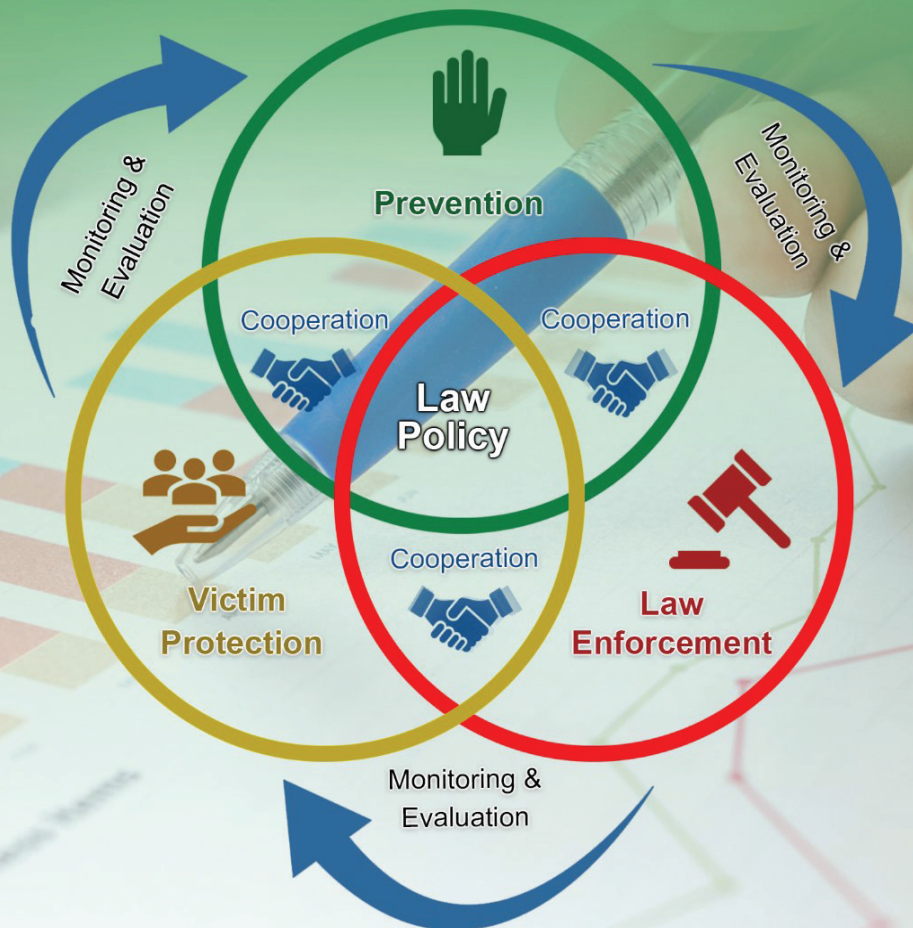




MONITORING, EVALUATION AND LEARNING FRAMEWORK OF CAMBODIA'S NATIONAL STRATEGIC PLAN ON COMBATING TRAFFICKING IN PERSONS 2024 - 2028





**MONITORING, EVALUATION AND LEARNING
FRAMEWORK
OF
CAMBODIA'S NATIONAL STRATEGIC PLAN ON
COMBATING TRAFFICKING IN PERSONS
(2024–2028)**

Acknowledgements

Samdech Moha Borvor Thipadei Hun Manet, Prime Minister of the Kingdom of Cambodia, has reaffirmed a steadfast commitment to resolutely combating human trafficking because it is a crime that gravely undermines people's rights, dignity, security, and safety.

This commitment is reflected in the robust leadership and multisectoral collaboration of the **National Committee for Counter Trafficking (NCCT)**. Under the chairmanship of **H.E. Abhisantibindit Sar Sokha**, Deputy Prime Minister, Minister of Interior, NCCT consists of 22 ministries and 5 technical units. This integrated structure extends to the sub-national level, ensuring synchronised execution of strategic plans for successful prevention, suppression, prosecution, and victim rescue and protection based on existing laws and legal regulations.

In the role as a staff member of the Royal Government, on behalf of the National Committee for Counter Trafficking (NCCT), we would like to express our deep gratitude for the support and participation of development partners in order to strengthen the Kingdom of Cambodia's efforts to combat trafficking in person. This Monitoring, Evaluation and Learning (MEL) Framework in the implementation of the National Strategy on Combatting Trafficking in Persons 2024-2028 was developed under cooperation with technical and financial support of the Australian Government through the ASEAN-Australia Counter Trafficking program (ASEAN-ACT) and the National Counter Trafficking General Secretariat, after multiple discussions with stakeholders in both the Royal Government and non-governmental partners, until the document was finalised and officially launched on 13 February 2026.

This Monitoring, Evaluation, and Learning Framework for the Five-Year National Strategic Plan for Counter Trafficking in Person (2024-2028) reflects the collective efforts of the Royal Government and other relevant stakeholders to strengthen national systems for monitoring and reporting counter trafficking efforts in Cambodia. MEL is a methodology of effective monitoring of progress of the implementation of plans and reporting, which is essential to understanding the scale and nature of trafficking in persons, identifying emerging trends and gaps, and ensuring informed decision-making across prevention, provision of protection, prosecution of perpetrators, and partnership responses. By strengthening accountability, learning, and the use of data, this Monitoring, Evaluation, and Learning Framework serves as a practical tool to improve the effectiveness of national policies and interventions, enhance coordination among responsible institutions, and support more targeted and responsive measures to prevent trafficking in persons and uphold the rights and dignity of victims.

I would like to express my heartfelt appreciation to the leadership at all levels of ministries, institutions and partners who have made joint efforts, taken responsibility according to their respective expertise, to address the trafficking in persons, which has been proliferating in the region and the world in order to advance social justice, provide protection to victims and vulnerable people by enhancing respect for human rights for all without discrimination. I strongly believe that with this MEL Framework will be implemented by relevant ministries/institutions, and with this shared commitment, we will realise the National Strategic Plan for Counter Trafficking 2024-2028 as expected.

Phnom Penh, 04 February, 2026

Permanent Vice Chairperson of NCCT

H.E. Chou Bun Eng

Forewords

Excellencies, Lok Chumteav Deputy Chairperson and Chairs of Inter-Ministerial Working Groups

Excellencies, Lok Chumteav leaders of ministries and institutions as members of the National Committee for Counter Trafficking;

Excellencies, Lok Chumteav Governors of the Provincial Government and Chairpersons of Municipal and Provincial Committees for Counter Trafficking;

The Five-Year National Strategic Plan on Combating Trafficking in Persons 2024- 2028 prepared by the National Committee for Counter Trafficking (NCCT) under the coordination of the Permanent Vice-Chairperson of the NCCT, was officially launched on Thursday, 1 August 2024, by me in my capacity as **Deputy Prime Minister, Minister of Interior, and Chair of the National Committee for Counter Trafficking**, with the participation of His Excellency Keut Rith, Deputy Prime Minister, Minister of Justice, as Vice-Chairperson; **His Excellency Heng Sour**, Minister of Labor and Vocational Training, as Vice-Chairperson; Excellencies, Lok Chumteav Secretaries of State, Under-Secretaries of State, representatives of the 22 member ministries and institutions, and relevant technical units, Excellencies Lok Chumteav Capital/Provincial Governors as Chairpersons of Municipal/Provincial Committee for Counter Trafficking (MCCT/PCCT), as well as ambassadors of relevant countries residing in the Kingdom of Cambodia, partner organisations, and national and international guests, totaling nearly 400 people.



This strategic plan was developed through extensive consultations with national, sub-national levels, national and international development partners based on the recently completed evaluation of the 2019–2023 plan, the changing global situation, changes in crime, criminal networks, and an assessment of the challenges and gaps encountered and the need to implement further measures to address them.

Four key strategies have been specifically defined on their connections, in which no ministry, institution nor sector being left out of their responsibilities: (1) enhancing the prevention of all forms of trafficking in persons, exploitation and sexual abuse of children; (2) improving the quality and effectiveness of the criminal justice system in response to all forms of trafficking in persons; (3) improving the quality and effectiveness of protection and service provision for victims; and (4) at the core of the three strategies, which are essential for implementation in all strategies, are strengthening cooperation, developing and implementing laws, policies and legal standards. At the same time, monitoring, evaluation, reporting , compiling and disseminating experiences to increase effectiveness will also be carried out on a regular basis.



Therefore, the Monitoring, Evaluation, and Learning (MEL) Framework in implementing the National Strategic Plan is a reference document for the General Secretariat of the National Committee and ministries, institutions or municipal/provincial authorities to monitor and reflect on progress, strengths and weaknesses in implementing annual activities in order to deliver the five-year National Strategic Plan 2024-2028.

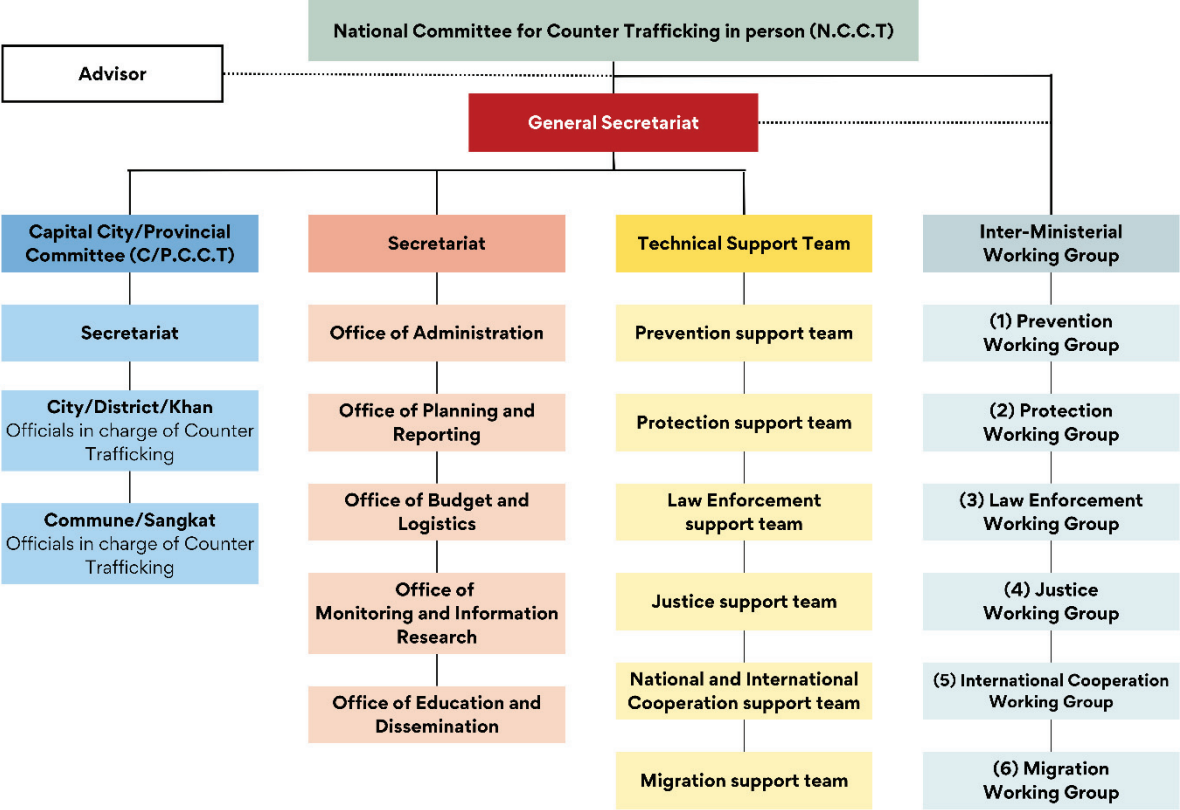
As the Chair of the National Committee for Counter Trafficking, I would like to call on Excellencies, Lok Chumteav as leaders of the six inter-ministerial working groups, relevant technical ministries and institutions, and Excellencies, Lok Chumteav Governors of Municipal/Provincial Government, who are the Chairpersons of the Municipal/Provincial Committee for Counter Trafficking, to continue to pay attention to organising monitoring teams for monitoring the implementation of the action plans in order to reduce and eradicate all forms of trafficking in persons and people's vulnerability to trafficking in persons.

