evaluation team visited a brickyard in Siem Reap, one of the factories targeted by the ILO/IPEC program to eliminate child labor in the brick making sector. When we asked the factory owner how many workers he employs he was hard pressed to provide an exact number. He explained that 14 families worked in this particular brickyard. When we investigated who in each family was considered and registered as a worker, the employer indicated that he only registers the head of the household. The labor union representative who accompanied us on the site visit confirmed this assertion. We were further told that while the head of the household receives payment, he is paid for all the bricks that the family, including the children who “help” the parents, produce. When we insisted that the children work if they help the parents, we were told “they do not work because they do not get paid.” This whole argument was


illogical: the mother in this family—who also was not paid directly—was considered to be working; the employer indicated that women were very adept at brick making.

This story illustrates the need to improve laws beyond the provisions of labor laws already adopted by the Cambodian government. There is a need to revise and/or establish tax laws. There is no income tax in Cambodia. Employers are not taxed based on the number of employees. The brick factory owner, for example, did not pay taxes based on the number of employees he hired or the amount of money he made in any given year, but by the number of ovens he owned.

Children living and working in the brickyard (reported as being withdrawn from hazardous child labor)

Photo by Elżbieta M. Goździajk

5.2.1 National Plan of Action on the Elimination of the Worst Forms of Child Labor

The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY) developed the National Plan of Action on the Elimination of the Worst Forms of Child Labor (NPA-WFCL) for 2004-2010. The NPA-WFCL has been presented to the evaluation team as the key national framework to design a program for eliminating child labor that also helps Cambodia achieve targets specified in the Cambodian Millennium Goals, the National Poverty reduction Strategy, and the Education For All plan.
The National Plan of Action on the Elimination of the Worst Forms of Child Labor established a structure for addressing unacceptable child labor in Cambodia, which includes the following elements:

- **National level:**
  - Policy development and advocacy with the donor community for support takes place at the national level. In practice, it seems that it is really the other way around: donors and their implementing partners put a lot of pressure on the Royal Government of Cambodia to develop policies commensurate with the conventions and international labor laws the country ratified.
  - The National Plan of Action established the National Subcommittee on Child Labor and the Labor Advisory Committee (chaired by the Minister of MLVT) in April 2004 to oversee the monitoring of child labor and ensure that labor laws and relevant prakas regarding child labor are enforced. The Subcommittee met in Siem Reap in June 2010 while the evaluation team was conducting their research in the same province. Sadly, we were not invited to observe the proceedings, but heard from a variety of sources that the meeting involved a lot of speech-making and little action.

- **Provincial level:**
  - All provinces that we visited had their own Provincial Committee on Child Labor (PCCL). In many places there were also Municipal Committees on Child Labor (PCCL). We had an opportunity to meet representatives of PCCLs in each of the five provinces we visited and in a few instances participate in their meetings. Although we are discussing PCCLs in the section on achievements and promising practices, we are doing so reluctantly. The research team saw a value in having a tight and well-developed structure tasked with paying attention to issues of child labor at all levels of governance. However, interviews with committee members did not provide any evidence of the effectiveness of PCCLs. Members of various PCCLs were hard pressed to discuss tangible effects of their work. Some of the meetings we attended were run without an agenda and ended with an invitation to another meeting without specifying what will be discussed at the planned gathering.
  - In one of the provinces we visited, the PCCL meets every two month. We asked if they could tell us what was discussed at the previous meeting; what was accomplished since the last time they gathered; what they were going to discuss at the meeting we were invited to attend; and what they plan to discuss next time. We were told that they meet regularly! We were also told how difficult it was to meet without receiving incentives from Winrock International to offset the costs of attending these meetings. All members of the committee were local, we were therefore astounded to find out that there were costs associated with walking across the hallway or driving across town to gather in a conference room.
provided by the local ministry of labor. The only expense seemed to be bottled water provided to meeting participants.

- **Community level:**

  - The commune council is the key government actor established through the SEILA\(^9\) program, which focuses on building up local governance. One of its priorities is supposed to be child labor. The commune chief is an elected official. He — most commune chiefs are male — appoints a village chief, who is supposed to work with community members in monitoring and sensitizing local populations to child labor issues.

  - Child Labor Monitoring Committees (CLMC) are established at the commune level. In every province, we met with at least one or two CLMCs. The members of CLMCs vary, depending on the numbers of targeted children to be monitored or based on the size of the project to be covered. Both ILO-IPEC and WI collaborate with CLMCs. In fact, ILO/IPEC takes credit for establishing these committees. While the size of CLMCs varies, the membership is pretty standard and includes mainly local government officials (commune and village chiefs), teachers, and occasionally representatives of nongovernmental organizations. We repeatedly asked whether parents and child beneficiaries or village residents are ever invited to be members of CLMCs and were told that these committees do not include such people. We were surprised that there was no emphasis on grassroots community involvement. This was particularly interesting because one of the goals of CLMCs is to bring about social change, to raise awareness about child labor issues, and to extol the virtues of sending children to school rather than to work. It seemed important to include beneficiaries and their parents to achieve these goals.

\(^9\) SEILA means Foundation Stone and is the Royal Cambodian Government's program for local government and community development with financial support from multilateral donor agencies.
CLMC members in Prey Khnies commune office, Svay Reang Province
Photo by E¿bieta M. Go¿dzia¿.

In most provinces we were told that indeed CLMCs were the creation of ILO/IPEC or WI, however, one representative of a Provincial Ministry of Labor told us that CLMCs are part of a labor monitoring structure established shortly after the Ministry of Labor was created in Cambodia. As such they play an inherently governmental role and cannot include lay people – parents, children, community members. Perhaps he was making a distinction between workplace monitoring teams, which are making sure that employers do not hire underage workers, and child labor monitors who also monitor school attendance by project beneficiaries.

- The Hazardous Work Project implemented by ILO/IPEC in 2001-2004, included two types of monitoring teams:
  
  - *Workplace monitoring teams*, which concentrated on the formal sector. They included labor inspectors from the Municipal or Provincial Department of Labor and Vocational Training. Labor inspectors are the authorized government authority to stop operations in formal workplaces if the conditions are not in line with Cambodian labor laws and regulations. They have an obligation to remove any worker who is younger than the legal minimum age.
  
  - *Community monitoring teams*, which concentrated on the informal sector, including homes and private workshops. They included NGO staff, community leaders or volunteers (parents, adult workers, working children, activists and school
teachers). The Hazardous Work Project ended in 2004 and we were not able to verify the membership of the community monitoring teams.

There seemed to be a lot of confusion about the roles and responsibilities of CLMCs. For example, in Prey Khnes commune, Svay Reang Province, the local CLMC is quite large and consists of 30 people, mainly government officials. It was unclear if any other people sit on this committee. Incidentally, most CLMCs were quite puzzled by our questions regarding types of people they would like to include. This particular committee was formed in September 2009. At the time of our site visit, the committee monitored 251 children, of whom 162 were girls. Thirty people monitored 251 students! Eight students per one committee member! When we asked what they talk with the students about, what kind of support they provide, we were told they the monitors do not talk to children but monitor whether they go to school. They mainly rely on teachers’ reports and attendance sheets.

When asked how long their mandate was, they said they had no mandate and they will dissolve when the project is over! Only when we probed further about sustainability, they backtracked and said: “Oh, well there are teachers on the committee and they can continue reporting to their schools if they want to, and there are representatives of the district labor department so they also can continue their job!” This was not the first example of a complete lack of thought and discussion about the need to strategize how to sustain the CLMC structures that are being put in place by ILO/IPEC and WI. Whenever we asked whether the structures and networks that are being put in place by OCFT grantees are appropriate and needed, we were assured that of course they were essential to eradicate child labor. However, when we asked about local communities’ ability or desire to sustain them, the response was not very enthusiastic.

In conclusion, the evaluation team sees the value of ministerial, provincial, and community structures in addressing child labor issues. Governmental officials can be powerful allies in passing appropriate laws protecting children from hazardous forms of labor and from child abuse and exploitation. However, there is a need to enhance the capabilities of these committees, monitor their activities, and plan for sustainability. Additionally, these structures need to allow for an increased involvement of grass-roots community members. There is a need for community members to both provide advice and serve as a watchdog holding governmental officials accountable. OCFT ought to collaborate with other donors, US-based and foreign, to support civic participation in Cambodia, particularly in the provinces.
5.2.2 National Plan of Action Against Trafficking for Sexual Exploitation of Children (NPA TSEC)

According to the latest Trafficking in Persons Report (G/TIP 2010), Cambodia is a source, transit, and destination country for men, women, and children who are subjected to trafficking in persons, specifically forced labor and forced prostitution. Cambodian men, women, and children migrate to Thailand, Malaysia, and other countries for work and many are subsequently forced into commercial sexual exploitation or forced to labor in the Thai fishing and seafood processing industry, on agricultural plantations, in factories, in domestic work, or for begging and street selling. Debt bondage is sometimes a factor that contributes to the vulnerability of Cambodians to trafficking. Some Cambodian men report being deceived by Thai fishing boat owners about the expected length of service and the amount and circumstances of their payment; some remain at sea for up to several years, and report witnessing severe abuses by Thai captains, including deaths at sea. The number of workers who went to Malaysia for employment through Cambodian recruiting companies tripled in 2009, and many of these were believed to be under the age of 18. Recruiting agencies often charge $500-$700 in fees, which includes fees for several months of required pre-departure training provided by the recruiting agencies. Recruits are sometimes detained in training centers during the pre-departure training period, and the fees make workers more vulnerable to debt bondage. Some workers are reportedly subjected to confinement and conditions of involuntary servitude in Saudi Arabia, and other destination countries, and some returning Malaysia workers reported being paid only at the end of their contract, at which time they were also informed that a substantial part of their pay was deducted. Cambodian children are also trafficked to Thailand and Vietnam to beg, sell candy and flowers, and shine shoes. Parents sometimes sell their children into conditions of forced labor, including involuntary domestic servitude.

