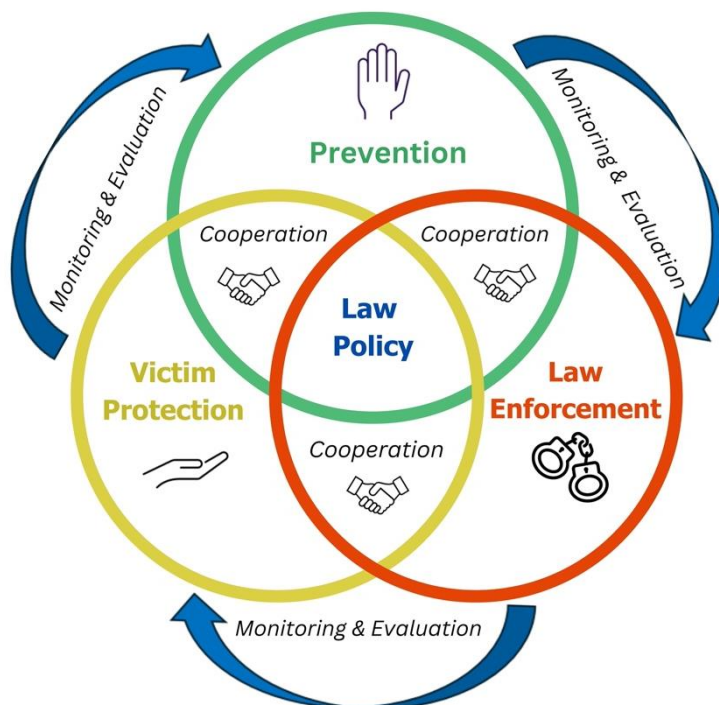


Monitoring, Evaluation and Learning Framework of the National Strategic Plan on Combating Trafficking in Persons (2024–2028)

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Abbreviations and acronyms

ACTIP	ASEAN Convention against Trafficking in Persons, Especially Women and Children
ASEAN	Association of Southeast Asian Nations
CTIP	counter–trafficking in persons
EOSO	end-of-strategy outcome
GEDSI	gender equality, disability and social inclusion
M&E	monitoring and evaluation
MEL	monitoring, evaluation and learning
M/PCCT	Municipal / Provincial Committee for Counter Trafficking
NCCT	National Committee for Counter Trafficking
SOMTC	Senior Officials Meeting on Transnational Crime
TIP	trafficking in persons

1 Introduction and background

This document presents the Monitoring, Evaluation and Learning (MEL) Framework for the Kingdom of Cambodia's National Strategic Plan on Combating Trafficking in Persons 2024–2028 (National Strategic Plan). The MEL framework provides the ministries, institutions and specialised unit members of both National Committee for Counter Trafficking (NCCT) and sub-national level Municipal/Provincial Committees for Counter Trafficking (M/PCCT), and partners in monitoring, evaluating, and reporting expectations, outcomes, principles and practices to which planned activities are contributing to. This document expanded the Monitoring and Evaluation (M&E) System of the National Strategic Plan (Section D), providing more details and descriptions on how the M&E system will be implemented.

1.1 Overview of this document

This MEL framework contains the following sections:

- Section 1: Introduction and background
- Section 2: Theory of change
- Section 3: Overview of the MEL framework
- Section 4: Monitoring and evaluation methods
- Section 5: Reporting and learning
- Section 6: MEL activities and responsibilities
- Section 7: Ethical conduct in monitoring and evaluation

This document also includes annexes:

- Annex A: Theory of change
- Annex B: Indicators outlined in the National Strategic Plan
- Annex C: Data collection methods and tools
- Annex D: Reporting templates
- Annex E: Risk matrix
- Annex F: MEL activities
- Annex G: Key terms

1.2 Background

The NCCT is a national mechanism mandated to lead, coordinate, collect information, conduct data analysis, report progress and initiate development of law, policy and plans in order to meet the Royal Government of Cambodia's commitment in eliminating trafficking and all forms of human exploitations such as trafficking in persons, labour exploitation, sexual exploitation, child trafficking and human organ trafficking. The NCCT is also leading participatory implementation and coordination on the implementation of the National Strategic Plan by ministries and institution members at national and sub-national levels, together with national and international non-government organisations, development partners, the private sector and other stakeholders.

The NCCT is led by the Deputy Prime Minister and Minister of Interior as Chairperson, with 22 ministries and 5 specialised units as members. The NCCT General Secretariat is being led by H.E. Chou Bun Eng, Permanent Vice-Chairperson of the NCCT, Secretary of State from the Ministry of Interior. The General Secretariat plays a significant role in coordinating, leading and promoting cooperation between inter-ministerial/institutions, and international and local partners focusing on combating trafficking in persons.

At the end of 2023, the General Secretariat of the NCCT led an evaluation of the National Strategic Plan for Counter Trafficking in Persons 2019–2023 (NSP). The findings and recommendations of the evaluation informed the development of National Strategic Plan for 2024–2028.

The goal and objectives of the National Strategic Plan is

The goal is to eliminate all forms of human trafficking – that cause suffering, exploitation in all means for the purpose of exploitation; cause serious harms to people both physical, mental and sexual health, that is a violation of rights, impacting

on lives and legal benefits of people of all ages, all genders, all situations, and all colors – that occur within the sovereign territory of the Kingdom of Cambodia and on Cambodians abroad.

The National Strategic Plan on Combating Trafficking in Persons (2024-2028) promotes solidarity, unity and cooperation between national and international community in order to ensure social security system for effective prevention, law enforcement and prosecution of legitimate and best interests of victims of human trafficking of all ages, all genders, all colors and in all situations in society.

The National Strategic Plan sets out 4 key strategies, to achieve its objectives and responding to the 3 stages of human trafficking: (1) prevention, (2) law enforcement, and (3) victim protection and service provision. Cooperation is an enabler and fundamental principle of the 3 stages/strategies.