Phnom Penh, 04 February, 2026

NCCT Chair

H.E. Abhisantibindit Sar Sokha

ORGANISATIONAL STRUCTURE OF THE NATIONAL COMMITTEE FOR COMBAT HUMAN TRAFFICKING



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0	4 October 2024	Preliminary draft for discussion during November 2024 workshop	Myra Navarro-Mukii (Monitoring, Evaluation and Learning Director, AACT)	Inter-institutional workshop organised by the General Secretariat of NCCT in collaboration with AACT to review and provide comments on the preliminary draft, on 5 to 7 November 2024
0.1	28 November 2024	Revised version 0 from information collected during MEL workshop, and inputs provided by NCCT and workshop participants	Revised by Myra Navarro-Mukii (Monitoring, Evaluation and Learning Director, AACT)	Submitted to H.E. Chou Bun Eng, NCCT representatives and General Secretariat for first review
0.2	9 June 2025	Revised version from inputs and comments provided by NCCT in May 2025, comments in Khmer translated into English by AACT	Revised by Myra Navarro-Mukii (Monitoring, Evaluation and Learning Director, AACT)	NCCT representatives and General Secretariat during review meetings led by H.E. Chou Bun Eng Permanent Vice-Chairperson of NCCT

Note: steps to development, key dates and implementation of the MEL Framework is outlined on Section 1.4 of this document.

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Abbreviations and acronyms

AACT	ASEAN-Australia Counter Trafficking
ACTIP Children	ASEAN Convention against Trafficking in Persons, Especially Women and Children
ACWC and Children	ASEAN Commission for the Promotion and Protection of the Rights of 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
KEQ	key evaluation question
M&E	monitoring and evaluation
MEL	monitoring, evaluation and learning
MCCT/PCCT	Municipal / Provincial Committee for Counter Trafficking
NCCT	National Committee for Counter Trafficking
TIP	Trafficking in persons

1

Introduction and background



This document presents the Monitoring, Evaluation and Learning (MEL) Framework and the scope of MEL activities for implementing 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 (MCCT/PCCT), and partners in monitoring, evaluating, and reporting expectations, outcomes, principles, practices of planned activities and results of implementation of the National Strategic Plan. 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

This MEL framework contains the following sections:

- Section 1: Introduction, background and objectives of MEL
- Section 2: Inter-ministerial / Inter-institutional 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: Outcome indicators outlined in the National Strategic Plan
- Annex B: Output indicators
- Annex C: Data collection methods and tools
- Annex D: Draft Terms of Reference MEL Focal Points
- Annex E: MEL activities
- Annex F: Key terms and definitions

1.2 Background

The National Committee for Counter-Trafficking (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

trafficking in persons, such as labour exploitation, sexual exploitation, online abuses and exploitation, surrogacy for child/infant trafficking, and human organ trafficking. The NCCT leads 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 Chairperson, H.E. Abhisantibindit Sar Sokha, Deputy Prime Minister, Minister of Interior, with 22 ministries and 5 specialised units as members. The NCCT has one General Secretariat, which is led and guided by **H.E. Chou Bun Eng**, Secretary of State of the Ministry of Interior, and Permanent Vice-Chairperson of the NCCT, is responsible for guiding the General Secretariat for general operation under the NCCT, accompanied by a Secretary General and a number of Deputy Secretaries General. The General Secretariat plays a significant role in coordinating, leading, monitoring, and promoting cooperation between inter-ministerial/inter-institutional ministerial/inter-institutional, and international and local partners focusing on implementing strategies to combat trafficking in persons.

At the end of 2023, the General Secretariat of the NCCT led an evaluation of the National Strategic Plan for Combating Trafficking in Persons 2019–2023. The results and recommendations of this assessment informed the development of the subsequent national strategic plan, developed through extensive discussions with various ministries, institutions and stakeholders at national and sub-national levels, and with national and international partners. The result is the National Strategic Plan in Combating Trafficking in Persons 2024–2028 which was officially launched in August 2024 under the chairmanship of H.E. Adhisantibindit Sar Sokha, Deputy Prime Minister, Minister of Interior and Chairperson of the National Committee for Counter-Trafficking (NCCT).

Goals and objectives of the National Strategic Plan on Combating Trafficking in Persons

The National Strategic Plan on Combating Trafficking in Persons 2024–2028 aims to eliminate all forms of human trafficking caused by perpetrators through all means for the purpose of exploitation of humans; cause serious harms to people both physical, mental, sexual health, and life that is a violation of rights, impacting on lives and legal benefits of people of all ages, all genders, all situations, and all colours – that occur within the sovereign territory of the Kingdom of Cambodia and on Cambodians abroad.

The National Strategic Plan promotes solidarity, unity and cooperation between national and international community in order to ensure social security system for effective prevention, law enforcement and prosecution for legitimate and best interests of victims of human trafficking of all ages, all genders, all colours and in all situations in society.

The 4 key strategies of the National Strategic Plan

The 4 key strategies are determined to achieve the objectives of the National Strategic Plan 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 core of the other 3 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.

MEL goals and objectives

- To ensure the effectiveness and success of the implementation of annual action plans in order to achieve the goals and objectives of the Five-Year National Strategic Plan on Combating Trafficking in Persons 2024–2028, based on defined indicators.
- To respond to the objective of implementing the Global Compact for Safe, Orderly and Regular Migration to which Cambodia is a member and whereby Cambodia is a country strongly committed to implementing the Compact’s initiatives as a lead Country in implementing the Champion Country for GCM initiative.
- To provide a basis for making recommendations to the Royal Government – to review and decide on improving policies, laws and legal standards consistent with situations that effectively combat human trafficking.
- To have data that will assist in improving the implementation of action plans.

This MEL Framework incorporates the monitoring, evaluation and reporting recommendations of the 2023 evaluation of the National Strategic Plan:

- 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 new officials on how to report on anti-human trafficking work.
- 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 centre 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; empowerment; provision of support and assistance to survivors of human trafficking so that they will have capacity, ability and financial independence through their own income-earning activities; and other matters related to counter-trafficking in persons.

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 existing and new 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 interrelated, 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, planning, strategies and learnings.

On this MEL Framework, monitoring is suggested at the output and intermediate outcome levels. Data collection within the monitoring process will initially focus on collecting outputs during the first 2 years of implementing activities outlined in the National Strategic Plan. Monitoring of annual action plans or annual work plans derived from the National Strategic Plan will also involve data collection and reporting

of outputs (see Annex C for list of output indicators). Evaluation can be undertaken mid-term and/or at the end of the National Strategic Plan. The commissioned evaluation is likely to focus on intermediate and long-term outcomes, to answer the key evaluation questions (KEQ) and determine if long-term outcomes have been achieved at the end of implementing the strategic plan.

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. This document, the content and structure of the MEL Framework was developed using various relevant resources/materials, such as the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) Guidebook for Monitoring Gender-Sensitive and Victim-Centred Approaches to Trafficking in Persons, the ASEAN Bohol TIP Work Plan 2.0 Monitoring, Evaluation, Reporting and Learning Framework and the NCCT Annual Progress Report 2023.

The first consultation workshop with the NCCT was conducted on 5–7 November 2024, with representative members of the NCCT. Inputs from participants on the draft framework were consolidated, informing the revision of the preliminary draft document. The draft version was reviewed and revised with the NCCT Inter-ministerial/Inter-institutional Technical Working Groups and with the NCCT Secretariat during the second quarter of 2025. The draft was revised as the final version before its official launch under the chairmanship of H.E. Abhisantibindit Sar Sokha, Deputy Prime Minister, Minister of Interior and Chairman of the NCCT at the end of the second quarter of 2025. Training on the implementation of the MEL Framework for focal points in charge of data collection and reporting for MEL by NCCT Secretariat, inter-ministerial working groups and sub-national levels are developed after the official launch of the MEL Framework document. The following are steps and timeframe in the development and implementation of the MEL Framework:

- 4 October 2024 – Preliminary draft for discussion during November 2024 workshop – Inter-institutional workshop organised by the NCCT General Secretariat in collaboration with AACT
- 5–7 November 2024 – Collected inputs during the workshop provided by NCCT and workshop participants – preliminary draft revised by AACT based on inputs during the workshop, completed on 28 November 2024
- 12 May 2025 – Discussion between NCCT representatives, Deputy Secretary General and members of the General Secretariat to provide additional information and to determine next steps, led by **H.E. Chou Bun Eng**, Permanent Vice Chair of NCCT – inputs and comments noted and received by AACT during this technical meeting
- 21 May 2025 – Draft further reviewed by General Secretariat of the NCCT, and provided additional inputs to AACT for revision of the draft MEL Framework
- Last week of May 2025 – The General Secretariat sent revised version to AACT for editing and translation

- Third week of June 2025 – AACT returns the final revised document to **H.E. Chou Bun Eng** and NCCT General Secretariat, to review and approve before printing
- First week of July 2025 – NCCT requests official endorsement of the MEL Framework and requests approval of official launch
- Third week of July 2025 – NCCT prepares for dissemination – General Secretariat of the NCCT collaborates with AACT and relevant partner organisations
- First week August 2025 – Dissemination and official launch of the MEL Framework of the National Strategic Plan on Combating Trafficking in Persons 2024–2028
- August 2025 – NCCT and AACT collaborate to prepare monitoring and reporting methods and tools for training and trial with national and sub-national MEL focal points – request made for appointment of MEL focal points to be in charge of data collection and reporting in line with the adopted MEL Framework, from NCCT Secretariat, inter-ministerial working groups and sub-national levels
- September 2025 – training of MEL focal points and start of MEL activities.

