



Understanding Children's Work
An Inter-Agency Research Cooperation Project

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Towards eliminating the worst forms
of child labour in Cambodia by 2016:
an assessment of resource
requirements

Report on child labour

May 2009

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Country report

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As part of broader efforts towards durable solutions to child labor, the International Labour Organization (ILO), the United Nations Children's Fund (UNICEF), and the World Bank initiated the interagency Understanding Children's Work (UCW) programme in December 2000. The programme is guided by the Oslo Agenda for Action, which laid out the priorities for the international community in the fight against child labor. Through a variety of data collection, research, and assessment activities, the UCW programme is broadly directed toward improving understanding of child labor, its causes and effects, how it can be measured, and effective policies for addressing it. For further information, see the programme website at www.ucw-project.org.

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ABSTRACT

The current report was developed under the aegis of the Understanding Children's Work (UCW) programme. UCW research efforts in Cambodia have shaped the development of a two-volume Inter-Agency Report on child labour. Volume I of the Inter-Agency Report – *Children's Work in Cambodia: A Challenge for Growth and Poverty Reduction* – was released on 12 June 2006. It analyses the current child labour situation in Cambodia - the extent and nature of child labour, the causes and consequences of child labour, and policy approaches for addressing it. The current Volume II of the Inter-Agency Report on child labour assesses the additional resource requirements for eliminating worst forms over a nine-year time horizon.

The report focuses on the “residual” group of children expected to remain in worst forms even when demographic evolution, and broader education, social protection and other national development efforts, are taken into account. It estimates the likely size of this residual group in worst forms, and the cost of additional targeted interventions designed to reach it, under two broad scenarios. The first scenario assumes that economic growth and progress in implementing national development plans are significantly slowed by the unfolding global economic crisis. The second assumes that the impact of the economic crisis on growth and spending will be more contained over the nine-year time horizon. The difference in the cost estimates under the two scenarios highlights the resource implications of the economic crisis on efforts against child labour: eliminating worst forms will cost an estimated \$20 million more under the first scenario than under the second one.

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EXECUTIVE SUMMARY

Overview

The current report was developed under the aegis of the Understanding Children's Work (UCW) programme. UCW research efforts in Cambodia have shaped the development of a two-volume Inter-Agency Report on child labour. Volume I of the Inter-Agency Report – *Children's Work in Cambodia: A Challenge for Growth and Poverty Reduction* – was released on 12 June 2006. It analyses the current child labour situation in Cambodia - the extent and nature of child labour, the causes and consequences of child labour, and policy approaches for addressing it. The current Volume II of the Inter-Agency Report assesses the additional resource requirements for eliminating nationally-identified worst forms by 2016, the global target date set in the action plan agreed by ILO member States in 2006.¹

Cambodia witnessed a substantial reduction in the incidence of child labour in the 1990s and early part of the current decade. But this progress, even if sustained in the context of the current global economic crisis, will not be enough to eliminate worst forms by 2016. Rather, current progress must be *accelerated* to achieve this goal by the 2016 global target date. The aim of this report is to assess the amount of additional resources needed to realize this accelerated progress.

The report focuses on the “residual” group of children that is expected to remain in worst forms in the absence of accelerated efforts. In other words, it looks at the group “left behind” in worst forms, even when current broader education, social protection and other national development efforts (as well as demographic evolution) are taken into account. It estimates the likely size of this residual group in worst forms, and the cost of additional targeted interventions designed to reach it.

Two broad scenarios are used for the estimates. The first scenario assumes that economic growth and progress in implementing national development plans are significantly slowed by the unfolding global economic crisis. The second assumes that the impact of the economic crisis on growth and spending will be more contained over the nine-year time horizon.

The estimation results show that even in the highest-cost scenario the resources required for eliminating worst forms are not large – about US\$10 million per year, equivalent to two percent of annual overseas development assistance.² This suggests that eliminating worst forms over the envisaged

¹ The draft action plan is contained in: *The end of child labour: Within reach*. Report of the Director-General, Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, International Labour Conference, Geneva, 95th Session 2006, Report I (B), 2006.

²Based on ODA figure for 2007 (Source: OECD, 2009).

nine-year time horizon is by no means an unrealistic goal. Indeed, with a relatively modest additional resource investment, the goal of eliminating worst forms of child labour appears well within reach in Cambodia.

How the estimates are derived

The core intervention package used as a basis for the cost estimates is drawn from the national Time-Bound Programme (TBP) for the elimination of worst forms. It is worth emphasising in this context that the intervention package does not by itself constitute a complete policy response to worst forms of child labour. Rather, it constitutes a set of core measures identified by the Government that needs to be closely integrated with other development efforts across a range of sectors and involving all concerned sectoral ministries. ILO/IPEC experience in project implementation in Cambodia is relied upon for costing the specific items within the core intervention package.

