

***Prevention of All Forms of Trafficking in
Persons through Enhanced Regional
Cooperation, Community Mobilization
and Poverty Alleviation, Phase III***

A three-year project implemented by the International Organization for Migration in partnership with the Ministry of Women's Affairs, and supported by the Ministry of Foreign Affairs of Finland

FINAL EVALUATION

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ACRONYMS

| | |
|-----------|---|
| APNSW | Asia Pacific Network of Sex Workers |
| ARTIP | ASEAN Regional Program on Trafficking in Persons |
| Big C | A network of 24 organizations advocating for and implementing various initiatives to address social issues, particularly child trafficking and exploitation in Poipet |
| BVST | Border Victim Support Team |
| CEDAC | Centre d'Etude et de Development Agricole Cambodgien or Cambodian Center for Study and Development in Agriculture |
| CDP | Cambodian Defenders Project |
| CG | Cluster Group |
| CNCC | Cambodian National Council for Children |
| COMMIT | Coordinated Mekong Ministerial Initiative on Trafficking |
| COSECAM | Coalition on Sexual Exploitation of Children in Cambodia |
| CTIP | Counter Trafficking in Persons Program |
| DOE | Department of Employment in Thailand |
| DoEM | Department of Employment and Manpower |
| DoEYS | Department of Education, Youth and Sports |
| DoI | Department of Interior |
| DoLISA | Department of Labour, Invalids and Social Affairs (Vietnam) |
| DoLVT | Department of Labor and Vocational Training |
| DoSVY | Provincial Department of Social Affairs, Veterans and Youth Rehabilitation |
| DSDW | Department of Social Development and Welfare (Thailand) |
| DoWA | District Office of Women's Affairs |
| FSF | Family Support Fund |
| HLWG | High Level Working Group |
| GMS | Greater Mekong Sub-region |
| IEC | Information, Education, Communication |
| ILO | International Labor Organization |
| ILO/IPEC | International Labor Organization/International Program on Exploitation of Children |
| LMIS | Labor Migration Information System |
| LSCW | Legal Services for Children and Women |
| IOM | International Organization for Migration |
| MoD | Ministry of Defense |
| MoEF | Ministry of Economics and Finance |
| MoI | Ministry of Interior |
| MoLVT | Ministry of Labour and Vocational Training |
| MoJ | Ministry of Justice |
| MoLISA | Ministry of Labour, Invalids and Social Affairs (Vietnam) |
| MoSVY | Ministry of Social Affairs, Veterans and Youth Rehabilitation |
| MOU | Memorandum of Understanding |
| MoT | Ministry of Tourism |
| MoWA | Minister of Women's Affairs |
| MPA | A security agency |
| NGO | Non-government Organization |
| NPA | National Plan of Action |
| NPA-TIPSE | National Plan of Action against Trafficking in Persons and Sexual Exploitation |
| NTF | National Task Force |
| OSVY | District Office of Social Affairs, Veterans, and Youth Rehabilitation |
| PCU | Provincial Command Unit |
| PDWA | Provincial Department of Women's Affairs |

| | |
|--------|--|
| PLA | Participatory Learning and Action |
| PTC | Poipet Transit Center |
| PTF | Provincial Task Force |
| PPC | Project Proposal Concept |
| RGC | Royal Government of Cambodia |
| RGT | Royal Government of Thailand |
| SBA | School Based Activities |
| SOP | Standard Operating Procedures |
| SRV | Socialist Republic of Vietnam |
| TAF | The Asia Foundation |
| TIP | Trafficking in Person |
| TIPSE | Trafficking in Persons and Sexual Exploitation |
| TOR | Terms of Reference |
| UNAIDS | |
| UNIAP | United Nations Inter-Agency Project |
| UNICEF | United Nations International Children's Educational Fund |
| USAID | United States Assistance for International Development |
| WSAC | Women's Agenda for Change |
| WG | Working Group |
| VBA | Village –based Activities |

EXECUTIVE SUMMARY

Trafficking in persons has been one of Cambodia's biggest social problems that thrive on the huge gap between the economic opportunities offered by some places and the stark want of the others, the lack of awareness of those who are in the state of great need and the lack of social and legal control over exploitation and abuse. These are the situations that the International Organization for Migration (IOM) and the Ministry of Women's Affairs (MoWA) of the Royal Government of Cambodia have been addressing in tandem since 2001.

With funding assistance from the Government of Finland, IOM launched the project *Prevention of All Forms of Trafficking in Women and Children in Cambodia* in 2001 in partnership with MoWA, the government Ministry responsible for the welfare of women who are the usual victims of human trafficking and sexual exploitation. The project has evolved into three phases and is now in its final three-year phase. The first two phases have been successful in enhancing the capability of the MoWA to initiate and strengthen programs and mechanisms that address the root causes of trafficking in persons in Cambodia. The third phase which has expanded in scope will end on December 31, 2009.

This report details the evaluation of Phase 3 of the project *Prevention of All Forms of Trafficking in Persons through Enhanced Regional Cooperation, Community Mobilization and Poverty Alleviation*. It has five sections: Introduction, Evaluation Process, Findings, Conclusions and Recommendations.

KEY FINDINGS AND RECOMMENDATIONS:

A. COMPONENT ONE: ENHANCED REGIONAL COOPERATION AND LEGAL PROTECTION

Key Findings:

- IOM, with its long years of experience in countering trafficking in persons supported MoWA in advocating for the establishment of a national mechanism to address prevention, protection, law enforcement and prosecution issues related with trafficking in persons, human smuggling, unsafe migration, sexual and labour exploitation of women, children and men. MoWA is seen as an initiator and leader in public debate and policy development with regards to counter-trafficking policy and is recognized regionally as an active collaborator in combating trafficking in persons.
- With IOM support, MoWA has enhanced capacity in policy and advocacy, monitoring and evaluative report writing skills and related planning. MoWA reports, publications, IEC materials and media outputs demonstrate enhanced capacity and analytical and writing skills.
- There is a strong evidence of enhanced cooperation and successful implementation of the bilateral and GMS level MOUs and Agreements between the Royal

Government of Cambodia (RGC) and neighboring countries. MoWA, with support from IOM, efficiently led the successful implementation of the bilateral cooperation between RGC and the Socialist Republic of Vietnam (SRV) that resulted to the creation of mechanisms to address the prevention, protection, and prosecution issues. Currently, MoWA, in coordination with the Ministry of Foreign Affairs (MoFA) is continuing discussions on an MOU on TIP with Malaysia. This is expected to be signed in early 2010.

- MoWA led the development and revision of the National Plan of Action on Trafficking in Persons and Sexual Exploitation (NPA-TIPSE) in 2008. MoWA, in collaboration with relevant ministries and civil society is currently finalizing the new 2009-2013 NPA-TIPSE that is expected to be approved in early 2010. All prevention and regional cooperation project activities are incorporated into the Plan.
- With IOM support, MoWA has sensitized the RGC on the need to ensure the safety of international marriage migrants.
- In cooperation with the United Nations Inter-agency Project on Trafficking in Persons (UNIAP), IOM has provided capacity building on response to human trafficking and the new Law on the Suppression of Human Trafficking and Sexual Exploitation (LSHTSE). The project has taken steps to disseminate key aspects of the law using mass media.

Recommendations:

- As considerable progress has been made and indeed best practices have been achieved in implementing the cooperation agreement with Vietnam, MoWA should apply its experience in finalizing the MOU with Malaysia and in developing bilateral cooperation with other countries in the region, e.g. Korea and destination countries of Cambodian labour migrants, especially female migrant workers.

B. COMPONENT TWO: LABOUR MIGRATION INFORMATION SYSTEM

Key Findings:

- IOM supported the Ministry of Labour and Vocational Training (MoLVT) in the establishment of a Labour Management Information System. MoLVT launched the MS Access Database in 2007 that provides an information base on labour migration and labour migration trends.
- With IOM support, MoLVT has enhanced knowledge and competency on migration issues that allow it to analyze migration trends and in turn inform policy and advocacy efforts.
- MoLVT has put in place a licensing and monitoring system for recruitment agencies, with particular focus on vulnerable sectors, such as construction,

plantations, domestic work, and factories. An official inventory of approved and licensed recruitment agencies was disseminated widely.

Recommendations:

- MoLVT should develop its own capacity to maintain and upgrade the LMIS, particularly as the number of partner countries increases. This should be reflected in MoLVT's planning and budget requirements.
- In order to inform policy and advocacy efforts, MoLVT should gather data from returned labour migrant workers.

C. COMPONENT THREE: VILLAGE-BASED ACTIVITIES AND POVERTY ALLEVIATION

Key Findings:

- IOM has assisted MoWA in developing a national holistic strategy that comprises of awareness-raising, community mobilization, poverty alleviation, vocational skills training, financial and emergency support to the vulnerable, advocacy and planning at all levels.
- MoWA has enhanced institutional capacity to develop, implement, and monitor poverty alleviation schemes for the prevention of TIP and a reduction of vulnerability in target provinces.
- IOM assisted MoWA in the development and implementation of a model public-private vocational training course through the Kseth Training Center. With participation of the provincial Department of Labour and Vocational Training (DLVT) and the Department of Education, Youth and Sports (DoEYS), the scheme has had significant success in facilitating the entry of a large number of especially vulnerable women into paid employment. The Center has also expanded to provide motorcycle and machine repair skills training for men.
- With IOM support, community mobilization approach was implemented through intensive village-based activities (VBA) in all target districts. The project has targeted men, women and children and tackled cross-cutting issues, such as drug and alcohol abuse, domestic violence, HIV/AIDS, etc.
- The community mobilization approach has been consolidated through school-based activities (SBA). The Ministry of Education, Youth and Sports (MoEYS) has enhanced capacity to conduct counter-trafficking awareness raising as part of an overall prevention strategy.

- MoWA has developed a sustainable Family Support Fund (FSF) to provide assistance to vulnerable villagers including the poorest of the poor. The CEDAC savings groups have also been found to be effective and sustainable.
- The impact of the VBA and poverty alleviation activities on the prevention of TIP and irregular migration could not readily be statistically validated. However, interviewed villagers attested to the decrease in the number of villagers who leave their communities. This is attributed to the holistic strategy, including support with income-generating activities.

Recommendations:

- MoWA’s prevention strategy should be implemented nationwide, including VBA, FSF, and CEDAC’s savings groups.
- SBA has been found to be very efficient and effective in raising awareness of a large number of potential young migrants. Advocacy should be conducted with MoEYS to incorporate counter-trafficking and safe migration lessons into the school curriculum, or at least include them in annual plans for academic and extra-curricular activities.
- The project has advocated with all relevant provincial stakeholders to develop a sustainable mechanism for the future operation of the Kseth Training Center. However, this has not been achieved. Advocacy should be continued through the provincial Department of Women’s Affairs (DoWA) to this end, potential funding should also be sought from private sector partners.
- The Center should also look to diversify the skills training offered, including catering and hospitality, and link with labour demand at the growing border town of Bavet where there are numerous casinos and hotels. Funding should be sought from the private sector.
- Based on the results of the market study, the district-level annual planning, and other needs assessments – offer longer sewing course to help those who may wish to set up shop in their communities instead of working in factories, provide group start-up assistance to graduates of motorcycle repair course, and include aptitude in screening participants to maximize learning and minimize waste of funds due to trainee’s lack of sewing or motorcycle repair potentials.

D. COMPONENT FOUR: SUPPORT TO POIPET TRANSIT CENTER

Key Findings:

- The Poipet Transit Center (PTC) has delivered many outputs and has achieved all the objectives for January to March 2007. However, PTC did not receive 45

trafficked persons as projected. The number of repatriates depends on Thailand's readiness, as well as space available at the NGO centers in Cambodia.

Recommendation:

- PTC needs to advocate for a budget allocation from the Government and seek funding for its activities.

1.0 INTRODUCTION

1.1 Background

The project Prevention of All Forms of Trafficking in Persons through Enhanced Regional Cooperation, Community Mobilization and Poverty Alleviation 3 is the final phase of a three-phase nine-year project of the IOM funded by the Government of Finland. Its overarching goal is to enhance the capacity of MoWA to appropriately and effectively respond to the problem of trafficking in women and children and to develop preventive measures guided by gender sensitivity and concern for the protection of human rights.

Phase 1 focused on the implementation of specific counter-trafficking activities and enhancing the technical capacity of key departments of the MoWA. It was implemented in 2001 to 2003.

Phase 2 aimed to contribute to the capacity enhancement of the MoWA in the areas of legal literacy, policy advocacy, information gathering and dissemination and initiation of village fund schemes. It was implemented on 2004 to 2006.

Project-end evaluations of the first two phases concluded successful project implementation, resulting in the increase in the target population's level of awareness of key concepts and issues on trafficking and unsafe migration, attitude and behavior change towards the direction of taking more precautions with regards trafficking risks, being actively involved in reporting cases of trafficking and decreased number of trafficking and irregular migration cases. All of these have been achieved with the MOWA as lead implementing agency, with technical guidance from IOM.

1.2 Project Description

Phase 3 proposed to build on the accomplishments of Phases 1 and 2, guided by the lessons learned and the recommendations proposed by the evaluators of the two phases. It aimed to continue to work in support of on-going national prevention activities that were found effective in reducing trafficking and unsafe migration through poverty alleviation and community mobilization initiatives. At the same time, the project proposed to support on-going and planned regional initiatives and mechanisms that address trafficking in persons in the Sub-Mekong Region.

