



‘Evaluation Report’

FINAL PROJECT EVALUATION

***The “Creating a Legal and Sustainable Environment for
Trafficked Human Beings from and in Cambodia (CETHCam)”
project***

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EXECUTIVE SUMMARY

Introduction

This evaluation report resulted from the final-project evaluation of the “Creating a Legal and Sustainable Environment for Trafficked Human Beings from and in Cambodia” (CETHCam) project. The CETHCam project and its service providers have worked with Government and Non-Government structures in order to protect and reintegrate victims of trafficking, exploitation and irregular migration. The project became operational in January 2008 and has been carried out through the Interchurch Organization for Development Cooperation (ICCO) and its implementing partners the “NGO Coalition to Address (Sexual) Exploitation of Children in Cambodia” (COSECAM), “CHAB DAI COALITION” and “OCKENDEN Cambodia”, with a completion date initially set for Dec 2010 and then extended to June 2011. Under present arrangements, the European Commission’s (EC) contribution is € 2000000 whereas ICCO, ANESVAD, INTERVIDA and other project partners provide approximately € 500,000.

Methodology

COSECAM commissioned this independent external final project evaluation, which has been conducted through a team of one international and one national consultant over a period of approximately four weeks. Using a qualitative design, data relating to the relevance, effectiveness, sustainability, and coherence of the project were collected. Fieldwork was initiated in July 2011 and some 78 persons were interviewed. In addition to interviews in Phnom Penh, three field missions were carried out to seven of CETHCam’s project regions: Battambang, Pursat, Poipet, Banteay Meanchey, Pailin, Sihanoukville, and Svay Rieng.

Key Findings

The evaluation results show significant project success in meeting its main objectives in various respects. Throughout the various sections of this report we conclude that the CETHCam project played an increasingly important role in the prevention of and response to human trafficking. The overall strength of the project design is its inclusiveness and comprehensiveness. The CETHCam project design has adopted a logical and strategic approach by ensuring that project initiatives are based on clearly identified country needs and beneficiaries' requirements and has been thoughtfully designed to lead to sustainable outcomes in three complementary areas of work: institutional framework building, capacity development and empowerment, and the establishment of a national coordinated system for the protection, recovery, rehabilitation and reintegration of victims.

The project has clearly been consistent with, and supportive of the organizational framework within which the project is placed. Yet, the CETHCam project had to find a

difficult balance in the collaboration with the National Task Force on Human Trafficking during a period characterized by rapid political and administrative transitions. Placing the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY) as the primary constituent was the logical consequence of the project's evolution and the challenges encountered. This strategic redirection has been profound and valuable, as it enabled the CETHCam partners to introduce its Coordinated Case Management (CCM) system a comprehensive approach to close gaps in existing victims assistance mechanisms. Moreover, it allowed for substantial engagement in the development of MoSVY's "Policy and Minimum Standards for Protection of the Rights of Victim of Human Trafficking in 2009", hereafter referred to as the Minimum Standards.

The project has further successfully developed capacities in both governmental institutions and non-governmental organizations (NGOs) to respond more effectively to human trafficking related tasks. Comprehensive training programs for various stakeholders from the NGO sector proved to be of utmost importance, however, the training of government representatives needs further engagement in order to ensure the systematic inclusion of human trafficking related activities in their work.

Finally, the project has supported and complemented the strategies of the provincial departments of the MoSVY and non-governmental organization working on human trafficking. The lack of effective coordination mechanisms was clearly identified as a problem in the sector. CETHCam's efforts to engage diverse stakeholders of both the provincial departments of MoSVY and non-government organizations clearly led to more effectively connected networks of support and assistance and created a NGO community of practice capable to provide services in diverse areas of work. While the shape and focus of the CCM system are still evolving in some of the target areas, the CCM activities clearly led to considerable progress in fostering inter-organizational collaboration, in particular between NGOs, and in targeting government activities more effectively to human trafficking related tasks.

In addition to networking activities, the project has been responsive to the needs of local NGO partners and has incorporated a sub-granting mechanism for local NGOs. This mechanism appears to be of central importance as it allowed for the collaborative provision of services by numerous local NGOs engaged in diverse areas of work. Not all service providers were able to provide the full range of services such as medical, psycho-social, legal, socio-educational, vocational, job finding and housing finding assistance, either by themselves or through referrals. It appears, however, that most beneficiaries nevertheless reached an increased quality of life, most significantly those who benefited from income generating activities. The health status also appeared improved, however, health problems remain a significant worry. A further key implementation issue was the partial failure to involve local authorities, the police and health care providers on the commune and district level.

Conclusions and Recommendations

While the shape and focus of the CETHCam project are still evolving in some of the target areas, its activities, in summary, clearly led to considerable progress in fostering inter-organizational collaboration and in targeting Government and NGO activities more effectively to human trafficking related tasks. Thus, the CETHCam partners are advised to continue their collaboration at both a strategic and operational level with the MoSVY. In particular, it is recommended that the Minimum Standards are promoted and used as the guiding document for service providers. To further address the limited knowledge and capacities in the Provincial Departments of Social Affairs, Veterans and Youth Rehabilitation (DOSVY), COSECAM could consider adopting a more long-term view of capacity building. However, to be effective, this also requires increased inputs from the central government and a profound review of MoSVY's staffing procedures. Thus, support for the MoSVY could also mean to advocate for and lobby the National Assembly to allocate more public funding. Moreover, with a more defined capacity building strategy that focuses further on local authorities and community resource people at the district and commune level, additional improvements could be achieved. A further key implementation issue was the partial failure to involve the whole family and community context to which the client returns. Reintegration programs, however, require working with the whole family and understanding the community context to which the client returns, if the successful reintegration is to occur.

The development of MoSVY's the Minimum Standards should be widely recognized as a major achievement. It is vital that donors continue their support both to the MoSVY, NGOs involved in the CETHCam project, and other actors to make the implementation a success. COSECAM is well placed to act as the intermediary as it has the experience to identify and support service providers and to coordinate their services with the DOSVYs.

ACRONYMS AND ABBREVIATIONS

AENEAS	Program for financial and technical assistance to third countries in the area of migration and asylum
ATRO	Anti-Trafficking and Reintegration Office
CCM	Coordinated Case Management
CDP	Cambodia Defenders Project
CETHCam	Creating a Legal and Sustainable Environment for Trafficked Human Beings from and in Cambodia
COSECAM	NGO Coalition to Address Sexual Exploitation of Children in Cambodia
CSO	Civil Society Organization
CTIP	Asia Foundations' Counter Trafficking in Persons
DAC	Development Assistance Criteria
DOSVY	Provincial Department of Social Affairs, Veterans and Youth Rehabilitation
EC	European Commission
e.g.	for example
etc.	et cetera
FPE	Final Project Evaluation
GSO	Girls Speak Out
HQ	Headquarter
ICCO	Interchurch Organization for Development Cooperation
IHRD	Institution and Human Resource Development
INTERVIDA	Intervida Spain
IPEC	International Program to Eliminate Child Labor
IOM	International Organization of Migration
KMR	Komar Rik Reay

KNKS	Kumar Ney Kdey Sangkheum
MoSVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MOWA	Ministry of Women's Affairs
NAPVW	National Action Plan to Prevent Violence against Women
NC	National Committee
NERG	North Eastern Research Group
NGO	Non Government Organization
NTF	National Task Force to Combat Human Trafficking
PSA	Psychosocial Counseling Service Association
PTC	Poipet Transit Centre
RNR	Rehabilitation and Reintegration
TAF	The Asia Foundation
TCU	Technical Coordination Unit
TOR	Terms of Reference
TPO	Transcultural Psychosocial Organization
UNIAP	United Nations Inter-Agency Project for Human Trafficking
UNICEF	The United Nations Children's Fund
WG-P&R	Protection and Reintegration Working Group

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INTRODUCTION

1. Cambodia is a source, destination and transit country for men, women and children who are victims of trafficking. Cambodian men, women, and children are trafficked for sexual and labor exploitation in Thailand, Malaysia, Vietnam, and other countries.¹ Cambodia is also a destination country for women and children who are trafficked from Vietnam and China for sexual exploitation as well as a transit country for victims trafficked from Vietnam to Thailand. Last but not least, Cambodia experiences internal trafficking of women and children from rural to urban areas for sexual and labor exploitation.²
2. The Government of Cambodia is a signatory to many instruments aimed at reducing human trafficking and has introduced laws and bodies to address the issue. The range of instruments includes the 1996 Law on Suppression of Kidnapping, Trafficking and Exploitation of Humans, the “Coordinated Mekong Ministerial Initiative Against Trafficking” (COMMIT), and the formation of a National Task Force Against Human Trafficking, later renamed National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labor Exploitation and Sexual Exploitation in Women and Children.
3. International agencies have also contributed to the protection, recovery and reintegration of victims of trafficking, most importantly the United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) and the International Organization for Migration (IOM). However, despite these concerted efforts, the return, recovery and reintegration systems are still in their early stages and there continues to be an urgent need for international support.
4. The CETHCam became operational in January 2008. This project has been carried out through the Interchurch Organization for Development Cooperation (ICCO) and its implementing partners COSECAM, CHAB DAI COALITION and OCKENDEN Cambodia, with a completion date initially set for Dec 2010 and then extended to June 2011. Under present arrangements, EC’s contribution is € 2000000 whereas ICCO, ANESVAD, INTERVIDA and other project partners provide approximately € 500,000.
5. The overall objective of the CETHCam project is to
 - “Stem irregular immigration and reduce human trafficking in Cambodia and in the region, in particular for children and youths by establishing a comprehensive approach amongst government and civil society key-stakeholders to address the problems.”

¹ 2007 US Department of State Trafficking in Persons Report.

² UNIAP Overview Cambodia, http://www.no-trafficking.org/cambodia_who.html

6. In order to contribute to this overall objective the project's specific objective is to
 - "Strengthen institutions, procedures and systems to reduce trafficking in and smuggling of human beings, in particular children and youths, in order to protect and enable trafficked and migrated individuals and families to return to their homes; generate sustainable income through decent work; and reintegrate fully in to their community "
7. The primary target persons were app. 3,469 trafficked or (irregular) migrated children, youth, women and men, or at risk of exploitation, and their immediate family members, 240 Government & Civil Society Organization (CSO) staff of victim assistance service providers, 300 local leaders and community activists, and at least 300 law enforcers and court officials. Other groups targeted for capacity building and empowerment are staff of government agencies and civil society organizations.³⁴
8. The primary *purpose* of this independent and external final project evaluation was to identify and analyze key findings and to elaborate recommendations regarding the implementation, quality, and impact of the CETHCam project.
9. The main *focus* of this final project evaluation was to assess the extent to which the expected action results of the project have been achieved. To this end the evaluators reviewed the three action results of the project: 1) Strengthening of the Institutional Framework; 2) Capacity Building and Empowerment; and 3) Protection, Recovery, Rehabilitation and Reintegration.
10. As outlined in the Terms of Reference (TOR), the knowledge and lessons learned resulting from this evaluation would be utilized to refine the existing program and to set a strategic direction for the future.

³ Aeneas programme - *Financial and technical assistance to third countries in the field of migration and asylum*. Technical Proposal: "Creating a Legal and Sustainable Environment for Trafficked Human Beings from and in Cambodia" (CETHCAM)

⁴ Please refer to the Appendices for a complete list of expected and actual outputs.