2

Inter-ministerial / Inter-institutional theory of change



The structure of this MEL Framework uses a theory of change or logic model to describe the activities, outputs, intermediate outcomes and long-term outcomes – adopted from the National Strategic Plan, the ACWC’s Monitoring and Evaluation Framework. This section presents the theory of change narrative – on Figure 1 representing the intended outcomes and results of implementing the 4 strategies over the five-year period of the National Strategic Plan. Figure 2 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, aligned with the respective 4 NSP strategies, if our assumptions hold true.

- **EOSO 1 Prevention:** Targeted people, especially vulnerable groups have reduced vulnerability to all forms of human trafficking
- **EOSO 2 Law enforcement:** Justice system has quality and effective responses to all forms of human trafficking
- **EOSO 3 Victim protection and service provision:** Victim-survivors received GEDSI-sensitive and appropriate support services
- **EOSO 4 Cooperation:** Counter-trafficking stakeholders have enhanced cooperation in preventing, suppressing trafficking in persons 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

EOSO 1 Prevention: Targeted people, especially vulnerable groups have reduced vulnerability to all forms of human trafficking.

Responsible institutions are working with participating institutions to reduce vulnerability of target communities especially vulnerable groups to all forms of human trafficking. Through effective collaboration and working with various sectors such as civil society, the private sector, educational institutions, the media and international partners, the aim is to ensure that people understand, participate and change views and behaviours that will make them vulnerable to all forms of deceptions by human trafficking perpetrators. Relevant ministries/institutions at national and sub-national level will develop comprehensive and quality educational programs, materials and tools to facilitate awareness campaigns on the prevention and impact of human trafficking. These awareness campaigns aim at raising awareness on legal, safe and orderly migration procedures for returned and workers who want to migrate. Specific

campaign programs and preventive mechanisms on child abuse and exploitation will be established and implemented to prevent and protect children from all forms of trafficking, abuse and exploitation, including online exploitation.

EOSO 2 Law enforcement: Justice system has quality and effective responses to all forms of human trafficking

The aim is to increase participation and people's trust in the judicial system, by improving the quality and effectiveness of the justice system's responses to all forms of human trafficking. Relevant legal instruments such as laws, policies, principles, procedures and guidelines will be reviewed, amended and implemented, in response to current trafficking in persons situations and emerging trends. A victim-sensitive approach will be used, including improvement of the victim case management system and strengthening the data collection and reporting of trafficking in persons cases. Expanding the use of child-friendly procedures during victim identification, interviews, and court proceedings will be a specific focus.

EOSO 3 Victim protection and service provision: Victim-survivors received GEDSI-sensitive and appropriate support services

With a focus on social inclusion, gender equality and on different context of age, disability and other vulnerable situations – this third outcome aims at improving the quality and effectiveness of protection and support to TIP victim-survivors. Relevant ministries/institutions in Cambodia will have clearly defined roles on victim identification and in developing, strengthening and implementing the national referral system on trafficking in persons cases, appropriate support services such as case management and victim rehabilitation based on the best interest of victims.

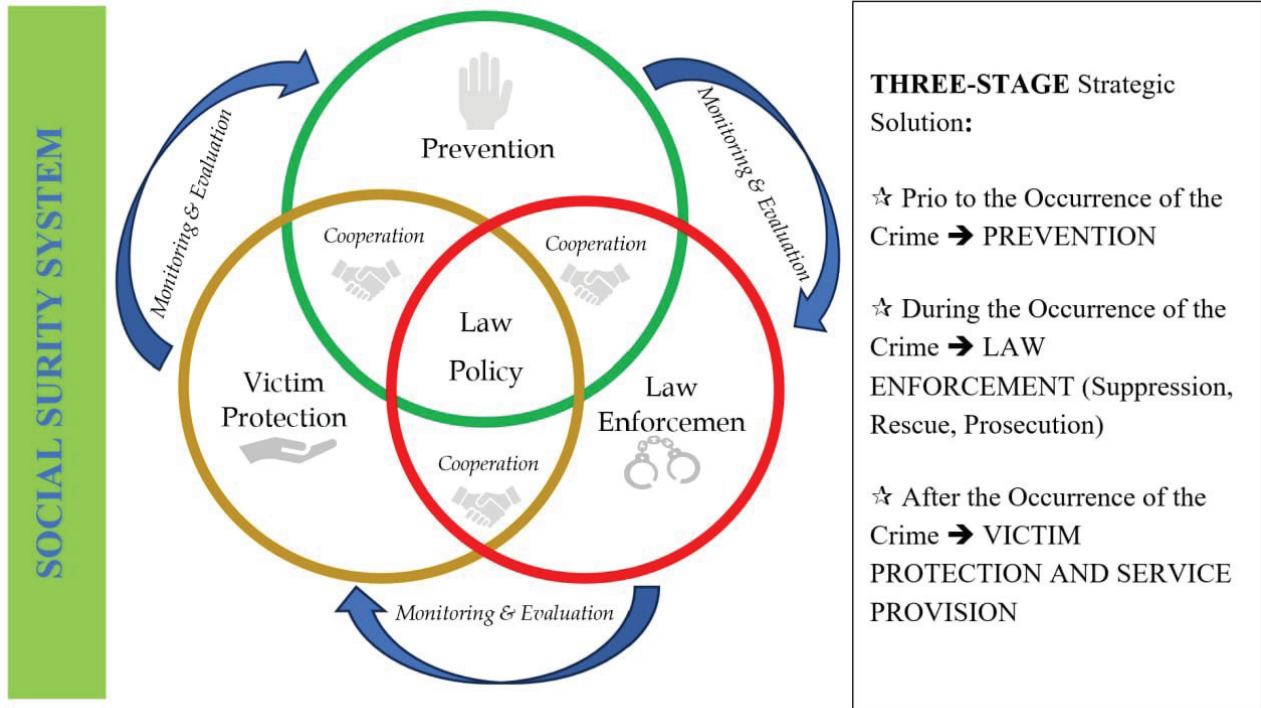
EOSO 4 Cooperation: Counter-trafficking stakeholders have enhanced cooperation in preventing, suppressing trafficking in persons and in supporting victim-survivors

Cooperation between relevant parties to combat human trafficking is the 'core of the 3 strategies', which ensures the achievement of the end outcomes on implementation of the 3 strategies – which are not implemented in isolation, especially bilateral and multilateral cooperation with relevant countries in strengthening the implementation of law enforcement, policies and regulations to respond to new trends in human trafficking and to provide support to victims and survivors.

Figure 1 Draft Theory of Change of the National Strategic Plan on Combating Trafficking in Persons (2024-2028)

Strategies	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)	<p>Prevention</p> <p>EOSO 1: Targeted people, especially vulnerable groups have reduced vulnerability to all forms of human trafficking</p>	<p>Law enforcement</p> <p>EOSO 2: Justice system has quality and effective responses to all forms of human trafficking</p>	<p>Victim protection</p> <p>EOSO 3: Victim-survivors received GEDSI-sensitive and appropriate support services</p>	<p>Cooperation</p> <p>EOSO 4: Counter-trafficking stakeholders have enhanced cooperation in preventing, suppressing trafficking in persons and in supporting victim-survivors</p>
Intermediate Outcomes	<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p> <p>1b. Target communities and groups have increased awareness on prevention and impacts of human trafficking</p> <p>1c. Target areas have developed comprehensive and quality TIP educational programs</p> <p>1d. Returned and potential workers are aware of safe and orderly migration procedures</p> <p>1e. Established and implemented campaign programs and preventive mechanisms on child abuse and exploitation</p>	<p>2a. Legal instruments are reviewed, amended and implemented in response to current situation and trends on human trafficking</p> <p>2b. Justice sector has strengthened data collection and reporting mechanism of TIP cases</p> <p>2c. Justice sector has improved victim case management system</p> <p>2d. Law enforcement officers have strengthened capacity in implementing counter-trafficking efforts</p> <p>2e. Justice system has expanded the use of child-friendly procedures during identification, interviews and court proceedings</p>	<p>3a. Victims of human trafficking are effectively identified</p> <p>3b. National referral system was developed and implemented</p> <p>3c. Institutions have clearly defined roles in victim identification and referral mechanism</p> <p>3d. Victim case management system and related data collection was strengthened</p> <p>3e. Victim rehabilitation focused on individual characteristics and needs</p>	<p>4a. Private sector, civil society and sub-national institutions are participating and actively involved in preventing human trafficking</p> <p>4b. Justice agencies and counter-trafficking stakeholders are cooperating to prevent, suppress, and respond to human trafficking</p> <p>4c. Government and non-government service providers have strengthened cooperation in the best interest of victims at all stages</p> <p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p> <p>4e. Laws and policies are revised and/or developed to address emerging TIP trends</p>

Figure 2 Connectivity between 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 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 – the MEL Framework is aligned with the activity clusters outlined in the National Strategic Plan, presented specifically 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 achieve or complete specific outputs.

Outputs – are physical products and services obtained through the implementation of action plans set out in the National Strategic Plan on Combating Trafficking in Persons 2024-2028. The outputs or results described in the MEL Framework include results that respond to priority indicators in the National Strategic Plan, which are outlined for the annual action plans (see Annex C).

Intermediate outcomes – are high-level achievements, prioritised to be achieved within 2 to 5-years. An intermediate outcome in the MEL Framework is considered a prerequisite or preconditions to support and drive the achievement of the end-of-strategy outcomes or long-term outcomes upon completion of the National Strategic Plan in 2028. A combination of outputs will support towards achieving one or more intermediate outcomes.

End-of-strategy outcomes (EOSO) – are directly aligns with the 4 strategies. These are end-of-strategy outcomes or long-term outcomes that are adapted from the National Strategic Plan. The EOSOs are the final outcomes on the implementation of the 4 strategies of the National Strategic Plan on Combating Trafficking in Persons 2024–2028. If the assumptions are correct, the EOSOs must be achieved as expected by 2028.