Within the country, Cambodian and ethnic Vietnamese women and children are trafficked from rural areas to Phnom Penh, Siem Reap, and Sihanoukville for commercial sexual exploitation. The Svay Pak brothel area of Phnom Penh remains a hub for child prostitution, despite attempts by authorities to close it down. Children are also subjected to forced labor, including being forced to beg, scavenge refuse, work in quarries, and work in the production and processing of bricks, rubber, salt, and shrimp. Cambodia is a destination for Vietnamese women and girls trafficked for forced prostitution. The sale of virgin girls continues to be a serious problem in Cambodia, with foreign (mostly Asian) and Cambodian men paying up to $4,000 to have sex with virgins. A significant number of Asian and other foreign men travel to Cambodia to engage in child sex tourism. Some Cambodians who migrate to Taiwan and South Korea through brokered international marriages may subsequently be subjected to forced prostitution or forced labor.
The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking and as such remains in the Tier 2 in the TIP report. However, the country is making some efforts to deal with issues of trafficking, including trafficking of children. Below are some highlights of accomplishments related to combating child trafficking in Cambodia:

- The first National Plan Against Trafficking and Sexual Exploitation of Children 2000 – 2004
- The National Plan of Action Against Trafficking in Persons and Sexual Exploitation 2006 – 2010
- Ministry of Tourism has developed and implemented a “Child Safe Tourism” campaign. The elements of this campaign were very visible in Phnom Penh and included awareness raising posters on tuk-tuks as well as informational materials in local hotels. The Amanjaya Hotel, for example, had informational brochures in the restaurants and in hotel rooms advising patrons that guests under the age of 18 are not allowed on the premises unless accompanied by their own parents or guardians.
- Tourism police have been trained on investigative and computer evidence gathering techniques to identify child pornographers and chat room pedophiles.
- Specialized Anti-Human Trafficking and Juvenile Protection Police Unit have been in place since 2002.
- Public awareness raising campaign with motto “Abuse a child in this country, go to jail in yours” was also very visible all over Phnom Penh.
- A new draft law on human trafficking and sexual exploitation has been approved by the Royal Government of Cambodia and is currently awaiting approval by the National Assembly
- NGOs, INGOs and UN bodies have worked alongside the Royal Government of Cambodia in the implementation of many activities to prevent child trafficking sexual and exploitation for tourism:
  - ECPAT’s Child Wise Tourism Project
  - World Vision’s Child Safe Tourism Project
  - COSECAM coalition (which has 23 member NGOs)
  - Mith Samlanh/Friends International’s Project Protecting the Rights of the Child in Tourism

Despite these promising developments, largely undertaken by other organizations, ILO/IPEC and WI have mentioned issues of child trafficking only in passing. The evaluation team was particularly
interested in the nexus of child labor and child trafficking; including any evidence that child labor puts children at risk for trafficking across borders or within Cambodia. Whenever we broached this topic or queried our respondents about strategies to combat child trafficking and discuss risk we were repeatedly told “We need to educate them about the dangers.”

5.3 Education for All: Combating Child Labor Through Education

OCFT’s goal to withdraw and protect children from exploitive child labor is to be accomplished through the provision of education, training and other appropriate direct services. To that end, OCFT funded a number of educational initiative projects (EIs) in Cambodia. The evaluation team had the opportunity to examine one of the most recent of such initiatives, namely Children’s Empowerment through Education Services (CHES), a project implemented by Winrock International on the basis of a 4-year Cooperative Agreement worth U.S. $3,999,938. As indicated above, over 8,000 children are targeted by this project: 3,750 children are to be withdrawn from hazardous work in subsistence and commercial agriculture, including fresh water fishing and 4,500 children are to be prevented from engaging in hazardous work. According to the project staff, as of August 31, 2009, 2,666 children have been withdrawn or prevented from exploitive child labor as a result of this project. We have also investigated educational components of ILO/IPEC led projects in Cambodia. Most of these initiatives look terrific on paper, but in reality experience many challenges. Lack of outcome and follow-up data contributes to the difficulty of assessing the effectiveness of this strategy.

**Education is not Compulsory in Cambodia**

Cambodian children are encouraged to attend school until the age of 15, but there is no mandatory schooling in the country. According to some estimates, one in two young people in Cambodia fail to graduate from basic education (UCW 2006). We received various explanations why the government does not want or cannot make education compulsory. Representatives of the Ministry of Education indicated that lack of infrastructure and capacity are the main challenges in scaling up education and making schooling mandatory. At the same time, respondents stressed that currently 95.8 percent of children 6-11 years of age are in school. Household surveys (CSES 1999, 2004) show increases in net enrollment rates in basic education in Cambodia: primary school enrollment rose from 57.4 percent in 1999 to 76 percent in 2004, while lower secondary school rates increased from 8.9 percent to 16.4 percent in the same time period. However, the World Bank (2005) observed that most of the gain in
primary school enrollment rates has been due to a net increase in the proportion of children entering school, most of whom are over the normal primary school age, rather than as a result of longer retention rates (Kim, 2009: 33).

Lack of compulsory education in Cambodia makes the efforts of OCFT’s grantees to promote educational pursuits quite challenging. And despite many assurances that it is not difficult to convince parents to send their children to school—all that is needed is outreach!—we were not convinced. Parents and grandparents we interviewed, said, on one hand, that they valued education and wanted their children to be literate, but on the other hand, had many excuses for wanting to keep children at home (to help during planting and harvest seasons) or send them to work “for the others” (in order to contribute to the family’s income). Even those parents who enrolled their children in school would keep them home for any number of reasons. Only parents who received cash stipends from OCFT-funded projects to enroll their children in school talked about needing to make sure that children stay in school for the duration of the project. They were not prepared to make any commitments in situations beyond the life of the project.

A group of very feisty female trade union activists expressed their opinion about parents’ resistance to sending their children to school as stemming from two factors: 1) parents do not see the benefit of education as there are no jobs outside agriculture in most villages; and 2) parents are very frustrated with teachers who demand additional payments from school children to pass them to the next grade. The women got very agitated speaking about teachers not promoting even the brightest kids “when they do not want to buy from them study guides or exams.”

The evaluation team agrees with the above sentiments. Without an increased focus on vocational training in a variety of skills, including agricultural skills, combined with aggressive job development in rural areas, the OCFT beneficiaries will not be able to attain long-term self-sufficiency.

**Lack of School Infrastructure and Shortage of Teachers**

Lack of school infrastructure, particularly in urban areas, and lack of qualified teachers, particularly in rural and remote areas, has resulted in a double shift school system. Most primary and lower secondary schools are run on more than one shift. The Ministry of Education, Youth and Sports (MOEYS) lamented that in the double shift system there were, in reality, fewer teaching hours than the standard 1,140 lessons per class per year.
With one exception, most parents we talked to did not seem to be overly troubled by lack of schools. They seemed to think that this situation was beyond their control and were quite puzzled why we were interested whether parents ever get organized to change this situation and put pressure on the Ministry of Education or their provincial representatives. However, in Preh Khnes commune there was a glimmer of hope and creativity. In this particular commune three villages are very far away from the schools. This geography affects especially small children under the age of five who do not have a kindergarten in their village. In order to remedy this situation, the Child Labor Monitoring Committee (CLMC) established a home-based kindergarten. As we heard this information, we were silently shouting “Hallelujah! Home-based daycare!” Sadly, the CLMC members claimed that the parents did not like this idea at all. They did not trust the mothers who were taking on the childcare. Dissatisfied with the home-based kindergarten the villagers chipped in and bought a small plot of land. However, they do not have enough money to build the actual school building. After probing further, we found out that they did not go any further and did not approach the provincial department of education to finance the building of the kindergarten.

The commune chief talked about a commune development fund and proudly told us that three years ago we would not have been able to visit them because there was no road. We asked whether the fund could be used to help the parents build the kindergarten. He turned the table on us and just like many commune chiefs before asked us if we could bring in some funds (despite our repeated efforts...
to indicate that we were independent evaluators and not government or donor representatives, this distinction was lost on most of our interlocutors).

![Formal education classroom](image)

Photo by Elżbieta M. Gaźdzjak

Shortage of teachers was mostly attributed to the atrocities committed by Pol Pot whose regime killed the country’s intellectuals, including teachers, and in an effort to create an egalitarian society closed down formal education. However, it has been 30 years since the Communist Khmer Rouge and the situation does not seem to be any better. Interestingly, many of the teachers we met in the course of this project are now working for INGOs. Half of the staff of WI includes former teachers, which suggests a certain level of “brain drain.” In fact, most educated Khmer work either for the government or, preferably, for INGOs.