Phase 3 implementation has four components, namely:

- **Component 1: Regional Cooperation and Legal Protection** – It seeks to support the establishment and operation of a new NTF and enhance and implement bilateral agreements, memoranda of understanding between the RGC and other countries in the Mekong Region on the elimination of trafficking; assist victims of trafficking; support the development of a new-anti-trafficking law, its dissemination, implementation and monitoring; and improve the communication and collaboration with provincial level staff and develop effective communication strategies to educate provincial level staff on advocacy issue.
- **Component 2: Labor Migration Information System (LMIS)** – It aims to develop labor migration database that will increase the capacity of the Government to effectively manage an expanding labor migration program that protects the rights of migrants and prevents trafficking to destination countries.
- **Component 3: Village-based Activities and Poverty Alleviation** - Its objective is to enhance the capacity of commune and village authorities and communities to develop and sustain holistic targeted prevention interventions that will combat trafficking. These interventions include piloting and promoting human rights based activities, skills training and poverty alleviation initiatives in the community level.
- **Component 4: Bridging Support to the Poipet Transit Centre (PTC)** – This pertains to providing PTC operational and office support in January to March 2007, to improve and strengthen existing system and procedures of return and reintegration of trafficked women and children and to put in place mechanisms that will ensure the sustainability of the established system and procedures

1.3 Evaluation Objectives:

- To determine if the project has achieved and contributed to the capacity of MoWA to respond to the problem of trafficking in women and children and to develop preventative measures in a gender-sensitive and human rights-protective manner.
- To identify best practices and constraints and provide recommendations to MoWA for future enhanced regional cooperation and sustainable community mobilization and poverty alleviation activities.
- To determine if the Ministry of Labour and Vocational Training (MOLVT) has enhanced capacity to manage labour migration.

1.4 Methodology

This evaluation focused on the gathering of qualitative information from accumulated project documents and from key informants. The evaluation team which was composed of a Team Leader, an assisting evaluator and two interpreters, sought the participation of all relevant project stakeholders from all levels: village, commune, district, provincial and

national. The team sought the participation of project beneficiaries, focal persons, trainers, NGO partners, district and provincial officials and key policy and decision level officials of relevant Ministries.

- **Desk Study** – The 9-year project has accumulated voluminous materials. These documentations are virtual mines of very informative and helpful documentations of a wide array of processes and activities from year 2001 to November 2009. They document the details of comprehensive and in-depth processes, steps and progress of project implementation, as well as the results of each component of each project phase. They provided the total context of Phase Three project implementation.
- **Key Informant Interview and In-depth Interview** - The implementation of the project relied heavily on project participants and implementers from all levels and sectors: the poorest village project participants, the village chiefs and other local officials, the commune, district and provincial government officials, staff and officials of government line ministries, heads of the Cabinet and officers of organized task forces and NGOs. The evaluation team interviewed key persons from each of these levels and sectors with the help of IOM project staff who made all the appointments for the evaluation team in the provinces of Svay Rieng, Prey Veng, Banteay Meanchey, Poipet and Phnom Penh. Key informant interviews were conducted in Phnom Penh where policies and decisions have been conceived, discussed and planned. Interviewed were Ministry officials and department heads of MoWA, MOI, MoJ, MoSVY and MoLVT.
- **Facilitated Group Discussion** - The evaluation team gathered information from group discussions among villagers who are actively engaged in the project’s various village-based and school-based training and livelihood activities as well as with groups of persons who have been trained to train others on awareness-raising campaigns on anti-trafficking and unsafe migration.
- **Informal Interview** - Casual and informal interviews were likewise conducted by the evaluation team to get information that might not surface during formal or structured interviews and group discussions.

2.0 PROJECT OBJECTIVES, MAIN ACTIVITIES, KEY FINDINGS, ACHIEVEMENTS, AND RECOMMENDATIONS

The overall aim of the project “Prevention of All Forms of Trafficking in Persons through Enhanced Regional Cooperation, Community Mobilization and Poverty Alleviation” is to address the problem of internal and regional trafficking and irregular migration. Specifically, the project aims to achieve the following objectives:

- To enhance the capacity of MoWA to promote bilateral and regional cooperation, including measures to ensure the full implementation of regional and bilateral MOUs and other relevant commitments and the development of additional

cooperation arrangements as appropriate and to work towards the adoption and dissemination of a new anti-trafficking law.

- To increase the capacity of RGC to effectively manage an expanding labor migration program in a manner that will protect the fundamental rights of migrants and prevent trafficking in destination countries
- To enhance the capacity of commune and village authorities to develop holistic targeted prevention interventions that will seek to combat trafficking, through community mobilization and reduced vulnerability.
- To support trafficked persons in need of return and reintegration through the Poipet Transit Center.

These objectives were found to have been fully achieved. Evidence and the extent of the achievement of each objective are discussed in each of the four components.

2.1 COMPONENT ONE: ENHANCED REGIONAL COOPERATION AND LEGAL PROTECTION

The primary goal of this component is to enhance the institutional capacity of MoWA to promote bilateral and regional cooperation, including measures to ensure the full implementation of regional and bilateral MOUs and other relevant commitments and the development of additional cooperation arrangements as necessary. The specific objectives include the following:

1. To support the establishment and operation of a new National Task Force to Implement Bilateral Agreements/Memoranda of Understanding between the Royal Government of Cambodia and Relevant Countries on Trafficking in Persons and Assisting Victims of Trafficking (TIP Task Force);
2. To jointly support the implementation of the Cambodia-Viet Nam Plan of Action for 2004-2010 on prevention and the fight against trafficking and women and children;
3. To support the development of a new anti-trafficking law, its dissemination, implementation and monitoring through the National Task Force on Trafficking in Persons (NTF)
4. To support the sustainability of MoWA's trafficking activities by encouraging the NTF to advocate for government funding; and
5. To improve communication and collaboration with provincial level staff and develop effective communication strategies to educate provincial level staff on advocacy issues.

The following are the indicators determined by the project that demonstrates that the objectives have been achieved:

- National Task Force Secretariat established and functioning
- Plan of Action for implementation of the Task Force developed and disseminated

- Plan of Action implemented
- MoWA has enhanced capacity in policy and advocacy, monitoring and evaluation and evaluative report writing skills and related planning
- Evidence of enhanced cooperation and successful implementation of the bilateral and GMS level MoUs and agreements
- Evidence the NTF has submitted funding requirements to the Ministry of Economy and Finance for its operation
- Municipal/Provincial level working groups established in support of the NTF's activities
- Prevention activities described in the bilateral Plan of Action with Vietnam implemented
- Program is initiated to address the issue of trafficking for begging to Vietnam
- Program is initiated to address the issue of trafficking for sexual exploitation to Cambodia
- Bilateral agreement developed with Malaysia
- New Anti-Trafficking law in place that is fully compliant with its international obligations under the key international instruments, particularly UNTOC and TIP Protocol and the new domestic penal code
- Steps taken to disseminate new law and train related authorities
- Evaluation of understanding of the law conducted with the concerned authorities and the general public

2.2 Summary of Main Activities and Achievements

In Phase 2 of the project, MoWA has developed a three-year advocacy plan that contains 8 objectives and activities. With support from IOM, most of the activities have been successfully implemented. Between 2007 and 2009, MoWA continued with its policy and advocacy efforts that significantly contributed to the enhanced Government's efforts to curb trafficking in persons and address prevention, protection, law enforcement and criminal justice issues related with internal and cross-border trafficking in persons.

The following activities and achievements are evidence of MoWA's enhanced capacity to develop, promote, implement and monitor national and regional programs to combat trafficking in persons.

- With IOM assistance, MoWA continued to address the issue of the absence of a central structure that can manage, coordinate activities and implement procedures. MoWA advocated with the relevant ministries to support the establishment of a national mechanism that espouses a coordinated approach and multi-sectoral partnership among the government and civil society that has the authority and capability to implement and monitor counter-trafficking interventions. RGC recognized MoWA's expertise, experience and commitment to address issues related with gender-based violence, including trafficking and sexual exploitation of women and children. When the National Task Force on TIP was established on 12 March 2007, MoWA was designated Chair and Coordinator of the Secretariat which was located within MoWA.

- In early 2007 MoWA, through the NTF and with technical and financial assistance from IOM, effectively led the efforts to develop strategies to implement the bilateral cooperation on TIP with the Socialist Republic of Vietnam. The following are some of the key activities and achievements related to the implementation of the cooperation agreement with Vietnam:
 - ✓ Cross-border meetings were held to develop and implement the Joint Plan of Action
 - ✓ A Joint Steering Committee was created. Meetings were held in Cambodia and Vietnam to discuss common issues of interest
 - ✓ Provincial and cross-border prevention-specific activities were implemented in 9 border provinces in Cambodia and 7 provinces in Vietnam
 - ✓ A Standard Operating Procedures (SOPs) for the Identification and Reintegration of Cambodian and Vietnamese Trafficked Persons was developed
 - ✓ An MoU on Cooperation on Prevention and Suppression of Transnational Vietnam-Cambodia Trafficking of Women and Children was developed
 - ✓ MoWA, through the NTF spearheaded the revision of the National Plan of Action on TIP and Sexual Exploitation

2.3 Key Findings

1. The National Task Force on TIP has been established and fully functional from Secretariat established and functioning

IOM, with its long years of experience in countering trafficking in persons supported MoWA in advocating for the establishment of a national mechanism to address prevention, protection, law enforcement and prosecution issues related with trafficking in persons, human smuggling, unsafe migration, sexual and labour exploitation of women, children and men. While the NTF was a government structure, MoWA, in its capacity as NTF Chair and Secretariat Coordinator recognized the need for more active participation from the international community and civil society. NGO representatives were selected to be co-vice chairs of the working prevention, protection and reintegration, and prosecution. Several UN and international organizations – IOM, TAF, UNIAP, ARTIP, WVI, UNICEF, ILO/IPEC were invited to be members of the Advisory Group. This strategy resulted to a more coordinated action in combating TIP not only in Cambodia but also in the region.

MoWA's realization of the limitation in its mandate and authority to address all facets of counter-trafficking interventions was instrumental in the creation of a higher-level structure - the National Committee on the Suppression of Trafficking in Persons, Smuggling, Labour and Sexual Exploitation of Women and Children National Committee to Combat - that can better monitor the implementation of all planned interventions.

2. MoWA has enhanced capacity in policy and advocacy, monitoring and evaluation and evaluative report writing skills and related planning

The MoWA Minister saw the need for a high level government mechanism to implement and monitor counter-trafficking and sexual exploitation interventions. She stressed that the main task of the NTF was limited to the implementation of MOUs and bilateral agreements and that MoWA's mandate is limited to prevention of trafficking and provision of rehabilitation and reintegration support to women victims. It was also recognized that law enforcement and prosecution issues related to trafficking, labor migration, and sexual exploitation require a high level government authority to monitor. Hence, MoWA successfully advocated for the creation of a government structure that has the mandate of dealing with commission of crimes and prosecution of offenders. The *Leading Task Force on the Suppression of Human Trafficking, Smuggling, and Labor and sexual Exploitation of Women and Children* was established within MOI in 8 August 2007. This was later merged (September 26, 2009) with the NTF and the *National Committee on the Suppression of Trafficking in Persons, Smuggling, Labour and Sexual Exploitation of Women and Children* was established within MoI, chaired by the Deputy Prime Minister and MoWA as Vice Chair.

3. Plan of Action for implementation of the Task Force has been developed, disseminated, implemented, and revised

The first Cambodia NPA-TIPSE was developed for 2000-2004 through the Cambodian National Council for Children (CNCC). Based on insights gained from the implementation of the plan, a second Plan was developed in 2005 for 2006-2010 that expands its scope to include all forms of trafficking in persons and sexual exploitation. Instead of developing a new National Plan of Action, the NTF decided to use the existing NPA-TIPSE. MoWA led the process of revision in 2008 to incorporate the updated priority areas of RGC on TIP, and sexual and labour exploitation, including the programs of the newly created national mechanisms – the NTF and the Leading Task Force on TIP together with the 24 PCUs. Using a holistic and multi-sectoral approach, the NPA-TIPSE has programs and activities related with human trafficking, smuggling, labour and sexual exploitation implemented by relevant government institutions. MoWA, with support from IOM led the development and revision of the National Plan of Action on Trafficking in Persons and Sexual Exploitation (NPA-TIPSE) in 2008 which was implemented by the NTF. MoWA, in collaboration with relevant ministries and civil society is currently finalizing the new 2009-2013 NPA-TIPSE that is expected to be approved in early 2010. All prevention and regional cooperation project activities are incorporated into the Plan.

The process of revision and adoption of the Plan was somehow painstakingly slow and the efforts put in by MoWA in hastening this process are commendable. With IOM and UNIAP support, MoWA is able to facilitate dialogues among the various ministries involved in the development and implementation of the Plan. MoWA is positive that the revised 2009-2013 NPA-TIPSE will be adopted in early 2010.