3.1 Objectives and scope

This MEL Framework has the following specific objectives:

- Strengthen the NCCT’s responsibilities at all levels of the structure, to collect and compile quality and measurable data and reports.
- Provide a basis for guiding the implementation of the National Strategic Plan, to ensure consistency and quality for member ministries and institutions and Provincial

Committees for Counter-Trafficking (PCCTs) based on evidence and information collected through the MEL Framework.

- Compile and share information, lessons and experiences gained to promote good practices by classifying data types in terms of quantity and quality for relevant ministries and national and international institutions.
- Determine the quantity and quality of implementation of specified activities under the National Strategic Plan.
- Develop information that is sufficiently disaggregated and responds to the needs of relevant ministries and institutions.

This MEL Framework has been developed to cover all anti-human trafficking activities carried out in Cambodia or by ministries/institutions within the Royal Government of Cambodia, and national and international partners. These activities aim to contribute to the achievement of outcomes of the National Strategic Plan, the implementation of Cambodia's obligations under the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP), the International Convention against Transnational Organized Crime (in particular trafficking in persons), and the Global Compact for Safe, Orderly and Regular Migration. The accountability line extends to the end-of-strategy outcomes (EOSO) of implementation of the 4 strategies of the National Strategic Plan on Combating Trafficking in Persons 2024–2028, in 2028.

The MEL Framework of the National Strategic Plan will be implemented by ministries, institutions, provincial departments and units within the NCCT structure at both national and sub-national levels, including the 6 Inter-ministerial / Inter-institutional Technical Working Groups at national and sub-national levels with the coordination by the General Secretariat of the NCCT at the national level and working groups of departments and the 6 institutions at sub-national level, with the coordination by the Secretariats of the Municipal/Provincial Committee for Counter-Trafficking (MCCT/PCCT).

3.2 Principles

This MEL Framework aligns with the core values and principles outlined in the National Strategic Plan on Combating Trafficking in Persons.

- 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 on Combating Trafficking in Persons, and to ensure that the National Strategic Plan has systematic

and sustainable monitoring and evaluation, the MEL Framework principles are as follows:

- capacity building of frontline officers
- clear, specific, good quality, measurable and goal oriented
- based on the principles of the National Strategic Plan on Combating Trafficking in Persons
- divided into phases and prioritising activities, which are responsive and adaptive to actual situation
- ensure that findings and evidence resulting from monitoring, evaluation and learning (MEL) are used for the interest of combating trafficking in persons.

3.3 Intended users of the MEL Framework

Target group or users of the MEL Framework and their information needs are outlined in Table 1. The main priority is for those who need information to evaluate the implementation of the National Strategic Plan on Combating Trafficking in Persons, to improve or strengthen effective implementation. The second priority is for those who need information to inform their own action plans according to their situation. In general, the primary users are usually those who are implementing the National Strategic Plan, and those who are funding the implementation of activities. Secondary users may read the public-released reports on the implementation of the National Strategic Plan, but the MEL Framework is not specifically developed to their needs.

Table 1 MEL users or audience

Priority of use	Users	Information needs
Primary	NCCT General Secretariat	<ul style="list-style-type: none"> ▪ Results and evidence of outputs in implementing the National Strategic Plan ▪ Progress against the annual action plans ▪ Progress against intermediate outcomes ▪ Progress against performance expectations ▪ Information about good practices and lessons learned ▪ Evidence of cooperation and partnerships
	NCCT member ministries, agencies and specialised units	
	Municipal/Provincial Committee for Counter Trafficking (MCCT/PCCT)	
	Inter-ministerial / Inter-institutional technical working groups	
Secondary	Other international, regional and national development partners, including evaluators	<ul style="list-style-type: none"> ▪ Evidence of progress ▪ Results of outputs and outcomes ▪ Information about good practices and lessons learned
	Other stakeholders, including the private sector, and counter-trafficking practitioners	

Priority of use	Users	Information needs
	Other government officers outside of the justice system	<ul style="list-style-type: none"> Information about good practices and lessons learned
	Victim-survivors	<ul style="list-style-type: none"> Contribution of victim-survivors Information about good practices and lessons learned
	Media, academia, researchers	<ul style="list-style-type: none"> Results of outputs and outcomes Information about good practices and lessons learned

3.4 Risks and assumptions

The implementation of the MEL Framework needs to consider the risks and assumptions that may arise in the implementation of the National Strategic Plan on Combating Trafficking in Persons. The risks and assumptions will be monitored and reviewed every year during the annual reflection and planning process based on concrete situations under each stage.

The following are key outcome assumptions from the theory of change. We assume that:

- Annual action plans are developed from the National Strategic Plan, providing details of priority activities by ministries, institutions and specialised units or members of the NCCT
- Resources and budget are available to implement priority activities in the annual action plans relating to the implementation of the National Strategic Plan
- Improving people's awareness on trafficking in persons will lead to reduced vulnerability to trafficking
- Cooperation and willing engagement is enhanced and continuing among ministries and counter-trafficking partners to implement relevant annual action plans and the NSP, including their willingness to participate in the implementation of the National Strategic Plan
- Quality of the justice system and/or supports or services provided for victims of trafficking is enhanced.

4

Monitoring and evaluation methods



4.1 Monitoring approach

The National Strategic Plan recognised the importance of a ‘systematic and sustainable monitoring and evaluation’ – a robust system to determine the quantity and quality of activity implementation. The MEL approach will be participatory, utilising existing data collection systems, and will be based on principle of a fit-for-purpose MEL Framework. In this regard, an approach to monitoring will be implemented in stages – to start small during the first 2 years of implementation and will be expanded gradually in subsequent stages until completion. This MEL Framework also requires collection of only essential and priority data or information to support progress reporting of the annual work plans and understanding the staged outcomes of strategic plan implementation.

The 4 strategies have 82 outcomes indicators and are classified under main activity clusters in the National Strategic Plan (see summary extract in Annex A). In implementing a staged approach to monitoring, this MEL Framework presents a priority list of outcome indicators (see sub-section 4.2). Outcome indicators will be realised from combinations of outputs. The proposed output indicators (Annex B) will be collected commencing 2025 up to end of the National Strategic Plan in 2028. Data and information on outputs and outcomes will be collected using various tools and templates to be developed into a separate document and will be used in socialising and training MEL focal points at national and sub-national levels.

4.2 Key evaluation questions

Key evaluation questions (KEQs) are overarching questions that guide the MEL Framework, providing a guide for activity planning, management and learning.¹ The KEQs are developed to respond to the main objectives of the MEL 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, to inform progress in implementing the National Strategic Plan on Combating Trafficking in Persons 2024–2028.

¹ Most recent approaches to monitoring and evaluation and designs of M&E framework are organized around a set of high-level key evaluation questions. These key evaluation questions are aligned with specific M&E criteria, for example effectiveness, efficiency, sustainability, partnership, impact, contribution, appropriateness, relevance, etc. It is very important to select only those key criteria that would be useful for M&E.

Table 2 Key evaluation questions, sub-questions and indicators

Key evaluation questions	Sub-questions	Priority indicators (from Annex A outcome indicators and Annex B output indicators)
<p>KEQ1: How effective are our strategies under the auspices of the National Strategic Plan, in achieving its intended outputs and outcomes?</p>	<p>1.1 What activities have been delivered, where, how and by whom? 1.2 How many people (appropriately disaggregated) have been reached? 1.3 To what extent are our intended outcomes being met?</p>	<p>Data collection of outputs from 2025 to 2028:</p> <ul style="list-style-type: none"> ▪ Number of activities completed (disaggregated by type, location, and by strategy) ▪ Number of participants (disaggregated by gender, age, disability and other conditions, sector, location and type of stakeholder) ▪ Number of cooperation, agreement, memorandum signed ▪ Number of law enforcement officers trained, disaggregated by gender ▪ Number and details of laws, legal standards, procedures, policies and agreements reviewed, developed, revised or completed <p>Data collection of outcomes from 2026 to 2028:</p> <ul style="list-style-type: none"> ▪ 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 forms of human trafficking (indicator #17) ▪ Comprehensive educational programs for people in all target areas are developed with high quality and are implemented on a regular basis (indicator #23) ▪ Procedures for victim compensation were developed and implemented (indicator #43) ▪ 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 (indicator #44) ▪ 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 (indicator #50) ▪ Victims of human trafficking received appropriate and quality services (indicator #57)
<p>Effectiveness</p>		
<p>KEQ2: To what extent, and how have we effectively contributed towards TIP prevention, prosecution of traffickers and protection of TIP victims?</p>	<p>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?</p>	<p>Data collection of outcomes from 2026 to 2028:</p> <ul style="list-style-type: none"> ▪ Services supporting safe migration improved (indicator #2) ▪ Procedures for victim compensation were developed and implemented (indicator #43) ▪ Services are provided to victims with careful consideration of principles related to GEDSI and best interests of victims (indicator #52)

Key evaluation questions	Sub-questions	Priority indicators (from Annex A outcome indicators and Annex B output indicators)
Contribution	<p>2.3 To what extent TIP victims and survivors benefiting from appropriate support services?</p> <p>2.4 What difference has our activities made to prevention, law enforcement and protection of TIP victims?</p>	<ul style="list-style-type: none"> Victim case management system is developed and implemented effectively by relevant ministries, institutions and stakeholders (indicator #55)
<p>KEQ3: To what extent are cooperation and partnership improving our response to TIP prevention, law enforcement and victim protection?</p> <p>Partnership</p>	<p>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?</p> <p>3.2 To what extent, and how have relevant counter-trafficking institutions and stakeholders cooperated and shared knowledge to enhance their counter-trafficking efforts or activities?</p> <p>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?</p>	<p>Data collection of outcomes from 2026 to 2028:</p> <ul style="list-style-type: none"> Private sector is actively involved in preventing human trafficking (indicator #16) Coordination and cooperation with law enforcement officers and prosecutors, the judiciary and social service providers were carried out smoothly to promote the rights, dignity and best interests of victims (indicator #45) Cooperation between government and non-government service providers strengthened (indicator #61) Number of event participants from private sector, civil society and victim-survivor representatives, including marginalised groups (output indicator)

4.3 Monitoring methods

The collection of quantitative and qualitative data must be carried out on an on-going basis to monitor and to understand progress of implementing the National Strategic Plan and associated annual plans of actions, in delivering its outputs and outcomes according to defined stages and based on various methods and to capture lessons learned. Table 3 presents the data collection methods and tools to support the implementation of this MEL Framework. The details of the data collection methods and format of all tools and templates will be included on a separate toolkit document, that will also be used for training of MEL focal points.