- **Strategy 1. Prevention** – Promoting prevention of all forms of human trafficking, exploitation and child sexual abuse
- **Strategy 2. Law enforcement** – Improving quality and the effectiveness of criminal justice system in response to all forms of human trafficking
- **Strategy 3. Victim protection and service provision** – Improving quality and effectiveness of victim protection
- **Strategy 4. Cooperation** – Strengthening cooperation, formulation and enforcement of the implementation of laws, policies and legal standards.

This MEL framework incorporates the monitoring, evaluation and reporting recommendations of the 2023 evaluation of the NSP:

- Continue to use the existing NCCT mechanism at all levels through monthly, quarterly, semesterly and annual reporting.
- Develop Orientation Guidelines on monitoring, evaluation and reporting to guide newly transferred officials in charge of anti-human trafficking reporting role.
- Amend/update report format both at national and sub-national levels in accordance with set indicators that can be used to measure the expected results on the implementation of activities or activity clusters in each strategy in the National Strategic Plan.
- NCCT General Secretariat shall continue to coordinate and monitor relevant ministries and institutions so that they can share information or report in a timely manner on counter-TIP activities that the relevant ministries and institutions have implemented.
- Increase dissemination to all relevant ministries and institutions about planned activities and priorities in future national strategic plans so that they can be better understand, develop action plan, and can implement the planned activities more effectively with better efficiency.
- NCCT will examine the possibility of creating a database system to gather all information on national human trafficking cases that aligns with other national databases and the data that partners are using while ensuring privacy and confidentiality for relevant individuals.
- Evaluate existing mechanisms in various ministries and institutions to identify progress, challenges and next steps to create a data center while at the same time ensuring victims' right to privacy.
- Enhance the regularity of meetings of each working group at both national and sub-national levels to improve communication, sharing information, good practices, lessons learned and practical experience on the implementation of the National Strategic Plan, as well as to review planned activities, related challenges, and how to respond to those challenges.
- Document good practices including coordination; cooperation; delegation of authorities and tasks related to anti-trafficking work; provision of assistance to victims; as well as supporting survivors of human trafficking so that they can be financially independent through their own income-earning activities.

1.3 Overview of monitoring and evaluation

Monitoring is the process of regular and systematic collection and review of existing data, which provides a point in time indication of progress towards intended outcomes. Monitoring is often used across different organisation levels and informs internal management, decision making and continuous improvement.

Evaluation is a periodic, planned and targeted activity, which answers key evaluation questions and relies on new and existing data most of which are generated from monitoring activities – to make judgements and recommendations. Evaluation can be formative or summative and assists in providing deeper insights into the important and valued aspects of interventions, such as their effectiveness, appropriateness, relevance, sustainability and impact. Evaluation provides insights beyond the ‘what’, to the ‘how’ and ‘why’.

Monitoring and evaluation are related activities or interventions, which is why they are integrated into a unified framework. Monitoring indicators and data often align to evaluation questions and inform evaluation findings. Evaluation findings often inform improved and more nuanced monitoring activities. Together, monitoring and evaluation provides an important and structured evidence base to inform decisions, policies, strategies and learnings.

In this MEL framework, monitoring is suggested at the output and immediate outcome levels. Evaluation is likely to focus on intermediate and long-term outcomes, to answer the key evaluation questions (KEQ).

1.4 How the MEL framework was developed

The structure of the MEL framework was informed by detailed analysis of the National Strategic Plan 2024–2028 and findings of the final evaluation of the NSP 2019–2023. Where possible, existing national and regional resources and publications informed the content and structure of the MEL framework, for example relevant ASEAN-ACT resources, the ACWC Monitoring & Evaluation Guidebook, the BWP 2.0 and its draft MERL framework.

The first consultation workshop with stakeholders was conducted in November 2024, including members of the NCCT. Inputs from key stakeholders on the draft framework were consolidated, informing the revision of the draft framework. The full draft of the MERL framework will be presented and discussed during a validation workshop around the first quarter of 2025.

2 Theory of change

The structure of this MEL framework uses a theory of change or logic model to describe the activities, outputs, immediate outcomes, intermediate outcomes and long-term outcomes – adopted from the National Strategic Plan and the ACWC’s Monitoring and Evaluation Framework. This section presents the theory of change narrative. Figure 1 represents the strategies outlined in the National Strategic Plan, the diagram from the plan.

There are 4 end-of-strategy outcomes (EOSO) that we expect to achieve at the end of 2028, if our assumptions hold true.

- EOSO 1: Targeted people, especially vulnerable groups have reduced vulnerability to all forms of human trafficking
- EOSO 2: Justice system has quality and effective responses to all forms of human trafficking
- EOSO 3: Victim-survivors received quality and appropriate support services
- EOSO 4: Counter-trafficking stakeholders have enhanced cooperation in preventing, suppressing crimes and in supporting victim-survivors

What is a theory of change?

A theory of change is a thinking tool that helps us to understand and communicate the outcomes that we can expect from our activities delivered under the National Strategic Plan.

It shows ‘cause and effect’ relationships between activities and outcomes.

It also helps us monitor and evaluate the National Strategic Plan because we can focus on measuring and evaluating the extent to which the outcomes have been achieved.

[insert here description or narrative of each of the EOSO, from the National Strategic Plan]

Figure 1 Strategies for 2024–2028



3 Overview of the MEL framework

This MEL framework is using a logic model or linked sequence of information from inputs to activities, outputs and immediate outcomes, and intermediate outcomes. This framework outlines what we will monitor and evaluate, under the National Strategic Plan, as well as how we will collect and analyse information, make evaluative judgements, report and improve our strategies in responding to trafficking in persons.

Activities – in the MEL framework are aligned with the activity clusters outlined in the National Strategic Plan, presented at a high level under 4 strategies. Activities are actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources, are mobilised to produce specific outputs.

Outputs – are physical products, good and services delivered by activities outlined in the National Strategic Plan, these are a direct result of activities. The outputs described in the MEL framework include prioritised indicators derived from the National Strategic Plan. The output indicators are described in **Annex**.

Immediate outcomes – provide descriptions of prioritised achievements, within a 2-year timeframe. The immediate outcomes in the MEL framework are short-term effects of a group of outputs, on any of the 4 strategies.