Arriving at cost estimates for reaching the residual group of children in worst forms with targeted interventions involves a number of sequential steps. Estimates are first needed of the baseline population of children in worst forms. Projections are then needed of how this baseline population will evolve over the nine-year period. These projections, in turn, require a model of factors influencing involvement worst forms, including on-going efforts in education, social protection and other areas, and of how these factors are likely to change over the nine-year period. Next, information is needed on the precise package of measures to be applied to the target population of children in worst forms, and on the per child cost of each. Finally, information is needed on the phase-in schedule and the relative weights accorded to the different measures within the intervention package in order to establish the total cost of implementing the package. These steps are briefly summarized below.

Baseline estimate of children in worst forms of child labour

The Government drafted a National Plan of Action (NPA) for the elimination of worst forms of child labour in February 2004 covering the period 2004-2010. The NPA was adopted in 2008, and government bodies and national stakeholders participating in this process identified a list of 16 hazardous forms of work of particular relevance in the Cambodian context.³ Matching the general industrial classifications and the occupational

³ A total of three worst forms other than hazardous were also identified as part of the exercise. These, however, are beyond the scope of the current report. The 16 hazardous forms are as follows: (1) portering; (2) domestic worker (private home); (3) waste scavenging or rubbish picking; (4) fishing; (5) work in rubber plantations; (6) work in tobacco plantations; (7) work in (other) semi-industrial agriculture plantations; (8) brick-making; (9) salt production and related enterprises; (10) handicrafts and related enterprises; (11) processing sea products; (12) stone and granite breaking; (13) rock/sand quarrying, stone collection; (14) gem and coal mining; (15) restaurant work; and (16) begging.

categories contained in the CSES 2003-04 dataset⁴ with the national list yields an initial estimate of 313,264 children aged 10-17 years in these worst forms for 2004.

Projected evolution of children in worst forms

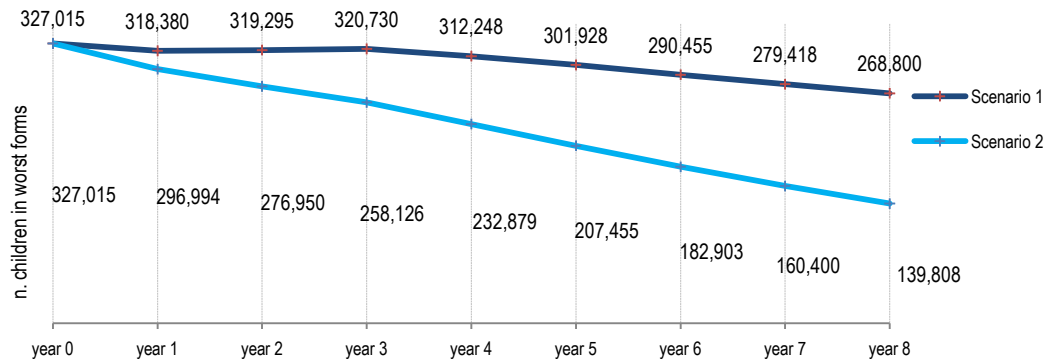
In order to obtain a projection of the children in worst forms over the target period, a model is first developed of the determinants of children's participation in economic activity and, within economic activity, in worst forms of child labour. A baseline equation for 2004 is estimated that explains children's participation in economic activity as a function of a set of individual, household, community and policy variables. A similar equation is then estimated that explains children involvement in worst forms conditioned on children being economically active, again as a function of a set of individual, household, community and policy variables. Both estimates include a set of variables relating to household income and school availability and quality to account for current policies in these areas.

The evolution of children in worst forms is estimated under two different sets of assumptions: in the first (scenario 1), we assume that the effects of the unfolding economic crisis are significant and sustained, not only in terms of growth, but also in terms of the government's ability to implement education and social protection plans; in the second (scenario 2), we assume sustained growth for the economy and progress in implementation of the main programs relative to school availability and school quality.⁵ The two scenarios are seen as offering a reasonable range for the possible evolution of the population of children involved in the worst forms of child labour. Several intermediate situations can be easily derived from the spectrum considered here.

⁴ Cambodia Socio-economic Survey (CSES)

⁵ A real per capita GDP growth of five percent per year is considered over 12 years, in line with the "National Strategic Development Plan 2006-2010". Efforts supported by the World Bank and the Asia Development Bank are expected to raise coverage of lower secondary schools from about 39 percent to 88 percent of communes. Primary schools can already be relatively easily reached by almost all (97 percent) children of primary school age). Upper secondary schools are accessible only for 19 percent of the population aged 10-17 years, but there are currently no information regarding extending coverage. Increases in upper secondary school access are therefore not taken into consideration in the projections below.

Figure 1. Projected evolution of children in worst forms, 10-17 years age group, by underlying sets of assumptions concerning changes in the factors influencing involvement in worst forms



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

When schooling progress and economic growth are held constant (scenario 1), the size of the 10-17 year-old cohort in worst forms declines from 327,015 to 268,800 over the nine year period; this is a reflection entirely of broader demographic trends, which foresee a decline in the overall 10-17 years population cohort during this period. In the second case (scenario 2), the combined impact of income growth, school expansion and demographic trends reduces the population of 10-17 year-olds in worst forms by a much greater number, from 327,015 to 139,808 over the nine year period (Figure 1). These results underscore the extent to which the target population, and concomitantly the cost of reaching this population with programmatic interventions, depends on underlying assumptions concerning economic growth and current policy efforts.