**Attempts to Scale Up Educational Efforts Result in Quantity But Not Quality of Educational Programs**

We have heard numerous reports—from government representatives at all levels, the ILO/IPEC and WI staff as well as from school principals and teachers—about attempts to “scale up” the educational system in Cambodia. In a rare meeting with a group of Khmer civil society representatives, we heard a great deal of skepticism related to “scaling up” educational programs. Meeting participants suggested that the emphasis on “scaling up” means that there is “quantity but not quality.” This observation resonated with the research team as we had spent the previous day
observing several classrooms and sitting in on several lessons both in formal and informal education programs.

The following story illustrates the need to scale up teachers’ training. One morning we visited a small class of nine students—eight girls and one boy—enrolled in an NFE (Non-Formal Education) class. The students were between 10 and 16 years of age.

The schedule called for a lesson on child labor and domestic violence; the visit took place during the week-long celebration of the World Day Against Child Labor. The young teacher began the lesson by copying on the blackboard a passage from a workbook published by UNICEF emphasizing the adverse effects of child labor and domestic violence on children. After copying the paragraph, the teacher took a ruler out of his briefcase and pointing to each word on the blackboard proceeded to read the copied passage. He read it twice before he called on the class to repeat the paragraph after him—twice or three times. Then he asked the students to open their workbooks to the appropriate page and read the same paragraph in unison a couple of times. Afterwards he called on his prized pupils to read the same paragraph individually. By the end of the reading, we felt like we too memorized the passage, even those of us who do not speak a word of Khmer.
When it came to comprehension, we hoped to hear perhaps a mini lecture on power and control and a class discussion on power dynamics in households experiencing domestic violence. Sadly, no discussion ensued. All that the teacher required from the children during the comprehension module was to recite the memorized paragraph.

We asked permission to engage the kids in a discussion of domestic violence episodes they might have witnessed at home and in the village as well as elicit their opinions on how to protect children from domestic violence. We asked if they have ever seen a child beating his or her parent or a younger woman beating an older man. Slowly but surely we got them discussing power dynamics in families. We asked how they were going to discipline their children when they grow up. The girls said they would for sure beat their own children if they misbehaved. We reminded them that they just told us that they did not like being beaten. We expressed surprise that they were planning on doing the same to their children. One of the girls thought about it and said: “OK, I will, just curse them!” This led to a discussion on non-physical aspects of domestic violence…

Later we talked with the teacher separately and asked him whether he has ever had similar discussions with the children. He did not. He was very young and very inexperienced; he lacked both knowledge of the substance he was supposed to teach as well as pedagogical skills that would allow him to facilitate active participation of the teens in the class.
This was not an isolated example of poor quality of pedagogy in Cambodian schools. Various stakeholders frequently talked about the need for capacity building in the Khmer educational system. Interestingly, the less experienced teachers are assigned to NFE classes, while better-educated teachers teach in formal education schools. NFE students often include “hard to serve” pupils who had dropped out of school and are entering educational programs at an older age. These are teenagers who do not have much experience or patience in sitting for a few hours and learning by rote. It seems that they require more experienced pedagogues who can teach competency-based literacy classes as well as vocational skills.

**Too Much Emphasis on Literacy and Not Enough On Vocational Training**

Although OCFT grantees work with children and youth of various ages, the emphasis is on basic education (mainly literacy), not on vocational training that would lead to development of marketable skills. Existing vocational training programs are limited to very few skills: sewing, hair-dressing and beautician for girls, and motor bike and TV repair, and cell phone tune downloading for boys. There is a need for more vocational training as well as a solid assessment of the demand for particular vocational skills in different provinces and communes. One wonders how many semstresses, hair-dressers or motor bike mechanics one small village can support. For example, in one village--probably no larger than a couple hundred people--they requested eight spots in the sewing and four spots in the bike repair training. By our estimates, at least half of these kids will have to migrate to another commune or even further afield if they want to support themselves with these skills.
In Siem Reap, for example, there are no OCFT-supported vocational training programs preparing youth to work in the hospitality industry. Siem Reap is the gateway to Angkor Wat, a UNESCO World Heritage Site containing magnificent remains of the Khmer civilization and as such is a hub of tourism to Cambodia. Businesses catering to tourists have flourished in Siem Reap thanks to the tourism boom. There is a wide variety of hotels, ranging from several 5-star hotels and chic resorts to hundreds of budget guesthouses. A large selection of restaurants and an array of shops also offer many employment opportunities. OCFT grantees are not exploring these opportunities.

They are also not investigating possible connections with vocational training programs funded by local businesses. We met a representative of the Hotel Association’s Employers Against Child Labor initiative who also happens to be a human resources director at the Shinta Mani Hotel. The hotel offers free of charge 9-month vocational training in hospitality for low-income young adults (18 years of age or older). The program selects trainees mainly through word of mouth, although sometimes they get names of potential trainees from NGOs. They also do outreach to schools in rural areas. They train 28 people per year for entry level positions. Training graduates are obliged to work for the hotel for one year. She can also refer them to work at other hotels who contribute to the cost of the training. After working a year at the hotel workers can change jobs.

While this young woman is involved in the ILO/IPEC initiative and regularly attends meetings with the Provincial Ministry of Labor and others involved in combating child labor issues, no one has
ever made the connection between the vocational training the hotel is supporting and the needs of the OCFT educational initiatives. There is a perfect opportunity to collaborate!

With the majority of project beneficiaries coming from rural areas, there is a surprising lack of emphasis on vocational skills related to farming. Basic education also seems to have little relationship to agriculture. We have not seen competency-based literacy programs involving farming, gardening or fishing. Most lesson plans we reviewed and classes we observed involved traditional Khmer literature and history of the Kingdom of Cambodia. Math was also taught without much relationship to accounting, profit assessment, correspondence with extension or other agricultural services. Winrock International is a leader in empowering the disadvantaged by increasing economic opportunities through innovative approaches in agriculture, natural resources management, and clean energy, and yet OCFT is not encouraging them to build on these strengths in devising educational opportunities for Cambodian children and youth. There is an urgent need to provide vocational training to children of farmers to ensure that they can go beyond subsistence farming and actually turn a profit living off the land. OCFT should explore possibilities of niche agriculture and other specialty food production and processing opportunities and support appropriate vocational training programs where such opportunities exist. Perhaps OCFT should reach out to other departments in the Federal Government to discuss collaboration.

5.4 Sustainability

The most important question while evaluating any initiative concerns its ability to continue when external funding ends. All funders, public and private, make a strategic investment in programs and projects expecting that they will be able to sustain their activities, structures, and processes over the long-term. Given the extreme reliance on foreign aid in Cambodia, issues of sustainability are very important. At the same time, few people are prepared to engage in a serious discussion of prospects for sustainability of OCFT-supported child labor initiatives.

**There is no evidence of serious discussion about strategies to achieve sustainability of current activities, structures and processes**

Despite our insistence on engaging various stakeholders in serious discussions related to sustainability of the activities and processes they were involve in, many respondents tried very hard to skirt these questions or appear very confident that all the good work on eliminating child labor
will continue somehow. In Siem Reap, for example, we spent quite some time discussing the stakeholders’ ability to continue working on issues of child labor in the brick industry. We were told not to worry because OCFT’s initiatives are not disappearing just yet; ILO-IPEC is beginning Phase II of their program. The representatives of the Khmer Federation of Siem Reap, an ILO/IPEC implementing partner, did not seem to understand that in Phase II ILO/IPEC will discontinue working with children in the brick industry and instead focus on urban children selling souvenirs in Angkor Watt, and children working in domestic service. This exchange was illustrative of a general trend, where respondents were not able to assess the ramifications of funding priorities shifting from one type of child labor to another for sustainability of different activities.

Some respondents naively thought that the good works initiated by OCFT initiatives will continue indefinitely on their own. We were told repeatedly that children would remain in school even after the educational initiatives phase out, because “now parents understand that children should be in school.” Project managers and members of different PCCLs denied the fact that after a particular project is completed the children are likely to drop out of school and return to work. This belief contrasts sharply with what we have heard from parents and some of the children.

**Potential for national and provincial structures to be sustained if corruption is eliminated**

As indicated above, an intricate network of national, provincial, and community level structures have been developed as part of the National Plan of Action on the Elimination of the Worst Forms of Child Labor. At the moment, these structures and their activities are supported primarily by OCFT grantees. However, the Royal Government of Cambodia appears to be very proud of their achievements in combating child labor and might be able to be pressured into sustaining the adopted policy frameworks and institutionalizing the structures OCFT grantees assisted them in building. Representatives of various ministries reported that “child labor is no longer seen merely as a moral issue,” but as “an obstacle to economic growth.”