Table 3 Indicative data collection methods and tools

Data collection method or tool	Description	Frequency
Tracking of reported activities based on action plans	Monitoring and tracking of reports of implemented activities outlined in annual action plans on counter-trafficking in persons and main activities outlined in the National Strategic Plan, to collect information or details on activities implemented/completed and ongoing. The data collection will also include disaggregated data of participants to help understand if we are reaching intended target individuals or groups. These data collections are maintained within respective implementing ministries and institutions.	Ongoing collection (monthly)

Data collection method or tool	Description	Frequency
Feedback form	Collection of feedback from participants of activities implemented by relevant ministries and institutions. The collection is housed and maintained within respective implementing institutions.	Ongoing collection (monthly)
Stories of change or case studies	A tool we will use to collect outcomes based on indicators, focusing on significant positive changes, examples of change or case studies, data or information for stories from various sources, including interviews or focus group discussions.	Six-monthly and annual
Targeted survey	Surveys can be conducted to targeted groups of individuals or targeted groups of implementing partners, to support collection of outcomes based on indicators or progress towards achieving intermediate outcomes. This method also includes a survey of training participants conducted 3 to 6 months after the training to follow-up on the extent to which new knowledge or skills have been used in practice, and to determine any variations between outcomes for men and women and people with disabilities. A case study must be presented in reports, to show results from targeted surveys.	Annually
ACWC Monitoring Guidebook and Building Block Maturity Framework	ASEAN guidebook for monitoring gender-sensitive and victim-centred approaches to trafficking in persons, with immediate outcomes that can be linked to or similar to some of the NSP outcome indicators. An electronic copy of the Guidebook and the maturity framework tracking tool are available on request.	Annually
Other sources of information	Existing data on trafficking in persons are already available in ministries and institutions both at national and sub-national levels. The NCCT on its annual trafficking in persons report presents information narrative and data on counter-trafficking efforts in Cambodia. A summary list of existing data is on Annex D.5.	Annually

Collecting disaggregated data

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

- Gender – male, female, other
- Age group
- Geographic location of activity – at municipal or provincial level
- Consider collecting information on disability status, as applicable
- Type of activity – awareness campaign, training, policy development, research,
- Implementing institution/organisation type – government, non-government, private, international organisation, development partner, coverage areas, type of activities

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 the 6 technical working groups, then approved by the NCCT. Evaluation will be done using the information available from this MEL Framework, and associated monitoring data and progress reports will inform the conduct of the evaluation, in line with the evaluation terms of reference.

5

Reporting and learning



5.1 Information analysis

Information and data on trafficking in persons including related activities to prevent, investigate, prosecute and adjudicate trafficking in persons cases, and providing support services to victim-survivors of trafficking, are collected by relevant ministries, institutions and non-government organisations. The collection of this information will involve collation and analysis, to inform planning, implementation of activities, and reporting on progress towards achieving the outcomes outlined in the National Strategic Plan and progress of annual action plan implementation. Collation, analysis and storage of data will be the responsibility of respective data collection ministries, institutions or organisations – meaning those who collected information or data will be responsible for data storage, maintenance, collation and analysis. Having consistent and quality data will be included as priority MEL activities (see section 6).

5.2 Reporting

This section provides the different levels of reporting on progress of implementation of the National Strategic Plan, progress of implementation of annual work plans or action plans, and progress towards achieving the intermediate 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 and from this MEL Framework.

There will be three levels of reporting, consistent with existing reporting mechanism at national and sub-national levels. The reporting process is extended to include monitoring of key indicators – for both staged outputs and outcomes.

- National level reporting – includes national counter-trafficking in persons report of the NCCT, national progress report of the 6 national Inter-ministerial / Inter-institutional working group to the NCCT General Secretariat, and national progress report of ministries and institutions to the national Inter-ministerial / Inter-institutional working group
- Sub-national to national reporting – progress report on counter-trafficking in persons of the P/MCCT to the NCCT, sub-national ministries and institutions progress report to their respective national ministries and institutions
- Sub-national level reporting – progress report on counter-trafficking in persons of sub-national institutions and sub-national working groups to P/MCCT

The existing reporting templates will be reviewed and enhanced to include the data collection and reporting requirements under this MEL Framework. The templates will be included in the toolkit to be used during the training of MEL focal points at national and sub-national levels.

Table 4 Reporting process and timeframe

Name of report	Description of report	Report prepared by	Report submitted to	When to submit the report
Monthly activity report	Consolidated report on details of completed and ongoing activities	Inter-MEL focal points of technical working groups of the 6 ministries	NCCT General Secretariat	Monthly – every 10th day of the subsequent month
		MEL focal points of implementing ministries/agencies	Inter-ministerial/agency technical working groups	Monthly – every 5th day of the subsequent month
		Sub-national departments/units	MCCT/PCCT	Monthly – every 5th day of the subsequent month
Output report	Data or information relating to details of outputs or results of activities implemented; compiled from activity reports	Inter-MEL focal points of technical working groups of the 6 ministries and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Monthly – every 10th day of the subsequent month
		MEL focal points of implementing ministries/agencies	Inter-ministerial/agency technical working groups	Monthly – every 5th day of the subsequent month
		Sub-national departments/units	MCCT/PCCT	Monthly – every 5th day of the subsequent month
Six-monthly progress report	Consolidated progress report of outputs and outcomes, including summary of ACWC building block maturity framework	The 6 Inter-ministerial / Inter-institutional technical working groups and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Six-monthly – every 10th day of July and January
		MEL focal points of implementing ministries and agencies	Inter-ministerial/agency technical working groups	Six-monthly – every 5th day of July and January
		Sub-national departments/units	MCCT/PCCT	Six-monthly – every 5th day of July and January
Annual report	Consolidated annual progress report, compiled from outputs reports and six-monthly progress reports	The 6 Inter-ministerial / Inter-institutional technical working groups and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Annually – every February
		MEL focal points of implementing ministries and agencies	Inter-ministerial/agency technical working groups	Annually – every 31st day of January of the following year

Name of report	Description of report	Report prepared by	Report submitted to	When to submit the report
		Sub-national departments/units	MCCT/PCCT	Annually – every 31st day of January of the following year

Once a year the annual report on CTIP outcomes will include an assessment of progress against the action plans, and progress against the intermediate outcomes of the National Strategic Plans (Figure 1 theory of change). For consistencies in reporting and assessment, implementing institutions and the NCCT’s Inter-ministerial / Inter-institutional working groups will use a rating scale to be developed and included in the monitoring and reporting manual toolkit. The rating scale will provide guidance on how to assess progress, for example if outcomes have been achieved, partly achieved, challenging or there are some delays in implementation of action plans.

5.3 Learning

The National Strategic Plan on Combating Trafficking in Persons recognised the importance of MEL. This MEL Framework is promoting the implementation of Monitoring and Evaluation to improve effective implementation of the national plan of actions. The ‘learning’ approach will ensure that MEL primary users will look at data and will analyse data received in order to adjust the plan and activities based on their learnings. Table 5 described the learning culture in line with the National Strategic Plan.

Table 5 Learning activities or events for adaptive management

Event	Target participants	Purpose	Timing
Activity meetings (internal)	All those involved in implementing the activity outlined in the National Strategic Plan or outlined in the annual action plan	To share and discuss activity updates: <ul style="list-style-type: none"> ▪ Progress against annual action plan ▪ Lessons learned ▪ Proposed changes to plans or actions to take forward 	Monthly or quarterly
Inter-ministerial / Inter-institutional working group meetings	All those involved in implementing the activity outlined in the National Strategic Plan or outlined in the annual action plan	To share and discuss activity updates: <ul style="list-style-type: none"> ▪ Progress against annual action plan ▪ Risk and risk mitigation ▪ Lessons learned ▪ Proposed changes to plans or actions to take forward 	Quarterly or as needed
Review, reflection and planning workshop of the P/MCCT	Sub-national level members	To share and discuss: <ul style="list-style-type: none"> ▪ Progress against outcomes ▪ Progress against action plans ▪ Challenges, barriers and gaps ▪ How to address barriers ▪ Lessons learned ▪ Actions to take forward 	Six-monthly or Annual
Review, reflection and planning workshop of the	Members of respective Inter-ministerial / Inter-institutional working groups	To share and discuss: <ul style="list-style-type: none"> ▪ Progress against outcomes 	Annual

Event	Target participants	Purpose	Timing
Inter-ministerial / Inter-institutional working group		<ul style="list-style-type: none"> ▪ Progress against National Strategic Plan ▪ Challenges, barriers and gaps ▪ How to address barriers ▪ Lessons learned ▪ Actions to take forward 	
Review, reflection and planning workshop of the NCCT General Secretariat	Members and/or staff of the NCCT General Secretariat	To share and discuss: <ul style="list-style-type: none"> ▪ Progress against outcomes ▪ Progress against National Strategic Plan ▪ Challenges, barriers and gaps ▪ How to address barriers ▪ Lessons learned ▪ Actions to take forward 	Six-monthly and Annual

5.4 Developing MEL capacity

Key to the implementation of this MEL Framework is building the capacity of NCCT General Secretariat and targeted member ministries/agencies on monitoring and reporting. A dedicated MEL team within the General Secretariat will coordinate the implementation of this framework, including the MEL activities outlined in the National Strategic Plan. The General Secretariat will also establish a network of MEL focal points representing NCCT member ministries and institutions, see draft terms of reference on Annex D. The priority MEL activities will include training and workshops to build the capacity of designated MEL focal points in monitoring and reporting, to support the implementation of this MEL Framework.

6

MEL activities and responsibilities



6.1 MEL activities

The National Strategic Plan includes a section on monitoring and evaluation, including activities for implementation from 2024 to 2028. The development of this MEL Framework is a foundational activity, to pave the way towards completing the planned monitoring and evaluation activities outlined in the National Strategic Plan. This MEL Framework expanded the MEL activities, to include the implementation plan for this MEL Framework, such as data collection, reporting, learning approach and capacity building. The details of intended MEL activities from 2025 to 2028 is outlined in Annex E.

6.2 Roles and responsibilities

Responsibilities relating to monitoring, evaluation and learning are summarised in Table 6.

MEL focal points will be identified in each NCCT member ministries/institutions, to work with the MEL team at the NCCT General Secretariat in implementing this MEL Framework. The draft terms of the reference of the MEL focal points (Annex D) describes the roles and responsibilities of designated MEL focal points.