11. This Final Project Evaluation (FPE) has been conducted through a team of one international evaluation consultant and one national evaluator over a period of approximately four weeks, from July to August 2011 with the final report submitted end of September 2011.
12. The evaluation was conducted in strict compliance with the EC evaluation guidelines.⁵ Thus, the core work of this evaluation was divided into four phases: the preparation phase, the desk phase, the field phase, and the synthesis phase. The inception of the preparation stage started as soon as the evaluation team was engaged. This stage usually takes approximately two weeks and should be finalized well in advance to the field phase to allow for the proper arrangement of interviews and to avoid any logistic problems. However, in contrast to the guidelines, the consultants were notified on short notice about their selection for the consultancy positions and thus had to fulfill all tasks of the preparation phase within the first five days of the evaluation.
13. During the preparation phase, the evaluation team consulted all relevant management and monitoring documents so as to acquire a comprehensive knowledge of the project. The evaluation team then reviewed the Terms of Reference and the logical framework as developed for the project proposal. After this first analysis, the evaluation team established a list of key evaluation questions and sub-questions. The evaluation questions were selected from the evaluation TORs and with regard to the potential usefulness of answers and their feasibility. In doing so, the evaluators aimed to ensure that the answers to the questions would be useful, to specify the nature of the expected utilization, to ensure that the question pertains to evaluation, to specify the scope of the question, and to link the question to the intervention logic and to an evaluation criterion. They focused the evaluation work on a limited number of key points, thus allowing more targeted data collection and more in-depth analysis. The set of questions was then discussed and agreed upon during an extensive inception meeting towards the end of the preparation phase.
14. The questions were classified according to the evaluation criteria formalized by OECD-DAC.⁶ The evaluation team focused on a limited number of evaluation criteria and questions. It aimed to ensure that there was a balance of evaluation criteria, questions and sub questions. The following four „Development Assistance Criteria” (DAC) were agreed upon by the evaluators and COSECAM’s management team: Relevance, Effectiveness, Sustainability, and Coherence.
15. The evaluation team then finalized the methodological design and defined its approach to each evaluation question in an evaluation matrix indicating a) the key and sub evaluation questions, b) sources of information and c) the related evaluation tools to be used. This evaluation matrix was progressively refined in

⁵ http://ec.europa.eu/europeaid/evaluation/methodology/sitemap/sit_en.htm

⁶ http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html

successive versions. The main purpose was to finalize the overall evaluation method in a way, which cuts across the evaluation questions and makes a good mix of evaluation tools. The implementation of the tools had to fit into the overall time schedule, availability of facilitators/research assistants and budget of the evaluation. The evaluators therefore decided on the use of semi-structured interviews and focus group discussions as the main evaluation tools. In order to avoid duplications and unnecessary costs, the evaluators relied as much as possible on existing secondary data. Thus, the evaluation team collected secondary data that were already available such as COSECAM's project documents⁷, a previous mid-term evaluation draft report, COSECAM's two internal impact studies as conducted by one external consultant, and published reports by other researchers and organizations.

16. The evaluation team leader prepared a work plan, an interview and focus group discussion guide with guiding questions, and detailed interview guidelines specifying all tasks to be implemented, together with responsibilities, time schedule, mode of reporting, and quality requirements.
17. All outputs from the preparation and desk phase were then summarized in an extensive Inception Report, which was submitted to the project partners. The main purpose of the Inception Report was to make sure that the consultants and implementing organizations maintain a common understanding of the way the evaluation shall evolve, and to provide a clear indication of how the consultants view their tasks and plan to achieve the objectives of the evaluation. All feedback on the inception report has been integrated in the evaluation design.
18. Fieldwork was initiated in July 2011 and some 78 persons were interviewed. In addition to interviews in Phnom Penh, three field missions of ten days in total were carried out to seven of CETHCam's project regions: Battambang, Pursat, Poipet, Banteay Meanchey, Pailin, Sihanoukville, and Svay Rieng. The regions were selected in order to provide a geographically representative picture of the CETHCam project and to cover the rural as well as urban settings in which the project partners operate. In all settings, semi-structured interviews were held with CETHCam's partner organizations staff, representatives from MoSVY's departments, other authorities such as the police, and non-governmental stakeholders not involved in the CETHCam project. All field missions were accompanied by one of COSECAM's senior managers who facilitated the arrangement of, but did not participate in any of the interviews. The field missions of the evaluation team leader were further facilitated through an independent national translator.
19. In Phnom Penh, the evaluators carried out interviews with staff of CETHCam's partner organizations and the implementing service providers, representatives of the Ministry of Interior and Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY), the European Union (EU), IOM and UNAIP, a number of national and international non-governmental organizations (NGOs) independent from CETHCam's network, and most of COSECAM's and CHAB

⁷ COSECAM hired a consultant to compile a database of all relevant project documents to facilitate the review by the Evaluators.

DAI's headquarter staff.

20. A complete list of people and organizations consulted is provided in the Appendices. For reasons of confidentiality, however, we do not provide the exact names and positions of each interview partner. For the same reason, this evaluation report does not relate specific findings to the names or organizations of individual interview partners.
21. Both evaluation team members conducted their interviews in full compliance with the interview guidelines as developed by the team leader, and in strict line with ethical evaluation standards and in respect of core victim protection principles. Thus, the evaluators decided to interview staff members separately from each other whenever feasible and to assure the confidentiality of all collected information. In order to further increase the validity of the interview results, the evaluators also emphasized the intended use of the evaluation and then focused their questions on facts rather than opinions. Last but not least, the evaluators tried to avoid relying as much as possible on any single information source in order to facilitate crosschecking during the later analysis.
22. The evaluation team members encountered no major unexpected problems during fieldwork and were able to get access to almost all informants as planned. However, one senior ministry department representative was not available for an interview. In response, the evaluators conducted interviews with two low level representatives thus ensuring satisfactory data collection in this case.
23. The evaluation team leader then transcribed all interview findings and proceeded with a systematic data analysis to convert data into findings and conclusions. The interview data were clustered and then crosschecked. When information sources proved to be incomplete, the evaluators tried to extrapolate missing data and validate findings with other sources and interview results. The analysis strategy further reasoned upon findings of two internal studies as conducted by one external research consultant, as well as external reports, after having checked their validity and transferability.
24. The evaluators then synthesized all key findings, conclusions and related recommendations into an overall evaluation draft report. The draft report was reviewed and commented on by COSECAM's senior staff and an independent international expert reader. All feedback was reviewed and then incorporated in the final evaluation report.
25. The key evaluation findings and recommendations will be further discussed during a workshop with COSECAM staff, with a view to set a strategic direction for future interventions. Key findings and recommendations of the report will also be discussed with representatives of all partner organizations, the steering committee, and a number of service provider representatives during a presentation at COSECAM's headquarters.

KEY FINDINGS

PROBLEMS AND NEEDS (RELEVANCE)

26. The relevance criteria is concerned with assessing the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, and partners' and EC's policies. The findings related to the following key evaluation questions will be discussed under the headings of (1) Background and Country Needs (2) Situational Analysis, Stakeholder Assessment and Participatory Project Design; (3) Quality and Consistency of the Logical Framework; and (4) Coherence of the project objectives and activities with the country needs and the call for proposals.

Key evaluation questions:

What was the quality of the situational analysis, the identification of key stakeholders and target groups and their involvement in the project design?

What are the quality of the project's intervention logic and logical framework, and the appropriateness of the objectively verifiable indicators of achievement?

Are the objectives and activities realistic and in line with the country needs?

What is the consistency of the project design with the objectives of the Call for Proposals?

BACKGROUND AND COUNTRY NEEDS

27. Cambodia is a sending and transit country, and also but to a lesser degree a destination for ht. Trafficking also occurs within Cambodia. Large numbers of migrants irregularly enter neighboring Thailand and Vietnam and human trafficking accompanies the irregular flow of migrants.
28. There is a clear lack of in-depth information on the workings, causes and broader context of trafficking.⁸ However, it is known that men are primarily

⁸ http://asiafoundation.org/pdf/CB_TIPreview.pdf

trafficked for forced labor in the agriculture, fishing and construction industries and children are trafficked for sexual exploitation and forced labor in organized begging rings.⁹ Women are mainly trafficked for labor and sexual exploitation and the majority of sex workers are Khmer, the second major group is Vietnamese.¹⁰

29. There are various factors that increase vulnerability to the different forms of human trafficking. It occurs inter alia due to socio-economic imbalances between rural and urban areas, family conflicts, a lack of educational and job opportunities in remote areas, the influx of tourism, et cetera. Also, existing social relationships play a central role in the practice. Discrimination and stigmatization of victims when they return home is often a problem, especially if they have acquired HIV/AIDS.
30. Law enforcement and formal procedures to identify and support victims of trafficking and to refer them to appropriate services are weak. For instance, few efforts have been made to enforce the law on the Suppression of human trafficking and Commercial Sexual Exploitation (2008), primarily due to corruption at all levels.¹¹
31. The situation is aggravated by limited coordination and collaboration between governmental organizations (GOs) and NGOs.¹² Moreover, most staff has only limited knowledge of and capacities to deal with the complex challenges in the prevention of and response to human trafficking. A shortage of systematically collected information and reliable statistics further contributes to the multi-dimensional problems related to human trafficking.

SITUATIONAL ANALYSIS, STAKEHOLDER ASSESSMENT AND PARTICIPATORY PROJECT DESIGN

32. COSECAM successfully conducted a situational analysis, stakeholder assessment and participatory project design in a way that clearly contributed to the overall success of the project. COSECAM's problem analysis demonstrates a high level of inclusiveness involving diverse stakeholders from government and non-government sectors. The project steering committee included members from COSECAM, CHAP DAI Coalition, OCKENDEN Cambodia, the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY), and The Asia Foundation (TAF). Consultation and collaboration regarding the project also included the United Nations Children's Fund (UNICEF) and IOM in the initial stages of the

⁹ <http://www.humantrafficking.org/countries/cambodia>

¹⁰ http://asiafoundation.org/pdf/CB_TIPreview.pdf

¹¹ 2011 US Department of State Trafficking in Persons Report.

¹² http://www.aatthai.org/index.php?option=com_content&view=article&id=71&Itemid=92

project.

33. The project design places emphasis on activities aimed at the recognition of, and support by national and provincial level government agencies throughout the planning stages and their ongoing engagement with the project, e.g. the project design of CETHCam's CCM approach envisaged a close collaboration with the National Task Force, MoSVY, and the DOSVYs, the provincial departments of MoSVY.
34. Other examples of good practice for participatory analysis and involvement around project planning included three different types of participatory assessments that were conducted in order to decide on the focus of training activities in Action 2. These further included collaborative monitoring missions with the staff of MoSVY, strategic analysis workshops with representatives of all service providers, and the participatory discussion of and decisions regarding research and study objectives to mention a few.
35. In summary, the CETHCam project shows high quality in the identification of key stakeholders and target groups, consistency with beneficiaries' requirements, and a high level of stakeholder involvement in the project design, planning and implementation.

QUALITY AND CONSISTENCY OF THE LOGICAL FRAMEWORK

36. The project design mirrors the quality of situational analysis and stakeholder assessment.
37. The general objective of the logical framework¹³ distinctly states the overall problems and CETHCam's principle response strategy. The specific objective of the project is then clearly related towards the achievement of the overall objective. It correctly addresses the identified specific problems and social needs while highlighting their interdependency.
38. The three result Actions 1 – 3 undoubtedly contribute to the realization of the specific objective, however, their strategies overlap to some extent with the specific objective:

EXPECTED RESULTS ACTION 1: STRENGTHENING OF THE INSTITUTIONAL FRAMEWORK

Strategy:

Strengthening institutions, systems and procedures to facilitate law enforcement and protection, return and reintegration of trafficked and irregular migrated persons, in particular children and youth.