According to many respondents, both within and outside the Cambodian government, lack of “implementing capacity” poses a considerable challenge to sustainability of initiatives aiming at eradicating child labor in Cambodia. The various parkas (ministerial orders) are in place, but they still need to become part of the legislation. More efforts are needed to develop expertise, knowledge and capacity to enforce these laws. Efforts to educate labor monitors and law enforcement about child labor laws and procedures as well as how to apply them in practice are an indispensable element of sustainability.
Promising practices

Despite limited prospects for sustainability of the overall effort supported by OCFT funds, we have identified several promising programs and practices, which have great prospects for self-sustainability.

- **Self-help groups.** In several villages we have visited with members of self-help groups. The name is somewhat of a misnomer, because these groups are really grass-roots savings and loans groups reminiscent of the early Grameen Bank in Bangladesh. Both ILO/IPEC and WI helped the villagers set up these groups and provided technical assistance on how to operate a savings and loan group, keep accounts, calculate loan repayments, etc. These groups include anywhere from 12 to 30 members. Every week each member puts a certain amount of money—usually an equivalent of about U.S. $0.25—into a strong box kept by the group’s treasurer. They are able to borrow from the common till to finance bigger purchases such as fertilizer, agricultural tools or fishing equipment. Members of one of the groups we spoke with ranged in age from 16-70 years. The 70-year old man was saving money to buy his grandson fishing equipment. Group members said they preferred this approach to banking in a ‘real bank’ in a nearby town because it was convenient and they did not have to pay interest. One village had two savings groups and reported that there was a third one but it dissolved because its members did not trust each other. All respondents were very enthusiastic about sustaining this effort and teaching their children about the importance of saving money and trusting your neighbors.

- **Children’s Committee.** Established in 1995 and currently supported by Save the Children-Norway, Sweden, Australia, UNICEF, and World Vision as well as Cambodian businesses, the Children’s Committee is the words of its 17-year old director, “an organization by children for children and about children.” The committee operates in six different provinces and has recently started collaborating with ILO/IPEC. We have first spotted them at one of the World Day Against Child Labor celebrations. They stood out from the sea of very demure and docile children participating in these events. They not only knew how to carry themselves around adults but were also very engaged with younger children. Members of the committee work in local schools with the goal of empowering children to be their own advocates, become more assertive, and able to express their opinions. They told us that they go to schools and introduce themselves as ‘sisters’ and tell the children they are not ‘aunties’ (a title accorded all adult women to demand respect and subservience). They indicated that it is not easy to work against traditional expectations of children never questioning adults. They also serve as great role models; each one is in college!

- **Pagoda based projects.** We have visited two projects based at local pagodas and/or run by Buddhist monks. They seem to hold a promise of long-term sustainability because Buddhist monks are committed to serve poor children and provide them with education. The two projects included **Buddhist for Development and Life and Hope Association.** Buddhists for Development (BFD) is one of very few Khmer grass-roots organizations in Cambodia. With headquarters in Battambong, BFD operates in seven
different provinces, including Siem Reap. BFD was started by a Buddhist monk who approached German donors and USAID to support their efforts to help poor and vulnerable children and people with HIV/AIDS. At the time of our visit they had five projects in Siem Reap, each with a very modest annual budget of $20,000-28,000. They focus on street and HIV positive children. BDF uses both Khmer and foreign volunteers. LHA is located on the premises of a pagoda (Buddhist monastery) and provides vocational training to both boys and girls. They started this particular project in 2006. They offer vocational courses to both male and female teenagers. Seventeen of their recent graduates work at private companies or have started programs in their own communities. Pagodas hold a promise in facilitating Khmer children’s education, including vocational training. Pagoda=school! Monks teach children morality and ethics (proper way to behave), literacy and vocational skills. The monks believe that illiteracy is the root cause of suffering. Contrary to popular, Western, belief both boys and girls can be educated at a pagoda; girls cannot live at the pagoda but can be there during the day to participate in educational activities. Discussion participants were in agreement that pagodas and monks have a very important role to play in facilitating children’s education and in raising awareness about child labor as they are highly respected by the Khmer people. There is a large and strong network of pagodas—every village has one—so there is a natural system that is perhaps underutilized in the fight against child labor.

While leadership development is not a focus of OCFT projects, there are several individuals who have a great potential for being wonderful role models and community leaders. We met one such person in a village where we were visiting a fish pond project run by WI. He chairs the local CLMC. At some point in our interview, the discussion turned to the expectations and possible results of the WI-run project. The CLMC Chair pointed out that bringing about change is a slow and time-consuming proposition. He bemoaned that fact that Cambodian villagers are not very creative and do not like to take initiative. He said “If one family grows cucumbers everyone in the commune grows cucumbers. If someone switches to eggplants, everyone else switches to eggplants. One village, one product, he added” He did indicate that people or villages could specialize in a particular product but only if it fits into a larger plan, say at a commune or district level, of redistribution and marketing of these products.

He also brought up skill diversification and quite eloquently talked about examples of businesses that could be successful even in smaller communes: wedding photography and rental of wedding costumes were his prime examples. Khmer weddings, even in poor villages, are quite elaborate affairs requiring several costume changes—both for the bride and the groom—and people rent these outfits from specialty rental shops, often traveling far and paying a lot of money. He thought that the WI-run project could include a microcredit to help a few people set up a “wedding industry” in the commune, which would include costume rental, hair making, and photography.
He also thought that other creative ideas could stem from ‘study tours’ to other districts or even other countries (he himself travelled to other parts of the country and found those visits fruitful), from bringing in experts and skilled people to talk about a variety of careers. The training programs should also include start up kits. He is a great believer in vocational training but only if it offers a variety of skills. He certainly expressed many of the same concerns we have had in the course of carrying out this research. It was nice to end our fieldwork talking to a very creative and committed commune council member!

CLMC Chair and member of the local commune discussing lack of skill diversification with the research team

Photo by Elżbieta M. Gożdziak
In order to increase efficiency and efficacy of OCFT supported initiatives and enhance sustainable reduction of child labor in Cambodia, it is recommended that OCFT undertakes the following actions and measures:

- **Join forces with other donors to fight corruption.** Condition continued assistance on independent audits of all projects. The AID report assessing corruption in Cambodia presents a useful model established in Central America. USAID, DFID, Swiss Aid, SIDA, CIDA, the World Bank and Inter-American Development Bank jointly funded a specialized, independent Project Inspectorate. Initially established to conduct concurrent audits of post-Hurricane Mitch reconstruction projects, the scope of audits was later revised to focus on compliance with contracting procedures. The executing entity, Price Waterhouse, was chosen through an international bidding process conducted under donor supervision. The firm is accountable for auditing the integrity of procurement processes, using expatriate and local staff. The contract calls for audit reports to be provided to an oversight committee of donors, civil society and government. The committee chooses some reports for close scrutiny; can request clarifications and sometimes demands follow-up to specific audit findings. This approach would go a long way not only towards eliminating various forms of corruption, but will also contribute to capacity building in the area of business ethics and accountability.

- **Collaborate with other donors and coordinate initiatives to facilitate systems approach to child labor.** OCFT and their grantees seem to have very limited contact and non-existing collaboration with other donors. Several donors we interviewed in the course of this evaluation indicated that joining forces would facilitate a “systems approach” as opposed to “issue approach.” Respondents believed that children’s issues, including child labor, cannot be addressed through one sector and were advocating a more holistic approach. Staff members of several agencies, particularly those working on child protection issues, felt very strongly that focusing on child labor and trying to resolve child labor exploitation without approaching (through collaborative efforts) a broader range of vulnerabilities Khmer children face is not the most productive strategy. OCFT should strengthen their collaboration and coordination—at headquarters, in the region, at country level.

- **Promote and strengthen civil society building.** While the Cambodian government has attempted to increase participation of citizens and civil society in the development process through decentralization, these efforts need to be strengthened in the child labor arenas. Civil society involvement, at best, is limited to local government structures, but needs to include civic engagement of citizens (parents, guardians, informal community leaders) around issues of child protection and labor exploitation.
- **Focus on capacity building in education.** There is a need for OCFT to work closely with other funders and stakeholders with expertise in education to build capacity in the Cambodian educational system, including vocational training. OCFT should mandate that their grantees hire expatriate and local staff with expertise in education, including early childhood development, pedagogy, non-traditional learners, and school drop-outs.

- **Strengthen and diversify vocational training for teens.** OCFT educational initiatives focus on basic education to the detriment of emphasizing the importance of vocational education for long-term economic self-sufficiency. There is a need to strengthen vocational training for teens and non-traditional learners (school drop-outs re-entering the educational system) and diversify vocational training options. Particularly important is vocational training in agriculture since the vast majority of Cambodians farm. The next generation needs to expand their farming skills beyond subsistence agriculture.

- **Develop stronger relations with Buddhist pagodas and Buddhist monks.** These indigenous educational systems are underutilized by OCFT grantees. Poor Khmer children, mainly boys but also girls, have always received support and education from local pagodas and monks. A couple of OCFT grantees are collaborating with Buddhist organizations, but these opportunities should be explored further.

- **Focus on job creation.** OCFT puts too much emphasis on education and not enough on job creation. A semi-literate class of children and youth is created without a real possibility of getting them out of poverty. Despite the fact that the funder is the U.S. Department of Labor and the largest grantee the ILO, labor issues and job placement are ignored.