4. There are many evidences of enhanced cooperation and successful implementation of the bilateral and GMS level MoUs and agreements

- Following the signing of the bilateral agreement on TIP between RGC and SRV on 10 October 2005, a *Cambodia-Vietnam Joint Steering Committee for Bilateral*

Cooperation was established in January 2007. In partnership with IOM, MoWA coordinated and organized meetings to plan strategies to effectively implement the bilateral agreement in both countries. Several meetings were organized to develop the **Joint Plan of Action (JPA) 2005-2010**. The IOM Project provided technical and financial support in the implementation of the JPA through exchange visits, planning meetings and training workshops conducted in Cambodia and Vietnam. Cambodia and Vietnam agreed to work jointly on five key areas including: a) prevention and combating of trafficking networks, b) reception of victims, c) awareness-raising activities, starting with a needs assessment and followed by development of a plan on awareness-raising, d) training and experience exchange, and e) monitoring and implementation of the bilateral agreement. Since 2007, the JPA has been implemented in the border provinces of: Svay Rieng with Long An and Tay Ninh; Prey Veng with Dong Thap; Kandal and Takeo with Anh Giang; Kampong Cham and Kratie with Binh Phoeuk; Phnom Penh with Ho Chi Minh; Kampot and Kep with Kien Yang (still under consideration)

The formal repatriation system for Vietnamese victims was initiated by IOM in consultation with RGC in 1996. In late 1999, further negotiations were coordinated by IOM Phnom Penh Vietnam through its Embassy in Phnom Penh and Cambodia through MoSVY. An agreement was made between all parties and the pre-return and reintegration procedures for a formal repatriation system were developed. The first official repatriation was conducted in May 2000. Since then, the Anti-Trafficking and Reintegration Office (ATRO) of MoSVY has been liaising with the Vietnamese Embassy in Phnom Penh to coordinate the repatriation process. Starting from late 2007, IOM supported the NTF's Cluster Group on Protection in reviewing and refining the existing formal repatriation system and procedures. It has taken almost two years to finalize the **Standard Operating Procedures (SOPs) for the Identification and Return of Vietnamese and Cambodian Victims of Trafficking** which will be signed on December 3, 2009 in Phnom Penh. The key feature of the SOPs is the inclusion of procedures for the return of Cambodian trafficking victims.

- Following the development of the Joint Plan of Action in January 2007, IOM supported a meeting between Cambodia's MOWA and Vietnam's Women's Union (WU) that was held on 12-14 November 2007 in Svay Rieng to begin to plan the implementation of the prevention activities described in the Joint Plan of Action. A **Joint Sub-Committee on Prevention of TIP** was established, with MoWA and WU as the focal agencies. Participants agreed to do the following:
 - ✓ conduct a survey on current TIP situation in each country, planned joint awareness
 - ✓ set up an email account for information exchange
 - ✓ hold quarterly meetings
 - ✓ develop an information communication toolkit, conduct training, and implement a joint information campaign in each country
 - ✓ priority areas: Anh Giang, Dong Thap, and Tay Ninh provinces in Vietnam and Svay Rieng, Prey Veng, Takeo, and Kandal provinces in Cambodia

The provincial focal points of MoWA, particularly those that are bordering with Vietnam were trained on strategies for information dissemination on TIP. They were involved in the planning and implementation of provincial as well as joint cross-border prevention activities, e.g. Svay Rieng, and Prey Veng in Cambodia, and Tay Ninh and Dong Tap in Vietnam.

- On 9-11 July 2007, with support from IOM and UNICEF, relevant ministry representatives from RGC and SRV met in Phnom Penh to discuss the prosecution-related activities embodied in the JPA, particularly the creation of a legal framework to implement Article 10¹ of the Bilateral Agreement. The participants agreed to:
 - ✓ Strengthen collaboration efforts to prevent and combat human trafficking offences
 - ✓ Hasten the exchange of required information, such as laws, policies, and models on the prevention, investigation, and suppression of trafficking of women and children so that trafficking and exploitation cases could be expedited
 - ✓ Share models on Mutual Legal Assistance
 - ✓ For MoJ officials from both countries to draft an Agreement on Mutual Legal Assistance

On 23-24 October 2007, with IOM and UNICEF support a workshop was held in Tay Ninh, Vietnam to share the progress made on the cooperation between the provincial law enforcement and immigration officials from the two countries. The meeting reviewed, approved, and signed the MOU on the *Cooperation on Prevention and Suppression of Transnational Vietnam-Cambodia Trafficking of Women and Children*. The MOU recognizes the Bilateral Agreement as the foundation for the cooperation on prevention and suppression of Vietnam-Cambodia cross-border trafficking of women and children.

This indicator highlights several best practices that demonstrates effective implementation of a cooperative agreement, including the development of a joint Plan of Action, the creation of a joint Steering Committee and the Sub-Committees on Prevention, Protection, and Prosecution, the cross-border prevention sharing of experiences and joint workshops, the MoU on Suppression of Transnational Trafficking between Cambodia and Vietnam. The key factor in having these excellent results is the role that MoWA, with technical support from IOM has been playing.

5. Evidence the NTF has submitted funding requirements to the Ministry of Economy and Finance for its operation

Since the NTF has been merged with the HLWG to form the National Committee within the MOI, the operational costs of running the Secretariat has been incorporated into the MOI budget Plan. Also, MoWA ensured that the on-going activities, particularly those

¹ Article states "The parties shall authorise the concerned institutions to initiate, compilation, negotiation, coming to signing of the Mutual Judicial Assistance Agreement in the Criminal, Civil Matters with a view to creating a solid basis for bilateral cooperation in detection, investigation, prosecution and trial of various offences in relation to both countries including the offences of trafficking of women and children."

related with prevention have been incorporated into the NPA. This in turn ensures the sustainability of the project activities.

6. Municipal/Provincial level working groups established in support of the NTF's activities

The National Committee on TIP created the *Provincial Command Units (PCUs)* (also known as the *Provincial Task Force or PTF*) in 24 provinces and municipalities that serve as the provincial chapters of the Committee. NTF, with assistance from IOM and TAF provided technical support to the Secretariats in Svay Rieng, Phnom Penh, Koh Kong, and Siem Reap, Prey Veng, Banteay Meanchey, particularly in coordinating monthly meetings, preparation of report templates, monitoring of planned activities, coordinating with other agencies in the conduct of awareness-raising campaigns and training workshops related with trafficking in persons. With technical assistance from TAF and IOM, Provincial Plans of Action in Svay Rieng, Siem Reap, Phnom Penh and Koh Kong were developed.

As a result of the merging of the NTF and HLWG, NTF's role in supporting the PCUs became limited and much of PCU's responsibility was directly being reported to the HLWG and MOI. However, the project has continued to coordinate with the PCUs in the 5 target provinces. The National Training Team on trafficking in persons composed of representatives from the relevant ministries, IOM, and UNIAP, developed the training curriculum for a five-day workshop on trafficking in persons and the new anti-trafficking law. Between May and October 2009, the IOM coordinated with the PCUs in the project's target provinces – Svay Rieng, Prey Veng, Koh Kong, Banteay Meanchey and Oddar Meanchey to conduct the workshops. During the focused group discussions held by the evaluation team, the participants from Svay Rieng and Prey Veng expressed confidence in their capacity to explain and clarify confusions between human trafficking, smuggling and unsafe migration. They have also shared some activities they did as a result of the training, including organizing monthly meetings in the villages to share and analyze situations in the villages, collecting information on any cases of trafficking or unsafe migration, referring cases to appropriate agencies, monitoring activities of any recruitment agencies for migrant workers, etc.

7. Prevention activities described in the bilateral Plan of Action with Vietnam implemented

In order to implement the Sub-Committee on Prevention's Plan to conduct a survey on the operation of Marriage Agencies and to sensitize the RGC on the need to ensure the safety of international marriage migrants, IOM conducted a rapid assessment² of the push and pull factors that had seen an increasing number of rural Cambodian women marrying Korean nationals. Data showed that the number of visas issued to Cambodian women from 2004 from 72 marriage visas in 2004 and 1,759 in 2007. The study concluded that there was a need to ensure the safe migration of Cambodian women who were choosing to marry Korean men.

² IOM Assessment on The Marriage Brokerage System from Cambodia to Korea was published in March 2008.

Given the presence and operation of a large number of informal marriage agencies, in April 2008, the Government temporarily suspended all marriages between Cambodians and foreign nationals in April 2008 following a presentation of the IOM study and civil society feedback on the possibility of trafficking into exploitative marriage, particularly involving Cambodian women and Korean and Taiwanese men. MOJ reviewed previous policy on international marriage and developed a draft revised sub-decree on the issue. NTF conducted meetings with NGOs and its members to further discuss the issue and make recommendations on the draft new international marriage law. NTF, with assistance from its Advisory Group (IOM, UNICEF, TAF, ILO/IPEC, WVI, ARTIP) collated recommended changes and submitted to NTF who then forwarded to MOJ. The Government has adopted the revision of the Marriage Policy.

8. Several activities were initiated to address the issue of trafficking for begging to Vietnam

MoWA, with support from IOM implemented poverty alleviation to address the issue of children being rented out or simply sent to Ho Chi Minh and other urban areas in Vietnam to beg. This has also been discussed with the participants to the various awareness-raising activities of the project. In addition, MoWA has coordinated with the IOM project on community-based reintegration of children returning from Vietnam. The interviewed, DoWA officials, local authorities and village residents have attested to the decrease of unaccompanied children leaving to beg in Vietnam. They have attributed this to the support provided by the project to the most vulnerable families of the reintegrated children.

9. Programs were initiated to address the issue of trafficking for sexual exploitation to Cambodia

MoWA has sensitized the RGC on issues related with migration of women and children for sexual exploitation in Cambodia through the IOM-commissioned study *Ties That Bind: Migration of Women and Children for Sexual Exploitation in Cambodia* in early 2007. A total of 203 Khmer and Vietnamese sex workers were interviewed. Some significant findings were shared and discussed with stakeholders in Cambodia through the NTF and also with the Joint Sub-Committee on Prevention Activities.

Following this research, IOM developed a manual for trainers working with police on the subject of *Working with Vulnerable Communities at Risk of Trafficking – The Ethnic Vietnamese in Cambodia*. Areas covered include: Why work with Vietnamese? Vulnerability of Ethnic Vietnamese Women and Children to Trafficking, Review of legal framework: Bilateral Agreement between RGC and SRV, Policing Immigrant Communities, Barriers to Trust, and Understanding Community Resources. With MOI support IOM then organized a pilot training workshop for law enforcement officials in a province (Koh Kong) with a significant Vietnamese community. The law enforcement officials have demonstrated positive attitudes towards the Vietnamese community and greater understanding of the issues confronting them.

10. Bilateral agreement developed with Malaysia

In 2008, with IOM support, MoWA and MoFA drafted an agreement for Bilateral Cooperation on the Suppression of Trafficking in Persons and Assistance to Trafficked Persons with the Government of Malaysia³. The drafted Agreement was similar to the Cambodia-Thailand and Cambodia-Vietnam.

On 27 July 2009, the Malaysian Embassy in Phnom Penh forwarded comments to the Cambodia draft and proposed that the cooperation be an MoU instead of a bilateral agreement and should only refer to two international and regional instruments, namely: UN Convention against Transnational Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons and the ASEAN Declaration against Trafficking in Persons Particularly Women and Children⁴. The Malaysian Government also suggested for the MoU to have more general provisions and establish a Joint Working Group (JWG) that will be tasked to determine the details for each area of cooperation:

- exchange of information on TIP on a case-to-case basis;
- conduct exchanges between the officers of the relevant and competent authorities to build understanding of each country's laws, policies and procedures and develop bilateral links;
- repatriation; and
- reintegration of cooperation

MoWA is currently consulting with the international cooperation coordination group to review the alternative MOU submitted by the Government of Malaysia. It is planned that the MoU will be signed in the first quarter of 2010.

11. 2008 Law on the Suppression of Human Trafficking and Sexual Exploitation is in place and is fully compliant with its international obligations under the key international instruments, particularly UNTOC and TIP Protocol and the new domestic penal code.

With IOM and TAF support, increased advocacy efforts began in 2005, During phase 3, MoWA and the NTF advocated for the passage of the TIP Law that is based on international standards and recognizes all forms of trafficking (labor, selling of organs, forced prostitution, adoption, marriage, etc.), and that men, women and children can all be victims of trafficking and exploitation. The Law on Suppression of Trafficking in Persons and Sexual Exploitation was promulgated in March 2008. The new TIP Law's objective is "to suppress the acts of human trafficking and sexual exploitation in order to protect the rights and dignity of human beings, to improve the health and welfare of citizens, to preserve and enhance good national customs, and to implement the United Nations Protocol to Prevent, Suppress, and punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, or other international instruments or agreements with regard to human trafficking that the Royal Kingdom of Cambodia has ratified or signed⁵."

³ The Cambodia-Malaysia Bilateral Cooperation was drafted by MoWA, reviewed by MoFA and sent to the Malaysian Embassy in Phnom Penh on 9 June 2008.

⁴ The ASEAN Declaration was adopted on 29 November 2004 in Vientiane, Lao People's Democratic Republic.

⁵ Extracted from the Cambodian 2008 Law on Suppression of Human Trafficking and Sexual Exploitation.

**12. There were steps taken to disseminate new law and train related authorities
Evaluation of understanding of the law conducted with the concerned authorities
and the general public**

With support from IOM, MoWA, in collaboration with the NTF played a crucial role in disseminating key aspects of the Law through the following:

- IOM and TAF coordinated with Equal Access to organize a 15-week Radio Chat Show between May-September 2008 where the information on the new TIP Law, Safe Migration, and News from the NTF were the three topics highlighted;
- In 2009, with IOM support a media campaign to sensitize the general public on the new law was developed and implemented by the Information Department of MoWA; With IOM support, MOJ provided training on the new law to MOWA and the Cambodian National Committee for Women (CNCW);
- In coordination with COMMIT/UNIAP and the National Training Team (NTT), the IOM Project organized 5-day workshops on trafficking in persons, migration, sexual exploitation, and domestic violence between June-October 2009 in the 5 target provinces of Svay Rieng, Koh Kong, Prey Veng, Banteay Meanchey and Oddar Meanchey where 2 days were focused on the implementation issues of the new TIP Law. These trainings were provided to members of the newly formed Provincial Command Units (PCUs); and
- NTF held consultation meetings with MoI on the concerns raised by the organizations working on HIV/AIDS and others working with commercial sex workers on the impact of the raids conducted by on brothels and bars. There were allegations of abuse committed by police officials in the course of enforcing the TIP Law. The NTF Chair, sought advice from the Prosecution Cluster Group on the New TIP Law and the Advisory Group who recommended for MoJ to hasten the development of the *Explanatory Notes to the TIP Law*.