Intermediate outcomes – provide descriptions of prioritised high-level achievements, within 2 to 5-year timeframe. The intermediate outcomes in the MEL framework are categorised under each of the 4 end-of-strategy outcomes. These are necessary preconditions to achieve the end-of-strategy outcomes or long-term outcomes adapted from the National Strategic Plan.

End-of-strategy outcomes – are the designed final results of the National Strategic Plan, that should be achievable by 2028 if the assumptions hold true.

3.1 Objectives and scope

This MEL framework has 4 main objectives:

- to inform the strategic direction of NCCT and its member agencies based on evidence and information generated through this MEL framework
- to capture and understand progress of intended outcomes, through consistent and quality reporting to the NCCT
- to capture, share and promote good practices and lessons learned
- to determine the quantity and quality of activity implementation set out in the National Strategic Plan
- to generate information that is sufficiently disaggregated and responds to the needs of relevant ministries and institutions.

This framework is designed to cover all counter–trafficking in persons activities delivered in Cambodia or by Cambodian government agencies and partners. Activities are those intended to contribute to achieving the outcomes of the National Strategic Plan and contribute to implementing Cambodia’s obligations under the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP). The line of accountability extends to the end-of-strategy outcomes (EOSO) at the end of 2028.

The National Strategic Plan will be implemented by NCCT members at both national and sub-national levels, namely the 6 inter-ministerial working groups at national level with the coordination of the General Secretariat of NCCT and the working groups of the 6 departments and institutions at sub-national level, with the coordination of the Secretariats of the M/PCCT.

3.2 Principles

This MEL framework aligns with the core values and principles outlined in the National Strategic Plan.

- Government ownership
- Human-rights based principles
- Gender equality, disability and social inclusion (GEDSI) principle
- Active participation of civil society and stakeholders
- Multi-sectoral cooperation and partnership
- Systematic and sustainable monitoring and evaluation

In addition to the principles on implementing the National Strategic Plan, the MEL framework principles are as follows:

3.3 Intended users of the MERL framework

The intended users of this MERL framework and their respective information needs are outlined in Table 1. Primary users are those who require evaluative information on the implementation of the National Strategic Plan, and who are going to use it. The primary users usually include those who are implementing the National Strategic Plan, those who are funding the implementation of activities. Secondary users may read the reports on the implementation of the National Strategic Plan, but the MEL framework is not specifically developed to their needs.

Table 1 MEL users

Type of user	Who	Information needs
Primary	NCCT General Secretariat	■ Results and evidence of outputs in implementing the National Strategic Plan
	NCCT member agencies and institutions	■ Progress against immediate and intermediate outcomes
	Municipal/Provincial Committee for Counter Trafficking	■ Progress against performance expectations
		■ Information about good practices and lessons learned
Secondary	Other international, regional and national development partners	■ Evidence of cooperation and partnerships
		■ Evidence of progress
		■ Results of outcomes
	Other stakeholders, including the private sector, counter-trafficking community	■ Information about good practices and lessons learned
		■ Evidence of participation
	Other government officers outside of the justice system	■ Results of outcomes
	Victim-survivors	■ Information about good practices and lessons learned
		■ Contribution of victim-survivors

3.4 Risks and assumptions

There are potential risks and assumptions associated with the implementation of the National Strategic Plan, that need to be considered in the implementation of the MERL framework. The risk matrix (Annex E) will be monitored and updated every six months in the NCCT General Secretariat's report.

When the National Strategic Plan was developed, and the theory of change was adapted from this plan, a theory of how we expect change will occur if all goes according to plan. In developing and in implementing this theory of change, or in implementing the National Strategic Plan, we make a number of assumptions – that each outcome will happen and will contribute to achieving the EOSOs.

Presented below are key outcome assumptions from the theory of change. We assume that:

- [insert assumptions here]

4 Monitoring and evaluation methods

4.1 Key evaluation questions

Key evaluation questions (KEQs) are overarching questions that guide the MEL framework, providing a guide for activity planning, management and learning. The KEQs are developed to respond to the main objectives of the MERL framework and information needs of primary users of the framework. The associated sub-questions and priority indicators are then identified to form the basis of data collection, what to monitor and collect evidence to answer the KEQs. These questions will also support progress reporting and learning processes.

Table 2 Key evaluation questions, sub-questions and indicators

Key evaluation questions	Sub-questions	Priority indicators
KEQ1: How effective are our strategies under the auspices of the National Strategic Plan, in achieving its intended outputs and outcomes? Effectiveness	1.1 What activities have been delivered, where and by whom? 1.2 How many people (appropriately disaggregated) have been reached? 1.3 What have we learned about what works to prevent trafficking, prosecute traffickers and protect victims? 1.4 To what extent are our intended outcomes being met?	1. Number of activities completed (disaggregated by type, location, by strategy) 2. Number of participants (disaggregated by gender, disability, type of stakeholder, sector, location) 3. ... 4. ...
KEQ2: To what extent, and how have we effectively contributed towards TIP prevention, prosecution of traffickers and protection of TIP victims? Contribution	2.1 What policies, systems or capacity have been developed and implemented? 2.2 What changes are realised in knowledge, attitudes, practices and policies, as a result of implementing the National Strategic Plan? 2.3 To what extent TIP victims and survivors benefiting from appropriate support services? 2.4 What difference has our activities made to prevention, law enforcement and protection of TIP victims?	5. Ministries and institutions at national and sub-national anti-trafficking working groups are aware of and effectively implementing human-trafficking measures 6. ... 7. ...
KEQ3: To what extent are cooperation and partnership improving our response to TIP prevention, law enforcement and victim protection? Partnership	3.1 To what extent are non-government stakeholders, including marginalised groups and victim-survivors influencing laws, policies and practices to counter-trafficking in persons? 3.2 To what extent, and how have relevant government and non-government agencies cooperated and shared knowledge to enhance their counter-trafficking efforts or activities?	8. Instances of strengthened cooperation between government and non-government service providers, including victim advocates and the private sector 9. Examples of improved response to TIP due to partnership or collaboration between government and/or non-government agencies 10. ...

Key evaluation questions	Sub-questions	Priority indicators
	3.3 To what extent have relevant agencies been informed by emerging trends and evidence of good practices in their implementation of the National Strategic Plan?	