¹³ "Creating a Legal and Sustainable Environment for Trafficked Human beings from and in Cambodia" (2008). Technical Proposal – Logical Framework.

EXPECTED RESULTS ACTION 2: CAPACITY BUILDING AND EMPOWERMENT

Strategy:

Capacity building to assist and empower trafficked and migrated persons in need of recovery and rehabilitation support for reintegration.

EXPECTED RESULTS ACTION 3: PROTECTION, RECOVERY, REHABILITATION AND REINTEGRATION

Strategy:

The establishment of a national coordinated system for protection and victim assistance.

39. The related activities show consistency throughout the intervention logic and are clearly related towards the achievement of the action results.
40. The log frame indicates logic process and outcome indicators, however, some are not quantifiable or their assessment is complicated through the lack of a baseline study. On the output level in particular, it has not been possible to verify the level to which some indicators have been achieved, as some of the results and activity indicators are not properly enough focused to determine the success of the project component. For instance it may not be realistic to measure an increase of child-friendly approaches used by law enforcers if there are no baseline values available.
41. In addition, some of the assumptions might have been overly ambitious, an issue that will be further discussed in the conclusions of this report.
42. In summary, however, the logical framework demonstrates logic and consistency throughout the intervention logic and thus offers a well-designed framework to guide the implementation of the project.

COHERENCE OF THE PROJECT OBJECTIVES AND ACTIVITIES WITH THE COUNTRY NEEDS AND THE CALL FOR PROPOSALS

Coherence of the project design with the country needs

43. The concept and design of the project has been reviewed with respect to the above-mentioned country needs. The overall strength of the project design is its inclusiveness and comprehensiveness. This is evident for the following reasons:
44. First, the project design addresses mixed migration and does not solely focus on sex trafficking.
45. Secondly, the design aims to address the problem of human trafficking on multiple levels, through institutional framework building, capacity building for governmental organizations and NGOs, and the establishment of a national

coordinated system for protection and victim assistance, and thus tackles the core problems in the Cambodian fight against human trafficking.

46. Third, the project design plans for initiatives that aim to improve collaboration in the protection, recovery, rehabilitation and reintegration of victims. Indeed, as seen in comparable projects in the past, effective human trafficking prevention and response requires concerted efforts by a number of different stakeholders. It is therefore a particular strength of the project design to plan for increased collaboration between NGOs that specialize in diverse areas of work, and to strengthen the collaboration between governmental and non-governmental partners. In doing so, the project design planned for close collaboration with the “National Task Force on Human Trafficking” (NTF), later renamed into the “National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labor Exploitation and Sexual Exploitation in Women and Children” (NC), which was identified as the main responsible entity in the national response to human trafficking. It is clear that the cooperation with the NTF turned out to be challenging. The project, however, showed the flexibility to adapt to this circumstance by readjusting aspects of the project design. This has led to increasing emphasis on the collaboration with the MoSVY and its provincial departments, which were knowledgeably identified as an alternative starting-point to implement human trafficking related tasks on the ground.
47. Another strength of the project design was its intention to increase knowledge and change attitudes on human trafficking through long-term and intense training measures for NGOs, which were skillfully identified as an often only partially assisted group. By directly tackling the lack of capacities among NGO staff the project design offers a sustainable solution to one important systemic cause of failure in many other projects. When comparing respondent answers, the majority of NGO stakeholders indeed favored Actions 2 and 3 of the project design because “capacity building and better networking mechanisms have a lasting impact on NGOs beyond the project time”. Likewise, most respondents of governmental institutions appreciated the project’s objective to build capacities among governmental staff. Whereas they generally recognized the need to strengthen civil society, they overwhelmingly identified capacity building in the planning and management of human trafficking related activities, and funding for their own institutions as the most pressing needs.
48. An additional strategy that should be highly acknowledged was to join national efforts to develop and implement standardized operational guidelines for services to victims of trafficking, in particular children, and encourage a national application. At the time of the proposal, no operational guidelines were available except the “Handbook of Reintegration of Victims of Trafficking and Sexual Exploitation”, developed by MoSVY with the financial and technical assistance of “The Asia Foundation” (TAF). Thus, the project design must be commended to plan for the development of the CCM system, and to pilot its implementation in 4 provinces – Battambang, Banteay Meanchey, Sihanoukville, Svay Rieng - for a potential later extension throughout the country.
49. Last but not least, the project design knowledgeably identified those provinces where labor trafficking and irregular migration is of particular concern.

50. In summary, the majority of respondents felt that the project design is valid and offers a well-balanced strategy that responds to three of the most important problems in the prevention of and response to human trafficking in Cambodia, namely a weak institutional framework, a lack of capacity among staff, and limited collaboration efforts between governmental institutions and NGOs.

Consistency of the project design with the objectives of the Call for Proposals

51. The concept and design of the project has further been reviewed with respect to its coherence with the objectives of the call for proposals:
52. The general objective of the “Program for financial and technical assistance to third countries in the area of migration and asylum” (AENEAS) was to offer specific and complementary financial and technical assistance to third countries in support of their efforts to ensure more effective management of all aspects of migration flows.
53. Article 2(1) of Regulation (EC) No 491/2004 of the European Parliament and of the Council of 10 March 2004¹⁴ indicates the objectives of the program to be achieved, as:
- a. Support for development of legislation in the field of legal immigration
 - b. Development of legal migration
 - c. Drafting of legislation and development of national practices as regards international protection and asylum
 - d. Stemming illegal migration
 - e. Readmission and reintegration of returnees
54. The CETHCam project addresses three of the five strategic objectives for the AENEAS program directly, namely (c) the Drafting of legislation and development of national practices as regards international protection and asylum, (d) Stemming illegal migration, and (e) the Readmission and reintegration of returnees.
55. Several of CETHCam’s activities are in line with the eligible activities as indicated in the EN – Guidelines (15.09.2006) under proposed action: Activities related to objective (c) include CETHCam’s efforts to improve institutional capacity, to provide protection, to develop a national legal framework, and to promote international standards and instruments on the protection of victims of trafficking. Activities related to objective (d) address the promotion of collaboration and the exchange of information, experience and best practices concerning illegal migration and trafficking in human beings; the implementation of national strategies with the view to combating trafficking in human beings; support for the introduction of preventive or managerial

¹⁴ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004R0491:EN:NOT>

measures; support for measures to protect victims and reintegrate them into society; and the support for social and professional reintegration of returned illegal migrants. Activities related to objective (e) aim to improve the identification and documentation of returnees, improve reception facilities and develop reception capacities; and provide support for the targeted socioeconomic reintegration of returnees, including training and capacity-building aimed at facilitating their integration into the labor market.

56. Also, the project clearly responds to the specific objective as indicated in LOT 4.4 for the South-East Asian region that requires to “Support the development and implementation of national and regional strategies with the view to combating trafficking in human beings”. This has been achieved through support for the introduction of preventive measures along with support for measures to protect victims and reintegrate them into society.
57. The CETHCam project objectives and activities further fulfill the EU’s expectations with respect to participatory program design, the potential for scaling up, and the response to needs within poor and vulnerable population groups.
58. Last but not least, the project design addresses the EC’s more general strategies aimed at sustainable development and the fight against poverty through social readjustment, empowerment of and increasing the capacity of beneficiaries, thus enabling them to reintegrate into society and generate income. The project further aims at enhancing the institutional framework and promoting better law enforcement and thus addresses issues of human rights and the rule of law.

ACHIEVEMENT OF PURPOSE (EFFECTIVENESS)

59. The effectiveness criterion examines to what extent the project's results were attained. This criterion also examines whether the project's specific objective was achieved, or is expected to be achieved. The analysis of effectiveness thus focused on the following key evaluation questions:

What has been the extent to which the project improved the institutional framework?

Whether capacities have changed in the beneficiary organizations and to what extent the changed organizational arrangements have produced the planned improvements.

The degree to which there is inter-sectorial collaboration at provincial and district levels with relevant government agencies, local authorities, police, NGOs and others.

60. Evidence for improvements in the three strategic areas is sought from the following project action results:
- ACTION 1: Strengthening of the Institutional Framework
 - ACTION 2: Capacity Building and Empowerment
 - ACTION 3: Protection, Recovery, Rehabilitation and Reintegration

ACTION 1: STRENGTHENING OF THE INSTITUTIONAL FRAMEWORK

Strengthening institutions, systems and procedures to facilitate law enforcement

61. As indicated in the CETHCam logical framework, the first two results under Action 1, which was co-financed by ANESVAD and INTERVIDA, intended to achieve “a better adjusted and improved legal framework” and the “apprehension and prosecution of traffickers and exploiters (...) through an improved legal framework and better law enforcement.” Cambodia has a law on human trafficking but suffers from major shortcomings in its implementation resulting from legal uncertainties, poor institutional capacity and corruption. To achieve improvement in this respect the project intended to use preventative measures such as lobbying government to change and implement new laws, and

help develop better methods and procedures to apprehend and prosecute traffickers, smugglers and exploiters. In doing so, the CETHCam partners planned to collaborate with national Task Force on combating ht.

62. Despite a decrease in the number of last year's convictions, falling from 36 to 20, there has indeed been progress in the prosecution of sex trafficking cases.¹⁵ Given the challenges in its collaboration with the National Task Force, it remains unclear, however, to what extent the CETHCam partners contributed to this partial success.

CETHCam's collaboration with the National Task Force

63. The CETHCam project was launched in 2008 when the NTF had already been established. According to most respondents it was widely expected that the NTF would become the main actor and coordinating body in the prevention of and response to human trafficking. Thus, COSECAM's activities in Action 1 were initially focused on cooperation with the NTF, largely through COSECAM's role as Vice Chair of the NTF's Protection and Reintegration Working Group (WG-P&R) and as member of the NTF Advisory Group. The Department of Child Welfare of the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY) held the chair of the WG-P&R at that time.
64. When asked about COSECAM's engagement in the WG-P&R, most interview respondents highlighted COSECAM's strong engagement in this early phase of the project cycle. COSECAM's focus on victim assistance mechanisms reportedly promoted the dialogue between the NTF and NGOs in this regard. This was a positive project outcome that fostered the dialogue on victim assistance mechanisms in the wider community.
65. However, the WG-P&R had irregular meetings, in particular during the first two years of the project cycle. The representatives of some organizations engaged in the NTF did not participate on a regular basis or decided to leave the NTF entirely. This situation did not change significantly in 2009 when the main responsibility for trafficking moved from the Ministry of Women's Affairs (MOWA) to the Ministry of Interior (MoI), and when the NTF changed its name from NTF to "National Committee to Lead the Suppression Human Trafficking, Smuggling, Labor, and Sexual Exploitation in Women and Children" (NC).
66. The restructure resulted in the NC comprising eleven ministries: the Ministry of Women's Affairs, Interior, Justice, Social Affairs, Education, Economy and Finance, Foreign Affairs, Defense, Information, Labor and Tourism. It appears that this political and institutional change adversely affected the functioning of the NTF/NC, at least for the first two years of the project period. Moreover, as indicated by COSECAM staff, the NTF lacked procedures and resources resulting in its limited impact at the provincial level until late 2010.

¹⁵ United States Department of State, 2011.

67. For the above-mentioned reasons, COSECAM faced difficulties to advocate for the national approval and support for its new CCM system, which was designed to improve existing referral and assistance mechanisms and to improve collaboration between NGOs and provincial governmental departments. COSECAM's request to officially present the CCM approach was repeatedly rejected by the NTF/NC secretariat. Given these challenges and delays in the NTF/NC, COSECAM was not able to secure NTF/NC's support prior to the pilot implementation of the CCM system.