13. MoWA and IOM had closely and actively coordinated with COMMIT.

In October 2004, Governments from six countries in the Greater Mekong Sub-region (GMS) - Cambodia, China, Laos, Myanmar/Burma, Thailand and Vietnam – joined hands in the battle against human trafficking and signed an MOU to establish the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT). COMMIT is a sub-regional formal alliance to combat trafficking in persons through the creation of a sustainable and effective system of cross-border cooperation and collaboration. The COMMIT Secretariat is hosted by the UN Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) and is located in the Bangkok. UNIAP in each of the six countries coordinates COMMIT's activities. In Cambodia, COMMIT Secretariat has been chaired by MoWA.

The NTF/HLWG and the National Committee have been coordinating with UNIAP and COMMIT to plan and implement the PPCs. The IOM Project has supported MoWA to be an active participant in the implementation of the PPCs through:

- active participation in the revision of the National Plan of Action
- technical assistance in the preparation of Cambodia country reports and other documents, and disseminated at COMMIT SOM 6, Vientiane, Laos in 2008.
- conduct of TIP-related training workshops in different parts of the country (IOM is a member of the National Training team),
- During 2008 -09 chairing all national UNIAP stakeholder meetings in Cambodia
- coordination of the Joint Plan of Action to Implement Cambodia-Vietnam Bilateral Cooperation; and the development of the draft MoU between Cambodia and Malaysia

It should be noted that all results achieved by the project in bilateral cooperation are recorded as results under the COMMIT process and a number constitute best practices

14. IOM Phnom Penh supported the improvement in national and regional cooperation through the return of Cambodian victims of trafficking.

IOM Phnom Penh assisted RGC in responding to the plight of trafficked Cambodians from Indonesia, and Malaysia who wanted to return to the country. In cooperation with MoFA, MoWA, and the Cambodian Embassies in these countries, and IOM supported the return of one female trafficking victim from Indonesia and 17 male victims of trafficking from Sarawak (Malaysia)⁶ in 2008. Upon their return to the country, IOM cooperated with MoSVY to provide financial and psychological support to the returnees in order for them to start implementing income-generating activities in their communities. Regular monitoring and follow-up of the returnees show that after a year of their return, all but one of the returnees are still in the communities and are engaged in productive work. In addition, 4 Vietnamese trafficking victims of sexual exploitation were assisted to return to Vietnam through the formal repatriation system. This constitutes a best practice as this is the first time that MOSVY has supported reintegration support to male victims of trafficking.

15. IOM provided additional training and capacity building support to MoWA

To improve communication and collaboration with provincial level staff and develop effective communication strategies to educate provincial level staff on advocacy issues, IOM has provided opportunities to organize and implement training workshops on TIP, including the following:

- Pilot training with the COMMIT's National Training Team in Koh Kong. Participants included local authorities and legal NGOs concerned with victim protection.
- IOM facilitated a pilot provincial meeting with Koh Kong to make possible civil society representation, accurate data collection and information sharing and the development of a 2009 Action Plan,

⁶ Project funds were not used for this purpose.

- IOM facilitated pilot provincial meeting with Svay Rieng to make possible civil society representation, accurate data collection and information sharing and 2009 Action Plan.
- With UNDP, training provided to National Assembly in defining trafficking during the workshop on *Parliamentary Role in Promotion of the Law and Action in Preventing and Suppressing Human Trafficking and Sexual Exploitation in Cambodia and the Region*
- With Centre for International Migration and Development (CIM), training was provided to the National Assembly group on ASEAN and trafficking as a transnational crime.

2.4 Recommendations

There is no doubt that the Project on the Prevention of All Forms of Trafficking in Persons through Enhanced Regional Cooperation, Community Mobilization and Poverty Alleviation has had a positive impact on the capacity of the MoWA to lead interventions to curb issues related to TIP.

As considerable progress has been made and indeed best practices have been achieved in implementing the cooperation Agreement with SRV, MoWA, as Chair of the National Committee's Working Group on International Cooperation in collaboration with UNIAP (Vice-Chair) should apply its experience in finalizing the MOU with Malaysia and in developing bilateral cooperation with other countries in the region, e.g. Korea, Myanmar, and destination countries of Cambodian labor migrant workers.

In addition, MoWA, in its capacity as the Vice Chair of the National Committee should closely collaborate with MoSVY and MoI to ensure that the SOPs on Identification and Reintegration of Cambodian and Vietnamese Trafficked Persons and the MoU on Transnational Criminal Justice are successfully implemented.

3.0 COMPONENT TWO: LABOR MANAGEMENT INFORMATION SYSTEM

The Royal Government of Cambodia was concerned that the increase in undocumented labor migration to neighboring countries, particularly Thailand and Malaysia, make Cambodian migrant workers vulnerable to human trafficking and abuse. Cambodian labor migrants have been legally working mainly in Thailand, Malaysia, and South Korea. In April 2007, 2,508 Cambodians were legally working in Thailand (708 were women), 8,969 (7,042 were women) in Malaysia, and 3,399 (469 were women)⁷.

In order to better manage labor migration and reduce trafficking, the RGC created broader legal channels for managing labor migration, including Sub-Decree 57 (1995) on Sending Khmer Workers Abroad. Said sub-decree was supplemented by Sub-Decree 70 of 2006 that created the Manpower Training and Overseas Sending Board within MOLVT to act as a public agency for recruiting, training, sending, and managing Cambodians to work

⁷ Source: IOM Press Briefing Notes: New Labour Migration Information System Will Protect Cambodian Migrant Workers, Posted on Friday, 24-08-2007

overseas. In 2007, *Prakas* 012 created a Labour Migration Task Force that develops and implements policies and action plans under the Labour Migration Section of MoLVT.

It is in this context that IOM, with support from the Government of Finland through the *IOM Project on Prevention for the Prevention of All Forms of Trafficking in Persons through Enhanced Regional Cooperation, Community Mobilization and Poverty Alleviation* provided assistance to MoLVT to enhance its capability to better manage the Cambodian labor migration and lessen the risk of exploitation and trafficking.

3.1 Component Objectives:

1. To engage in capacity building and establish a mechanism for monitoring Cambodian labor migrants with a view to protecting them from exploitation, abuse and trafficking
2. To establish a database that will monitor key labor migration trends and provide an information base, for policy development
3. To train Cambodian officials to maintain the database, analyze and report the data and develop various methods for data utilization
4. To work towards promoting good practices in labor migration and marriage administration

The following are the indicators determined by the project that demonstrates that the objectives have been achieved:

1. Needs Assessment conducted
2. Database developed and piloted
3. MoLVT staff trained
4. Data of relevant information on labor migration management regularly entered in database system by the officials of MoLVT
5. All legal Cambodian labor migrants will be entered in the database
6. Migration reports produced and disseminated
7. Increased institutional capacity and enhanced competency of MoLVT staff
8. Enhanced knowledge, policy and advocacy around migration issues
9. Licensing and monitoring system in place, with particular focus on vulnerable sectors such as construction, plantations, domestic work and factories
10. Official inventory of approved, registered and regulated recruitment agencies made available and disseminated with key stakeholders and the general public

3.2 Main Activities and Achievements:

The lack of a computerized information system/database for labor migration has serious implications for the successful development of an efficient and effective labor migration program and the protection of migrant workers' rights. The Cambodian labor management is constrained by the following issues⁸:

⁸ IOM Project Document: *Labour Migration System 1*.

- The system for exporting labor is inefficient and irregular migration continues to be preferred by Cambodian migrant workers as they have no alternative options;
- There is no or little research or analysis on trends in labor migration and other essential data for policy and program development are lacking;
- There is no registration system of potential migrant workers within the MOLVT;
- It is difficult to track or monitor Cambodian workers abroad, leaving legal labor migrant workers without a support network;
- There is no mechanism for addressing complaints against employers in destination countries and recruitment agencies;
- Trafficking in persons is closely linked with labor migration as it often occurs during the course of ill-prepared and uninformed migration.

To address these gaps and issues, MoLVT, with support from IOM developed the Labor Migration Information System (LMIS) that is intended to support efforts at improving cooperation among relevant stakeholders to better manage labor migration and to protect the rights of Cambodian labor migrants with a view to protecting them from exploitation, abuse and trafficking. An IOM IT Consultant assisted MoLVT in assessing informational needs that informed the creation of a database that documents, produces and disseminates reports and analyze labor migration trends. These reports had influenced policies related with labor migration. The project has contributed to the enhancement of MoLVT staff's knowledge of migration issues and strengthened their capacity to monitor activities of the recruitment agencies.

The Project worked mainly with MOLVT's Department of Employment and Manpower (DoEM), mandate of which is to:

- manage the export of Cambodian migrants;
- select, provide licenses, monitor and evaluate, as well as revoke licenses given to recruitment agencies;
- provide medical examinations to migrant workers prior to departure;
- resolve labour disputes between migrant workers and recruitment agencies and between migrants and their employers;
- support recruitment agencies in sending workers abroad;
- prevent illegal recruitment.

The Project also coordinated with the “Manpower Training and Overseas Sending Board” which was created in August 2006 to serve as a public recruitment agency in charge of managing the migration of Cambodian workers abroad.

3.3 Key Findings

1. Needs Assessment conducted

To initiate the development of a labor migration database, IOM in cooperation with DoEM organized consultation workshops in March and April 2007 with the relevant ministries, NGOs, and recruitment agencies in order to assess the needs for a national database system

on migrant workers. Thirteen licensed recruitment agencies agreed to harmonize the forms they use to collect information from the labor migrant participated in this activity. There was a general agreement on the need for a database that can store information on Cambodian migrant workers and participants recommended to set up the database within MoLVT since it has the mandate to manage labor migration.

As a result, at MoLVT, a refurbished and fully IT equipped and internet connected Labor Management Information System (LMIS) section office was established within its Department of Employment and Manpower (DoEM). The unit consists of 3 stations and a small meeting room for the LMIS section manager and two operators. IOM has provided MoLVT with 4 computers, 1 printer, 3 scanners, and other office equipment were installed at the LMIS unit with 1 server and 2 client computers.

As part of the needs assessment, MOLVT officials went on a study tour to Thailand on 9-11 July 2007 to learn about its well-established labor migration data system that is managed by the Department of Employment DOE). Information learned from this trip included:

- DOE maintains four data bases to store information on a) overseas workers b) migrant workers c) domestic workers and d) other database (Job Banks); the data from these databases are kept in 5 servers. Data are electronically sent through leased lines from all relevant across the country to the DEO.
- The Royal Government of Thailand (RGT) created the Alien Workers Administration Bureau within the Migration Management Division of the DOE. It is the body that works on the regulation of more than 30,000 undocumented Cambodian. In 2007, it has recorded 5,000 Cambodians in the database. It uses five different forms, including change of work/change of location, renewal, lost work permit, and work cessation.
- The Royal Government of Thailand (RGT) has established the Overseas Employment Administration Office (OEAO) which is responsible for collecting data through 5 legal channels, including a) private overseas recruitment agencies b) Department of Employment c) self - arranged overseas employment d) local employers who send their personnel to work overseas, and e) local employers wishing to send their personnel for training overseas.
- Some countries of destination of Thai migrant workers have established their respective databases in Thailand, e.g. Korea. Such data is integrated within the DOE system but not duplicated.

Based on the insights gained from the study tour, MoLVT recognized the need to have a centralized location of all records on all migrant workers sent abroad. MoLVT also made a decision not to integrate databases of destination countries, such as Korea's, since integration can be complex, costly and difficult to manage. It will also not increase the capacity for the Cambodian database to provide official data on Cambodian migrants. Besides, databases of the destination countries are usually designed for the host country's purposes which may not be in line with the country of origin

2. Database developed and piloted

IOM's Information Technology (IT) Consultant developed the data base in three stages, namely, database Inception Stage, the Database Development and Technical Design, and Training on the database system. During the Inception Phase, the IOM Consultant assessed information needs, the compatibility of the LMIS database with other databases within MOLVT, and identified the appropriate data base set up or model, its potential benefits and limitations.

The new LMIS is an MS Access 2007 database employing Khmer UNICODE. As UNICODE is international standard compliant and is fully compatible with the ISO/IEC and the Universal Character System (UCS), the RGC approved its use for encoding the Khmer language into government computer systems. The LMIS was introduced in a workshop in December 2007 to participants from the MoLVT, recruitment agencies, other relevant ministries, UN agencies, IOs/NGOs, and donor agencies.

3. MoLVT staff trained

To ensure the sustainability of the LMIS, with the support of IOM, MoLVT established the Labour Management and Information System Unit under DoEM and headed by the LMIS Unit Manager. The Manager oversees the implementation of the LMIS activities and coordinates with other MOLVT departments and the Labour Task Force, licensed recruitment agencies, UN agencies, and relevant IOs and NGOs. Two Data Entry and Processing Officers were recruited to work closely with the IOM IT Consultant, the Manager and IOM Coordinator in the planning, design, and implementation of the LMIS. These officers collect and enter data from the recruitment agencies, ensure the effective operation and management of the database, and assist in the preparation and dissemination of reports.