4.2 Monitoring approach

The National Strategic Plan recognised the importance of having a ‘systematic and sustainable monitoring and evaluation’ – a robust system to determine the quantity and quality of activity implementation. The monitoring approach will be participatory, utilising existing data collection systems, and will be based on principle of a lean and fit-for-purpose MEL framework. The National Strategic Plan includes detailed activities and 82 indicators across the 4 strategies. This MERL framework is proposing to start small and collect only essential and priority data to support progress reporting and understanding of outcomes of strategic plan implementation. In this regard, Table 2 presents priority indicators identified during the November workshop, derived from the list of indicators ([Annex C](#)) outlined in the National Strategic Plan.

4.3 Monitoring methods

Monitoring involves the ongoing collection of quantitative and qualitative data to understand progress of implementing the National Strategic Plan, in delivering its outputs and outcomes. There will be various methods of collecting information on outputs and outcomes, as well as capturing lessons learned. Table 3 presents the data collection methods and tools to support the implementation of this MEL framework.

Table 3 Data collection methods and tools

Method / Tool	Description	Timing	Who implements

Collecting disaggregated data

As much as possible, information will be disaggregated as follows:

- Gender – male, female, other
- Age group
- Geographic location of activity – municipal or provincial level
- Consider collecting information on disability status
- Type of activity
- Implementing agency type – government, NGO, private

4.4 Evaluation

An independent evaluation or review of the National Strategic Plan will be commissioned by the NCCT before the end of the 2028. The objective is to make an evaluative assessment of implementation of the National Strategic Plan and assessment of progress towards intermediate outcomes and contribution to end-of-strategy outcomes.

Prior to this evaluation, the terms of reference will be developed by the NCCT General Secretariat, in consultation with

4.5 Baselines and performance expectations

[insert here if needed to discuss baselines]

Performance expectations

To measure progress of outcomes, key performance expectations were identified and presented on Table 4. The performance expectations relate to key evaluation questions under each strategy. Clarifying the key performance expectations will help in synthesising data and in answering all key evaluation questions, and in making evaluative judgement. Setting this key performance expectations out of a comprehensive National Strategic Plan will help an independent evaluation, i.e. to have clearly articulated performance standards.

Table 4 Performance expectations by KEQ

KEQ	Performance expectations
KEQ1: How effective are our strategies under the auspices of the National Strategic Plan, in achieving its intended outputs and outcomes?	1. More than 60% of planned activities have commenced or completed each year 2.
Effectiveness	
KEQ2: To what extent, and how have we effectively contributed towards TIP prevention, prosecution of traffickers and protection of TIP victims?	3. ...
Contribution	
KEQ3: To what extent are cooperation and partnership improving our response to TIP prevention, law enforcement and victim protection?	4. ...
Partnership	

In the progress reports (six-monthly and annual), an assessment of progress against each performance expectation and progress towards intermediate outcomes will use a rating scale presented on Table 5.

Table 5 Rating scale to assess progress of outcomes and performance expectations

Achieved		Significant progress has been made and intermediate outcome or performance expectation was achieved
Partly achieved		Some progress has been made and on track towards achieving intermediate outcome or performance expectations, but progress is less than anticipated
Challenging		There are some delays and challenges in achieving intermediate outcome or performance expectations, however we expect to be back on track
Highly challenging		There have been significant delays and/or challenges in achieving intermediate outcome or performance expectations

5 Reporting and learning

5.1 Reporting

This section provides the different levels of reporting on progress of implementation of the National Strategic Plan, and progress towards the end-of-strategy outcomes. Existing reporting mechanism with the NCCT will remain, and if needed will be enhanced in order to incorporate new data requirements from the latest National Strategic Plan.

The following are the reporting process and timeframe, and Annex D provides indicative reporting templates under this MEL framework.

[insert here reporting process and timeframe discussed during the workshop]

5.2 Learning

The National Strategic Plan recognised the importance of M&E. This MEL framework is extending the M&E approach to maximising utilisation and learning from M&E. The ‘learning’ approach will ensure that MEL primary users will look at monitoring data, analyse it and adapt the plan and activities based on their learnings. This is to create a ‘learning organisation’ or a ‘learning culture’ for adaptive management. Table 6 described suggested approach to building a learning culture in line with the National Strategic Plan.

Table 6 Learning activities or events for adaptive management

Event	Target participants	Purpose	Timing
Project meetings (internal)	All project teams or those implementing the NSP at agency level	To share and discuss activity updates: ▪ Progress against annual work plan ▪ Risk and risk mitigation ▪ Lessons learned ▪ Proposed changes to plans or actions to take forward	Monthly
		▪	
		▪	
Review and reflection		To share and discuss: ▪ Progress against outcomes ▪ Progress against National Strategic Plan ▪ Challenges, barriers and gaps ▪ How to address barriers ▪ Lessons learned ▪ Actions to take forward	Six-monthly or Annual

5.3 Developing MEL capacity

Key to the implementation of this MEL framework is building the capacity of NCCT General Secretariat and targeted member agencies on monitoring and reporting. A dedicated MEL team within the Secretariat will coordinate the implementation of this framework, including the MEL activities outlined in the National Strategic Plan (Annex F).

6 MEL activities and responsibilities

6.1 MEL activities

[provide summary] of key MEL activities as described in the National Strategic Plan]

6.2 Roles and responsibilities

Responsibilities relating to monitoring, evaluation and learning are summarised in Table 7.