Table 6 MEL responsibilities

Role	Responsibilities
NCCT	<ul style="list-style-type: none"> Oversee the strategy and overall performance towards achieving the goals and intended outcomes of the National Strategic Plan Provide direction and quality assurance of progress reports Use data for decision making, planning and reporting
NCCT General Secretariat	<ul style="list-style-type: none"> Develop and review the MEL Framework Oversee and manage the implementation of the MEL Framework, including progress reporting and learning process Manage planning, data collection, data analysis and progress reporting, in line with the MEL Framework of the National Strategic Plan Facilitate review, reflection and planning workshops of the 6 Inter-ministerial / Inter-institutional working groups Use data for planning, activity implementation and reporting Promote and build a MEL culture with member ministries, institutions and partners
MEL focal points	<ul style="list-style-type: none"> Coordinate the implementation of the MEL Framework within their respective ministry or institution Undertake the role of MEL focal point in accordance with the MEL focal points terms of reference (Annex D)

Role	Responsibilities
Inter-ministerial / Inter-institutional working groups	<ul style="list-style-type: none"> ▪ Coordinate the collection, collation and analysis of outputs and outcomes indicators outlined on this MEL Framework ▪ Draft the progress report for their respective ministries or institution
NCCT member ministries, institutions and specialised units	<ul style="list-style-type: none"> ▪ Oversee the analysis and drafting of progress reports in accordance with this MEL Framework and agreed timeframe ▪ Coordinate review, reflection and planning workshops of respective Inter-ministerial / Inter-institutional working group ▪ Use data for planning, activity implementation and reporting ▪ Support the implementation and review of the MEL Framework ▪ Support the implementation of MEL activities ▪ Promote and build a MEL culture with member ministries and institutions
NCCT member ministries, institutions and specialised units	<ul style="list-style-type: none"> ▪ Develop annual action plans in line with the National Strategic Plan and MEL Framework ▪ Coordinate data collection and compilation and maintain relevant databases, in accordance with respective annual action plans ▪ Develop and submit progress reports within agreed timeframe ▪ Support the implementation and review of the MEL Framework ▪ Support the implementation of MEL activities ▪ Promote and support building a MEL culture
Other CTIP stakeholders, implementing partners	<ul style="list-style-type: none"> ▪ Promote and support building a MEL culture in counter-trafficking ▪ Support data collection and reporting, when requested ▪ Participate in MEL activities of the NCCT and the General Secretariat 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.

Prior to collecting any data from individuals for MEL purposes, participants are required to provide informed consent (written or verbal). This applies when conducting interviews for case studies, research and/or stories of change, and in conducting evaluations.

Annex A Outcomes indicators and activities from the National Strategic Plan

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

Strategy 1. Promote prevention of all forms of human trafficking, exploitation, and child sexual abuse

<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p>	<p>1.1. Develop and implement methods aiming at changing negative attitudes that are vulnerable to all forms of human trafficking.</p>	<p>1. Situational and social impacts of migration are regularly assessed and disseminated 2. Services supporting safe migration improved 3. Data on handicrafts, business and labour force needs are regularly assessed and published 4. Prevention methods to prevent at-risk adolescents and children are developed</p>
<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p>	<p>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.</p>	<p>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</p>
<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p>	<p>1.3. Promote decision-making for better options in getting employment and decent occupation especially for youth.</p>	<p>8. Awareness of the target population improved and better choices made among target population to avoid the dangers of risky migration and human trafficking</p>
<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p>	<p>1.4. Promote safe usage of information technology system – digital safety.</p>	<p>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.</p>
<p>1c. Target areas have developed comprehensive and quality TIP educational programs</p>	<p>1.5. Expedite effective implementation of inspection measures at suspected target locations related to human trafficking, sexual exploitation and serious forms of child labour.</p>	<p>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.</p>
<p>1a. Vulnerable groups and target communities received quality and consistent messages and outreach programs</p>	<p>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)</p>	<p>13. Target people acquire the necessary skills to manage the economy and support their families without having to rely entirely on risky migration.</p>
<p>4a. Private sector, civil society and sub-national institutions are participating</p>	<p>1.7. Encourage participation of private sector in the prevention of all forms of human trafficking (various</p>	<p>14. School anti-human trafficking programs successfully implemented. 15. Teachers gained awareness on the impacts of human trafficking.</p>

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

<p>and actively involved in preventing human trafficking</p>	<p>sector includes: education, tourism, job placement, agriculture, industry, handicrafts, health, microfinance, banking, delivery, post and telecommunications).</p>	<p>16. Private sector is actively involved in preventing human trafficking.</p>
<p>1c. Target areas have developed comprehensive and quality TIP educational programs</p>	<p>1.8. Preventive measures through increasing understanding of the laws, policies, legal tools and standards related to all forms of human trafficking offenses.</p>	<p>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.</p>
<p>1b. Target communities and groups have increased awareness on prevention and impacts of human trafficking</p>	<p>1.9. Strengthen the implementation of measures to prevent human trafficking through marriage or matchmaking</p>	<p>18. Information on causalities through marriage with foreigners is disseminated to target population. 19. Illegal marriages between Cambodians and foreigners reduced.</p>
<p>1b. Target communities and groups have increased awareness on prevention and impacts of human trafficking</p>	<p>1.10. Expedite the implementation of measures to respond and prevent human trafficking, especially child abuse and exploitation.</p>	<p>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.</p>
<p>1c. Target areas have developed comprehensive and quality TIP educational programs</p>	<p>1.11. Strengthen efficiency, scope and quality of public education campaigns, including national campaigns related to efforts to counter trafficking in persons.</p>	<p>23. Comprehensive educational programs for people in all target areas are developed with high quality and are implemented on a regular basis.</p>
<p>1b. Target communities and groups have increased awareness on prevention and impacts of human trafficking</p>	<p>1.12. Strengthen and promote the use of reporting mechanisms to respond in a timely manner to human trafficking and related exploitation/abuses.</p>	<p>24. Reporting mechanism to respond in a timely manner to human trafficking and related exploitation/ abuse is widely used by target population.</p>
<p>1d. Returned and potential workers are aware of safe and orderly migration procedures</p>	<p>1.13. Promote safe, orderly and regular migration</p>	<p>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.</p>

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

4b. Justice agencies and counter-trafficking stakeholders are cooperating to prevent, suppress, and respond to human trafficking

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

1e. Established and implemented campaign programs and preventive mechanisms on 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.

1e. Established and implemented campaign programs and preventive mechanisms on child abuse and exploitation

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.

1e. Established and implemented campaign programs and preventive mechanisms on child abuse and exploitation

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.

1e. Established and implemented campaign programs and preventive mechanisms on child abuse and exploitation

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.

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

2a. Legal instruments are reviewed, amended and implemented in response to current situation and trends on 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.

40. 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.
41. The results of the study were used to determine effective measures to combat human trafficking.

2a. Legal instruments are reviewed, amended and implemented in

2.2. Review and amend relevant legal tools to respond to current situation and evolution of human trafficking crime.

42. 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.

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

<p>response to current situation and trends on human trafficking</p>			<p>43. Procedures for victim compensation were developed and implemented.</p>
<p>2b. Justice sector has strengthened data collection and reporting mechanism of TIP cases</p>	<p>2.3. Strengthen mechanism for collecting data on human trafficking cases from prosecution commencing stage to trial stage.</p>		<p>44. 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.</p>
<p>4b. Justice agencies and counter-trafficking stakeholders are cooperating to prevent, suppress, and respond to human trafficking</p>	<p>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.</p>		<p>45. 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.</p> <p>46. Criminals who committed all kinds of human trafficking crimes are punished according to the law in force.</p>
<p>2d. Law enforcement officers have strengthened capacity in implementing counter-trafficking efforts</p>	<p>2.5. Strengthen capacity of law enforcement officers especially on counter-trafficking and related skills with professional ethics.</p>		<p>47. Ministries and institutions in the national and sub-national anti-trafficking working groups are aware of and effectively implemented anti-human trafficking measures.</p> <p>48. Law enforcement officers received relevant professional skills training including on investigative procedures and ethical conducts.</p> <p>49. 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.</p>
<p>2a. Legal instruments are reviewed, amended and implemented in response to current situation and trends on human trafficking</p>	<p>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.</p>		<p>–</p>
<p>2b. Justice sector has strengthened data collection and reporting mechanism of TIP cases</p>	<p>2.7. Continue to strengthen and focus attention on the handling of human-trafficking cases at all stages.</p>		<p>–</p>
<p>2e. Justice system has expanded the use of child-friendly procedures during identification, interviews and court proceedings</p>	<p>2.8. Examine the possibility of expanding the use of child-friendly hearing procedures, especially in cases involving children or minors.</p>		<p>–</p>

Strategy 3. Improving Quality and Effectiveness of Victim Protection

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

<p>3a. Victims of human trafficking are effectively identified</p>	<p>3.1. Strengthen effectiveness on the identification of victims of human-trafficking to provide appropriate services.</p>	<p>50. 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.</p> <p>51. Victims of human trafficking are provided with appropriate, timely, and quality services</p> <p>52. Services are provided to victims with careful consideration of principles related to gender equality, disability, social inclusion and best interests of victims.</p>
<p>3b. National referral system was developed and implemented</p>	<p>3.2. Expedite the development and the implementation of national referral system.</p>	<p>53. The national referral system developed and implemented effectively by relevant ministries, institutions and stakeholders.</p> <p>54. 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.</p>
<p>3d. Victim case management system and related data collection was strengthened</p>	<p>3.3. Strengthen victim case-management system.</p>	<p>55. Victim case management system is developed and implemented effectively by relevant ministries, institutions and stakeholders.</p> <p>56. 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.</p>
<p>4c. Government and non-government service providers have strengthened cooperation in the best interest of victims at all stages</p>	<p>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.</p>	<p>57. Victims of human trafficking received appropriate and quality of services.</p> <p>58. Victims of human trafficking are successfully reintegrated into their communities.</p> <p>59. Legal standards related to rehabilitation of victims was developed and implemented.</p> <p>60. Cooperation between government and non-government service providers strengthened.</p>
<p>3c. Institutions have clearly defined roles in victim identification and referral mechanism</p>	<p>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.</p>	<p>61. Capacity, skills, and knowledge of social workers and stakeholders in providing services are strengthened.</p> <p>62. Effective protection and services for victims are strengthened at all stages.</p> <p>63. Appropriate services are provided to victims inclusively without discrimination.</p>
<p>3e. Victim rehabilitation focused on individual characteristics and needs</p>	<p>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.</p>	<p>64. 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.</p> <p>65. Victims are successfully rehabilitated and live safely and happily in their families and communities.</p>