The IOM IT Consultant assisted the DoEM in developing a comprehensive user friendly tool, the MS ACCESS 2007 Manual that gives an overview of the information system and clear database instructions on the range of front end reporting, and application tasks, as well as trouble shooting. This Manual was used for designing both structured and on-the-job orientation and training provided to the DoEM officials and the LMIS staff in October to December 2007. The Consultant also ensured that the database operators were trained on basic tasks, such as data entry, searching data, exporting data, producing reports, analysing and validating data, database back up, and e-mailing.

Orientation sessions were organised for 20 recruitment agencies on the importance and usage of the LMIS. A series of half-day sessions were conducted to train staff of recruitment agencies on how to collect information from the migrant workers and how to use the required three forms.

To assess operational reliability, the pilot information system was presented to the recruitment agencies with randomly generated data. Through December 2007, technical support was provided during the trial conduct of data entry and reports as well as in dealing with programme-related glitches.

4. Data of relevant information on labor migration management regularly entered in database system by the officials of MoLVT

With assistance from the IOM Consultant and Project Coordinator, LMIS staff a system for gathering information from various licensed recruitment agencies was developed and piloted. Sixteen recruitment agencies have agreed to comply with the new system using three standardized forms, namely:

- Departure Form - provides background and biographical details of the workers sent abroad by each recruitment agency;
- Contract Extension Form - provides the minimum information regarding the extension of a worker's contract. Processing of this form requires that information from the departure form have been entered into the database;
- Re-entry to Cambodia (arrival form) - completed by the recruitment agency upon the return of the worker to Cambodia. This form also requires the previous two forms to have been already entered into the system.

5. All legal Cambodian labor migrants will be entered in the database

Since the project support was only for the whole year of 2007, most of the time was spent in the development of the database system and training relevant stakeholders, including the recruitment agencies. Twenty recruitment agencies were trained to fill out the required forms but started to provide data to LMIS only in late 2007.

During interviews with the Evaluation team, DoEM highlighted two constraints regarding the implementation of the piloting of the new database with real data in 2008. First, data encoding and processing took a slow start. MOLVT used manually-generated data to be able to produce accurate reports on migrant workers, hence the LMIS Team worked very hard to hasten the data encoding. The LMIS-generated reports which are based on the 2008 data have only been disseminated internally within MOLVT since the 2008 implementation since the data is not complete. However, the Team is confident that by early 2010, data within the LMIS will be more complete and as such facilitate the preparation and dissemination of reports.

Secondly, data from the 20 recruitment agencies are usually about a month late. The agencies' reports should include information from the individual worker's Departure Form, which are filled in when the worker obtains a work permit from the destination country. However, the processing of work permits in many instances take time, thus, recruitment agencies were unable to complete their reports according to the LMIS deadline. To skirt this problem, MOLVT instructed the recruitment agencies to send the Departure Form as soon as the Cambodian Ministry of Foreign Affairs release the migrant worker's passport. The agencies can then send their reports to LMIS and relevant information can be immediately encoded into the database.

6. Migration reports produced and disseminated

The LMIS team and the IT Consultant have identified database indicators and created

hardcopy forms (in Acrobat PDF) in Khmer and English. From these forms, a set of programmed reports and statistics (up to 25 different reports in both languages) are produced containing such information as:

- Number of Cambodian workers by gender and age sent abroad by recruitment agencies and to which destination countries, e.g. Japan, Malaysia, Thailand
- Number of Cambodian workers by gender and age by year
- Gender and age distribution of workers
- Destination provinces in the host countries
- Receiving country comparison of salaries, including minimum wage, maximum wage, average wage standard deviation and contracts net worth by country
- Distribution of job categories: housework, agriculture, construction, manufacturing, fishing, catering, handicrafts, market, others
- Monthly and annual summary reports of the number of Cambodian workers by individual and all recruitment agencies
- Remittance report: country comparison by year
- Agency comparison of wages
- Education levels of workers
- Contract compliance: Returnees' report status by month and year
- Reasons reported by recruitment agencies for terminating contracts
- Workers' language skills (English, Thai, Chinese, Japanese, etc.)
- Worker's address in Cambodia prior to departure

IOM helped the LMIS Unit develop a set of user-friendly templates for statistical and analytical reports that can facilitate continued reporting upon completion of the project. LMIS staff has the capacity to develop more reports as required by future situations.

7. Increased institutional capacity and enhanced competency of MoLVT staff

With IOM support, LMIS has developed database migration forms and disseminated among relevant MoLVT staff and recruitment agencies for monthly updating of data. LMIS staff successfully conducted an orientation and training on how to fill out forms in April 2007. LMIS staff regularly monitors the activities of the 20 recruitment agencies.

IOM technical support to LMIS through the IT Consultant and funding to the LMIS was concluded by the end of 2007. From January 2008, the LMIS Unit continued implementing the pilot phase of the LMIS with actual data coming from the 20 licensed recruitment agencies. The Unit encoded 2008 data based on the Departure Form, Contract Extension Form, and Re-entry to Cambodia Form. Reports were generated and some trends were noted for 2008 migration cases. Initial reports were presented to the recruitment agencies and other relevant stakeholders at a half-day workshop conducted in February 2008.

LMIS staff expressed confidence that they will be able to sustain the implementation of the database. They were found to be more adept in encoding data derived from the forms submitted by the recruitment agencies. The manual IOM has developed was found to be useful in dealing with some glitches.

8. Enhanced knowledge, policy and advocacy around migration issues

A Labor Migration Task Force was created at MoLVT in early 2007. It has the responsibility to represent MOLVT in the coordination and coordination of all affairs of the LMIS section with international and national donor agencies; cooperate with national and international institutions related with research, policy development and action planning relevant to the mandate of the LMIS section; and cooperate in the preparation and implementation of the project activities and action plans related to migration and regularly provide reports to MoLVT on the progress of the activities.

9. Licensing and monitoring system in place, with particular focus on vulnerable sectors such as construction, plantations, domestic work and factories and Official inventory of approved, registered and regulated recruitment agencies made available and disseminated with key stakeholders and the general public

The 1995 Sub-Decree 57 on sending Cambodian workers abroad gives MOLVT the authority to license any company to recruit and send Cambodian workers abroad. The Sub-decree defines the terms of cooperation between MOLVT and the Ministry of Interior (MoI) in relation to the issuance of passports, as well as with the Ministry of Foreign Affairs (MoFA) in monitoring Cambodian workers in destination countries.

Significant provisions of the Sub-Decree are: a) it details the processes and procedures for cooperation between MOLVT and private recruitment agencies, including the establishment of written contract between the worker and the recruitment agency, and the conduct of a pre-departure training, and b) it sets the criteria for licensing recruitment agencies, including the policy requiring the recruitment agencies to deposit \$1,000 as guarantee fund with MOLVT.

The number of recruitment agencies who were licensed to recruit, send, and monitor Cambodian labor migrants to work abroad steadily increased since 1995. Nevertheless, an MOLVT official confirmed that despite the issuance of the Sub-Decree 57 in 1995, more than 40 recruitment agencies were illegally recruiting Cambodians for work abroad.

MoLVT intensified its efforts to identify and assess the capacity of these agencies. MOLVT has licensed 20 agencies to recruit Cambodian labor migrants to work in Thailand, Malaysia, Korea, Qatar and Brunei. A list of these licensed recruitment agencies were disseminated to the provincial departments of MoLVT and other government offices. MoLVT also issued an authorization letter every time a licensed recruitment agency conducts recruitment activities in the provinces. The provincial Department of Labour and Vocational Training monitors the activities of these agencies when they conduct business in the provinces.

Summary of Findings

IOM assisted the MOLVT in establishing a mechanism that produces significant data that can inform the policies the Ministry needs to develop or enhance in order to address issues related with labor migration. With the LMIS database, RGC, through MoLVT is in a better

position to accurately report on labor migration trends based on the documented data in the LMIS database, e.g. number of Cambodian labor migrants, type of jobs they get in the destination countries, work location, who their employers are, wages and remittances, how they are coping with the issues in their countries of destination, whether or not their contracts are renewed or when they move to other jobs, new or additional skills they have, when they return, etc.

MoLVT has enhanced knowledge and competency on migration issues that allow it to analyze migration trends and in turn inform policy and advocacy efforts.

MoLVT has put in place a licensing and monitoring system for recruitment agencies, with particular focus on vulnerable sectors, such as construction, plantations, domestic work, and factories. An official inventory of approved and licensed recruitment agencies was disseminated widely. The development of the database has also contributed to the enhancement of the licensing and monitoring system of recruitment agencies as evidenced by the increase in the number of licensed agencies (from 13 in 2007 to 20) and their willingness to work with MOLVT in increasing the effectiveness and efficiency of their support services to migrant workers. MoLVT, through LMIS, is able to closely monitor the activities of these recruitment agencies.

When IOM technical support ended by the end of 2007, the LMIS Team continued with the pilot phase using actual data. While experiencing some problems, the team has gained enough experience and skills in information management and is more confident that the project will continue to be implemented by MoLVT. This is an indication of sustainability of a project.

3.4 Recommendations

Since the database is now in place and functional, MoLVT should develop its own capacity to maintain and upgrade the LMIS, particularly as the number of partner countries increases. This should be reflected in MoLVT's planning and budget requirements.

The reports that the LMIS database system produces are significant information not only as inputs to MoLVT the creation or enhancement of policies related with labor migration. In order to inform policy and advocacy efforts, MoLVT should gather data from returned labour migrant workers.

It will also be beneficial to the general public, particularly to those who are planning to work abroad. It is therefore recommended that MoLVT start disseminating regular reports to the general public through a Migration Newsletter, bulletin boards in the provinces that are usually located outside of the DoLVT provincial/municipal offices, or organizing seminars or buzz groups on this topic. In addition, it could be highlighted that recruitment through MoLVT and entry into a national database would help migrants protect themselves from exploitation.

4.0 COMPONENT THREE: VILLAGE-BASED ACTIVITIES AND POVERTY ALLEVIATION

Within the three-year implementation of the third phase of the project, wide-ranging village-based activities (VBA)—including school based activities (SBA)—were planned and implemented. They focused specifically on the prevention aspect of trafficking and unsafe migration.

Building on the achievements and lessons learned from the first six years of project implementation, taking into consideration the recommendations proposed by the 2006 project evaluation and guided by the results of baseline survey conducted in the target project sites in September 2007, MOWA planned the VBA activities for years 2007 to 2009 with the technical assistance from IOM.

4.1 Objectives of Village Based Activities and Poverty Alleviation:

1. To promote a reduction in trafficking and unsafe migration by piloting the implementation of human rights based activities including skills training and poverty alleviation initiatives at the village community level.
2. To support the government's policy of decentralization and deconcentration by mainstreaming holistic prevention activities at the commune level.
3. To improve the capacity of MoWA to collect, analyze and use information for the purposes of improved policy and advocacy.
4. To improve Provincial networking, cooperation, information and best practices sharing and advocacy for the prevention of trafficking and alleviation of poverty.

The following are the indicators that were determined to measure the extent of achievement of the objectives:

1. Stakeholder analysis conducted to identify target districts and communes in 5 districts
2. New Village Based Activities Manual developed and disseminated
3. Capacity building provided to a total of 9 DoWA staff and 27 communes
4. Intensive Village Based Activities and poverty alleviation measures initiated in a minimum of 9 districts
5. Target communities will show increased understanding of key issues related to trafficking and safe migration, gender based violence, the related law, HIV/AIDS
6. Enhanced institutional capacity of MoWA to implement more innovative poverty alleviation schemes for the prevention of trafficking and a reduction of vulnerability
7. Market surveys conducted and best fit poverty alleviation activities matched with target communities
8. Evidence of increased food security in the target communities
9. Vocational training programs will be clearly linked to specific jobs and show a significant success rate in placing trainees in jobs
10. Evidence of increased activity by the police in combating trafficking and other forms of gender based violence
11. Database is operated as envisaged, cases entered at the central level and action is seen to be taken to combat trafficking and provide services to victims

12. Provincial advocacy plans and networks will have been implemented in all 5 provinces
13. Monitoring and evaluation and impact assessments will have been conducted by MoWA and PDWA of field activities, six monthly reports disseminated with stakeholders
14. Evidence of decrease in unsafe migration, trafficking rape, domestic violence, knowledge of HIV/AIDS, etc.
15. Evidence of mainstreaming into commune planning and budgeting

4.2 Main Activities and Achievements

4.2.1 VILLAGE BASED ACTIVITIES (VBAs)

The main goal of this sub-component is to build the capacity of MoWA officials and the provincial focal persons to become competent trainers and informants, with the view of strengthening and encouraging women and children who are vulnerable to trafficking to be more aware of the risks and more thoughtful about the choices they make about migration. It also aimed to build the capacity of local officials in addressing issues related with trafficking in persons as effective village focal persons on TIP.

With support from IOM, MoWA implemented human-rights based activities that were deemed to reduce trafficking and unsafe migration. These activities that were aimed to contribute to the reduction in trafficking in persons and unsafe migration are categorized into three types, namely:

- Community and School Based Campaign Activities,
- Poverty Alleviation Activities, and
- Vocational Skills Training Activities

Village Based and School Based Awareness Raising Campaigns⁹

- Stakeholder Analysis. MoWA was assisted by IOM in the conduct of a baseline survey to identify communities for component implementation. As a result, a total of 44 villages were selected from 9 districts. A total of 45 stakeholder meetings were held and 440 interviews were conducted. All commune, district and provincial development plans were also reviewed to ensure future mainstreaming and advocacy activities.
- Revision of the VBA Training Manual. Using the data from the stakeholder analysis, MoWA revised the VBA Training Manual and expanded the lessons from 7 to 9 to include training on domestic violence and responsibilities of parents towards their children and children towards their parents. Previous topics included: Migration, Human Trafficking, Rape, Dangers of Using Drugs, Domestic Violence, Holding Village Meetings. The revised curriculum also includes improved assessment tools comprising of pre-test and post-test for VBA training; report forms for VBA training evaluation, for village meetings, for results of interviews with villagers and case management; and data collection system.