- **Strengthen livelihoods.** Poverty is the root cause of child labor in Cambodia. OCFT should strengthen—through financial support and technical assistance—initiatives aimed at facilitating access to microcredit and income-generation opportunities.

- **Promote creativity.** Most of the OCFT-funded initiatives follow a cookie-cutter model. There are very few creative ideas or attempts to think outside the box. Programs do not seem to be taking into account local contexts. The provinces in which the grantees operate are very distinct—culturally and to certain extent economically—and this diversity should be taken into account while designing interventions.

- **Re-evaluate the issue of time bound projects.** OCFT should convene an expert meeting or another forum to discuss the impact of the time-bound approach on long-term outcomes in child labor reduction.

- **Support the development of a national database on child labor.** Development of a national database is essential to ensure standardization in data collection on selected child labor indicators, improve monitoring and assess long-term impact of funded initiatives as well as ensure wider dissemination and access to information on child labor beyond the life of individual projects.
Support quantitative and qualitative research. OCFT grantees often design and implement projects in an empirical vacuum. OCFT should support a wide range of research efforts, including:

– Independent needs assessments to serve as a basis for project design;

– Progress evaluations combined with technical assistance efforts to ensure that challenges and implementation obstacles are resolved early;

– Outcome evaluations to assess short- and long-term impact of funded projects;

– Independent tracer studies to document and assess long-term prospects of project beneficiaries;

– Ethnographic studies to better understand the cultural and social bases of child labor.
## Appendix A

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

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### TENTATIVE PROGRAMME FOR  
**Ms. Elzbieta, Evaluator of the USDOL OCFT Technical Cooperation Programme in Kampot**  
**Date: 07-08 June 2010**

The USDOL Evaluator will depart from Phnom Penh on Sunday, 06 June 2010 at 2:00pm and will arrive at 05:00pm in Kampot/Kep. The following day on 07 June 2010, the Field Visit will be conducted as per the following programme:

<table>
<thead>
<tr>
<th>NO</th>
<th>Date</th>
<th>Activities</th>
<th>What/Products</th>
<th>Venue</th>
<th>Contacted Point</th>
<th>Remarks</th>
</tr>
</thead>
</table>
| 1  | 09:00-10:50| Meeting with Provincial Committee on Child Labor (PCCL) in Kampot           | To understand the function, role and responsibilities of the PCCL in combating child labor in Kampot   | Governor’s Hall              | HE. Mr. Duong Savann Director - PDLVT  
Tel: 012 927 829  
Mr. Theng Chhorvirith  
ILO IPEC - PO  
Tel: 012 767 266  
Mr. Orm Sovanavuth  
ILO IPEC Field Coordinator  
Tel: 012 985 424 | To understand the Action Programme Framework: Strategies, Immediate Objectives, Outputs and activities and its structure for Declarign Kampot Province Free of Child Labor (Worst Forms) in the Salt Sector. |
<p>| 2  | 10:50-11:00| Travel to the Office of the Salt Producer’s Association                    |                                                                                                       |                              |                                                                                 |                             |</p>
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<tr>
<th>NO</th>
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<tr>
<td>3</td>
<td>11:00 – 12:00</td>
<td>Meeting with the Salt Producers’ Association.</td>
<td>To understand the commitment and the roles of the Employer (Salt Sector) in contributing to the complete elimination of CL in Salt Sector in Kampot</td>
<td>Salt Producer’s Association Office in Kampot</td>
<td>HE. Mr. Duong Savann Director - PDLVT Tel: 012 927 829 Mr. Theng Chhorvirith ILO IPEC - PO Tel: 012 767 266 Mr. Orm Sovanavuth ILO IPEC Field Coordinator Tel: 012 985 424</td>
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<td>4</td>
<td>12:00 – 13:30</td>
<td>Lunch Break</td>
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<tr>
<td>5</td>
<td>13:30 – 13:50</td>
<td>Travel to Community Learning and Child Labor Rehabilitation Center (CL&amp;CLRC) in Chumkril Village</td>
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<tr>
<td>6</td>
<td>13:50 – 15:00</td>
<td>Meeting former child laborers who have been integrated into formal school after learning in CLC (Non Formal Education), school principal, teachers and non formal educators.</td>
<td>Participation of the school and local authorities in combating CL through non-formal education and formal education</td>
<td>Chumkril Primary School</td>
<td>Mr. Kao Rith Tel: 012 724 248</td>
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<tr>
<td>7</td>
<td>15:00 – 15:20</td>
<td>Travel Somrong Village</td>
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<td>8</td>
<td>15:20 – 16:20</td>
<td>Meeting with a Self Help Group (SHG)</td>
<td>Understanding how the Project has supported income generation activities for the families of the poorest of the poor of the targeted children and the role of SHGs in encouraging their children to remain in schools.</td>
<td>Somrong Village</td>
<td>Ms. Meng Chhorvy Tel: 012 968 470 Ms. Heng Seltik ILO - PNC Tel: 012 455578</td>
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<tr>
<td>NO</td>
<td>Date</td>
<td>Activities</td>
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<tr>
<td>9</td>
<td>16:20 – 17:00</td>
<td>Meeting with Workplace Monitors and Community Child Labor Monitors</td>
<td>To understand the process of child labor monitoring and the role and responsibility of Work Place Monitors and Community Monitors</td>
<td>Somrong Villages</td>
<td>HE. Mr. Duong Savann Director - PDLVT Tel: 012 927 829 Mr. Theng Chhorvirith ILO IPEC - PO Tel: 012 767 266 Mr. Orm Sovanavuth ILO IPEC Field Coordinator Tel: 012 985 424</td>
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<tr>
<td>10</td>
<td>17:00 – 17:30</td>
<td>Travel to Kep</td>
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</table>
TENTATIVE PROGRAMME FOR
Ms. Elzbieta, Evaluator of the USDOL OCFT Technical Cooperation Programme in Kep
Date: 08 June 2010

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<tr>
<th>NO</th>
<th>Date</th>
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<th>Remarks</th>
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</table>
| 1  | 08:30-12:00 | • Official Launch of the Action Programme: **Developing a Model for Creating Child Labor Free Provinces** – Declaring Kep Child Labor (WF) Free Province  
• Observance of the WDACL in Kep with the theme **Go for the Goal – End Child Labor in Kep**  
• Distribution of the materials to former child laborers who have been integrated in to schools. | Official Launching of the Action Programme to make Kep a Child Labor Free (WF) province  
To understand how the observance of the WDACL helps to sensitize stakeholders against child labor and mobilize action to end it. | Kep City | Mr. Dith Layheak  
Director – PDLVT  
Tel: 0124 70 927  
Mr. Theng Chhorvirith  
ILO IPEC - PO  
Tel: 012 767 266  
Mr. Orm Sovanavuth  
ILO IPEC Field Coordinator  
Tel: 012 985 424 | HE. Mr. Vong Sauth,  
Minister MLVT  
HE. Ms. Prak Chantha,  
SOS and Chairperson of NSC-CL  
H.E Mr. Cham Prasidh,  
Minister of Commerce and the Leader of Working Group in Kep will be invited to join event  
DETAILED PROGRAMME WILL BE OBTAINED FROM PDLVT – KEP LATER. |
<p>| 2  | 12:00 – 13:30 | Lunch Break | | | | |</p>
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<th>NO</th>
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<tr>
<td>3</td>
<td>13:30 – 15:00</td>
<td>Meeting with Action Programme Implementing Committee (APIC) and IA – EAs in Kep</td>
<td>To understand roles and responsibilities and the Action Programme Implementation Committee and to get an overview of the Action Programme Framework in Kep: Strategies, Immediate Objectives, Output and Activities and structures of the Action Programme <em>Developing a Model for Creating Child Labor Free Provinces – Declaring Kep Child Labor (WF) Free Province</em></td>
<td>PDLVT’s Office</td>
<td>Mr. Dith Layheak Director – PDLVT Tel: 012 470 927</td>
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<td></td>
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<td></td>
<td>Mr. Theng Chhorvirith ILO IPEC - PO Tel: 012 767 266</td>
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<td>Mr. Orm Sovanavuth ILO IPEC Field Coordinator Tel: 012 985 424</td>
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<tr>
<td>4</td>
<td>15:00 – 15:30</td>
<td>Meeting with Cambodia Union Federation and their members in combating child labor in Kep</td>
<td>To understand the commitment and the roles of the Trade Union and their members in contributing to the elimination of CL in Kep</td>
<td>PDLVT’s Office</td>
<td>Mr. Dith Layheak Director – PDLVT Tel: 012470 927</td>
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<td>Mr. Soy Samun CUF – Kep Tel:</td>
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<tr>
<td>5</td>
<td>15:30-15:40</td>
<td>Travel to Kampong Trolach village</td>
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<td>6</td>
<td>15:40-16:50</td>
<td>Meeting with the target families of the Self Help Group (SHGs) Members</td>
<td>To understand how income generation activities improved the livelihoods and incomes of the poor and enabled them to ensure the sustained removal of their children from the WFCL and retaining their children in schools.</td>
<td>Kampong Trolach village</td>
<td>Mr. Dith Layheak Director – PDLVT Tel: 012470 927</td>
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<td>Ms. Heng Seltik ILO - PNC Tel: 012 455 578</td>
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<td>Mr. Med Mony Director – CWCO Tel: 092 642 626</td>
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<tr>
<td>7</td>
<td>16:50-17:00</td>
<td>Travel to Kampong Trolach village</td>
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<td>8</td>
<td>17:00-17:30</td>
<td>Meeting former child laborers or at risk children who have started their businesses after the completion of skills training under the Project</td>
<td>To understand how former child laborers have started up and sustained their small business after the completed the training, provided by the project.</td>
<td>Kep, Kampong Trolach villages</td>
<td>Mr. Dith Layheak Director – PDLVT Tel: 012470 927</td>
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<td>Mr. Theng Chhorvirith ILO IPEC - PO Tel: 012 767 266</td>
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<td>Mr. Orm Sovanavuth ILO IPEC Field Coordinator Tel: 012 985 424</td>
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</tbody>
</table>