CETHCam's collaboration with the MoSVY

68. In response to the above-mentioned challenges, the CETHCam project sought the support of the MoSVY, which agreed to collaborate with COSECAM in implementing the CCM system in four pilot provinces.
69. In addition, CETHCam engaged in the establishment of MoSVY's Minimum Standards. The evaluation findings show that CETHCam was able to bring major value to this process. As early as in 2006, CETHCam had already engaged in regular meetings with ministries and organizations such as IOM, Asia Foundation, UNIAP and UNICEF as to initiate the development of professional standards for the protection of the rights of victims of human trafficking. As a result, a first "Agreement on Guidelines for Practices and Cooperation between the Relevant Government Institutions and Victim Support Agencies in Cases of Human Trafficking" was developed and signed in Feb 2007.
70. During its second project year in 2009, COSECAM then engaged in a sub-committee of seven NGOs with a view to advocate for and provide technical assistance to MoSVY's initiative to develop and implement a full-fledged policy on human trafficking that would include a detailed set of minimum standards and guidelines. Throughout this process, COSECAM worked closely at all times with the MoSVY and NGOs with similar objectives to develop methodologies and procedures and to build ministry capacities and expertise.
71. Predominantly positive feedback has been obtained regarding COSECAM's role as a facilitator, bringing different stakeholders to the same table and creating an atmosphere of mutual respect where stakeholders could exchange, receive and share information. Thus, COSECAM has played an important role to steer the national process forward, a valuable contribution recognized by several respondents in this evaluation.
72. The inter-stakeholder development process of the Minimum Standards has made them the overall national reference framework on human trafficking. Many other factors contributed to this success, most notably the willingness and interest of MoSVY to participate into such a process, and support and leading role of The Asia Foundation (TAF), an associate partner of the CETHCam project, and USAID. The work of several other actors involved in the field of human trafficking, both within the United Nations and NGOs, also contributed significantly to this success.
73. However, although other players have contributed to making this possible,

there is no doubt that COSECam deserves a big share of recognition for this process.

Improving the working conditions of Cambodian migrants in receiving countries

74. The project design further indicates activities to improve the working conditions of Cambodian migrants in receiving countries. Some efforts have been made to address this issue, e.g. COSECAM is a member of the migrant NGO network (MNN) and attended several of its meetings over the project cycle. However, meetings were not frequently conducted. Moreover, several respondents mentioned that the MNN lacked leadership and did not develop into an effective network mechanism.
75. However, COSECAM did contribute to some extent to this project result as it has made an informal agreement to cooperate with the ASEAN Task Force on Rights of Migrants, a promising fact for any future activities in this area of work.

Studies and assessments describing and analyzing the situation of victims of human trafficking and migrants

76. COSECAM established the “North Eastern Research Group” (NERG), comprised of COSECAM, CHAB DAI Coalition, IOM, OXFAM-QUEBEC, UNIAP and the Asian Foundation (TAF). NERG conducted two studies aimed at improving the understanding of migrant workers’ situation.^{16 17} In addition, NERG organized a well-received International Conference on Migration and Trafficking in South-East Asia and one expert seminar with a total international audience of more than 200 government officials, high-level police officers, researchers and humanitarian workers from Cambodia, Australia, Thailand, Vietnam, Singapore and the Netherlands. The conference addressed, among other issues, the working conditions of Cambodian migrants in receiving countries.
77. Indeed, most respondents appreciated COSECAM’s initiative to establish the North Eastern Research Group. The prevalent feedback was that NERG’s first research study filled in an important gap as much as it succeeded in providing in-depth information on the livelihood conditions of migrants and the destination, sources and reasons for migration in the North Eastern part of Cambodia. Several respondents described the selection of experienced researchers, the participatory approach and the involvement of various stakeholders as the main reasons for the success of NERG’s research initiatives. Moreover, two respondents described that the research findings were effectively disseminated to local and provincial stakeholders in the target

¹⁶ Lim H., Fabrega, P. „Border Assessment on Mobility and Vulnerability in Cambodia” North East Research Group. 2011

¹⁷ Jammes, J. (2010). North Eastern Provinces Human Trafficking Research Project: Lowlands Bridging Highlands – Mobility and Vulnerability in Ratanakiri (North East Cambodia) An Overview. Literature Analysis prepared for COSECAM.

regions.

78. The main objective of the second research study was to gain a better understanding of mobility patterns at the borders between Cambodia, Thailand and Vietnam, the different types of migrants who travel to and across the border, the range of opportunities that border areas provide them with and the vulnerabilities that migration might bring about. The ultimate purpose of this research was “to provide an overview of the situation of migrants and their families to inform future potential programs and interventions of NERG members and others.”¹⁸
79. Here, important insights have been identified related to “migrants’ agency and daily coping strategies” and the dynamism of border areas (Poipet, Koh Kong, Svay Rieng, Ratanakiri), an important outcome of COSECAM’s research initiative that should guide future program planning.
80. Another example of investigation initiated by COSECAM includes an extensive review of the current legislation on trafficking. However, given the limited funding allocated to this initiative, the review was not systematically finalized and disseminated.¹⁹
81. Other initiatives to monitor and strengthen existing protection mechanisms include COSECAM’s collaboration with the MoSVY in the development of a guideline for services in shelters. COSECAM further conducted an assessment to evaluate the compliance of services with the objectives as outlined in the guidelines. Soft copies of the assessment report were sent out to COSECAM’s members, and two presentations were made to the “Sub-Committee of the Advocacy and Research Program” and to all COSECAM members during meetings in 2010.

ACTION 2: CAPACITY BUILDING AND EMPOWERMENT

Project Implementation and Organizational Management Training

82. Activities under Action 2, which was co-financed by ANESVAD, primarily intended to build knowledge and capacity of staff in governmental and non-governmental organizations. In order to achieve this objective, two training programs, the “Project Implementation Training” and the “Organizational Management Training”, were developed by COSECAM and were consequently implemented through professional lecturers and trainers.
83. Training was initiated through comprehensive assessments among 248 and 213 program staff members of 18 NGOs in 2008 and 2010 in preparation of the

¹⁸ Lim H., Fabrega, P. „Border Assessment on Mobility and Vulnerability in Cambodia” North East Research Group. 2011

¹⁹ Second Interim Narrative Report of the CETHCam Project

“Project Implementation Training”. In addition, 18 and 20 selected NGO managers were requested to complete a questionnaire on training needs in 2008 and 2010 for the “Organizational Management” training component. Both assessments were designed to identify the scope and content of COSECAM’s training activities.

84. Two additional needs assessment among social workers of 12 NGOs then focused on the psychosocial counseling skills and capacity building needs. The CETHCam project also met with UNIAP in several meetings to further discuss training needs of local partners.
85. As a result, it was decided that 16 out of 32 training modules in the “Project Implementation” training program should focus on specific skills directly related to project implementation such as strategic planning, conflict management and intervention, law and shelter and facilitation skills, to mention a few.
86. A second “organizational management” training program focused on project management and organizational development skills like stress management, organizational behavior, quality management, strategic management, research methodology, human resource management, personal growth and development, critical thinking, and cultural anthropology.
87. NGO staff of service providers then enrolled in long-term and short-term training courses. Starting in early 2007, COSECAM’s conducted its “Project Management and Implementation” training through approximately 10 one-week courses each year for at least 300 national staff of COSECAM’s network members and government agencies.
88. In addition, COSECAM conducted 19 training modules of 48 teaching hours each in its “Organizational Management Training” program. This training was led by COSECAM in collaboration with Pannasastra University of Cambodia. Participants were accredited with credit points for their BA or MA degrees. Two organizations, the Cambodia Development Resource Institute (CDRI) and the Cambodian Defenders Project (CDP) were subcontracted for additional training inputs on conflict management and criminal investigation, laws and child rights.²⁰
89. All training participants interviewed during this evaluation, both from civil society organizations and government agencies, expressed their high appreciation of both training programs. However, Action 2 primarily focused on the training of NGO staff and only few government authorities participated in the training causing some dissatisfaction on side of DOSVY’s staff. According to interview results by both governmental and non-governmental stakeholders, their wider inclusion could have strengthened more effectively provincial government departments and other authorities as well as relationships between GO and NGO staff.
90. Particular strengths as indicated by training participants include the quality and

²⁰ Narrative Report on CETHCam First Operational Year from January 2008 to May 2009

beneficial.

91. In summary, most respondents felt that they significantly improved their leadership and management skills. Several respondents also reported that they share newly acquired skills and training material within their organizations.
92. However, the training component was not without its challenges. Firstly, funding delays led to the late start of both training programs with very limited training occurring in 2008. Moreover, whereas NGO directors generally recognized the importance of training for their staff, several respondents also mentioned the high time expenditure jeopardizing to some extent the ongoing work in their organization. Several service providers therefore didn't allow their staff to participate in all training modules. COSECAM flexibly responded by permitting each organization to decide independently on the time and number of staff that would attend.²¹
93. Two NGOs that are not member NGOs of the COSECAM network also expressed their dissatisfaction with payments they had to provide for the training, and one CETHCam project partner was not informed about training opportunities at all.
94. In addition, two respondents highlighted the significant differences in the level of skills among training participants and suggested that skills assessments should guide the composition of different training groups.
95. Last but not least, some training participants simply did not have the financial means to pay for travel and accommodation costs in Phnom Penh. Again, COSECAM flexibly responded to this problem by supporting selected beneficiaries financially.

The Psychosocial Counseling Service Association

96. Most service provider staff interviewed in this evaluation expressed the need for specialized training on the psychosocial dimensions of their work. However, funding limitations did not allow for the provision of comprehensive psychosocial training activities as foreseen in the project proposal. As a result, most respondents felt that staff were not sufficiently equipped with the necessary tools, knowledge, skills and expertise to address the complex trauma related challenges on the ground. For instance, many social workers judged their own state of knowledge in this regard as unsatisfactory.
97. In response, the CETHCam project redirected its psychosocial training strategy and decided to build the capacity of a newly established psychosocial organization, the "Psychosocial Counseling Service Association" (PSA). COSECAM played a pivotal role in strengthening the development of PSA, an

²¹ Narrative Report on CETHCam First Operational Year from January 2008 to May 2009

important success of the project. This support enabled PSA to draft its policies and to prepare an annual workplan. COSECAM also identified training opportunities for PSA staff, resulting in seven PSA members attending two three-week psychosocial training courses in Vietnam in mid 2008 and 2009.

98. This training reportedly enabled PSA members to conduct first psychosocial training sessions for COSECAM's member organizations. Although late in the project, psychosocial training was also integrated as one component of the Project Implementation Training.²²
99. Despite some challenges, the prevalent feeling among interviewed training participants was that Action 2 of the project was of utmost importance both in terms of relevance and sustainability. This view was reiterated by virtually all NGO directors and senior managers who considered the training as highly beneficial for their staff.

The "Girls speak out" project – Building advocacy skills among female survivors

100. In addition to the above-mentioned capacity building measures, COSECAM has obtained positive results in the area of advocacy and peer empowerment. One activity that focused on the empowerment of female survivors was the "Girls Speak Out" (GSO) project. The project's aim was to build advocacy skills among female victims of trafficking and sexual violence by giving young female victims opportunities to meet peers and to 'speak out'. To date, 21 young women and girls from six of COSECAM's member NGOs joined in Sunday workshop coordinated by COSECAM once every six weeks.
101. Workshop topics included the "Convention on the Rights of the Child" and the new "Law on the Suppression of Human Trafficking and Sexual Exploitation". Moreover, workshop participants were provided with new skills in the areas of advocacy, peer education and counseling. Participants also engaged in exchange meetings with other women's groups and actively participated in an expert seminar and in the international children and anti-trafficking days where they performed drama and joined the demonstration. COSECAM also produced T-shirts, a peer-education book developed by the Girls Speak Out group, and a documentary film on GSO's activities. According to interview results, taking part in the peer activities of the Girls Speak Out group clearly resulted in increased confidence and the empowerment of female survivors.