⁹ IOM Summary Report on 2007-2009 Village Based Activities Results

- Preparation of IEC Materials. IEC materials produced contained messages on TIP and safe migration, as well as the new TIP Law starting in 2008. Materials produced in 2007-2009 included T-shirts, stickers, notebooks, story books, help cards, posters, and banners.
- Training of Trainers. To implement the training curriculum, nine 4-day ToT was conducted in November 2007 for 38 central, provincial and district MoWA project focal points of the 5 target provinces, the district focal points, deputy district governors, anti-trafficking police and the Cambodia Red Cross. To implement their knowledge gained from TOT, 9 VBA trainings each year were conducted by the project focal persons with support from IOM and MoWA staff at the central level. A total of 280 participants, of which 21% were females. These trainings were conducted annually. In addition, the project collaborated with MoEYS to conduct 3 ToT trainings for school teachers and directors in Prey Veng, Banteay Meanchey and Koh Kong, with a total of 129 participants. They conducted echo trainings for teachers in their respective schools who in turn mainstreamed key information into their classes.
- Village Meetings to Disseminate Information. The local authorities and who attended the ToT held 132 meetings from 1007 to 2009 in 44 target villages with approximately 7,962 villagers and 22,355 students from 62 schools.
- Impact of the VBA awareness-raising campaigns. An evaluation was conducted before and after each campaign involving a total of 537 interviews. Evaluation results highlighted the increase in knowledge on TIP and migration. There is an annual increase of 7% in the knowledge gained by participants (37% during the time of the baseline survey in September 2007 to 44% in December. In 2008, it rose to 52% in 2008, and 58% in 2009.

Awareness Campaign through Radio

Aiming to reach as many people as possible, MoWA and IOM included nation-wide radio broadcasts in their awareness-raising agenda. In May 2008, Equal Access Cambodia was commissioned to air awareness raising radio programs pertaining to the efforts of the NTF and the Royal Government of Cambodia (RGC) to promote safe migration and counter-trafficking. Also included was the issue on marriage to foreigners that put regional cross-border brides at risk. Equal Access completed 30 five-minute radio features broadcast twice per week for 15 weeks on FM station and 15 topical call-in program broadcasts on 3 FM radio stations. Each program was 40 minutes long and hosted by a provincial MoWA staff.¹⁰ From July to November 2008, a total of 45 call-in radio programs were broadcast. The average number of callers was 4, or a total of 160 callers over the 40 program airings.¹¹

¹⁰ IOM Interim Report to the Government of Finland, January to December 2008

¹¹ *Ibid.*

Provincial radio campaigns were initiated in Svay Rieng and in Koh Kong by their respective PDWAs. The broadcasts eventually became nation-wide to reach the less accessible Cambodia villages.

Key Findings on VBA

- The VBA and SBA have reached a large number of people in the 44 districts of the 5 target provinces. Sustainability of the awareness-raising campaigns is ensured through the enhanced knowledge and capacity of local authorities to conduct similar campaigns.
- There is evidence of increase in the understanding of communities on issues trafficking, migration, the TIP law, and other issues including The retention rate on key messages related with TIP, migration, and the TIP Law increased by 7% annually.
- The extent by which the awareness campaigns reduced the number of trafficking victims and cases of unsafe migration cannot be supported by statistical data. The country does not have a functional consolidated database yet. But interviewed village residents asserted that as far as they were concerned, their attempts to cross the border had been influenced by the new information that they had learned from the campaigns conducted by the project initiators. They claimed that they were now aware of the dangers they were putting themselves into and that they have become wary of traffickers' tricks. Those who still cross the border are now aware of their rights, what they should and should not do and where to go or what hotline numbers to call when they have problems.
- On the school level, the evaluation of the impact of the awareness raising activities vis-à-vis rate of school drop outs differs between Svay Rieng and Prey Veng. The Deputy Governor¹² of Kompong Ro district stated that the number of school drop-outs decreased, as well as the number of trafficking cases. The Provincial Director of Prey Veng¹³, however, that the drop-outs have not decreased, especially among 18 and 19-year old male students from poor families, and among slightly younger girls. The young seasonal migrants either go with their respective families or with friends. But like the rest of migrants from the villages, the students are better prepared with new information and precautions on trafficking and unsafe migration

4.2.2 Poverty Alleviation Activities

By the end of the implementation of the second phase of the project, MoWA had amply demonstrated that it has developed the capacity to implement and assess awareness raising activities and to start in-depth prevention activities among vulnerable communities. With the continuing technical assistance of IOM and the financial support of the government of Finland, the Ministry shifted to a more in-depth approach to prevention activities based on the actual needs of the target population. Phase Three was therefore aimed at effecting attitude and behavior change among villagers by shifting the responsibility of local

¹² Ms. Som Sitha in Key Informant Interview, October 21, 2009.

¹³ Mr. Ven Praney in Key Informant Interview, October 22, 2009

prevention to the people themselves. The idea was to engage them in self-help poverty alleviation activities of their choice, thereby empowering them to prevent being continually victimized by trafficking and unsafe migration.

A provincial stakeholder analysis was conducted to identify NGOs that would conduct Participatory Learning and Action (PLA) methodology among villagers of the targeted communities. A Poverty Alleviation Consultant was recruited to ensure that the PLA methodology would be disseminated and applied by partner NGOs. Eventually, 44 villages implemented PLA studies with the cooperation of commune and village leaders.

Vocational Skills Training Activities

To pursue Phase Three's first objective of promoting a reduction in trafficking and unsafe migration by piloting the implementation of human rights based activities including skills training and poverty alleviation initiatives at the community level as well as the second objective of population deconcentration by mainstreaming holistic prevention activities at the commune level, MoWA, strengthened livelihood skills training activities in the communes and villages of the target provinces with IOM continuing support.

The DoWA Director of Kompong Roh, Svay Rieng monitors the sewing, motorcycle and small and medium farming machine repair skills training classes conducted at Kseth Skills Training Center. There used to be four courses offered in the Centre, sewing, motorcycle and farming and small machine repairs, electronic repair, and traditional music lessons. Under the current project, the last two courses were dropped, reportedly due to funding priorities. The sewing course was shortened to one-month training that was needed for the trainees to learn the parts of a sewing machine and their functions and to be able to sew in a straight line. The basic life skill and numeric skill have also included. The teacher explained that these were the only skills required of applicants by garments factories in Bavet¹⁴. On the job training will further develop their skills once they are employed. Each trainee is given one-dollar allowance a day for food and other expenses. Approximately 70 to 80% of the graduates reportedly get employed in the factories in Bavet. DoWA reportedly continues to monitor those who are working in the garment factories. The project was not in a position to assess the impact of the economic recession on those that had graduated,

Motorcycle and small and medium farming machine repair classes under the MoWA-IOM project started in 2008 for unemployed and vulnerable young men, in response to requests from villagers. It is a four-month course. Trainees are provided with materials needed during the training and 2,000 riel daily allowance. After the training, the teacher and the Centre management choose the trainees who excelled during the training and recommend them for start-up assistance in the form of small equipment and tools needed in putting up their respective repair shops. Approximately only 30-33% of each batch qualifies for this assistance, according to the course teacher. The rest of the graduates either try to find relevant employment or further hone their new skills through practice.

¹⁴ Bavet is a small city of Svay Rieng province located at Cambodia-Vietnam border where a special economic zone has been established since 2003

According to the DoWA informant and the Centre Director, they found the following among the Center's main challenges:

- Limited and uncertainty of continuing funding resulting in understaffing. There are only two salaried Centre staff, the Director and the Deputy Director who are overloaded with multi-tasks which include, training supervision, management of teacher and trainees, voluminous documentation and regular reports, attending meetings, ensuring centre sanitation, ensuring that training supplies are available, etc.
- The Center offers limited courses and that villagers are clamoring for more.
- IOM facilitated two strategic planning meetings with all concerned actors to ensure the sustainability of the center. However, this has not yet been fully achieved and the Center Director is being repeatedly exhorted by his superiors to continue to seek continuing funding for the Center, especially after the end of the current Project.
- Discipline problems among the male and female trainees who stay in the Centre with regards to keeping house rules and environment protection
- Some sewing graduates have not been employed
- Motorcycle repair graduates do not have start-up capital
- Late delivery of trainees' stipend
- Late delivery of training certificates from the DoLVT
- Substandard accommodation facilities for stay-in trainees

Looking ahead, the Center Director hopes more courses can be offered in the Centre, like production of bamboo products and mat making which have been requested by villagers. He reported that the Centre has already submitted a proposal to DoWA and IOM.

Training on Agricultural Livelihood Activities

In April 2008 IOM engaged the technical assistance of Centre d'Etude et de Development Agricole Cambodgien (CEDAC) or Cambodian Center for Study and Development in Agriculture to increase household food production and income generation capacity through implementation of ecological agriculture and producer groups and to support the establishment of self sustained and member-managed village based farmer associations/cooperatives and networks.¹⁵

Specifically, this poverty alleviation aspect of the project aimed to improve the livelihood of vulnerable people through dissemination of improved agricultural technical systems including Systems of Rice Intensification, ecological chicken raising and vegetable home gardening. CEDAC would also provide awareness raising activities on the use of agricultural pesticide and its effects and formation of producer groups for collective selling for a period of 18 months, June 2008 to December 2009 for 14 identified villages in the communes of Chantrea and Thnot in Chantrea and Kompong Ro districts of Svay Rieng and commune Prey Tung in Sithor Kandal, Prey Veng.

¹⁵ IOM-MoWA Prevention of Human Trafficking Activities and Results for 2008. January to October 2008.

In August the project organized two exposure visits for 63 participating farmers from the 14 targeted villages to Prey Veng province farms to see demonstration models and learn from farmers who have already been using the CEDAC agricultural techniques and a particular model of collective group saving. In the same month, the 12-month capacity building training was started for the participating farmers.

From July to December 2008, CEDAC conducted two inter-village training sessions for key farmers (three from each target village) who would act as on-site mentors/facilitators to the other farmers in their respective villages. During this period, 18 collective savings groups were also set up, with overall membership totaling to 253 farmers, 100 of whom were women and in which 32% are poorest families. By November 2009, each group has saved approximately 730,000 riel (about USD 178) and the total amount is 13,052,100 riel (USD 3,183) that came from personal investments of group members and will be used as revolving capital. This amount was to be the group saving from which group members could loan at the rate of 2% interest per month. The outsiders can be also accessed the funds if there will be no any group member needs but with higher interest rate being set by the group to increase the group capital. These saving groups are under the umbrella of Village-based Farmer Associations which belong to CEDAC's Saving for Self-reliance team and Farmer Nature Networks to ensure the sustainability of the saving groups' life.

In October, the idea of setting up sugar palm farmer producers groups was introduced to 19 farmers from 5 villages of Prey Tung commune in two training sessions. The training was facilitated by representatives of sugar palm producers from Kg. Channang. However, actual capacity building only started in 2009 after palm producers have been organized by CEDAC at the commune and village levels.

By November 2009, the project outputs have rapidly expanded in virtually all activity aspects, even exceeding initially set targets. The table below sums up all of the actual accomplishments of the project under the IOM-MoWA-CEDAC collaboration, from April 2008 to November 2009 vis-à-vis initial target accomplishment:¹⁶

| Expected Outputs | Actual Outputs | Remarks |
|--|--|--|
| 800 families in 14 project target villages or 25% of the total number of families in each target village will benefit from the project | 825 families were the final beneficiaries as they applied agricultural innovations, participated in learning process, received learning materials, accessed to individual follow-up advice provided by the project | (Exceeded target output by 3%). |
| 70 demonstration farms will be developed by farmers | 78 demonstration farms were developed | Exceeded expected outputs by 11% More and more farmers are happy with new agricultural innovations. |
| Reduce the usage of chemical fertilizer by 20% due to better understanding of chemical pesticide risks | Most of the project's beneficiaries have understood about negative impact of chemical pesticide | Internal evaluation will be conducted by CEDAC in December 2009. |

¹⁶ Interim Report of the Project on Improvement of the Most Vulnerable Families for the Prevention of Human Trafficking and Unsafe Migration. CEDAC: June to November 2009.

| | | |
|---|---|---|
| Facilitate the setting up of 14 collective saving groups, one in each target village. | 18 collective saving groups were formed with the total capital of approx. USD 3,183.00 | 18 saving groups were set up, excluding the one in Por village which was set up by NGO WATANAKPHEAP |
| 5 sugar palm producers groups consisting of 50 farmer producers will be set up for collective selling | 3 sugar palm producer groups were formed with 28 members | Due to time constraint, other 2 sugar palm producer groups will be formed before the end of 2009. |
| 42 key farmers will be trained as village's resource persons in term of agricultural technical innovation | 51 key farmers were trained by the project., 45 KFs are good at agricultural practices and dissemination of innovations | (Exceed target output by 21%). |
| 140 target beneficiaries will have 50% increase in the agricultural productivity. | 492 families applied agricultural innovations. | internal evaluation will be done by the end of 2009 |

Community Fund Schemes¹⁷

- **Family Support Fund (FSF)** - The idea of a village fund was first introduced by the Project in 2006 to assist the villagers in setting up small business. IOM reportedly provided 120,000 riels per family as initial fund for those who would need cash for business. The money was placed under the responsibility of the village chief who has been elected as head of village fund scheme committee by the members. The village fund was short-lived. Village officials thought that the money assistance was too small as business capital. It was not enough to deter cross-border activities which were more lucrative.