Intermediate outcomes (from Figure 1 of this MEL Framework)

Activity cluster / Main activity (from the National Strategic Plan)

Outcomes indicators (from the National Strategic Plan)

Strategy 4. Strengthening Cooperation, Formulation, and Enforcement on the Implementation of Laws, Policies, and Legal Standards

<p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p>	<p>4.1. Develop strategic, national plan and sub-national action plans, annual action plan, and strengthen the mechanisms.</p>	<p>66. National strategic plan, action plans developed, implemented, monitored and evaluated. 67. Structures and mechanisms to combat human trafficking are strengthened and improved.</p>
<p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p>	<p>4.2. Strengthen the structure and capacity of institutions, units, and implementing partners.</p>	<p>68. Regular work/procedures were strengthened. 69. Monthly, quarterly, semi-annual and annual meetings are held regularly. 70. Monthly, quarterly, semi-annual and annual meetings report are produced. 71. Officials at MCCT/PCCT Secretariats received necessary trainings. 72. Judicial police officers received trainings on relevant procedures.</p>
<p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p>	<p>4.3. Collect, compile data and develop a database as a basis for dissemination, analysis, planning, implementation, and information exchange with relevant countries.</p>	<p>73. Mechanisms for collecting, compiling, collating, and exchanging data are established and operated systematically. 74. Cooperation between the Cambodian authorities and authorities of the countries concerned is strengthened. 75. Monthly, quarterly, semi-annual and annual suppression reports are produced. 76. Monthly, quarterly, semi-annual and annual reports of victim of human trafficking were produced and disseminated.</p>
<p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p>	<p>4.4. Develop legal standards and memoranda, agreement, and standard operating procedures with relevant countries.</p>	<p>77. Legal standards, procedures, and agreements on the prevention, enforcement, and assistance of victims of human trafficking are established and signed with relevant countries.</p>
<p>4d. Agreements, plans and structures at national, sub-national and international levels are strengthened and effective</p>	<p>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</p>	<p>78. Memoranda of Understanding/ Agreements were implemented. 79. Implementation challenges identified and addressed 80. Bilateral/ Multilateral meetings organized regularly.</p>
<p>4e. Laws and policies are revised and/or developed to address emerging TIP trends</p>	<p>4.6. Amended and/ or prepare draft laws and national policies responding to new issues related to trafficking in persons.</p>	<p>81. Relevant legal documents revised/amended where necessary to facilitate implementation. 82. New laws and policies were developed to meet the needs.</p>

Annex B Output indicators

This annex provides a list of proposed output indicators to be collected by relevant institutions, ministries, units and/or working groups. The reporting period is line with existing monthly, quarterly, six-monthly and annual reporting timeframe. Data collection of outputs will commence in 2025 for counter-trafficking in persons activities implemented in 2024.

Reference number	Strategy Number	Outputs indicators
1	1	Number of counter trafficking in persons public awareness raising campaigns, categorised by campaign type and target audiences, such as age, gender, persons with disabilities or other vulnerable groups
2	1, 2	Number and details of research/study commenced, completed and ongoing during the reporting period
3	1	Number and details of TIP messaging materials and/or tools developed
4	1	Number of inspections conducted of suspected target locations
5	1	Number of non-government stakeholders participating in prevention activities, categorised by type of organisation (NGO, private sector, schools, international partners) and by type of sectors (education, tourism, job placement, agriculture, industry, handicrafts, health, microfinance, banking, delivery, post and telecommunications)
6	1	Number of TIP-related laws, policies, procedures, guidelines, legal documents and reports disseminated at national and sub-national levels
7	1, 2, 3 and 4	Number of training conducted, and total number of training participants disaggregated by gender
8	2	Number of TIP cases disaggregated by type of trafficking, and number involving children
9	2	Number of TIP cases investigated for prosecution
10	2	Number of law enforcement officers trained, disaggregated by gender
11	2	Number of training or workshops on gender-sensitive and victim-centred approaches
12	3	Number of victims identified, disaggregated by GEDSI (age, gender, disability and vulnerable groups)
13	3	Number of TIP victims provided with support services
14	3	Number of TIP victims reintegrated into their community
15	3	Number and percentage of TIP victims placed in accommodation that is appropriate to their needs disaggregated by accommodation type (extended family care or kin-based placement, foster care, small group homes, shelters or welfare facilities)
16	4	Number of meetings held and total number of participants disaggregated by gender
17	4	Number of laws, legal standards, procedures, policies and agreements reviewed, developed, revised or completed during the reporting period
18	4	Number of event participants from private sector, civil society and victim-survivor representatives, including marginalised groups

Annex C Data collection methods and tools

Below are indicative data collection methods. There will be a separate document of toolkit for data collection and reporting. The Manual of MEL toolkit will be used in training users and implementers of this MEL Framework.

Data collection method	Frequency	Relevant indicators
Tracking of reported activities based on action plans	Ongoing collection and monthly compilation	<ul style="list-style-type: none"> All output indicators
Participants details from the tracking of reported activities based on action plans	Ongoing collection and monthly compilation	<ul style="list-style-type: none"> Number of participants Number of event participants from private sector, civil society and victim-survivor representatives, including marginalised groups Number of law enforcement officers trained, disaggregated by gender
Feedback form	Ongoing collection and monthly compilation	<ul style="list-style-type: none"> Private sector is actively involved in preventing human trafficking Cooperation between government and non-government service providers strengthened 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 forms of human trafficking
Stories of change or case studies	Six-monthly and annual	<ul style="list-style-type: none"> All priority outcome indicators on Table 2
Targeted survey	Annual	<ul style="list-style-type: none"> All priority outcome indicators on Table 2
Secondary or other sources of information	Annual	<ul style="list-style-type: none"> Relevant output and outcome indicators

Annex D Draft terms of reference MEL focal points

Introduction

The National Committee for Counter Trafficking (NCCT) was established by Royal Decree No. 0614/808 on 25 June 2014, as Cambodia's national mechanism for the prevention and elimination of human trafficking. The NCCT has the obligation of leading, coordinating, information collection, data analysis and initiating the development of laws, policies and plans for participatory implementation of counter-trafficking efforts by member ministries and institutions at national and sub-national levels. There are 22 ministries and 5 specialised units as members of the NCCT, and consist of 6 Inter-ministerial / Inter-institutional working groups.

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 development of a 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) commenced during the second half of 2024. The MEL Framework provides the ministries, institutions and specialised unit members of both the NCCT and sub-national level Municipal/Provincial Committees for Counter Trafficking (MCCT/PCCT), and partners in monitoring, evaluating, and reporting expectations, outcomes, principles and practices to which planned activities are contributing. The MEL Framework documented and 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.

It is proposed that a network of MEL focal points be established to support the implementation of the MEL Framework and support the conduct of MEL activities on counter-trafficking in persons.

Objectives

The purpose of designating the MEL focal points are as follows:

- a. To be the first point of contact for the NCCT General Secretariat, in regard to monitoring and reporting of counter-trafficking in persons efforts and TIP-related data
- b. To coordinate and facilitate overall monitoring and reporting within ministry or institution, in line with the implementation of the National Strategic Plan's MEL Framework
- c. To establish linkages and coordination on monitoring and reporting within the NCCT General Secretariat and among NCCT member ministries and institutions
- d. To enhance efforts in promoting MEL and in implementing the MEL framework.

Designation

The appointment of MEL focal points can be by a special position title or designated group/team/unit in a ministry or institution, particularly those in charge of preparing and consolidating data and information.

Responsibilities

The MEL focal points will have the following responsibilities:

1. Represent the ministry or institution within the established network of MEL focal points.
2. Attend meetings, workshops, trainings and MEL-related events organised by the NCCT and those related to the implementation of the MEL Framework.
3. Coordinate data collection and compilation of relevant data within the ministry or institution, using data collection templates provided by the General Secretariat and/or data collection tools from the MEL Framework. This may include information at national and sub-national levels, on progress towards implementation of the National Strategic Plan; progress on planned activities outlined in the annual action plans; lessons learned; and information on outputs and outcomes indicators.
4. Facilitate and coordinate meetings or workshops within ministry or institution, to review and reflect on progress of existing action plan, and plan for next action plan.
5. Accomplish the various reporting templates provided by the General Secretariat and/or reporting templates from the MEL Framework.
6. Ensure timely submission of reports to the General Secretariat and/or relevant Inter-ministerial / Inter-institutional working group, as outlined on agreed timeline of this terms of reference.
7. Contribute to annual reporting at regional level and as requested by the General Secretariat.
8. Promote monitoring and reporting of TIP-related data and counter-trafficking efforts within the ministry or institution.

The following are additional responsibilities (#9 to #11) of MEL focal points of lead ministries:

- Ministry of Education, Youth and Sports – Prevention Working Group
 - Ministry of Social Affairs, Veterans and Youth Rehabilitation – Victim Protection Working Group
 - National Police – Law Enforcement Working Group
 - Ministry of Justice – Justice Working Group
 - Ministry of Women Affairs – International Cooperation Working Group
 - Ministry of Labour and Vocational Training – Migration Working Group
9. Ensure to convene annual review, reflection and planning workshops to assess progress towards outcomes, and to plan for the next annual budget cycle.
 10. Ensure the development of annual action plans within their respective members of working groups, in line with the National Strategic Plan.
 11. Consolidate and submit progress report of the working group to the General Secretariat on the implementation of annual action plan, on progress of outcomes and implementation of the National Strategic Plan.

Reporting mechanism and timeframe

The consolidation and submission of data and reports will be through the process and timeline outlined on the below table.