²² Second Interim Narrative Report of the CETHCam Project.

ACTION 3: PROTECTION, RECOVERY, REHABILITATION AND REINTEGRATION

102. Under action 3, which was co-financed by ANESVAD and INTERVIDA, the CETHCam project aimed to (a) strengthen mechanisms and procedures on a national scale to target and select trafficked and migrated persons in need of support for reintegration and to document their former and future situation and welfare; (b) establish a national coordinated system of skill building and social readjustment to increase the capacity of beneficiaries to re-enter society and find decent and sustainable income sources; and (c) introduce a national coordinated system of services with sufficient resources to assist selected beneficiaries to find employment, to be self-employed or start a micro-enterprise resulting in at least a total of 2500 persons who remain successfully reintegrated after one year (approximately an 80 % success rate).²³
103. The main intention was to build upon and support existing coordination and referral systems instead of replacing them, and to create a more client focused approach to service delivery. Thus, the CETHCam partners decided to introduce a mechanism that would develop capacities in the MoSVY and its provincial departments, and improve the coordination of existing NGO services. Decisions were taken to pilot the CCM approach, a national coordinated system for decentralized services to victims of exploitation and violence.

Implementing the CCM approach in the MoSVY

104. At the national level, the CETHCam project signed a memorandum of understanding (MoU) with the MoSVY and agreed that MoSVY's Anti-Trafficking and Reintegration Office (ATRO) should act as the central CCM Office at the Ministry. This Central CCM office was also meant to coordinate the transfer of victims between provinces. However, despite strong initial support from the MoSVY, the ministry failed to implement this mechanism fully in its work. Thus, the coordination and transfer between provinces was primarily done between the provincial DOSVYs.
105. COSECAM also supported MoSVY in the development of a victim database system to be maintained by ATRO, although UNICEF and IOM provided the main financial support. However, the database is not yet functioning efficiently. Thus, data collected by the CETHCam project has not been forwarded to MoSVY but has instead been included in the donor reports.

Implementing the CCM approach at the provincial level

106. At the provincial level, the CETHCam project conducted a number of

²³ Aeneas programme - *Financial and technical assistance to third countries in the field of migration and asylum*. Technical Proposal "Creating a Legal and Sustainable Environment for Trafficked Human Beings from and in Cambodia" (CETHCAM)

preparatory missions to select the trial areas and win the support from MoSVY's local governmental departments and NGOs.

107. The CCM system was then piloted in four provinces where CETHCam's CCM field teams worked in collaboration with government counterparts who were assigned by DOSVY and located on the DOSVY premises.
108. However, despite their support and enthusiasm in the early phases of the project, it appears that the project later confronted difficulties in completely mainstreaming the CCM approach within the provincial departments. Several NGO respondents reported that there was a lack of interest and commitment from DOSVY staff, which was further aggravated by frequent staff changes. Also, several government respondents were unclear about the scope and objectives of the CCM approach despite the fact that the CCM handbook had been provided to all concerned. It appears that the CCM approach is primarily valued for the coordination of resources and services, but few DOSVY staff have an understanding of the broader intentions of the CCM project and see the CCM project as replacing interventions that have ceased or did not function well.
109. The lack of financial and in-kind incentives to Government officials appears to be one of the main underlying reasons for this partial failure. Indeed, almost all interview respondents from government institutions asked for payments or other forms of direct support for their institutions in order to perform their work.
110. However, there are some positive indications that the provincial departments are starting to address human trafficking more seriously. In some cases, CETHCam's government counterparts have demonstrably been equipped with new skills to coordinate and facilitate human trafficking related activities and clearly demonstrate their commitment to engage in further human trafficking related prevention and response activities in the future. Also, the Client Case Conference approach was usually well regarded and seen as an important contribution to enhance the collaboration between ministry departments and NGOs.

The Client Case Conferences

111. The CCM Field Teams conducted client case conferences that serve to coordinate the provision of services through CETHCam's partner NGOs. Here, GO and NGO representatives and CETHCam's CCM field managers determine victims' needs and then referre them to the most appropriate services.
112. From the perspective of government agencies, the ability to attend case conference meetings was predominantly seen as beneficial. The prevalent feeling was that it allowed them to engage in better fashion with other government and non-government agencies. Indeed, two ministry respondents emphasized that the collaboration between government departments and the police headquarters had improved. Moreover, all DOSVY respondents expressed their commitment to apply this process in the future.

113. From the perspective of NGO respondents, however, government and local authority staff did not sufficiently participate in the client case conferences or their participating staff members changed frequently. Yet, when comparing respondent answers, the majority of respondents indicated at least some improvements in the coordination between government departments and NGOs. Several respondents stressed in this regard that the CCM field teams played an important role as independent and external actors in linking NGO service providers and government authorities more effectively together. For instance, many organizations and the police are now attempting to use the CCM Field Offices as a first point of contact, which has reportedly reduced the number of direct referrals to DOSVYs “shelters”, an important success of the project as these “shelters” are known for their human rights violations.
114. Although the client case conference approach made some impact on the relationship between government and NGOs, most NGO respondents saw the increased coordination among service providers as its greater success.
115. Indeed, several service provider respondents felt that there has been considerable success in terms of the increased knowledge and information exchange and that this had ultimately helped them to find alternative and more appropriate solutions for their clients.
116. In summary, the client case conference approach was well regarded and was repeatedly highlighted as a unique and important aspect of the CETHCam initiative. In particular, most respondents expressed gratitude for the following:
- The coordination of multiple stakeholders to attend client case conferences in order to discuss complex cases, many of which are difficult, such as rape cases.
 - An offshoot of these meetings has been the fact that NGOs and other services providers have been able to find out in more detail what services are offered by the respective agencies in their region and to develop good working relationships with these agencies.
 - The client case conferences have provided other staff an opportunity to attend meetings where they can discuss front line work.²⁴
117. However, some service providers also expressed concerns about the efficiency of the client case conference approach or expressed their reluctance to collaborate with representatives from the provincial departments. Instead, they recommended an increased focus on networking between NGOs. Some of the NGO respondents also recommended reaching further down to the district and commune level and to focus more on the training of local authorities and resource persons, and the collaboration with local health centers or hospitals.

²⁴ Macpherson, A. (2011) “Coordinated Case Management: A National System for Decentralized Services to Victims of Exploitation and Violence”, unpublished survey report. COSECAM.

Direct services by CETHCam's service provider NGOs

118. Action 3 of the project also provided service provider NGOs with financial resources for the delivery of victim assistance through sub-granting for a total of € 1,102,023. Selection criteria were developed and COSECAM's selection committee tendered a call for proposals in March 2008. Applicants were given instructions on how to prepare concept notes and full-fledged proposals in two orientation workshops in the first and second year of the project cycle, however, many service providers had difficulties to comply with the application procedure leading to delays in the initial phase of the project.
119. 14 of the 16 NGOs that consequently received funding were members of the COSECAM and CHAB DAI Coalition networks. Also, the CETHCam partner "Ockenden Cambodia" and one additional project by COSECAM, the Economic Empowerment of Vulnerable and Trafficked Persons project, received funding. A second tender process started approximately one year after the first round. Here, priority was given to successful service providers in year one, all of which continued to receive sub-granting.
120. According to COSECAM's internal study on the impact of services and the success of reintegration for clients of service providers, most service providers involved in the study meet the criteria 1, 2 and 4 of the following minimum standards for reintegration as suggested by Arensen and Quinn:
 1. The provision of temporary accommodation for a minimum of 3 months with extension if necessary
 2. The service provider is recognised within informal and formal referral mechanisms
 3. The provision of medical, psycho-social, legal, socio-educational, vocational, job finding and housing finding assistance to be done either on site or through referral to other agencies.
 4. The service provider has provided accommodation to at least two victims of trafficking in the last 6 months
121. It appears that most beneficiaries were in receipt of shelter and referral. However, the study also points out that "not all service providers appeared to be able to provide the range of services described in point 3, either themselves or through referrals." Recovery seemed to consist mainly in the provision of shelter, basic needs such as clothing and food, and access to formal and informal education in the form of literacy training, public schooling or vocational training. The options for vocational training, however, remained limited and the lack of financial resources to begin or sustain a business resulted in clients not using their skills or working away from their families and communities.²⁵
122. Indeed, when being asked which interventions were particularly beneficial, a number of respondents highlighted CETHCam's EEVP project in Svay Rieng. Here, the aim was to provide income-generating opportunities, through skills

²⁵ Macpherson, A. (2011) "The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration", unpublished survey report. COSECAM.

training and, as an innovative additional component, a particularly close collaboration with local partners to identify business opportunities. Other innovative aspects of this project include activities that provided beneficiaries with the opportunity to inform each other on job finding strategies during field exchange visits among beneficiaries. As identified during meetings with COSECAM's local partners and beneficiaries, this innovative approach helped significantly to conduct a local mapping of business opportunities and to secure jobs for a number of beneficiaries.

123. However, according to the internal survey, "project requirements, the limited capacity of some service provider staff and the narrow view service providers have of reintegration means that the approach is generic rather than taking into consideration the whole person, whole family and whole community. There is scope for development and service providers have expressed a desire to gain more skills and increase the quality of their work by reducing the quantity."

The impact of direct services by CETHCam's service provider NGOs on their clients

124. 79 % of the clients reported an increased quality of life after reintegration, increased self-esteem and better capacities to cope with adversity. A significant number (51 %) of clients also reported using their learnt skills on a daily basis and "the standard of living for most people did seem to improve with housing conditions better and access to more nutritious food often reported."²⁶
125. There were no reports of discrimination on returning to communities; in fact client reported improved social networks²⁷, largely due to increased confidence and the dignity that comes with work. Health status appeared improved in the migrant population among beneficiaries. However, health problems seemed to remain a significant worry for most respondents.²⁸
126. On the other hand, most reintegrated clients reported that they were earning insufficient income to support or contribute to the larger family.²⁹ Moreover,

²⁶ Macpherson, A. (2011) "The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration", unpublished survey report. COSECAM.

²⁷ e.g. many of the non-migrants in the survey sample believed that their social networks and self-confidence had improved, with 49% of non-migrants responding that they had more friends. Please see Macpherson, A. (2011) "The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration."

²⁸ The current health status of non-migrants did not change much with 18% reporting being sick very often and 8% being sick often, but 13% never being sick. In addition, 15% of non-migrants have sick parents or children. However, there appears to be an overall improvement in the health status of *migrants*, even though *migrants* get sick more often, there are fewer people experiencing ill health. Please see Macpherson, A. (2011) "The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration."

²⁹ Many non-migrants described themselves as the "poorest in the neighbourhood"(43%) but there were still

the focus of most service providers appeared to be primarily on the individual client and longer-term residential care (average of 18 months) whereas families and their communities were usually not strongly involved in reintegration efforts.³⁰ Indeed, clients and staff alike identified the need to support the whole family rather than the individual and also asked for better follow-up support to clients and their families some time after reintegration.

31% of non-migrants that described themselves as currently having an “average” income. Of all migrants, 29% described themselves as currently having an “average” income but most migrants described themselves as the “poorest in the neighbourhood”(23%) or “poorer than most in the neighbourhood” (28%). Please see Macpherson, A. (2011) “The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration.”

³⁰ Macpherson, A. (2011) “The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration.”