Drawing on the recommendations from the phase 2 evaluation, the Village Fund was replaced by FSF in Svay Rieng in 2008. FSF is focused on giving direct assistance to beneficiary families. Modifications were introduced. The lending process and the forms were modified and a village center was set up. In addition, a committee was reformed in each village, to be staffed with two members elected by the villagers. The committee members were given training on their responsibilities. Villagers were then organized into groups. Depending on their needs and business plans, each family can borrow 200,000 riels or less at a monthly interest rate of 2%. The 2% interest is allocated thus: 1% for the operational costs of the committee, .5% for relevant provincial and district office activities, .3% for the Emergency Fund and .2% goes back to the FSF for continuing expansion.

FSF continues to operate in 10 villages in Kseth and Thnot communes of Kompong Ro district, Svay Rieng. Monthly and quarterly monitoring is done by PDoWA's accounting office and district focal point.

- **Emergency Fund** - This is part of the FSF funding. It aims to provide immediate help to families with emergency needs, like victims of natural calamities, medical emergencies, fire, death in the family, need for school fees of children, and other unexpected family emergencies. Processing of applications is usually uncomplicated and fast.

¹⁷ Key Informant Interview with Ms. Chan Sotheavy, MoWA, November 2009.

In Oddar Meanchey an Emergency Fund is operating. From this fund, a \$60 start-up assistance is provided to families engaged in rattan weaving in 2008. The finished product is purchased by the Focal Person who resells it and returns the money to the Emergency Fund.

In Chantrea village, Chantrea district, Svay Rieng, the community fund schemes were initiated with the technical assistance of CEDAC, together with trainings in various agricultural livelihood activities.

Saving Group Fund¹⁸ - This fund has been part of the CEDAC-assistance model. In the Prey Veng project sites and in Chantrea village of Svay Rieng, villagers formed groups, the membership and policies of which vary from group to group. Each group is headed by a group leader assisted by a secretary, a cashier and an accountant. All of these officers are trained in their respective roles. The fund is kept in a cash box under the care of the secretary, but the key is held by the cashier. At the initiation of the Savings Fund, each group member invested 1,000 riels and the total investment became the start-up group savings fund. From this fund, group members could make loans with the interest rate of 2% per month to augment their capital investment in their agricultural activities or for other urgent family needs. In the succeeding months, most of the groups decided to expand their capital by not limiting member contributions. They could invest according to their financial capacity and credit was opened to non-group members at an increased rate of 3 to 4%, depending on the amount loaned and payment date (lower rate for big loans paid in shorter time duration). In many groups, especially those with smaller fund, there is no cash left to deposit in the bank because of the high demand for loans. Every six months or one year, finance books are closed, lending is temporarily suspended in some groups, and accumulated premiums on savings are paid to group members.

Key Findings on the Poverty Alleviation Activities

The activities implemented in the project sites of Component 3 are all preventive measures against trafficking and unsafe migration. In the absence of a functioning database mechanism that will provide statistical evidence of the livelihood VBA in the project areas, the evaluation team conducted facilitated group discussions, group interviews and informal interviews with villagers who have been participating in these activities, interviewed key informants from the DoLVT, DoWA, and teachers of vocational training courses and reviewed submitted project reports.

The following are the consolidated information gathered from the composite methodologies:

Agricultural Livelihood Activities:

¹⁸ FGD with beneficiary groups and KII with Mr. Than Sorn, CEDAC Provincial Director and IOM/MoWA Farmer Community Facilitator. October 21, 2009.

- Earnings from rice and vegetables produced in the farms have increased the family income.
- Chicken and pig raisers earn more now because regular buyers who offer relatively good price come to them every month. The farmers do not have to take their products to the market.
- CEDAC training on scientific rice planting, chicken raising, vegetable gardening, sugar palm production and compost production have increased food security¹⁹
- Assessment of agriculture-related activities cited significant increase in participating farmers' average rice yield from 2-4 to 5-6 tons per hectare.
- Many of the FGD participants in Kompong Ro and Prey Tung said their need to cross the border significantly reduced when they started livelihood activities under the MoWA-IOM project. They were too busy with their chosen livelihood activities and they had an alternative recourse (emergency fund and group savings) when they needed extra cash. The establishment of various factories in Svay Rieng that provided more jobs was also a significant back-home alternative to the unstable and unsafe illegal employment on the other side of the border. However impact of closures and moth-balling of factories not assessed.

Vocational Skills Training

- The skills and information that vocational skills training participants gained have been very useful in getting jobs which now amply support daily family needs as well as fertilizer for their rice farming
- The added skills and knowledge enhanced their sense of self-worth and self-confidence
- Those who work in Bavet are able to save more compared to when they worked in Phnom Penh.
- The Director of the Vocational Training Centre in Sithor Kandal, Svay Rieng claimed that in one of Provincial Governor's official visits to the Centre, the latter congratulated him for helping reduce the number of unsafe migration in Svay Rieng by 95% through the centre's awareness raising campaigns and the vocational courses of sewing and motorcycle repair. This drop on the number of unsafe migration was supposed to be based on the statistics department of the Provincial Office. Less statistical, but affirming nevertheless,

Community Fund Schemes

- The FSF has been shown to be a sustainable model.
- Group members are generally appreciative of the available funds from which they can get credit at low interest rate, compared to the usual village money lenders.
- Income from accumulated interest invested by members in the saving group augments the family income.
- 189 farmers who established saving groups have reportedly improved their agricultural production due to supporting fund from the credit scheme of the saving fund.²⁰

¹⁹IOM Interim Report to the Government of Finland on Phase 3 of the Project, January to December 2007.

- The poorest really benefit from the project because of the low interest rate.
- In Svay Rieng, the Emergency has financed the reintegration to the school system of children returned from Vietnam, three houses have been built for returning migrants and deep water wells and pumps have been built in some communities.²¹

4.3 Key Component Findings

Phase 3 is the final stage of the 9-year IOM-MoWA collaborative work on Prevention of All Forms of Trafficking in Persons. It has two major thrusts the enhancement of regional cooperation which is concerned with macro and regional inter-government linkages and coordination, while the other is community mobilization and poverty alleviation which aims for micro village based activities which shifts preventive responsibilities on the people themselves through awareness raising and self-help needs driven income-generating activities,

In this final phase, concepts, knowledge, strategies and policies that have been introduced in Phase 1 and Phase 2 have to be concretized and actualized in behavioral and systemic changes that will be sustainable long after the project has ended. The following summarizes the key findings and achievements of Component Three:

- Stakeholder analysis was conducted to identify target districts and communes in 5 districts and to inform the revision of the Training Manual and the preparation of the IEC materials.
- New Village Based Activities Manual developed and disseminated. This was used in the conduct of the Training of Trainers participated by MoWA central staff, counter-trafficking police, Deputy District governors.
- Capacity building provided to a total of 9 DoWA staff and 27 communes through training on issues related with the 9 topics in the VBA curriculum.
- Intensive Village Based Activities and poverty alleviation measures initiated in a minimum of 9 districts
- Target communities showed increased understanding of key issues related to trafficking and safe migration, gender based violence, the new TIP law, HIV/AIDS, substance use, etc. This is attested by the evaluation results that shows a 7% increase in the retention rate of training participants. This can be attributed with the project's strategy to have annual repeat trainings.
- Enhanced institutional capacity of MoWA to implement more innovative poverty alleviation schemes for the prevention of trafficking and a reduction of vulnerability.

²⁰ Presentation on the Project Assessment and Implementation Workshop. April 1-3, 2009

²¹ KII with Ms. Phuong Sari, DoWA Director and Ms. Poh Ran. Provincial Focal Person. October 20, 2009.

- Market surveys conducted and best fit poverty alleviation activities matched with target communities
- There is some evidence of increased food security in the target communities. As attested by interviewed project beneficiaries, there has been a decrease in the number of people leaving the communities to engage in income-generating activities outside of their villages. Also, villagers have manifested eagerness in learning non-traditional techniques in rice farming. Also that there has been many garment factory workers who decided to come back to their communities from Phnom Penh and work instead in the factories in Bavet since they appreciate the opportunity to be with their families.
- Vocational training programs such as sewing, motorcycle repair, agriculture and hog raising have been linked to specific jobs and show a significant success rate in placing trainees in jobs.
- Evidence of increased activity by the police in combating trafficking and other forms of gender based violence. There was no data found that could validate an increase in the law enforcement activities in the villages. However, the participation of the counter-trafficking police in the implementation of information campaigns can be seen as a positive step.
- Database is operated as envisaged, cases entered at the central level and action is seen to be taken to combat trafficking and provide services to victims. The evaluation team has not been able to find additional information on this except the weekly reports required by the National Committee of the PCUs on TIP, sexual and labour exploitation and .
- Provincial advocacy plans and networks will have been implemented in all 5 provinces. A child protection network was established in Svay Rieng.
- Monitoring and evaluation and impact assessments will have been conducted by MoWA and PDWA of field activities, six monthly reports disseminated with stakeholders. Monthly and quarterly progress reports are submitted by the DoWA to MoWA. PLA, Baseline survey and an evaluation of the (through pre- and post-tests) have been conducted for every training conducted by MoWA, local authorities and teachers in the five target provinces.
- Evidence of decrease in unsafe migration, trafficking, rape, domestic violence, knowledge of HIV/AIDS, etc. This cannot be validated by the evaluation team. Community residents however, attest to the decrease in cases of domestic violence, rape and people leaving the communities to beg in Vietnam.
- Evidence of mainstreaming into commune planning and budgeting. DoWA had been advocating for the inclusion of counter-trafficking activities into the commune and district development plans in the target provinces. However, there is a need to follow-through at the district and provincial level.

To summarize, the following are the key findings on Component Three:

- MoWA has enhanced institutional capacity to develop, implement, and monitor poverty alleviation schemes for the prevention of TIP and a reduction of vulnerability in target provinces.
- MoWA has developed a model public-private vocational training course through the Kseth Training Center. With participation of the provincial Department of Labour and Vocational Training (DLVT) and the Department of Education, Youth and Sports (DoEYS), the scheme has had significant success in facilitating the entry of a large number of especially vulnerable women into paid employment. The Center has also expanded to provide motorcycle and machine repair skills training for men.
- With project support, community mobilization approach was implemented through intensive village-based activities (VBA) in all target districts. The project has targeted men, women and children and tackled cross-cutting issues, such as drug and alcohol abuse, domestic violence, HIV/AIDS, etc.
- The community mobilization approach has been consolidated through school-based activities (SBA). The Ministry of Education, Youth and Sports (MoEYS) has enhanced capacity to conduct counter-trafficking awareness raising as part of an overall prevention strategy.
- MoWA has developed a sustainable Family Support Fund (FSF) to provide assistance to vulnerable villagers including the poorest of the poor. The CEDAC savings groups have also been found to be effective and sustainable.
- The impact of the VBA and poverty alleviation activities on the prevention of TIP and irregular migration could not readily be statistically validated. However, interviewed villagers attested to the decrease in the number of villagers who leave their communities. This is attributed to the holistic strategy, including support with income-generating activities.
- On the basis of the objectives of Component Three, the project has been successful in the implementation of human rights based activities including skills training and poverty alleviation initiatives at the village community level, especially in relation to agriculture related livelihood activities and the community fund schemes. Through this aspects of Component Three, wide-based poverty alleviation activities have been continuously operating in Svay Rieng and Prey Veng. Participants in these activities confirmed that their engagement in their chosen agricultural activities and the availability of community fund from which they can make loans when needed have given them competitive alternatives to cross-border work activities.
- The project has likewise succeeded in its Component Three objective of supporting the decentralization and deconcentration policy of the government. Through its successful awareness raising and capacity building and skills training village based activities, the

project has decreased, to some extent, the influx of unemployed individuals and poor families from villages to towns and cities for jobs. With alternative income generating activities in their respective villages, people prefer to stay rather than take risks in unfamiliar places.

- In terms of the third objective, that of improving MoWA capacity in collecting, analyzing and using information for improved policy and advocacy, the evaluators could only extrapolate from the information that Focal Persons who monitor village based activities and key decision makers provided. They receive reports from village committees, the training centre and other district stakeholders; review, consolidate and analyze all information that they receive to submit a synthesized periodic report including recommendations to MoWA. These reports inform MoWA's policy making and advocacy. The data collection mechanism is apparently in place. The modifications made on initially established structures, process and processes procedures—like the VBA Manual, the village fund schemes, among others—indicate that data and information submitted are analyzed and utilized to improve policy and advocacy emanating from project implementation.
- The fourth and last objective of Component Three, namely improving provincial networking, cooperation, information and best practices sharing and advocacy, the project, village based poverty alleviation activities, PCU members and at least one NGO representative attested that in regular meetings of the Provincial Command Unit (PCU), provincial arm of the National Committee (NTF/HLWG), members and invited participants share information and best practices, ideas and problems as well as evaluate activities and plan courses of action relating to prevention of trafficking and alleviation of poverty.