Table 7 MEL responsibilities

Role	Responsibilities
NCCT	▪ Oversee the strategy and overall performance of the NSP ▪ Provide direction and quality assurance of progress reporting ▪ Use data for program management, planning and reporting
NCCT General Secretariat	▪ Develop and review the MEL framework ▪ Oversee and manage the implementation of the MEL framework ▪ Manage program planning, data collection, data analysis and progress reporting, in line with the MEL framework and the NSP ▪ Promote and build a MEL culture among NCCT members
NCCT members and working groups	▪ Coordinate data collection and compile data on NSP implementation and maintain relevant databases ▪ Report progress on NSP implementation and progress on annual action plans ▪ Support the implementation and review of the MEL framework ▪ Support the implementation of MEL activities ▪ Promote and support building a MEL culture
M/PCCT Secretariats	▪ ▪ Support data analysis and progress reporting ▪ Support and participate in MEL activities ▪ Use data for program management, planning and reporting ▪
Other CTIP stakeholders, implementing partners	▪ Promote and support building a MEL culture in counter-trafficking ▪ Support data collection and data interpretation, when requested ▪ Participate in MEL activities of the NCCT when invited ▪

7 Ethical conduct in monitoring and evaluation

This framework recognises the importance of ethical conduct in monitoring, evaluation and reporting. The National Strategic Plan will potentially deal with vulnerable people, victim-survivors and children. This framework will adhere to ethical practices and policies of the government of the Kingdom of Cambodia. The framework's data collection and reporting will adhere to strict procedures to maintain confidentiality of information collected, stored and reported.

Informed consent to include? – Prior to collecting any data from individuals for M&E purposes, participants are required to provide informed consent (written or verbal).

Research, reviews and evaluations will be guided by [insert relevant government policy here]

Annex A Theory of change

Draft Theory of Change of the National Strategic Plan on Combating Trafficking in Persons (2024-2028)

Strategy	Strategy 1: Promote prevention of all forms of human trafficking, exploitation and child abuse	Strategy 2: Improving quality and effectiveness of criminal justice system in response to all forms of human trafficking	Strategy 3: Improving quality and effectiveness of victim protection	Strategy 4: Strengthening cooperation, formulation and enforcement on the implementation of laws, policies and legal standards
End-of-strategy outcomes	EOSO 1: Targeted people, especially vulnerable groups have reduced vulnerability to all forms of human trafficking	EOSO 2: Justice system has quality and effective responses to all forms of human trafficking	EOSO 3: Victim-survivors received quality and appropriate support services	EOSO 4: Counter-trafficking stakeholders have enhanced cooperation in preventing, suppressing crimes and in supporting victim-survivors
Intermediate outcomes	EOSO 1 – Prevention	EOSO 2 – Law Enforcement	EOSO 3 – Victim Protection	EOSO 4 – Cooperation
	1.1 Vulnerable groups and prioritised relevant stakeholders received quality and consistent messages and outreach programs	2.1 Legal tools were reviewed and amended in response to current situation and evolution of human trafficking crime	3.1 Victims of human trafficking are effectively identified	4.1 Private sector is participating and actively involved in preventing human trafficking
	1.2 Target population have increased awareness on prevention and impacts of human trafficking	2.2 Justice sector has strengthened data collection and reporting mechanism on human trafficking cases	3.2 National referral system was developed and implemented	4.2 Justice agencies and counter-trafficking stakeholders are cooperating to prevent, suppress, and respond to human trafficking
	1.3 Target areas have developed comprehensive and quality TIP educational programs	2.3 Law enforcement officers have strengthened capacity on counter-trafficking	3.3 Victim case management system was strengthened	4.3 Government and non-government service providers have strengthened cooperation in the best interest of victims at all stages
Immediate outcomes	1.4 Established and implemented campaign programs and preventive mechanisms on child abuse and exploitation	2.4 Justice system has expanded the use of child-friendly hearing procedures	3.4 Victim rehabilitation focused on individual characteristics and needs	4.4 Bilateral and multilateral agreements are strengthened and effective
	Laws, regulations and policies are implemented for the integration, prosecution and adjudication of human traffickers and other persons involved in TIP			

Annex B Indicators outlined in the National Strategic Plan

Activity cluster / Main activity	Indicators
Strategy 1. Promote prevention of all forms of human trafficking, exploitation, and child sexual abuse	
Promote prevention of all forms of human trafficking	
1.1. Develop and implement methods aiming at changing negative attitudes that are vulnerable to all forms of human trafficking.	1. Situational and social impacts of migration are regularly assessed and disseminated 2. Services supporting safe migration improved 3. Data on handicrafts, business and labor force needs are regularly assessed and published 4. Prevention methods to prevent at-risk adolescents and children are developed
1.2. Enhance quality and consistency of messages and outreach methods focusing attention on vulnerable groups, prioritized relevant stakeholders, and on current forms of human trafficking offenses.	5. Tools, materials and common messages for use in preventing human trafficking with clarity and consistency according to each specific target group were examined, developed and deployed for use 6. An online storage system was developed and used for tools, materials and messages that enable users from relevant ministries and institutions, as well as partner organisations to download and reproduce 7. Consistency and quality of prevention messaging enhanced
1.3. Promote decision-making for better options in getting employment and decent occupation especially for youth.	8. Awareness of the target population improved and better choices made among target population to avoid the dangers of risky migration and human trafficking
1.4. Promote safe usage of information technology system – digital safety.	9. Knowledge and practices related to the safe use of digital information technology systems are widely disseminated to the target population. 10. Effective collaboration with digital technology companies to help prevent human trafficking. 11. Interventions are effectively implemented in relation to cyber-crime cases.
1.5. Expedite effective implementation of inspection measures at suspected target locations related to human trafficking, sexual exploitation and serious forms of child labor.	12. All specialized officials in relevant ministries/institutions have effectively strengthened monitoring and inspection of suspected target locations that are at risk of trafficking, abuse, and other exploitations.
1.6. Strengthen the capacity to manage family economy (including trainings on family financial management skills, life planning, life skills/ soft skills, and climate change resilience)	13. Target people acquire the necessary skills to manage the economy and support their families without having to rely entirely on risky migration.
1.7. Encourage participation of private sector in the prevention of all forms of human trafficking (various sector include: education, tourism, job placement, agriculture, industry, handicrafts, health, microfinance, banking, delivery, post and telecommunications).	14. School anti-human trafficking programs successfully implemented. 15. Teachers gained awareness on the impacts of human trafficking. 16. Private sector is actively involved in preventing human trafficking.
1.8. Preventive measures through increasing understanding of the laws, policies, legal tools and standards related to all forms of human trafficking offenses.	17. All relevant components at the national and sub-national levels enhanced understanding of policies related to human trafficking, tricks, perpetrators and the impact of risky migration and all forms of human trafficking.
1.9. Strengthen the implementation of measures to prevent human trafficking through marriage or matchmaking	18. Information on causalities through marriage with foreigners is disseminated to target population. 19. Illegal marriages between Cambodians and foreigners reduced.