**Travel to Hotel in Kep town**

**Travel Back to Phnom Penh on 09 June 2010.**
# ILO and WI Joint

## Schedule for the Visit of

**Ms. Elzbieta, Evaluator of the USDOL OCFT Technical Cooperation Programme in Cambodia.**

### 28 May to 12 June 2010

**Draft Version No. 1**

*As on 03 May 2010 (11.00 hrs Cambodia Time)*

<table>
<thead>
<tr>
<th>No</th>
<th>Activities</th>
<th>Purpose</th>
<th>Date and Time</th>
<th>Venue</th>
<th>Contact Point</th>
<th>TBP Focal Point</th>
<th>Remarks</th>
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<tbody>
<tr>
<td><strong>Arrival of Ms. Elzbieta in Phnom Penh on Thursday, 27 May 2010 at .......... hrs.</strong></td>
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<tr>
<td>1.</td>
<td>Briefing by ILO IPEC Team in Phnom Penh.</td>
<td>To understand the ILO IPEC work on child labour in Cambodia.</td>
<td><strong>Friday 28 May 2010 08:00 – 10:00</strong></td>
<td>ILO Joint Office, Phnom Penh Center, Building B, 2nd Floor, Corner of Sihanouk and Sothearos Blvds, Tonle Bassac, Chamcar Mon, Phnom Penh</td>
<td>Mr. MP Joseph, Chief Technical Advisor</td>
<td>Ms. Heng Sothavy 012 98 38 42</td>
<td>IPEC will coordinate this Activity.</td>
</tr>
<tr>
<td>2.</td>
<td>Briefing by Winrock International, Cambodia.</td>
<td>To understand the WI work on child labour in Cambodia.</td>
<td><strong>Friday 28 May 2010 10:30 – 12:00</strong></td>
<td>Winrock Office in Phnom Penh, #48, St. 242, Sangkat Chak Tomuk, Khan Daun Penh, PO.Box: 1201 Phnom Penh, Cambodia</td>
<td>Mr. Kosal Chea Project Director</td>
<td>Mr. Seang Meng 012 43 33 61</td>
<td>WI will coordinate this Activity.</td>
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<tr>
<td><strong>Lunch Break</strong></td>
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<td>3.</td>
<td>Meeting with Minister, Ministry of Labour and Vocational Training (MLVT), Secretary of State of the MLVT and Chairperson of the National Sub-Committee on Child Labour, and Director, Department of Child Labour (DOCL)</td>
<td>To understand Government’s commitment and response to child labour including its commitment to end the WFCL by 2016.</td>
<td><strong>Friday 28 May 2010 14:00 – 15:30</strong></td>
<td>MLVT Office #3, Russian Federation Blvd, Toul Kok, Phnom Penh, Cambodia</td>
<td>Mr. Veng Heang Director, DOCL 012 343 222</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>IPEC will coordinate this Activity.</td>
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<td>No</td>
<td>Activities</td>
<td>Purpose</td>
<td>Date and Time</td>
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<td>4</td>
<td>Meeting with US Embassy and USAID</td>
<td>To understand the views of the US Embassy and USAID over the work done on Child Labour and challenges faced by the IPEC and WI in Cambodia.</td>
<td><strong>Friday 28 May 2010 16:00 – 17:30</strong></td>
<td>US Embassy Office No.1, St. 96, What Phnom, Phnom Penh, Cambodia Tel: 855-23 728 000</td>
<td>Ms. Amy Canon Political/ Labor Officer Mr. Brian S. Levey Education Officer</td>
<td>Mr. Seang Meng 012 43 33 61</td>
<td>WI will coordinate this Activity.</td>
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<tr>
<td>5</td>
<td>Meeting with Secretary of State, Ministry of Interior and Deputy Chairperson of the Council for Agriculture and Rural Development (CARD)</td>
<td>To understand the role of National Social Protection Strategy on development of human capital through promoting education and eliminating child labour, specially its worst forms.</td>
<td><strong>Monday 31 May 2010 08:00 – 09:30</strong></td>
<td>Council of Ministers Office #41, Russian Federation Blvd.</td>
<td>H.E. Dr. Sann Vathana 012 95 04 10</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>IPEC will coordinate this Activity.</td>
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<tr>
<td>6</td>
<td>Meeting with President and Vice President of the Cambodian Federation of Employment and Business Association (CAMFEBA) and with President and Vice President of the major Workers’ Organizations in Cambodia.</td>
<td>To understand the role of the Employers and Workers and their efforts in eliminating child labour, specially its worst forms in Cambodia.</td>
<td><strong>Monday 31 May 2010 10:00 – 11:30</strong></td>
<td>ILO Joint Office, Phnom Penh Center, Building B, 2nd Floor, Corner of Sihanouk and Sotheary Blvd, Tonle Bassac, Chamcar Mon, Phnom Penh</td>
<td>Mr. The Sing 016 888 028 CAMFEBA Mr. Serey Vathanak 016 55 13 19 Workers’ Org.</td>
<td>Mr. Theng Chhorvirith 012 444 842 Mr. Un Vuthy 012 88 99 82</td>
<td>IPEC will coordinate this Activity.</td>
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<td>7.</td>
<td>Meeting with UNICEF (Child Protection Programme)</td>
<td>To understand the strategy and joint efforts between the IPEC and UNICEF on the elimination of child labour such as developing the UCW report, the Food Price Rise Study and the Joint workshop on assessing the impact of the Global Economic Crisis on child labour and education and the joint efforts at developing the NSPS and integrating child labour and education issues into it.</td>
<td>Monday 31 May 2010 14:00 – 15:00</td>
<td>UNICEF No. 11, Street 75, P.O.Box 176, Phnom Penh, Cambodia Phone: (855-23) 426 214/5, Mobile: (855-12) 912 331</td>
<td>Ms. Jolanda van Westering 012 729 450</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>IPEC will coordinate this Activity.</td>
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<td>No</td>
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<td>8.</td>
<td>Meeting with World Bank</td>
<td>To understand the strategy and joint efforts between the IPEC and WB on the elimination of child labour such as developing the UCW report, the joint efforts at developing the NSPS and integrating child labour and education issues into it.</td>
<td><strong>Monday 31 May 2010 15:30 – 16:30</strong></td>
<td>WB Office #113, Norodom Blvd.</td>
<td>Mr. Beng Simeth 012 77 22 26</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>IPEC will coordinate this Activity.</td>
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<td>9.</td>
<td>Meeting with ILO Women Entrepreneurship Development and Gender Equality (WEDGE)</td>
<td>To understand the joint strategy and efforts between the IPEC and WEDGE on promoting IGP for poor families of child labour.</td>
<td><strong>Monday 31 May 2010 16:45 – 17:30</strong></td>
<td>ILO Joint Office, Phnom Penh Center, Building B, 2nd Floor, Corner of Sihanouk and Sothearos Blvds, Tonle Bassac, Chamcar Mon, Phnom Penh</td>
<td>Ms. Heng Seltik Tel. 012 455 578</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>IPEC will coordinate this Activity.</td>
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<td>10.</td>
<td>Participating in the joint event of the International Children’s Day and the World Day Against Child Labour on 01 June 2010.</td>
<td>To understand the important role of the WDACL in sensitization on child labour and how the in Cambodia the WDACL is observed jointly with International Children’s Day.</td>
<td>Tuesday 01 June 2010 08:00 – 11:30</td>
<td>Phnom Penh</td>
<td>HE Khiev Borey, Secretary-General, CNCC 012 316 664</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>Mr. Sao Kosal 017 555 887</td>
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<tr>
<td></td>
<td>Lunch Break</td>
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<td>11.</td>
<td>Meeting with Secretary of State, Ministry of Education, Youth and Sports (MoEYS) and National EFA Coordinator, and Deputy Director of the NFE Department.</td>