4.4 Recommendations

This project ends on December 31, 2009. It is expected that IOM will be completely detaching itself from the continuing implementation of all project activities. MoWA will completely take over by 2010 after nine years of on-the-job capacity building provided by IOM. Based on all gathered information from various evaluation process informants, the evaluation team recommends the following:

1. MoWA's national prevention strategy should be implemented nationwide, including VBA, FSF, and CEDAC's savings groups.
2. SBA has been found to be very efficient and effective in raising awareness a large number of potential young migrants. Advocacy should be conducted with MoEYS to incorporate counter-trafficking and safe migration lessons into the school curriculum, or at least include them in annual plans for academic and extra-curricular activities.
3. The project has advocated with all relevant provincial stakeholders to develop a sustainable mechanism for the future operation of the Kseth Training Center. However, this has not been achieved. Advocacy should be continued through the

provincial Department of Women's Affairs (DoWA) to this end, potential funding should also be sought from private sector partners.

4. The Center should also look to diversify the skills training offered, including catering and hospitality, and link with labour demand at the growing border town of Bavet where there are numerous casinos and hotels. Funding should be sought from the private sector.
5. Based on the results of market study, district-level annual planning and other needs assessments – offer longer sewing course to help those who may wish to set up shop in their communities instead of working in factories; provide group start-up assistance to graduates of motorcycle repair course; include aptitude in screening participants to maximize learning and minimize waste of funds due to trainee's lack of sewing or motorcycle repair potentials.

5.0 COMPONENT FOUR: SUPPORT TO THE POIPET TRANSIT CENTER

5.1 Component Objectives

This component provided a three month bridge funding, from January to March 2007, to a regional project to ensure the sustainable return and reintegration of trafficked women and children. The key aim of this carry-over component was:

1. To maintain the Poipet Transit Center (PTC) in its three traditional roles of :
 - Providing reception services to returning victims of trafficking
 - Conducting family tracing and assessments for returnees from Poipet
 - Offering reintegration services and follow-up for returnees from Poipet
2. To identify unaccompanied children among deportees from Thailand.

The following component indicators were identified to measure the extent of success in the implementation of the project activities:

- Enhanced mechanism for return established between the Thai Department of Social Development and Welfare and MoSVY
- Approximately 10-15 returnees per month received and reintegrated with their families or referred to NGOs for longer term care and support
- Approximately 45 returnees received a health assessment and follow-up monitoring
- Returnees referred for treatment as required
- Approximately 10 PTC staff and relevant staff from 12 NGOs receive basic health training
- Approximately 70-80% of returned victims will be reintegrated into their families within one year of return

5.2 Main Activities and Achievements

Every month, Thai authorities repatriate or deport victims of trafficking, many of whom have gone through a cycle of being trafficked and re-trafficked. Since December 2000, the IOM Missions in Cambodia, Thailand and Vietnam together with their governments and NGO partners have jointly implemented a regional assistance program for victims of trafficking. The overall program goal was to facilitate the establishment of a mechanism to break the cycle of trafficking and re-trafficking. This included a safe return and reintegration package for trafficked women and children to and from Cambodia, Thailand, Myanmar, Laos, Vietnam and China.

In Cambodia, IOM worked in close cooperation with the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY), United Nations Children's Fund (UNICEF), The Asia Foundation, Goutte D' Eau (Damnok Toek) and other NGO partners to provide safe and sustainable repatriation and reintegration services for victims of trafficking. The Poipet Transit Centre (PTC) under the auspices of MoSVY is the only government-run shelter for trafficking victims, has been managing the return, reintegration and follow-up of trafficked persons, particularly children and women. PTC aims to maintain and strengthen its current programs and services involving reception, family tracing and assessment and reintegration follow-up. It is at the same time building up the capacity of its staff in preparation for new responsibilities as the Border Monitoring Team.

5.2 Key Findings

1. The mechanism for formal repatriation was enhanced by the Thai Department of Social Development and Welfare and MoSVY

From January through June 2007, the PTC has made several improvements in its operational systems so as to increase the efficiency and effectiveness of service delivery. There has been an enhanced coordination and communication with Thailand's Department of Social Development and Welfare (DSDW) on the revision of the family tracing form. The family tracing and assessment for referral of cases outside of O' Chrov District, Banteay Meanchey has been made more efficient. Case follow-up guidelines were implemented to ensure proper follow-up of cases. The guidelines outline procedures for home and school follow-up for children who are reintegrated in O'Chrov District, shelter follow-up for children in short-term care, and OSVY follow-up for children reintegrated outside of O'Chrov District.

In addition to the guidelines, an Excel spreadsheet-based tool was introduced for managing follow-up of all cases. Bi-monthly case conferences were initiated with NGO shelter partners in Poipet to address difficult cases in a timely and appropriate manner, as well as to share best practice experiences. A directory of NGOs working in Poipet has been established according to the organizations' programs focus. The directory summarizes NGO services for reintegrated victims of trafficking in the areas of healthcare, Khmer language education, vocational training, income-generation, and HIV/AIDS care.

2. Approximately 10-15 returnees per month received and reintegrated with their families or referred to NGOs for longer term care and support

During the period January to March 2007, PTC received 19 repatriated children and 5 deported adults. Families of 5 of these victims were found before the repatriation. Eighteen (18) of the repatriated children were referred to NGO reception centers and 1 was immediately reintegrated with the family in Poipet.

Statistics for 2000-2009 show that there were 1,826 persons (997 boys, 725 girls and 104 women) from 1,605 families who were assisted by PTC. Of these cases, 1,052 persons (530 were boys, 442 were girls, 80 were adult women) from 927 families were returned through the orderly repatriation process. There were 774 persons (467 were boys, 283 were girls, and 24 adult women) from 678 families. It shows an extrapolated average of approximately 17 returned trafficking victims per month (9 boys, 7 girls, and 1 woman).

3. Approximately 45 returnees received a health assessment and follow-up monitoring

PTC did not reach the projected number of beneficiaries (approximately 30-45 persons) who were to be repatriated due to several factors. First, the number of repatriates depends on Thailand's DSDW. MoSVY and DSWD have agreed that there would only be one repatriation each month. However, there were times in the past when they would only repatriate 4 or 5 persons. Moreover, receiving NGOs might have been unable to accommodate more referred cases due to lack of space, because they have not yet reintegrated old clients. Many NGOs are also handling other cases of child abuse and marginalization (street children, victims of rape and domestic violence, etc).

PTC monitored 107 reintegrated cases in O'Chrov district and 20 cases that were referred to the respective OSVYs in Oddar Meanchey, Siem Reap, Battambang and Banteay Meanchey. PTC conducted 262 home visits, regular follow-up of 54 children studying at the day care centres, 10 children attending public school, and 22 children studying at Don Bosco School. It appears that close monitoring activities significantly helped minimized cases of re-trafficking of vulnerable children/returnees through regular follow-up of 107 cases in O'Chrov district.

4. Returnees referred for treatment as required

Since the returnees only stay for one night at PTC upon their return, the NGO reception centers have been responsible for ensuring that all returnees are referred to government-run and private health facilities not later than one month after their return. All the 19 returnees received during the quarter have been provided medical and health services. In the course of monitoring of reintegrated clients, PTC staff provided support to those who were found to be experiencing medical problems.

5. Approximately 10 PTC staff and relevant staff from 12 NGOs receive basic health training

The IOM Consultant provided significant technical assistance to PTC. Aside from regular weekly meetings and informal training, PTC staff attended workshops and trainings on a variety of topics such as Child Counseling Skills, Trafficking and Advocacy, etc. Prompted by a visit by UN Security, improvements in the safety and security measures for PTC staff and temporary residents were instituted. A PTC emergency plan was finalized and reviewed with all staff, The emergency plan outlines procedures for evacuating the building and dealing with fires, intruders and threatening phone calls.

6. Approximately 70-80% of returned victims will be reintegrated into their families within one year of return

There was no available data on how many from the returnees have been reintegrated one year after arrival. There are several reception centres and they don't always inform the PTC when they reintegrate victims in areas outside of Poipet.

Documented evidence shows that the program has delivered many outputs and has reached most of its objectives. The PTC and its staff, particularly its Director are an institution in Poipet. They are very well respected and if there are problems about trafficking in persons and other forms of gender-based violence, the PTC has been seen as a resource both by the government and non-government agencies as well as by the communities. In the event that the PTC cannot find the necessary funding, MoSVY may be left with no other recourse but to close it. The closure will leave a big hole in the fight against Trafficking in Persons. MoSVY has been totally dependent on external funding (IOM, UNICEF or TAF) and has not seriously made steps in tapping internal sources.

Unless in emergency and urgent cases where immediate medical treatment is required, health assessments at the PTC appear to be a less practical expectation because clients only stay overnight at the Centre. MoSVY/PTC has a standing agreement with the reception center that health assessments and referrals to medical facilities will be conducted upon receipt of the returnees. During home visits PTC staff provides some medicines to reintegrated victims who have health problems or refer them to medical facilities as appropriate. Likewise, the expectation to reintegrate 70-80% of the returnees within one year from return can be unrealistic. The reintegration process is dependent on the readiness of the returnees and their families and whether the psychological, economic, and emotional issues between the returnee and his/her family have been resolved. In the past, it has been observed that many child returnees were re-trafficked several times despite the close follow-up upon their return. Assessment of risks for re-trafficking takes time and has to be thorough to avoid re-traumatization brought about by re-trafficking.

PTC undoubtedly performs a significant role in preventing trafficking/retrafficking of persons, protecting the victims, and assisting in the healing and moving on processes. As pointed out earlier, the closure of PTC due to lack of funding support, will open a big gap in human trafficking services in the Cambodia, unless a similar structure can assume such role. PTC provides valuable services to victims of trafficking and other vulnerable returnees from Thailand. However, the recovery, return and reintegration of victims and other vulnerable children is a reactive response or solution to the problem.

5.4 Recommendations

MoSVY needs to develop a financial sustainability plan for counter-trafficking services in Poipet. PTC needs to advocate for a budget allocation from the Government and seek funding for the sustenance of its programs and activities. In the future, MoSVY may want to consider taking a more proactive approach by addressing some of the root causes of trafficking and migration in Banteay Meanchey (where the homes of most returnees are located), namely the lack of local income-generation opportunities. It would be good to look at how current reintegration services can help trafficked victims access livelihood and other poverty alleviation programs run by regular development organizations. For instance, IOM/PTC may set up a viable referral system with local development oriented NGOs who can take in trafficked victims as their beneficiaries, or enroll them in micro finance schemes of these NGOs. There had been some resistance to this idea in the past because trafficking staff feel that the local NGOs are not responsive, however, there is also a selling point to access funding for local NGOs.

6. OVERALL LESSONS LEARNED AND RECOMMENDATIONS

Based on the component-specific findings and recommendations, this section suggests overall recommendations for IOM and MoWA to consider in future programming. With technical and financial assistance from IOM, MoWA has accomplished much of what the project planned to achieve. A holistic, participatory approach to prevent and curb trafficking in persons was espoused in the past nine years. There are evidences of enhanced regional collaboration and legal protection through the establishment of a national mechanism to address issues related with trafficking, sexual and labor exploitation. A national database on Cambodian migrant workers is in place and functioning. The Project has also been successful in ensuring that communities are very much involved in the planning, implementation, and monitoring of trafficking in persons in the village level. Indeed, coordinated and participatory action to address trafficking and exploitation issues is evident.

Project Relevance

- Maintain the momentum with on-going regional trafficking prevention work and legal protection issues. With the tangible results from the prevention and legal protection activities implemented, particularly in the implementation of the bilateral agreement with Vietnam, MoWA should continue to closely monitor the mechanisms put in place to ensure continuing dialogues and actions. In addition, MoWA should maintain its strong leadership in planning and implementing activities and programs within the Prevention Working Group of Cambodia's National Committee on TIP. This will ensure sustainability of the prevention-related achievements of the project.
- Continue with the on-going trafficking research to allow prevention activities to respond to new or emerging forms of trafficking and migration issues. There is still very limited data on irregular migration and trafficking of men, particularly into the fishing industry. Efforts should be made to look more deeply into the reintegration

support upon their return into their communities. The issue of migration of women that results to exploitative marriage needs more attention.

- MoWA should use its enhanced capacity to research, advocate for and implement a wider range of demand-driven entrepreneurial poverty alleviation schemes. Villagers have realized the value of working together to address poverty alleviation strategies. They have also demonstrated enhanced capacity to lead saving groups. MoWA should continue to tap and work with the private sector to assist poverty alleviation activities initiated by the communities.

Efficiency and Cost Effectiveness

- As proposed in the Phase 2 evaluation results, the project went for a quality over quantity approach in terms of the use of human resources. In Phase three, a core team of MoWA experts and other stakeholders was used to implement project activities. Many of these experts who participated in Component One are chairs of the National Committee Working Groups.
- All Component Three activities have gone deeper and interventions have been determined by PLA research and more intensive VBA. As a result, there is evidence of more understanding, participation, and ownership from communities and local stakeholders.
- The project went to great lengths to modify the constraints identified with the Village Fund Scheme which resulted to positive results. Financial support to vulnerable villagers is now more effective, efficient, and sustainable.
- Activities and best practices including national prevention strategy have been mainstreamed into planning at all levels. The establishment of the new National Committee will consolidate sustainability.

Outcome/Impact and Sustainability

- MoWA's holistic prevention strategy provides a national model for future activities. However, this is not a one-fits-all approach. Prevention strategies need to be informed by local factors and conditions, especially at the community level.
- Future activities and emerging issues need to be determined by gathering data at the sub-national level. Commune Development Plans should address trafficking and exploitation, as well as other cross-cutting issues. Commune plans should inform the District Development Plans, and these in turn should inform the Provincial Development Plans. The Provincial Command Units should incorporate counter-trafficking, human smuggling, sexual and labour exploitation, and safe migration activities into their annual Plan of Action. This process would add much value to the Work of the National Committee and funding of which provides good potential for sustainability of the projects' on-going activities at both national and regional levels.

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