Activity cluster / Main activity	Indicators
1.10. Expedite the implementation of measures to respond and prevent human trafficking, especially child abuse and exploitation.	20. Journalists, hosts, presenters, artists, producers, traders, businesspersons, tourism and entertainment service providers have clear understanding of human trafficking. 21. Social education/ prevention dissemination programs developed to jointly eliminate human trafficking. 22. Target population increased awareness on prevention and impacts of human trafficking.
1.11. Strengthen efficiency, scope and quality of public education campaigns, including national campaigns related to efforts to counter trafficking in persons.	23. Comprehensive educational programs for people in all target areas are developed with high quality and are implemented on a regular basis.
1.12. Strengthen and promote the use of reporting mechanisms to respond in a timely manner to human trafficking and related exploitation/abuses.	24. Reporting mechanism to respond in a timely manner to human trafficking and related exploitation/abuse is widely used by target population.
1.13. Promote safe, orderly and regular migration	25. Migrant Reception Centers at border provinces (Kamrieng Reception Center in Battambang, Poipet Transit Center in Banteay Meanchey) were strengthened to provide information on safe migration and services to returned workers and people at target community. 26. Communes/ Sangkats have a preventive action plan for implementation. 27. The quality of pre-departure training programs and training through private recruitment agencies were strengthened and effectively implemented. 28. The list of data related to private recruitment agencies is regularly updated and published. 29. Private recruitment agencies are regularly inspected. 30. Measures against private recruitment agencies that do not comply with legal standards are strictly enforced.
1.14. Strengthen cooperation and joint border management measures as well as specific measures to prevent illegal border-crossing.	31. Cooperation measures with relevant countries on strengthening professional measures to prevent irregular immigration are effectively implemented. 32. Database management system on migrants' flows is operational.
Prevention of child abuse and exploitation	
1.15. Strengthen efficiency, scope and quality of public education campaigns to prevent child sexual exploitation and abuse	33. Effectiveness, scope and quality of public education campaigns to prevent child sexual exploitation and abuse are widely strengthened, applied, and conducted among target population.
1.16. Improve child safety system in public and private educational institutions related to all forms of human trafficking and child sexual exploitation (MoEYS: Health Education subject)	34. Knowledge on the impacts of human trafficking and child protection disseminated and implemented in private/ public schools as well as at teacher training/pedagogical institutions at all levels. 35. School child safety network established and expanded.
1.17. Strengthen and promote the use of hotline reporting mechanisms to respond in a timely manner to all forms of human trafficking, child abuse and exploitation.	36. Hotline reporting mechanisms for human trafficking and all forms of child abuse are widely used by the target population.
1.18. Promote the implementation of measures related to child protection (Smart Kids Program and Digital Safety-Regulator, Ministry of Post and Telecommunications); online child safety measures; and the implementation of national policies and national action plans on the child protection system (Cambodian National Council for Children)	37. Social media and digital systems are widely used by the target population to disseminate information on the forms and tactics of human trafficking and child abuse. 38. Hotline telephone number is widely disseminated to the general public through the mobile messaging system (TRC). 39. People used hotline phone numbers to report and request for rescue intervention from competent authorities/police.

Activity cluster / Main activity

Indicators

Strategy 2: Improving Quality and Effectiveness of Criminal Justice System in Response to All Forms of Human Trafficking

- | | |
|---|---|
| 2.1. Conduct research study on evolving or new forms of crime, tricks and networks of perpetrators including criminal activities that involved the use of digital technology to determine effective suppression and preventive measures. | 1. Results of research/study on evolving trends and new forms, tricks, and networks of perpetrators, including cyber-crime and human trafficking offense were produced and widely disseminated.
2. The results of the study were used to determine effective measures to combat human trafficking. |
| 2.2. Review and amend relevant legal tools to respond to current situation and evolution of human trafficking crime. | 3. Related provisions/articles in Law on the Suppression of Trafficking in Persons and Sexual Exploitation and related laws or policies were reviewed, revised and/or amended as needed.
4. Procedures for victim compensation were developed and implemented. |
| 2.3. Strengthen mechanism for collecting data on human trafficking cases from prosecution commencing stage to trial stage. | 5. Data related to all forms of human trafficking cases are collected at all stages and shared/reported to the relevant ministries and institutions in a timely manner with accuracy and consistency. |
| 2.4. Continue to strengthen cooperation with relevant institutions; specialized law enforcement officers; social workers; and with relevant stakeholders in the country and abroad – to unite as a network to prevent, suppress transnational human-trafficking crimes, strengthen law enforcement, punish perpetrators, and to promote the rights and best interests of the victims. | 6. Coordination and cooperation with law enforcement officers and prosecutors, the judiciary and social service providers were carried out smoothly to promote rights, dignity and best interests of victims.
7. Criminals who committed all kinds of human trafficking crimes are punished according to the law in force. |
| 2.5. Strengthen capacity of law enforcement officers especially on counter-trafficking and related skills with professional ethics. | 8. Ministries and institutions in the national and sub-national anti-trafficking working groups are aware of and effectively implemented anti-human trafficking measures.
9. Law enforcement officers received relevant professional skills training including on investigative procedures and ethical conducts.
10. Specialized officials were trained on women and child safety in tourism sector and understood laws, policies and standards related to the anti-human trafficking effort. |
| 2.6. Promote the implementation and the monitoring on the effectiveness of laws, policies, legal standards, memoranda, agreements, standard operating procedures related to human trafficking between institutions and/or relevant countries at national, regional and international levels. | |
| 2.7. Continue to strengthen and focus attention on the handling of human-trafficking cases at all stages. | |
| 2.8. Examine the possibility of expanding the use of child-friendly hearing procedures, especially in cases involving children or minors. | |