<td>To understand the MoEYS’s growing concern on ending child labour as a means towards achieving EFA. To also understand the strategies and efforts of the MoEYS in the elimination of child labour towards achieving EFA goal and linkages between child labour and education policies.</td>
<td>Tuesday 01 June 2010 14:00 – 15:00</td>
<td>MoEYS Office #80, Norodom Blvd.</td>
<td>H.E. Dr. Nath Bunroeun 012 51 33 66</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>Mr. Seang Meng 012 43 33 61</td>
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<td>12</td>
<td>Meeting with CSNAACL and the NGO-CRC</td>
<td>To understand the strategy, role and being taken by civil society groups on the elimination of child labour through the Civil Society Network Against Child Labour set up by US DOL Grantees in Cambodia.</td>
<td>Tuesday 01 June 2010 15:30 – 17:30</td>
<td>Winrock Office in Phnom Penh, #48, St. 242, Sangkat Chak Tomuk, Khan Daun Penh, PO.Box: 1201 Phnom Penh, Cambodia</td>
<td>Mr. Un Vuthy 012 88 99 82</td>
<td>Mr. Seang Meng 012 43 33 61</td>
<td>WI will coordinate this Activity.</td>
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<tr>
<td>13</td>
<td>Meeting with the Provincial Department of Labour and Vocational Training (PDLVT) and Provincial Department of Education, Youth and Sports (PDoEYS) in Siem Reap</td>
<td>To understand the strategies and efforts of IPEC and WI and of the PDLVT and PDoEYS to work towards Eliminating Child Labour in Siem Reap.</td>
<td>Wednesday 02 June 2010 14:00 – 15:30</td>
<td>PDLVT Office in Siem Reap. PDoEYS Office in Siem Reap</td>
<td>Mr. Chan Sokhomcheta, Director of PDLVT &amp; Mr. Ouk Sisovann 012 811 399</td>
<td>WI will coordinate this Activity.</td>
<td>WI will coordinate this Activity.</td>
</tr>
<tr>
<td>No</td>
<td>Activities</td>
<td>Purpose</td>
<td>Date and Time</td>
<td>Venue</td>
<td>Contact Point</td>
<td>TBP Focal Point</td>
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<td></td>
<td>Travel from the PDLVT/PDoEYS Office to the Provincial Governor Office: 20 mn.</td>
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<td>14</td>
<td>Meeting with Chairperson and members of the Provincial Committee on Child labour (PCCL)</td>
<td>To understand the strategies and efforts of IPEC and WI and of the PCCL to work towards Eliminating Child Labour in Siem Reap.</td>
<td><strong>Wednesday 02 June 2010 16:00 – 17:30</strong></td>
<td>Provincial Governor Office in Siem Reap.</td>
<td>Mr. Chan Sokhomcheta, Director of PDLVT</td>
<td>Mr. Ouk Sisovann 012 811 399</td>
<td>WI will coordinate this Activity.</td>
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<td>Mr. Seang Meng 012 43 33 61</td>
<td>Mr. Seang Meng 012 43 33 61</td>
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<td></td>
<td>WI Project Partners in Siem Reap</td>
<td>Mr. Seang Meng 012 43 33 61</td>
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<td></td>
<td>WI Project Target Areas in Siem Reap</td>
<td>Mr. Yos Mara, Provincial Coordinator in Siem Reap, WI</td>
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<td>(please, find the detail program in annex I)</td>
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<tr>
<td>15</td>
<td>Field Visit to WI Project’s activities on eliminating child labour in Siem Reap.</td>
<td>To understand the strategies and efforts of WI and its Partners in Siem Reap to work towards eliminating Child Labour in Subsistent Agriculture Sector in Siem Reap.</td>
<td><strong>Thursday 03 June 2010 08:00 – 17:30</strong></td>
<td>WI Project Target Areas in Siem Reap.</td>
<td>WI will coordinate this Activity.</td>
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<td><strong>Detailed Programme will be prepared separately by WI.</strong></td>
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<td>16.</td>
<td>Field Visit to IPEC TBP Sectoral Action Programme’s activities on eliminating urban child labour in Siem Reap: <em>Detailed Programme will be prepared separately by IPEC.</em></td>
<td>To understand the strategies and efforts of IPEC and its Partners in Siem Reap to work towards eliminating Urban Child Labour in Siem Reap and making the Area around the historic Angkor Wat a child Labour Free area. Also understand the impact of the work the Project did in Phase I in respect of child labour in the brick sector.</td>
<td>Friday 04 June 2010 08:00 – 17:30</td>
<td>IPEC TBP Action Programme Target Areas in Siem Reap.</td>
<td>Mr. Chan Sokhomcheta, Director of PDLVT</td>
<td>Mr. Ouk Sisovann 012 811 399 Mr. Hun Savuth 012 900 607</td>
<td>IPEC will coordinate this Activity</td>
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<tr>
<td>No</td>
<td>Activities</td>
<td>Purpose</td>
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| 17 | Participate in the Children's Marathon Against Child Labour in Siem Reap being organized as a part of the WDACL events at the Angkor Wat. | To participate in the Children's Mini Marathon being organized at the Angkor Wat as part of the WDACL activities. | Saturday 05 June 2010 08:00 – 11:00 | At the Angkor Wat.              | Executive Director of the Children Committee  
Mr. Chan Sokhomcheta, Director of PDLVT  
Director of PDoEYS | Mr. Un Vuthy 012 88 99 82  
Mr. Hun Savuth 012 900 607  
Mr. Seang Meng 012 43 33 61  
Mr. Yos Mara, WI Provincial Coordinator in Siem Reap | IPEC will coordinate this Activity.                                     |
<table>
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<th>No</th>
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<tr>
<td></td>
<td>Field Visit to IPEC TBP Sectoral Action Programmes’ activities Towards Child Labour Free Kep Province and Towards Child Labour Free Porter Sector in Kampot Province.</td>
<td>To understand the strategies and efforts of IPEC and its Partners in Kep and Kampot to work towards Declaring Kep Province Free of Child Labour and Towards Child Labour Free Porter Sector in Kampot Province. Also understand the impact of the work the Project did in Phase I in respect of child labour in the salt and fishing sectors in these two provinces.</td>
<td><strong>Monday and Tuesday 07 and 08 June 2010</strong></td>
<td>IPEC TBP Action Programmes Target Areas in Kep and Kampot Provinces.</td>
<td>Mr. Dith Layheak, Director, PDLVT-Kep Mr. Duong Sovann, Director, PDLVT-Kampot</td>
<td>Mr. Theng Chhorvirith 012 444 842 Mr. Orm Sovannavuth 012 985 424</td>
<td>IPEC will coordinate this Activity.</td>
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<td>18</td>
<td><strong>Travel from Siem Reap to Phnom Penh on Saturday, 05 June 2010 in the PM Flight: 50 mn.</strong></td>
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<td><strong>Travel from Phnom Penh to Kampot/Kep on Sunday, 06 June 2010 in the PM by Road: 3 hrs.</strong></td>
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<tr>
<td>19</td>
<td>Field Visit to WI Projects’ activities Towards Eliminating in Subsistent Agriculture Sector in Prey Veng Province.</td>
<td>To understand the strategies and efforts of WI and its Partners to work towards Eliminating Child Labour in in Subsistent Agriculture Sector in Prey Veng Province.</td>
<td><strong>Thursday and Friday 10 and 11 June 2010</strong></td>
<td>WI Project Target Areas in Prey Veng Province.</td>
<td>WI Project Key Partners in Prey Veng</td>
<td>Mr. Seang Meng 012 43 33 61 WI Field Coordinator in Prey Veng.</td>
<td>WI will coordinate this Activity. (please, find the detail program in Annex II)</td>
</tr>
</tbody>
</table>