LIKELY CONTINUATION OF ACHIEVED RESULTS (SUSTAINABILITY)

127. The sustainability criterion relates to whether the positive outcomes of the project and the flow of benefits are likely to continue after external funding ends. The analysis of sustainability thus focused on the following key evaluation questions:

What has been the extent to which the project approach has been taken on by governmental and non-governmental beneficiaries?

Whether the beneficiary institutions/organizations appear likely to be capable of continuing the flow of benefits after the project ends?

128. As seen during numerous stakeholder interviews throughout the evaluation, the CETHCam project approach is highly appreciated by the target groups. Almost all NGO respondents agreed with the project's objectives at the outset of the project and most continue to remain in agreement. The prevalent feeling was that CETHCam identified the most relevant needs as reflected in its methods, which helped to contribute to the emergence of NGO networks of support and assistance that are more effectively linked to governmental services. The facilitation of interaction between NGOs in particular is likely to promote the spread and sustainability of good practices across the target provinces, an important project outcome in terms of sustainability.
129. The sustainability is further increased from the project being designed in such a way to match the political structures on the national and provincial level.³¹ Despite some delays in the NTF/NC, COSECAM's networking activities on the national level have contributed to an increased awareness of victim assistance mechanisms and brought human trafficking firmly onto the agenda. This is likely to have long-term positive impacts. Furthermore, COSECAM and its associate partner "The Asia Foundation" (TAF) have played important roles in the development of MoSVY's Minimum Standards, a major success in terms of sustainability.
130. On the provincial level, Action 3 of the project involved both government stakeholders and NGO staff. While there are clear indications that NGOs have improved their collaboration, the full integration of the CCM system in the DOSVYs has not been established. Indeed, public services are still strongly tied to insufficient and instable financing and a lack of resource allocation, a major

³¹ Aeneas programme - *Financial and technical assistance to third countries in the field of migration and asylum*. Technical Proposal "Creating a Legal and Sustainable Environment for Trafficked Human Beings from and in Cambodia" (CETHCAM)

obstacle for the sustainability of this project component. However, there are some positive indications that the provincial departments are starting to address human trafficking more seriously. CETHCam's government counterparts have been equipped with new skills to coordinate and facilitate human trafficking related activities. Now that their roles have been strengthened, the presence of these newly developed resource staff in the DOSVYs may contribute to some extent to sustainability. At certain levels, these key staff will be able to continue the help fostered by the project, e.g. it is an achievement of the project that some staff from government departments and the police plan to continue their collaboration activities even after COSECAM's support comes to an end.

131. Among NGOs, there is clear evidence that the newly acquired skills and knowledge can be integrated in their work. All training participants interviewed during this evaluation revealed that they have acquired new and important skills, which they are able to apply in their work, an important outcome in terms of sustainability. In addition, the high number of "products" resulting from the work in Action 2, such as training curriculums and course materials, will contribute to the quality of any future training.
132. Most respondents also agreed that the collaboration between NGOs would continue, however, many felt that networking and collaboration would require continuous funding to achieve lasting impact in this regard. For instance, in some of the target areas, it was reported that networking mechanisms did indeed exist in the past, however, they faded when related funding was reduced. The CETHCam project was reportedly successful in revitalizing such activities, however, there is a danger that NGO networking activities and collaboration efforts will once again diminish if no additional funding materializes.
133. The client case conferences in particular offer the opportunity to continue the flow of benefits after the project ends, as there was some evidence that this project innovation will be sustained in the target regions. For instance, NGO and GO management staffs have repeatedly expressed their commitment to apply this process in the future.
134. On the other hand, it was suggested that working with district authorities would ensure more effectively the sustainability of the project. Some respondents further highlighted the need to collaborate more effectively with health care providers and the police.
135. Lastly it was recommended to review and discuss any reintegration efforts by NGOs. CETHCam's empowerment of beneficiaries through skills training and income generating activities appears to be particularly effective in terms of sustainability because it has lasting impact on the empowerment of beneficiaries. However, it was recommended to focus such activities more on family systems than on individual victims in any future project.³²

³² Macpherson A. "Coordinated Case Management: A National System for Decentralised Services to Victims of Exploitation and Violence". July 2011.

136. The CETHCam partners have been growing in stature, and as planned, the staff has developed substantial skills and knowledge in the area of human trafficking. Now that they further developed their technical and managerial skills and experience, the groundwork is set for the extension of the project to continue the flow of benefits after the project ends.

MUTUAL REINFORCEMENT (COHERENCE)

137. The coherence criterion relates to whether the outcomes of the project comply with frameworks and ongoing initiatives and the linkage of the strategy to other national and community policies. This section therefore examines the following key questions:

Whether the project has been consistent with, and supportive of, the policy and program framework within which the project is placed.

Considering other related activities undertaken by Government or other donors, at the same level or at a higher level:

- a) the likeliness that results and impacts will mutually reinforce one another
- b) the likeliness that results and impacts will duplicate or conflict with one another

138. The evaluation has extensively examined those parts of the CETHCam project that aim at defining the wider policy framework. The CETHCam project shows a high degree of external coherence with respect to MoSVY's Minimum Standards. The most significant complementary relations can be observed in MoSVY's "Standards on Case Management Process" (Article 7)³³ that equally address victim identification, crisis intervention, referral, case planning, assessment, recovery, and reintegration.
139. Today, MoSVY's Minimum Standards provide the most comprehensive guideline to address human trafficking. The CETHCam project contributed to its development and played an important role in piloting, through the CCM approach, many of its intended activities. In addition, the CCM activities allowed to respond to diverse forms of human trafficking and did not only focus on trafficked victims of sexual violence and exploitation. Moreover, the CCM approach introduced a way of achieving the Minimum Standards through the participation of all relevant stakeholders from both the government and civil society. Thus, COSECAM played an important role in closing gaps in existing procedures of the MoSVY.
140. CETHCam's impact on the NTF/NC was less successful, however, the Asia Foundation, an associate partner of the project, also assisted the government through its engagement in the NTF/NC and continues to play an important role.
141. The association with the Asia Foundation also needs mentioning, as TAF's

³³ Ministry of Social Affairs, Veterans and Youth Rehabilitation (2009). Policy and Minimum Standards for Protection of the Rights of Victims of Human Trafficking.

Counter Trafficking in Persons (CTIP) project with a budget of US\$ 2,100,000, was complementary to the CETHCam project in further areas of work. In 2008, UNICEF raised the issue of limited capacities and skills in the MoSVY and its provincial departments and it was requested that COSECAM assist with this process. It was emphasized that the CETHCam project should build the capacities of NGOs and The Asia Foundation should focus on the capacity of MoSVY's staff so that both interventions mutually reinforce one another. Indeed, The Asia Foundation took on some responsibility to build capacities with respect to the National Minimum Standards on Victim Protection, and provided multi-disciplinary trainings to the police, social workers, MOWA staff, and prosecutors from each province thus reinforcing CETHCam's training and networking activities as delivered over the project period.

142. With regard to capacity building, a significant contribution can also be observed as much as the CETHCam project reinforced numerous previous training efforts by other organizations such as IOM, UNICEF and UNIAP. However, none of these training efforts were conducted as comprehensively as the CETHCam training.
143. The CETHCam project also shows a high degree of external consistency with respect to the objectives as stated in the National Action Plan to Prevent Violence against Women (NAPVW).³⁴ For the period of 2009-2012, the NAPVW includes four strategies: 1) raising public awareness to change social attitudes and behaviors, 2) improving provision of services, 3) developing and improving policies and related laws, and 4) strengthening the capacity of competent officials and agencies on legal and social matters. CETHCam's results and impacts clearly relate to strategies 2-4 and are therefore likely to reinforce the NAPVW. However, due to the specific nature of the CETHCam project, one can only expect an indirect support to actions carried out by MOWA.

³⁴ <http://webapps01.un.org/vawdatabase/uploads/National%20Action%20Plan.pdf>

CONCLUSIONS

144. The key findings identified during this evaluation indicate that substantial progress towards the expected specific objective has been achieved. Throughout the various sections of this report we conclude that the CETHCam project has played an increasingly important role in the prevention of and response to human trafficking.
145. Over the course of the project, the scope and quality of the project has expanded substantially. The CETHCam project has been growing in stature and reputation, and has developed skills and knowledge in ways not to be found in any other Cambodian network. This has been achieved under difficult circumstances; thus, the management capacity of COSECAM must be highly commended.
146. The overall strength of the project design is its inclusiveness and comprehensiveness. The CETHCam project has adopted a logical and strategic approach by ensuring that project initiatives are based on clearly identified country needs and beneficiaries' requirements. Thus, the CETHCam project has been thoughtfully designed to lead to sustainable outcomes in diverse areas of work, through policy change, capacity building and the strengthening of networking and collaboration mechanisms.
147. The project also fits well into the objectives/priorities for this call, within the domain of "Stemming Illegal Immigration" and the objective "Support the Development and Implementation of National and Regional Strategies with the View to Combating Trafficking in Human Beings" (in line with Lot 4.4.).
148. Coordination and collaboration was clearly identified as a problem in the sector. Therefore, the project design envisaged efforts to involve diverse stakeholders of both government and non-government organizations. This has clearly led to better-connected NGO networks of support and assistance that are also more effectively linked to government services.
149. In addition, the CETHCam project had a unique role to play, as it was not limited to any specific form of human trafficking, unlike some of the other organizations in the field. This allowed covering the entire range of human trafficking patterns.
150. Moreover, COSECAM has wisely chosen to design and implement a strong training component for NGO staff, a sustainable response, as weak staff capacities are one important systemic cause of failure.
151. The project has clearly been consistent with, and supportive of, the organizational framework within which the project is placed. However, institutional framework building, as a crosscutting issue, involving a multitude of stakeholders, is a long and difficult process. This is true in other countries as well as in Cambodia. It requires painstaking advocacy work and capacity building at the national and local levels, and the continuous involvement of a variety of partners.

152. CETHCam had to find a difficult balance in the collaboration with the NTF/NC during a period characterized by rapid political and administrative transitions. Indeed, the National Task Force did not ensure the adequate resources to engage national and international partners in developing policies and victims' assistance strategies. As unclear mandates existed, better agreements would have been desirable as to where the institutional framework was to be housed and how the various stakeholders would participate in implementation.
153. The CETHCam partners recognized this risk early in the process and looked at different assistance strategies, including interacting more effectively with other governmental partners and NGOs as a means of mitigating these risks. The NTF/NC was identified as the most important national stakeholder, however, when problems surfaced, the CETHCam project flexibly changed the focus of its measures to the MoSVY.
154. Considering the above mentioned developments, placing the MoSVY as the primary constituent was the logical consequence of the project's evolution and the challenges encountered in the NTF/NC. The redirection of Action 1 has indeed been profound and valuable, as the CETHCam project has significantly contributed to the development of MoSVY's "Minimum Standards for Protection of the Rights of Victim of Human Trafficking". This strategic move also enabled the CETHCam partners to introduce the CCM system; a comprehensive approach to close gaps in existing victims assistance mechanisms and to complement MoSVYs minimum standards, in particular as it allowed for the intense collaboration between governmental and non-governmental stakeholders.
155. COSECAM's efforts to address the working conditions of Cambodian migrants, however, were hampered by the non-functioning of the Migrant NGOs network. Nevertheless, important contributions with regard to knowledge generation were made through two extensive surveys by the newly established "North Eastern Research Group". COSECAM's well-received International Conference on Migration and Trafficking in South-East Asia in 2010 and the follow-up expert seminar "Closing the Gap in Service Delivery" in 2011 must be highlighted as a major accomplishment in this regard.
156. Initiatives to monitor and strengthen existing protection mechanisms were limited in terms of human resources and funding allocation. However, COSECAM's collaboration with MoSVY in the development of a guideline for and the assessment of services in shelters are valuable contributions in this area of work.
157. Action 2, capacity building, is being realized, through a comprehensive assessment of training needs followed by long-term training of NGO staff in collaboration with national and international institutes. CETHCam has also provided staff of governmental departments with some of the skills required in organizing and conducting human trafficking related activities more effectively. However, these efforts need further support in order to be effective, and stakeholders, in particular from the provincial departments and on the district level, would need more and possibly long-term training to ensure the systematic inclusion of human trafficking related issues in work plans, situation analyses

and program planning.