Strategy 3: Improving Quality and Effectiveness of Victim Protection

- | | |
|--|--|
| 3.1. Strengthen effectiveness on the identification of victims of human-trafficking to provide appropriate services. | 1. Guidelines on forms and procedures for identification of victims of human trafficking for appropriate service provision was revised / updated, promulgated and implemented effectively in accordance with national, regional and international framework relating to identification of victims of human trafficking.
2. Victims of human trafficking are provided with appropriate, timely, and quality services
3. Services are provided to victims with careful consideration of principles related to gender equality, disability, social inclusion and best interests of victims. |
|--|--|

Activity cluster / Main activity	Indicators
3.2. Expedite the development and the implementation of national referral system.	4. The national referral system developed and implemented effectively by relevant ministries, institutions and stakeholders. 5. Services at each stage of the national referral system are properly provided to victims, taking into account principles related to gender equality, disability, social inclusion and best interests of victims.
3.3. Strengthen victim case-management system.	6. Victim case management system is developed and implemented effectively by relevant ministries, institutions and stakeholders. 7. Victim-related data is recorded, stored, shared, and reported accurately and consistently in a timely manner to ministries, institutions and stakeholders in accordance with the principles of respect for victims' privacy rights.
3.4. Strengthen cooperation between government service providers and non-government service providers to better promote legal protection and necessary service provision in the best interests of victims at all stages.	8. Victims of human trafficking received appropriate and quality of services. 9. Victims of human trafficking are successfully reintegrated into their communities. 10. Legal standards related to rehabilitation of victims was developed and implemented. 11. Cooperation between government and non-government service providers strengthened.
3.5. Enhance effectiveness on the implementation of methods to provide protection and services to victims from the initial stage to the stage of successful reintegration and case closure with a particular focus on prioritized target groups – including children, women, youth, people with disabilities, people with certain religious belief, ethnic group, gender and language identity etc. – in a non-discriminatory manner.	12. Capacity, skills, and knowledge of social workers and stakeholders in providing services are strengthened. 13. Effective protection and services for victims are strengthened at all stages. 14. Appropriate services are provided to victims inclusively without discrimination.
3.6. Strengthen effectiveness and quality of victim rehabilitation focusing on individual characteristics or specific situations including baby, children, young women, pregnant women, women with small children, the elderly, people with disability and gender differences.	15. The effectiveness and quality of services related to victim rehabilitation are strengthened by taking into account principles related to gender equality, disability, social inclusion and best interests of victims. 16. Victims are successfully rehabilitated and live safely and happily in their families and communities.
Strategy 4. Strengthening Cooperation, Formulation, and Enforcement on the Implementation of Laws, Policies, and Legal Standards	
4.1. Develop strategic, national plan and sub-national action plans, annual action plan, and strengthen the mechanisms.	1. National strategic plan, action plans developed, implemented, monitored and evaluated. 2. Structures and mechanisms to combat human trafficking are strengthened and improved.
4.2. Strengthen the structure and capacity of institutions, units, and implementing partners.	3. Regular work/ procedures were strengthened. 4. Monthly, quarterly, semi-annual and annual meetings are held regularly. 5. Monthly, quarterly, semi-annual and annual meetings report are produced. 6. Officials at M/PCCT Secretariats received necessary trainings. 7. Judicial police officers received trainings on relevant procedures.
4.3. Collect, compile data and develop a database as a basis for dissemination, analysis, planning, implementation, and information exchange with relevant countries.	8. Mechanisms for collecting, compiling, collating, and exchanging data are established and operated systematically. 9. Cooperation between the Cambodian authorities and authorities of the countries concerned is strengthened. 10. Monthly, quarterly, semi-annual and annual suppression reports are produced. 11. Monthly, quarterly, semi-annual and annual reports of victim of human trafficking were produced and disseminated.

Activity cluster / Main activity	Indicators
4.4. Develop legal standards and memoranda, agreement, and standard operating procedures with relevant countries.	12. Legal standards, procedures, and agreements on the prevention, enforcement, and assistance of victims of human trafficking are established and signed with relevant countries.
4.5. Strengthen cooperation and professional capacity with relevant countries and internationally to prevent, suppress cross-border human trafficking, provide intervention to help victims, and to expedite implementation of the bilateral and multilateral agreements	13. Memoranda of Understanding/ Agreements were implemented. 14. Implementation challenges identified and addressed 15. Bilateral/ Multilateral meetings organized regularly.
4.6. Amended and/ or prepare draft laws and national policies responding to new issues related to trafficking in persons.	16. Relevant legal documents revised/amended where necessary to facilitate implementation. 17. New laws and policies were developed to meet the needs.

Annex C Data collection methods and tools

This draft to fill up

Data collection method	Relevant tool	Design consideration	Frequency	Responsibility	Relevant indicators
Activity tracking	See sub-annex C.1		Ongoing collection and monthly compilation		➤
Feedback questionnaire	See sub-annex C.3	For targeted events or activities only. Feedback will be collected after each event.	Ongoing collection and monthly compilation		➤ All
Partner self-assessment and targeted survey	See sub-annex C.4	Fit-for-purpose self-administered questionnaire or group session to be conducted during events and/or partner review and reflection workshops. Results will be a combination of quantitative and qualitative information.	Annual		➤ All
Stories of change or outcomes harvesting	See sub-annex C.5	Outcomes harvesting to be incorporated in the review and reflection workshop outline.	Annual		➤
Review and reflection workshop	Use generic workshop outline	Source of information for stories of change, outcomes and follow-up case studies	Six-monthly		➤ All
Research reports, consultancy reports, study reports, policy briefs and related documents, materials or products		Copy of research reports, consultancy reports, study reports, policy briefs and related products.	Annual		➤
Secondary sources	Various information and sources		Annual		➤

Sub-annex C.1: Activity tracking

We are maintaining an Excel-based data collection system to track activities or sub-activities against work plans. This system has the capacity to link with ASEAN-ACT's financial information system. The system stores information to support our MEL Plan and can regularly generate summary information. Sub-activities are classified as events or engagements relating to a workshop, conference, seminar, webinar, mentoring session, formal education course, training, communication launch or meeting. Meetings that lead to improved networking, cooperation, dialogue and exchange of information are categorised as 'meeting event'. Below is the list of variables in our tracking system. With the same format used in Phase 2, we will be able to link and combine Phase 1 and Phase 2 data, to inform the end-of-program review/evaluation.