**Travel from WI Field Visit (Prey Veng) to Phnom Penh in the PM on Friday, 11 June 2010**

| 20 | Participate in the WDACL event being organized at the national level in Phnom Penh. | To understand how the WDACL has become a crucial part of national level activities within a short period of 5 years. | **Saturday 12 June 2010 08:00 - 17:00** | Phnom Penh | Mr. Ouk Sisovann 012 811 399 Mr. Theng Chhorvirith 012 444 842 Mr. Un Vuthy 012 88 99 82 | Mr. Sao Kosal 017 555 887 | IPEC will coordinate this Activity |

**Check out and Departure on Saturday, 13 June 2010, at ……………….. hrs.**
### TENTATIVE PROGRAMME

For the Field Visit of the USDOL Evaluator (Ms. Elzbieta) to the IPEC Project in Siem Reap, Cambodia

**Date:** 04 June 2010, Siem Reap Province

**Draft Version 1 (As of 03 May 2010)**

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<thead>
<tr>
<th>NO</th>
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<th>Remarks</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td><strong>Travel from Provincial Town of Siem Reap to Angkor Wat Areas: 20 mn.</strong></td>
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</tbody>
</table>
|    | 08:00 - 09:30 | Visit urban areas of Siem Reap town and areas surrounding Angkor Wat to interview children selling souvenirs, scavenging, begging, etc and their parents being listed and targeted under the Action Programme towards combating Child Labour in an urban setting in Siem Reap of TBP Phase II. | To understand the scope and problem of child labour in urban areas of Siem Reap to be addressed under the TBP Phase II. | Angkor Wat | Mr. Im Chamroeun 012 976 149  
Mr. Hun Savuth 012 900 607 |         |
|    |               | **Travel from Angkor Wat Areas to Provincial Town of Siem Reap: 20 mn.** |         |       |                 |         |
|    | 09:50 – 10: 40 | A full briefing on the concept and work being prepared under the Action Programme Towards Combating Urban Child Labour in Siem Reap. | To get an overall insight into the concept, strategy and expected outputs of the Action Programme in combating Urban Child Labour in Siem Reap. | Meeting Room of the Provincial Department of Labour and Vocational Training – Siem Reap | Mr. Im Chamroeun 012 976 149  
Mr. Hun Savuth 012 900 607 |         |
<table>
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<tr>
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<tbody>
<tr>
<td>1</td>
<td>10:40 – 12:00</td>
<td>Meet and interact with Implementing Agency (IA) and Executing Agencies (EAs) of the Action Programme Towards Combating Urban Child Labour in Siem Reap.</td>
<td>To understand the role played by the IA and EAs in implementing the Action Programme combating urban child labour in Siem Reap.</td>
<td>Meeting Room of the Provincial Department of Labour and Vocational Training – Siem Reap</td>
<td>Mr. Im Chamroeun 012976149</td>
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<td>Mr. Hun Savuth 012 900 607</td>
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<td></td>
<td>12:00 - 13:20</td>
<td>Lunch Break</td>
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<td></td>
<td></td>
<td>Travel from Provincial Town of Siem Reap to Sonikum District: 40 mn</td>
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<tr>
<td>2</td>
<td>14:00 – 15:00</td>
<td>Meet and interact with Representatives of Employers in the Brick Sector and get an insight into the brick making process in the factory.</td>
<td>1. To understand the hazard for children in the brick making industry. 2. To understand the role played by employers in the TBP Phase I Action Programme and their interaction with trade unions and workers on the subject.</td>
<td>Mr. Yin Lim’s Brick Making Factories, Sonikum District.</td>
<td>Mr. Im Chamroeun Tel: 012976149</td>
<td>Mr. Hun Savuth 012 900 607</td>
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<tr>
<td>3</td>
<td>15:00 - 15:30</td>
<td>Meet and interact with Trade Union leaders and workers in the brick factory.</td>
<td>To understand the role played by trade unions in the elimination of child labour under the TBP Phase I Action Programme and their bilateral relationship with employers on the subject.</td>
<td>Mr. Yin Lim’s Brick Making Factories, Sonikum District.</td>
<td>Mr. Thol Norn 012 711 485</td>
<td>Mr. Hun Savuth 012 900 607</td>
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<tr>
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<td></td>
<td>Travel from Mr. Yin Lim’s Brick Factory to Wat Seila Char Primary Schools in Sonikum District: 10 mn.</td>
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<td></td>
<td>15:30 – 16:00</td>
<td>Meet with former child labourers rehabilitated and integrated into formal schools and with their school principals and teachers.</td>
<td>To understand the changes in their life situation and impact after integration into state schools.</td>
<td>Wat Seila Char Primary Schools in Sonikum District.</td>
<td>Mr. Koy Phal and Sam Sameth, 012 558562</td>
<td>Mr. Hun Savuth 012 900 607</td>
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<td>NO</td>
<td>Date and time</td>
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| 7. | 16:40 – 17:30 | • Meet with President of Siem Reap Provincial Chapter of Civil Society Network Against Child Labour and its key members.  
• Visit to the Vocational/ Skill Training run by LHA where Action Programme children benefited for vocations and skills. | 1) To understand about the network’s contribution on the issues of CL in Siem Reap.  
2) To understand the changes in their life situation and impact of the former action programme on providing vocational and skill training. | LHA Office.     | Ven. Chhoun Chhoeun. 012 54 65 22.  
Mr. Im Chamroeun  
Tel: 012976149  
Mr. Hun Savuth  
012 900 607 |
<table>
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<tr>
<th>No</th>
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<th>Venue</th>
<th>Contact Point</th>
<th>Remarks</th>
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<tbody>
<tr>
<td>1</td>
<td>Meet with CHES child beneficiaries (Re-entry and at-risk) and school teachers in Leang Dai primary school.</td>
<td>To understand the real situation of targeted beneficiaries of CHES project.</td>
<td>8:30am-9:30am</td>
<td>Leang Dai primary school</td>
<td>Mr. Yos Mara Tel: 089 578 148</td>
<td>Mr. Sok Ny 012 701 647</td>
</tr>
<tr>
<td>2</td>
<td>Meet with NFE students (scarf weaving group) who started up their businesses.</td>
<td>To understand the business activity of those NFE targeted beneficiaries.</td>
<td>9:40am-10:30am</td>
<td>Samroung Village</td>
<td>Mr. Yos Mara Tel: 089 578 148</td>
<td>Mr. Sok Ny 012 701 647</td>
</tr>
<tr>
<td>3</td>
<td>Visit NFE class in Bos Tatrav village</td>
<td>To understand the NFE program for NFE beneficiaries.</td>
<td>13:00pm-14:00pm</td>
<td>Bos Tatrav Primary School</td>
<td>Mr. Yos Mara Tel: 089 578 148</td>
<td>Mr. Sok Ny 012 701 647</td>
</tr>
<tr>
<td>4</td>
<td>Meet with At-risk girls who transit to lower secondary school</td>
<td>To understand the situation of at-risk girl transit to lower secondary school</td>
<td>14:20pm-15:20pm</td>
<td>Svay Chek Junior high school</td>
<td>Mr. Yos Mara Tel: 089 578 148</td>
<td>Mr. Sok Ny 012 701 647</td>
</tr>
<tr>
<td>5</td>
<td>Meet with CLMC members in Svay Chek commune</td>
<td>To understand about the CLMC’s work</td>
<td>15:20pm-16:20pm</td>
<td>Svay Chek commune</td>
<td>Mr. Yos Mara Tel: 089 578 148</td>
<td>Mr. Sok Ny 012 701 647</td>
</tr>
</tbody>
</table>

**Schedule in Siem Reap**

**03 June 2010**
## Schedule in Prey Veng Province
### From 10-11 June 2010

<table>
<thead>
<tr>
<th>NO</th>
<th>ACTIVITIES</th>
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<th>VENUE</th>
<th>CONTACT POINT</th>
<th>REMARKS</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Meet with PCCL chairperson, Provincial Department of Labor and Vocational Training (PDLVT), Provincial Department education Youth and Sport (PDEYS).</td>
<td>To understand the strategies and efforts of the PCCL, PDLVT, and PDEYS towards Eliminating Child Labor in Prey Veng.</td>
<td>8:30am-9:30am</td>
<td>10 June 2010</td>
<td>PDLVT, Prey Veng</td>
<td>10 June 2010 Organize one meeting together between PCCL, PDLVT and PDEYS.</td>
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<tr>
<td>2</td>
<td>Meet with NFE students who are receiving vocational training skills.</td>
<td>To understand the skill training activity of those NFE targeted beneficiaries.</td>
<td>9:45am:11:00am</td>
<td>10 June 2010</td>
<td>Vocational Training Center of Provincial Department of Rural Development, Prey Veng.</td>
<td>10 June 2010</td>
</tr>
<tr>
<td>3</td>
<td>Meet with CHES’s Associate, KAPE</td>
<td>To understand the overall activity of KAPE in the implementation of CHES project in Prey Veng.</td>
<td>13:30pm-14:30pm</td>
<td>10 June 2010</td>
<td>Kampong Trabaek District.</td>
<td>10 June 2010</td>
</tr>
<tr>
<td>4</td>
<td>Meet with beneficiary children (re-entry children, and at risk children) and school teachers.</td>
<td>To understand the real situation of targeted beneficiaries of CHES project.</td>
<td>15:00-16:00</td>
<td>10 June 2010</td>
<td>Akreach Primary School</td>
<td>10 June 2010</td>
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<tr>
<td>5</td>
<td>Meet with At-risk girls at lower secondary school</td>
<td>To understand the situation of at-risk girl transit to lower secondary school</td>
<td>16:00-17:00</td>
<td>10 June 2010</td>
<td>Preah Chhor Lower Secondary School</td>
<td>10 June 2010</td>
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<tr>
<td>6</td>
<td>Meet with CLMC members</td>
<td>To understand about the CLMC’s work</td>
<td>8:30am-9:30am</td>
<td>10 June 2010</td>
<td>Prey Khnes commune Office</td>
<td>10 June 2010</td>
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<td>NO</td>
<td>ACTIVITIES</td>
<td>PURPOSE</td>
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<tr>
<td>7</td>
<td>Visit NFE class in Prey Khnes village</td>
<td>To understand the NFE program for NFE beneficiaries.</td>
<td>9:30 pm-10:30pm</td>
<td>Prey Khnes Village</td>
<td>Mr. Chea Tha Tel: 012 930 289 Ms. Hun Rith Tel: 011 759967</td>
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<tr>
<td></td>
<td><strong>Travel from Prey Khnes to Kou Khchak commune 10:30-11:00</strong></td>
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<td>8</td>
<td>Visit fish pond and meeting with parents of CHES beneficiaries.</td>
<td>To understand the livelihood program and participation of parents in the CL elimination.</td>
<td>11:00-12:00</td>
<td>Kou Khchak Village</td>
<td>Mr. Chea Tha Tel: 012 930 289 Ms. Hun Rith Tel: 011 759967</td>
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<td></td>
<td><strong>Lunch at Kampong Trabaek and Return to Phnom Penh 12:00-17:00</strong></td>
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