158. The CETHCam project further played a pivotal role to strengthen the development of the Psychosocial Service Association, an important success of the project. For now, psychosocial training activities remain limited, however, more extensive training is currently underway and with an already planned transfer to a sustainable status.
159. COSECAM has further obtained positive results in Action 2 through its “Girls Speak Out” project, an innovative approach to empower young female survivors.
160. In summary, it is a major achievement of CETHCam’s project Action 2 to have strengthened and developed skills and potential so that local Cambodian NGOs can implement activities with decreasing outside assistance. Now that local NGOs better understand and can more effectively deal with human trafficking related issues, the groundwork is set for a long-term change.
161. In Action 3, COSECAM aimed to fill gaps in the implementation of MoSVY’s minimum standards and in initiatives by NGO networks. Most of CETHCam’s activities in this action focus on networking and better coordination mechanisms between local governmental and non-governmental organizations. With coordination still not being fully addressed through current systems, CETHCam’s efforts in this regard must be highly acknowledged.
162. While the shape and focus of the CCM system are still evolving in some of the target areas, the CCM activities clearly led to considerable progress in fostering inter-organizational collaboration and in targeting government activities more effectively to human trafficking related tasks. Thus, they contributed to the implementation of minimum standards and procedures for reporting, referral and case information management.
163. However, there is also a range of critical lessons learned and well-informed views about the challenges of the CCM system that should be taken into account in any future project planning. The CCM component as originally proposed was visionary in its aims and objectives, as well as in its general emphasis on collaboration with and capacity building of governmental institutions.
164. As it turns out today, the project design has been idealistic about some of its expectations for accomplishment in the given timeframe. Realistic expectations regarding the commitment and resources of government departments are at the top of the list. Indeed, public services are still strongly tied to insufficient and instable financing and the lack of appropriate human resources. Moreover, public services are hampered by unfeasible staffing procedures, a major obstacle for the sustainability of the project. For now, the DOSVYs do not function efficiently in many provinces and activities are often only established thanks to funding by NGOs. As long as the central government does not equip its provincial departments with the necessary means, external financial support is clearly needed.
165. The sub-granting of local NGOs appeared to be of great importance as it allowed for the collaborative provision of services by numerous local NGOs engaged in diverse areas of work. It is well worth mentioning that, in Cambodia, no

comparable effort has been attempted so far. However, not all service providers were able to provide the full range of services such as medical, psycho-social, legal, socio-educational, vocational, job finding and housing assistance, either by themselves or through referrals. A further key implementation issue was the partial failure to involve the whole family and community context to which the client returns. While acknowledging that residential care may often be the only way to realistically provide services in Cambodia, Macpherson emphasizes that “more attention needs to be paid to recognising multiple life experiences, personal characteristics and external factors that comprise the risk for human trafficking and impact on the success of reintegration. This will require working with the whole family and understanding the community context to which the client returns, if the successful reintegration is to occur.”³⁵

166. It appears, however, that most beneficiaries did indeed reach an increased quality of life, most significantly those who benefited from income generating activities. The health status also appeared improved, however, health problems remain a significant worry and there appears to be a need to improve the collaboration with local health centers and hospitals. Moreover, local authorities and the police on the commune and district level should be more effectively involved. Their comprehensive engagement is crucial, as these are the actors that often have the first contact to victims of human trafficking.
167. In summary, the CCM component has remarkably accomplished a great deal of what was intended. Although a number of recommendations will be made, there is clear evidence that this approach was well suited to improve efforts in the prevention of and response to human trafficking. In fact, the CCM system was the first serious model for an integrated response and therefore remains a unique and ambitious effort to unite and strengthen the prevention of and response to human trafficking.

³⁵ Macpherson, A. (2011) “The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration.”

RECOMMENDATIONS

168. While acknowledging CETHCam's contributions to the prevention and response of human trafficking, this evaluation highlighted a number of current challenges. The recommendations that have emerged from this evaluation are presented with the intention of being applicable to a continuation or expansion of activities. The aim was to provide a short number of recommendations, succinctly expressed, and addressed to those with the means and responsibility for implementing them.

To the CETHCam partners

169. The CETHCam partners are advised to continue their collaboration at both a strategic and operational level with the MoSVY. In particular, it is recommended that the Minimum Standards are promoted and used as the guiding document for service providers. This policy is vital for service providers and other NGOs to understand, as this is the model that MoSVY has chosen. In doing so, the CETHCam partners may consider reviewing the CCM Handbook for the inclusion of minimum standards, which are not yet covered.
170. Another issue that could benefit from further clarification is the nature of complementary actions that should be carried out in the future. One related question that has to be further discussed in due time, is to what extent and how the CETHCam partners should engage in training activities related to MoSVY's Minimum Standards. To address the limited knowledge and capacities in the DOSVYs, the CETHCam partners could consider adopting a more long-term view of capacity building. However, to be effective, this also requires increased inputs from the central government and a profound review of MoSVY's staffing procedures. Thus, support for the MoSVY could also mean to advocate for and lobby the National Assembly to allocate more public funding.
171. Moreover, with a more defined capacity building strategy that focuses more on local authorities and community resource people at the district and commune level, further improvements could be achieved. The CETHCam partners are therefore advised to focus more on the training and sensitization of law enforcement officials (e.g. on the identification of victims and victim referral procedures), but also of locally available resource persons. This could help in particular to identify victims of trafficking among especially vulnerable groups.
172. The CETHCam partners are further advised to improve the collaboration with and the capacities of local hospitals and health care centers. These are normally the first services that many trafficked victims of sexual violence seek. They lack, however, the resources and knowledge to conduct, for instance, forensic examinations or to refer their patients to the appropriate follow-up services.
173. Most service provider staff also agrees that training of local NGOs and hospital staff on psychosocial issues and counseling skills should be treated as a high priority issue in any future program. This is clearly part of the protection mandate as there are many human trafficking related experiences that cause serious psychological harm.

174. Last but not least, recommendations from CETHCam's internal impact survey highlight the need to work more effectively with "the whole person and the whole family" to improve reintegration efforts. In particular, it is recommended to "follow families for the whole project term, thus allowing for follow up and to enable clients to build on lessons learned." Other key recommendations include the need to enable clients "to complete education to a certain level so that their educational advancement does not place the family in a worse situation", and "increased contact with community based organisations and local authorities to better understand and address issues at a community level."³⁶

To the government:

175. Without more government engagement in terms of funding and political support over the long term, current efforts in the prevention of and response to human trafficking cannot be sustainable. Hence, the central government must ensure sufficient resource allocations to its Ministries and Departments. Additional funding for MoSVY, in particular, is urgently needed. In addition, a thorough review of MoSVY's staffing procedures is highly recommended.
176. Using MoSVY's Minimum Standards as a guideline, its implementation should be achieved in a collaborative effort by all stakeholders, therefore allowing victims to access care that is suitable to their diverse needs. Thus, MoSVY is advised to continue and further intensify its collaboration with civil society organizations both at the national and local level.

To the donors:

177. The development of MoSVY's Minimum Standards should be widely recognized as a major achievement. It is vital that donors continue their support both to the MoSVY, NGOs involved in the CETHCam project, and other actors to make the implementation a success. COSECAM is well placed to act as an intermediary as it has the knowledge and experience to identify service providers and to coordinate their services with the DOSVYs.

³⁶ Macpherson, A. (2011) "The Whole Person, The Whole Family, The Whole Society: a study on the impact of services and the success of reintegration for clients of service providers to victims of trafficking, exploitation and migration", unpublished survey report. COSECAM.

TERMS OF REFERENCE

Terms of reference

**NGO COALITION to
ADDRESS (SEXUAL) EXPLOITATION OF CHILDREN IN
CAMBODIA (COSECAM)**

TorFPE2011(2)

FINAL PROJECT EVALUATION

**For the Creating a Legal and Sustainable Environment for Trafficked Human
Beings from and in Cambodia (CETHCam) project**

1 Background

The European Commissions' AENEAS granted €2,000,000 and other donors financed €500,000 to cover the total project costs. A number of activities are existing projects of COSECAM – such as the victim empowerment project Girls Speak Out or the Training Program – continued under the CETHCam project but in operational terms still executed separately. The overall objective is to: *Stem irregular immigration and reduce human trafficking in Cambodia and in the region, in particular for children and youths by establishing a comprehensive approach amongst government and civil society key-stakeholders to address the problems.* The specific objective is to: *Strengthen institutions, procedures and systems to reduce trafficking in, and smuggling of human beings, in particular children and youths, in order to protect and enable trafficked and migrated individuals and families to return to their homes; generate sustainable income through decent work; and reintegrate fully in to their community.* The main beneficiary groups targeted for providing services are trafficked or (irregular) migrated children, youth, women and men, or at risk of exploitation, and their immediate family members: approximately a total of 3,500 primary and 15,250 secondary beneficiaries. Other groups targeted for capacity building and empowerment are staff of Government Agencies & Civil Society Organizations, community leaders and active persons, and small and medium enterprises, which provide job opportunities to the primary target group.

2 Context

Return, recovery and reintegration support is an essential element of victim protection. In Cambodia, the return, recovery and reintegration system is still in its early stages. The government and international community believe more work is necessary to make services sustainable and victim-centered. There continues to be a need for international support to develop effective practices for the identification, referral, case management and quality recovery and reintegration of victims. The extent to which victims can access services is determined partly by whether they return through official channels or on their own.

In partnership with the Ministry of Social affairs, Veterans and Youth rehabilitation (MOSVY) and departments of social affairs COSECAM continues to pilot return, recovery and reintegration approaches with a view to incorporating these experiences into national policy and programs. Currently, COSECAM is piloting the Coordinated Case Management system in the north-western region (Battambang, Banteah Mean Chey, Pailin), in Sway Rieng, Sihanoukville provinces and in Phnom Penh. Other activities have been undertaken in conjunction with this pilot, including capacity-building around victim assistance, victim identification, case management

and referral. However, there has not been a systematic assessment of program design, effectiveness, impact and sustainability.

The study should consider other prior analytical work on return, recovery and reintegration practices in Cambodia in light of any recommendations and findings of these reports that are still considered pertinent.

3. Purpose

This evaluation intends to inform the Donors and Stakeholders of the CETHCam project. The knowledge and lessons learned resulting from the evaluation will be used to refine the existing program but also set a strategic direction for future technical support and advocacy to provincial and central authorities, including new projects in the field of victim protection. The evaluation will record achievements, assess how challenges have been addressed, record lessons learned, highlight gaps and provide a basis for capacity building and advocacy.

The main objective of the evaluation is to assess the extent to which the expected results of the project have been achieved. To this end the evaluation will review the three Actions of the project: 1) Strengthening of the Institutional Framework; 2) Capacity building and empowerment; 3) Protection, recovery, rehabilitation and reintegration. The evaluation should assess the relevance, effectiveness, efficiency, impact and sustainability of activities and services provided. In particular should be looked at the impact on the reintegration of (child) victims of exploitation and migrants in society, and on the capacity built at government agencies and service providers to provide such services. Furthermore the evaluation should predict the level of sustainability of the capacity built, the empowerment realized and the potential for continuation of the assistance mechanisms and approaches introduced by the project.