Name of report	Description of report	Report prepared by	Report submitted to	When to submit the report
Monthly activity report	Consolidated report on details of completed and ongoing activities	Inter-MEL focal points of technical working of 6 ministries	NCCT General Secretariat	Monthly – every 10th day of the subsequent month
		MEL focal points of implementing ministries/agencies	Inter-ministerial / Inter-institutional technical working groups	Monthly – every 5th day of the subsequent month
Output report	Data or information relating to details of outputs or results of activities implemented; compiled from activity reports	Inter-MEL focal points of technical working groups of the 6 ministries and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Monthly – every 10th day of the subsequent month
		MEL focal points of implementing ministries/agencies	Inter-ministerial / Inter-institutional technical working group	Monthly – every 5th day of the subsequent month
Six-monthly progress report	Consolidated progress report of outputs and outcomes, including summary of ACWC building block maturity framework	The 6 Inter-ministerial / Inter-institutional technical working groups and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Six-monthly – every 10th day of July and January
		MEL focal points of implementing ministries and agencies	Inter-ministerial / Inter-institutional technical working groups	Six-monthly – every 5th day of July and January
Annual progress report	Consolidated annual progress report, compiled from outputs reports and six-monthly progress reports	The 6 Inter-ministerial / Inter-institutional technical working groups and the MEL working group of NCCT General Secretariat	NCCT General Secretariat	Annually – every February
		MEL focal points of implementing ministries and agencies	Inter-ministerial / Inter-institutional technical working groups	Annually – every 31st day of January of the following year

Annex E MEL activities

Below are proposed MEL activities to support the implementation of this MEL Framework and achieve the M&E objectives of the National Strategic Plan.

MEL activities	2025	2026	2027	2028
Finalise and approval of MEL Framework	Q1, Q2			
Socialise final approved MEL Framework	Q3, Q4			
Establish MEL focal points and NCCT General Secretariat MEL team	Q3			
Training on monitoring and reporting for MEL focal points and MEL team	Q3, Q4			
Capacity building of MEL focal points and MEL team	Q3, Q4	✓		
Data collection and monitoring	✓	✓	✓	✓
Monthly reporting of activities and outputs	✓	✓	✓	✓
Six-monthly and annual progress reporting	✓	✓	✓	✓
Review, reflection and planning workshops	✓	✓	✓	✓
Develop, finalise and proclaim Annual Action Plans	✓	✓	✓	✓
Implement activities/project to improve data consistency, definition and quality	✓	✓		
Implement enhanced data collection approach or data collection system			✓	✓
Mid-term evaluation		✓		
End-term evaluation				✓

Annex F Key terms and definition

Activity	Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources, are mobilised to achieve specific outputs.
Assumption	A hypothesis about factors or risks that could affect the progress or success of a strategy, program, project or action plan. Assumptions can also be understood as hypothesised conditions that bear on the validity of the evaluation itself.
Baseline study	An analysis describing the situation prior to a development intervention, a strategy, program or action plan, against which progress can be assessed or comparisons made.
Benchmark	Reference point or standard against which performance or achievements can be assessed. A benchmark refers to the performance that has been achieved in the recent past by other comparable organisations, or what can be reasonably inferred to have been achieved in the circumstances.
Beneficiary	An individual, group or organisation, whether targeted or not, that benefits, directly or indirectly, from the implementation of action plans or the National Strategic Plan on Combating Trafficking in Persons. See also <i>reach</i> and <i>target group</i> .
Capacity	The ability of people, organisations and society as a whole to manage their affairs successfully.
Capacity development	The process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time.
Capacity strengthening	A process that aims to improve the ability of an individual, group, organisation, network or system to enhance or develop new knowledge, skills, attitudes, systems and structures needed to function effectively and manage their affairs successfully.
Civil society organisation	An organisation or institution outside government that represents communities and their interests. In the context of trafficking and related crimes, civil society organisations include those that deliver social welfare services to trafficking victims, represent migrant workers, and/or advocate for human rights, gender equality and other forms of inclusion.
Data collection tool	A methodology used to identify information sources and collect information during monitoring or an evaluation. Examples are informal and formal surveys, direct and participatory observation, community interviews, focus groups, expert opinion, case studies and literature searches.

Effectiveness	<p>Relates to the degree to which the immediate and intermediate outcomes are achieved and concerns the relationship between outputs and outcomes. Outcomes include positive, negative, intended and unintended effects produced directly or indirectly by implementing the National Strategic Plan on Combating Trafficking in Persons.</p> <p>Effectiveness is the extent to which the strategies or action plan objectives were achieved, or are expected to be achieved, taking into account their relative importance. Also used as an aggregate measure of (or judgement about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.</p>
Efficiency	<p>Concerns how economically and timely inputs (human, financial resources and equipment) were converted into sufficient quantity and quality outputs.</p> <p>Efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results or outputs.</p>
Evaluation	<p>The systematic and objective assessment of a planned, ongoing or completed project, program or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or program.</p> <p>See also <i>review</i>.</p>
Gender	<p>Refers to the roles, behaviours, activities and attributes that society at any given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, gender also refers to the relations between women and men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context- and time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a particular context.</p> <p>In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is just one part of the broader sociocultural context, alongside other important criteria for sociocultural analysis, including poverty levels, ethnicity, disability, sexual orientation, age and geography.</p>
Gender analysis	<p>A critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships</p>

between females and males and their access to and control over resources, and the constraints they face relative to each other.

Gender equality	The equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.
Gender responsive	Acknowledges that gender inequalities and power imbalances affect the lives of individuals and communities, and that policies and practices should be designed to address these inequalities and promote gender equality. (Source: UN ESCAP, 2014).
Gender sensitive	Recognises and acknowledges the differences between women's and men's experiences, needs and priorities, with the goal of reducing gender inequalities and promoting gender equality. (Source: UN Women, 2015).
Goal	The higher-order objective to which a development intervention is intended to contribute.
Good practice	Is an example of guidelines, procedures, standards or ideas that is known to produce a good outcome if followed, and may also describe how to carry out a task, process or approach for good result. Good practices are shared for information, learning and guidance – not imposed for application or not mandatory.
Impact	The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance or assess the implementation of the National Strategic Plan and/or annual action plan.
Inputs	The financial, human, material and intellectual resources used for a development intervention or during the implementation of activities under the National Strategic Plan or annual action plan.
Intermediate outcome	The short- and medium-term effects of outputs of annual action plans or effects of the implementation of the National Strategic Plan on Combating Trafficking in Persons. Short-term effects include, for example, changes in counterpart or beneficiary knowledge, attitudes, and skills, while medium-

term effects often reflect changes in behaviour, practice, and decisions. Intermediate outcomes are high-quality achievement, i.e. priorities achieved within 2 to 5 years. An intermediate outcome within the MEL Framework is considered a prerequisite to support or drive the achievement of end outcomes upon the completion of the National Strategic Plan in 2028.

Lessons learned	Generalisations based on MEL experiences with activities, projects, programs or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design and implementation that affect performance, outcome and impact.
Monitoring	A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives, and progress in the use of allocated funds.
Outcome	The likely or achieved short-term and medium-term effects of outputs.
Outputs	The physical products and services obtained through the implementation of the action plans set out in the National Strategic Plan on Combating Trafficking in Persons 2024–2028. The results described in the MEL Framework includes results that respond to indicators in the National Strategic Plan which are divided into indicators for the annual action plan.
Partner	An individual or organisation that collaborates with another to achieve mutually agreed objectives. The concept of partnership connotes shared goals, common responsibility for outcomes, distinct accountabilities and reciprocal obligations.
Partnership	Collaboration and cooperation between partners in pursuit of shared goals. Partnerships are not limited to established formal relationships, but also involve working together on an equal footing, sustained relationships, ownership, and continued interest by partners in achieving outcomes that contribute to the broader goal of the National Strategic Plan on Combating Trafficking in Persons.
Performance	The degree to which the member ministries and institutions operates according to specific criteria, standards or guidelines, or achieves results in accordance with the National Strategic Plan in Combating Trafficking in Persons.
Performance indicator	A variable that allows the verification of changes or shows results relative to what was planned under the National Strategic Plan.
Performance monitoring	A continuous process of collecting and analysing data to compare how well the National Strategic Plan is being implemented against expected results, outputs and indicators.

Reach	The beneficiaries and other stakeholders involved in the implementation of the National Strategic Plan.
Result	The output, outcome or impact (intended or unintended, positive and/or negative) of activities, projects or programs.
Review	An assessment of the performance of an intervention, periodically or on an ad hoc basis. Frequently 'evaluation' is used for a more comprehensive and/or more in-depth assessment than a 'review'. Reviews tend to emphasise operational aspects. Sometimes the terms 'review' and 'evaluation' are used as synonyms.
Risk analysis	An analysis or assessment of how factors (called 'assumptions') affect or are likely to affect the successful achievement of an intervention's objectives. A detailed examination of the potential unwanted and negative consequences to human life, health, property or the environment posed by development interventions; a systematic process to provide information regarding such undesirable consequences; the process of quantifying the probabilities and expected impacts for identified risks. See also <i>assumption</i> .
Stakeholder	An agency, organisation, group or individual who has a direct or indirect interest on the implementation of the National Strategic Plan or its evaluation.
Sustainability	The continuation of benefits from an activity or project after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.
Target	A performance objective defined as a value on an established performance indicator. A well-defined target is 'SMART', i.e. specific, measurable, achievable, realistic and timed.
Target group	The specific individuals or organisations for whose benefit a development intervention is undertaken.
Training	Structured knowledge transfer that develops capacity of personnel. This includes on-the-job training, workshops, mentoring, and teaching people how to train others (training the trainer). It may be either content-specific or skills-based, and may be one-off or ongoing.

Photo highlights: Developing the Monitoring and Evaluation Framework for the 5-Year National Strategic Plan to Combat Human Trafficking (2024-2028)



Photo highlights: Developing the Monitoring and Evaluation Framework for the 5-Year National Strategic Plan to Combat Human Trafficking (2024-2028)



Pagne, Galaxy S23 Ultra
12 May 2025 09:12





ASEAN Convention against Trafficking In Persons, Especially Women and Children (ACTIP)

2015

the ACTIP was signed and now all 10 ASEAN member states are bound by the Convention.



NGO

are also recognised in the ACTIP as having an important role in prevention of trafficking as well as assisting and protecting victims.

(Articles 11 & 14)



3

main objectives are clearly outlined in the ACTIP to:

prevent and combat Trafficking in Persons (TIP),

protect and assist victims, and

promote cooperation.



31

articles in the ACTIP detail requirements relating to:

Criminalisation (Chapter II)

Prevention (Chapter III)

Protection (Chapter IV)

Law Enforcement (Chapter V)

International Cooperation (Chapter VI)

ASEAN MEMBER STATES

are responsible for implementing the ACTIP.

All actors including government leaders, policymakers, law enforcement, and non-government are responsible for achieving national implementation of the ACTIP.

EXAMPLES

ACTIP encourages ASEAN Member States to integrate victim-centred, gender-sensitive and rights-based approaches.

For example:
Developing national guidelines to ensure justice agencies adopt victim-sensitive practices in the courts.

Collecting and publishing data to strengthen counter-trafficking efforts and better inform victims.



Download the ACTIP from the aseanact.org homepage





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Counter Trafficking**