Variables

- Reference number
- Activity type (conference, meeting, launch, training, workshop, planning, reflection/review, webinar, seminar, other)
- Project code
- Activity code
- Intermediate outcome code (see theory of change in Annex 1)
- Date event started
- Date event ended
- Venue/location of event
- Key partner agency
- Purpose of event
- Knowledge sharing (Y/N)
- Cross-agency cooperation (Y/N)
- Gender equality focus (Y/N)
- Disability equity focus (Y/N)
- Social inclusion focus (Y/N)
- Private sector involvement (Y/N)
- Victim-survivor involvement (Y/N)

Sub-annex C.2: Participants details

Prior to the event and during the event, we asked participants to fill-up a registration form. As much as possible, an online registration form is collected prior to the event. On the day of the event, participants complete and sign a registration form to confirm the actual attendance and collect basic information. We only record and count the actual participants, excluding those who pre-register but did not attend the event. New attendees are those who did not register but attended the event are also included in the record and count of event participants.

Registration form (online or hard copy)

- First name
- Last name
- Gender – male, female, other
- Position
- Agency name
- Location of agency
- Phone number
- Email
- Accessibility question:
Note: 'Reasonable accommodation' during events can include provision of accessible event sites, sign-language interpreters or documents being made available in accessible formats (e.g. large prints, electronic format) – as requested by a specific participant. Do you need any other 'reasonable accommodation or access requirement' to facilitate your full participation during the event? (Y/N/Not applicable)
If Yes, please select any accessible support from the list? (national sign language, accessible electronic copies of materials in advance, materials in large font, support for an individual's caregiver to attend the event, wheelchair access, other please specify).
A staff or event organiser may also contact you to discuss and plan your requirements further.
- Communication consent: Do you agree for your photos to be taken during the event? (Y/N)
- Note on informed consent: if victim-survivors are expected to attend our events, we have a separate consent form to fill-up, including specific details on approach.

Event participants details (in Excel)

- Participant reference number
- Sub-activity reference number (of event attended)
- First name
- Last name
- Gender
- Position
- Agency
- Type of organisation or sector
- Accessibility support requested (Y/N/Not applicable)
- Type of accessibility support
- Communication consent (Y/N)
- Informed consent collected (Y/N)

Sub-annex C.3: Suggested feedback questionnaire

We collect participants' feedback after the completion of events we supported or conducted. This generic feedback form can be used in any events or activities (except meetings) to collect comments and feedback for improvement. Event participants are requested to provide feedback immediately after the event or activity – using either electronic form or paper form.

Title of event:

Event location:

Date:

1. Participant gender: ☐ Male ☐ Female ☐ Other
2. Who do you work for? _____

Using a scale of 1 to 4, please rate the event against the questions statements below.	Please select your rating for each question 1: Strongly disagree; 2: Disagree; 3: Agree; 4: Strongly or fully agree			
	1	2	3	4
3. I learned something new (skills/knowledge).	☐	☐	☐	☐
4. The topic was relevant to my work.	☐	☐	☐	☐
5. The information is at the right level for me to understand.	☐	☐	☐	☐
6. The speaker(s) was/were knowledgeable and informative.	☐	☐	☐	☐
7. The event provided an opportunity to discuss important issues relating to trafficking in persons or relating to my work.	☐	☐	☐	☐
8. Overall, I am satisfied with the event (organisation, participation, learning).	☐	☐	☐	☐

9. How will you rate the overall usefulness of this event?
Not useful Slightly useful Useful Very useful

10. What did you like most about the event?
11. How are you going to apply what you have learned during this event?
12. Any suggestions for improvements?

THANK YOU FOR YOUR FEEDBACK

Sub-annex C.4: Example of self-assessment and targeted survey

During key events (e.g. review and reflection, validation or consultation meetings), it can be an opportunity to collect monitoring data from partner representatives. This can be self-assessment, targeted survey or focus group session/discussion format. Information generated from this method will feed into our progress reporting and support results by intermediate outcomes.

The following are examples of information to be collected:

- Respondent's opinion on:
 - engagement and partnership
 - cross-agency cooperation
 - status of their ACTIP implementation and/or implementation of National Strategic Plan
 - implementation of GEDSI approaches
 - knowledge sharing
- Respondent's opinion on the usefulness and relevance of support received
- Respondent's opinion on how they value cooperation between agencies
- Examples of partner's achievements (organisational) against counter-trafficking in persons national plan
- Examples of improvement in practice and/or policies
- Policy dialogue and learning experience
- Achievements in policy and practice change around GEDSI
- Challenges and lessons learned

Annex D Reporting templates

This annex set out proposed reporting templates or outline of reports. Details of reporting templates will be finalised when this MERL framework has been finalised.

[insert reporting template here]

Below are some examples of policy and practice change to be included in reports.

Examples of policy and practice change

The following are some examples of possible changes in policy or practice:

- Developing and/or embedding victim-sensitive court guidelines in the justice system
- Improving victim identification
- Developing and/or enhancing national referral mechanisms
- Improving policies and/or practices in the recruitment and employment of migrant workers
- Developing and/or implementing regional legal cooperation on transnational crime, particularly trafficking in persons
- Developing and/or implementing the monitoring and reporting frameworks for measuring counter-trafficking in persons efforts
- Engaging marginalised groups and victim-survivors in CTIP policy dialogue and learning
- Engaging people with disabilities or organisation of people with disabilities in CTIP policy dialogue and learning
- Engaging with the private sector in CTIP policy dialogue and learning
- Enhancing cross-agency or cross-sectoral collaboration on counter-trafficking efforts
- Enhancing engagement with non-government organisations and civil society organisations in CTIP-related policy dialogue and development
- Enhancing and institutionalising knowledge sharing mechanism

Annex E Risk matrix

Insert risk matrix table here.

Annex F MEL activities

Insert here

Annex G Key terms and definition

Insert here