The study should also assess in some depth the viability of the Coordinated Case Management (CCM) approach for scaling-up to a national program. To this end the evaluation should review the relationship between the Project and other programs to assist victims and migrants implemented in Cambodia, and the degree to which this approach has been mainstreamed into the Ministry of Social Affairs' (MoSVY) and provincial departments of social affairs' (DOSVY) regular work. Especially the degree to which there is inter-sectoral collaboration at the provincial and district levels with relevant government agents or local authorities, police, and others, and with NGOs should be assessed. Recommendations on the way forward should be provided for those parts of the Project that will continue and how the CCM approach could fit within a broader social protection system.

4. Roles and responsibilities

Team structure: the Lead Evaluator will work with one national assistant. The National Evaluator will be selected from COSECAM's national consultant pool in consultation with the Lead Evaluator.

The **Lead Evaluator** will:

- Review all relevant documents;
- Design the evaluation plan and submit an inception report;
- Arrange logistics including appointments, transport etc.;
- Conduct interviews, meetings and use other methods to collect information together with the national evaluator (it is up to the team to divide tasks);
- Analyze data and identify key findings;
- Write the draft and final evaluation reports;
- Present the findings;

The **National Evaluator** will:

- Undertake preparations for the field work;
- Conduct interviews and collect data as assigned by the Lead Evaluator;
- Assist the Lead Evaluator in any way required;
- Provide input to draft and final reports.

The **Project staff, including Technical Advisor** will:

- Develop the terms of reference for the evaluation;
- Select and recruit the evaluation team;
- Facilitate key meetings with service providers and others;
- Provide logistical assistance if necessary;
- Assure a proper execution of the evaluation (by Technical Advisor of the CETHCam project Mr. John Vijghen);
- Organize the review of the draft and final draft reports and compile a response.

A **Consultant** will:

- Compile a list of all relevant documents and prepare for review by Lead Evaluator.

5. Methodology

The study consists of two parts, which will be conducted simultaneously: an impact evaluation and a more in-depth study of the Coordinated Case Management (CCM) approach. A report will be prepared for the evaluation and a separate report for the CCM assessment. The team will develop the methodology in detail using all methods deemed appropriate. The evaluation will follow the criteria of the OECD/DAC (adopted by the EU). The evaluation team will conduct the evaluation according to basic ethical standards and the core principles of victim protection thereby taking into account the sensitive nature of the beneficiaries' situation. The team will comply with COSECAM's child protection policy. Gender analysis should be mainstreamed throughout the evaluation report. A detailed ethics and victim protection protocol should be developed as part of the methodology. The following documents should be used to guide the evaluation approach:

- Direct Assistance Handbook for the Protection of Victims of Trafficking (IOM);
- Principles and Guidelines on Human Rights and human trafficking (OHCHR);
- Framework Document for Developing SOPs to facilitate the Protection of Trafficked Persons (IOM, UNHCR)
- Guide to Ethics and Human Rights in Counter-trafficking (UNIAP).

Key informants will include (but are not limited to): victims of trafficking and migrants, and their family members; officials and personnel from relevant ministries at national, provincial and other levels; service provider staff such as social workers and counselors; International Organizations', United Nations' and NGO's staff and other counter-trafficking agency personnel.

During project implementation, some project components have evolved and there have been changes made to the design. This may limit the possibility of assessing progress against intended results. It is expected that the evaluation team will address this issue in the inception report, for instance by formulating a set of benchmarks against which to assess project progress.

6. Expected outputs

All outputs should be sent to: tcu@cosecam.org / cc: john.CETHCam@gmail.com

- a. One inception report outlining the evaluation approach, work plan, list of potential respondents, main evaluation questions, questionnaire models, logistic arrangements with a budget for the expected expenditures, and a report content/structure for the evaluation report and for the CCM study report (the content/structure for the latter report should be defined in close consultation with the Technical Advisor).

- b.** A preliminary (working) draft evaluation report (in English) for review by Project Management or delegated person to assess compliance with the ToR;
- c.** A draft evaluation report (in English) for review by Project Management or delegated person to give input and factual corrections;
- d.** A final draft evaluation report (in English) for review of changes made after the first review (changes in track change mode).
- e.** A final (print ready) evaluation report (in English) with annexes.
- f.** A presentation with evaluation findings to be shared with Project staff and Project Steering Committee (the presentation will be given on a date convenient for Lead Evaluator and Project Stakeholders, and might take place before the completion of the final report).

7. Experience, qualifications

Lead Evaluator

- a.** University degree in social sciences or other relevant discipline;
- b.** At least 10 years experience in project impact evaluations;
- c.** Experience working on issues related to human trafficking, child exploitation and/or other victims of violence;
- d.** Experience with social service delivery methods by NGOs;
- e.** Excellent analysis and reporting skills;
- f.** Able to conduct the study independently, including logistical support;
- g.** Proficient in English language, Khmer language skills are an advantage;
- h.** Familiar with the victim assistance context in Cambodia is preferred.

National Evaluator

- a.** Khmer national with at least three years' experience in the monitoring and evaluation of humanitarian aid programs in Cambodia;
- b.** At least one year experience working on the return, recovery and reintegration of trafficked persons;
- c.** Good written and spoken English, and good field report writing skills;
- d.** Bachelor or Masters degree in social science or other relevant discipline;
- e.** Driving license an advantage.

8. Timeframe

The study will be commissioned to a Lead Evaluator with the required qualifications for duration of 25 days with the final report submission date before 31 July 2011. The National Evaluator will be recruited for duration of 20 days during the fieldwork phase.

Key Activities	Timeframe	Involved
Approval of Evaluation Terms of Reference	Before 1 June	CD; ICCO
Selection of Evaluation Team	Before 15 June	TCU; CD
Desk study + Tool dev. (<i>estimated 3 days</i>)	Tbd	Lead Evaluator
Inception report (<i>estimated 1 day</i>)	Tbd	Lead Evaluator
Field work (<i>estimated 13 days</i>)	Tbd	Evaluation team
Presentation (<i>estimated 1 day</i>)	Tbd	Evaluation team
Draft evaluation report (<i>estimated 5 days</i>)	Tbd	Evaluation team
Review of draft evaluation report	Tbd	TCU; CD; ICCO
Final evaluation report (<i>estimated 2 days</i>)	Before 1 August '11	Lead Evaluator

9. Application Process

Download ToR and the CETHCam project document from www.cosecam.org

Enquiries only by email to: Send cover letter explaining why you are suited for the

assignment, statement of availability, expected daily fee and at least 3 referees together with your CV (No other documents! Use your name as file name) to: with cc to: Early applications are encouraged from now onwards until deadline on 12 June 2011. Note the job code in the subject line. Previous applicants do not need to re-apply.

1 June 2011,
Toun Vicheth,
Coalition Director

WORKPLAN

Key Activities	Timeframe	Involved
Desk phase		
Collecting basic documents	June 28	Lead Consultant
Review of key project documents	July 3	Lead Evaluator National Consultant
Introduction / Preparation Meeting / Briefing of the Consultants / Contract signature Evaluation planning meeting Submission of preliminary workplan to COSECAM. Review of proposal, logical frameworks and TORs First draft of the evaluation questions Collection and review of documents as suggested in the TORs Internet research and collection of	July 4	Lead Evaluator National Consultant Director COSECAM

policy and framework documents		
Meeting with Ashley Full documentary analysis Decision on and submission of draft evaluation questions to COSECAM	July 5	Lead Evaluator National Consultant
<i>Inception meeting:</i> Discussion of and decision on the scope of the evaluation, DAC criteria and the draft key evaluation questions Development of sub-questions for each key evaluation question First arrangements for interviews to be conducted next week Review of policy and framework documents (e.g. EU, UNIAP) First review of the relationship between the Project and other programs to assist victims and migrants in Cambodia	July 6	COSECAM management staff Lead Evaluator National Consultant
Follow-up communication with COSECAM's managers Finalization of the Evaluation Methodology Tools development: Development of interview guides and questions	July 7	Lead Evaluator National Consultant
<i>Morning</i> Design of a work plan for the field phase specifying all tasks, responsibilities, time schedule: Indicative list of people to be	July 8	Lead Evaluator National Consultant COSECAM Evaluation Manager

interviewed, FGDs, dates of visit, itineraries, name of responsible team members		
Clarification of open questions		
Inception Report Writing		
Submission Inception Report	July 10	Lead Evaluator
Preparation Interview Questions		National Consultant
Evaluation Planning Meeting		
Field Phase		
<i>Afternoon</i>	July 8	Lead Evaluator
Preparation field phase: Travel and interview/FGD arrangements		National Consultant
<i>Field missions (Phnom Penh):</i>	July 11 – 15	Evaluation team
Interviews with COSECAM, partner organizations, key stakeholders in Phnom Penh		
<i>Field work (Battambang, Svay Rieng, Sihanoukville, Banteay Meanchey, Poipet, Pursat)</i>	July 13 – 15 July 18 - 20	Evaluation team
Initial meeting and presentation to partner NGO staff	July 18 – 22	
Data collection and analysis		
Synthesis phase		
Synthesis workshop:	July 24	Lead evaluator
Review of findings. Clarification and formulation of conclusions		National Consultant

Development of recommendations		
Submission of the draft evaluation report	Aug 25	Lead evaluator
Feedback on the draft evaluation report	1 - 2 weeks	CETHCam steering committee
Presentation of and discussion on the evaluation results Discussion of a follow-up evaluation strategy	2 days (Tbd)	Evaluation team CETHCam steering committee
Finalizing the evaluation report	2 days (Tbd)	Lead Evaluator
Submission of the final evaluation report	(Tbd)	Evaluation team

LIST OF PEOPLE CONSULTED

Note: all interview partners have been promised confidentiality. Thus, the list of people consulted does not indicate the names and positions of each interview partner.

Total number of people interviewed: 78

Phnom Penh:

- MoSVY Representatives: 2
- NTF Representatives: 1
- UN Representatives: 3
- EU Delegation: 1
- Partner Organization Staff: 17
- Steering Committee Members: 4
- Donor Representatives: 2
- COSECAM staff - Senior Management Staff: 7; Field Coordinators: 4

Pursat:

- Partner Organization Staff: 2

Banteay Meanchey:

- Partner Organization Staff: 8
- DOSVY Representatives: 2

Battambang:

- DOSVY Representatives: 2
- Partner Organization Staff: 5
- Police Representative: 1

Poipet:

- Partner Organization Staff: 4

Shianoukville:

- Partner Organizations Staff: 3
- Police Representative: 1
- DOSVY staff: 3

Svay Rieng:

- Partner Organization Staff: 4
- Police Representative: 1
- Health Centre Staff: 1
- DOSVY staff: 1

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EXPECTED & ACTUAL PROJECT OUTPUTS

DETAILS OF THE EVALUATION TEAM

Julian Poluda, MD, MSc, DTMPH is a specialized freelance consultant who has lived in Cambodia since 2008. In his work, he primarily focuses on the evaluation and design of projects/programs in the areas of Gender & Development, Mental Health & Psycho-Social Interventions, Conflict Transformation & Peacebuilding, and Refugee/Migrant Health & Rights.

Sophorn TOUS, MSc is a national specialist on Gender and Development with valuable experience in project management, specifically project design development, implementation and project planning related to Child Protection Program, Migration and Human Trafficking. She also had an opportunity to work on a project focusing on Decent Work, Gender Equality and Safe Migration Project of International Labor Organization and a project evaluation on Vietnams Prevention Project of CHAB DAI Coalition.