Core intervention package for eliminating persisting worst forms of child labour

The core intervention package used in the costing exercise is drawn from the national Time-Bound Programme (TBP) for the elimination of worst forms of child labour. The Time-Bound Programme, in turn, drawing on the broad strategies delineated in the national plan of action, contains a range of local-level prevention, second chance and capacity-building measures designed to (a) prevent vulnerable children from entering into child labour and to (b) withdraw the existing stock of children in worst forms and facilitate their recovery and “second chance” education. Again, a complete policy response to child labour requires that the core intervention package is integrated with other development efforts across a range of sectors and involving all concerned line ministries.

The total and per child costs for each of the specific measures contained in the core intervention package are calculated on the basis of the average

budgeted costs provided by IPEC for the same measures in the pilot IPEC action programmes currently being implemented. The cost estimates include the direct costs budgeted for the prevention and withdrawal interventions in the core intervention package, as well as the costs associated with building the necessary capacity for their implementation and the costs associated with their management and administration. The unit costs vary considerably according to whether a child is prevented or withdrawn from worst forms, and, in the latter case, at what age withdrawal takes place. The unit cost of providing second chance education rises significantly with age, from \$US 67.74 for 10-13 year-olds to \$136.25 for 14-17 year-olds, highlighting the importance of early intervention.

Cost of extending core intervention package to remaining children in worst forms over a nine-year time horizon

In order to offer an assessment of the likely cost of extending the core intervention package to remaining children in worst forms, three different implementation schemes are elaborated. The three schemes help to determine the amount of the resources needed to implement the core intervention package on the basis of the dynamic interplay between preventive and withdrawal/second chance interventions, their relative costs and the costs by age group. Numerous variations are of course possible. It is believed, however, that the schemes considered here offer a sufficient range of information for benchmarking the costs of the core package for eliminating worst forms. Other possible estimates can easily be derived as variations of those presented.

The first implementation scheme involves the prevention of all children from entering worst forms and the withdrawal of all children already in worst forms from the outset of the programme, and therefore assumes that there are no capacity constraints. The second implementation scheme involves a gradual four-year phase-in period for both prevention and withdrawal measures during which some children graduate into adulthood untreated. The third intervention scheme also involves a gradual phase-in for both prevention and withdrawal, but does not allow any children to slip through the cracks, even during the initial phase-in period. The third scheme therefore combines the long-term objective of eliminating worst forms with the short-term goal of “rescuing” children currently in worst forms and providing them with a second chance to acquire basic skills needed for successful transition into adulthood. The three schemes are evaluated with reference to the two growth/policy scenarios discussed above.

The cost estimates also include the imputed cost of eliminating the worst forms of child labour for the 5 to 9 age group.

Table 1. Estimated cost and coverage of core intervention package for eliminating worst forms, by intervention scheme and scenario

	Implementation scheme I		Implementation scheme II		Implementation scheme III	
	Target population (scenario 1)	Target population (scenario 2)	Target population (scenario 1)	Target population (scenario 2)	Target population (scenario 1)	Target population (scenario 2)
Total children prevented from worst forms	601,822	329,084	534,121	274,476	534,121	274,476
Total children withdrawn (5-13 year-olds)	89,129	94,041	49,366	48,215	65,885	64,668
Total children withdrawn (14-17 year-olds)	198,086	198,086	151,513	147,272	289,031	282,066
Total children treated (prevention and withdrawal, 5-17 years)	889,037	621,211	735,000	469,963	889,037	621,211
Total cost of prevention and withdrawal (US\$,000)	\$82,429	\$64,865	\$70,524	\$50,834	\$90,380	\$70,314

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

The total cost of extending the core intervention package to all remaining children in worst forms over a nine-year period varies considerably according to the implementation scheme selected (Table 1). The total number of treated children under scheme III is the same as that under scheme I, but costs are lower in the first scheme because treatment occurs earlier in the lifecycle. More children are prevented from entering worst forms at an early age under scheme I, and a greater proportion of those in worst forms under scheme I are reached with second chance interventions in the younger 5-13 years age bracket when their cost is significantly lower. The total direct cost for scheme III is higher than for scheme II because the third scheme treats greater numbers of 17 year-olds with costly second chance interventions. But the third scheme avoids the social costs incurred in scheme II associated with allowing some older children to graduate into adulthood untreated, and therefore in likely need of even costlier interventions later in their lifecycles.

The total cost of implementing the core intervention package also depends heavily on the prevailing economic growth/policy scenario. In a context of zero economic growth and limited progress in implementing the national education and social protection plans (scenario 1), projected numbers of children in worst forms are much higher, in turn raising the cost of reaching this population with the core intervention package. The estimated cost under scenario 1 of \$US90,4 million compares with an estimated cost of \$US70,3 million under scenario 2, for example, if implementation follows the third scheme. The zero growth scenario will be increasingly relevant should the global economic crisis extend significantly beyond 2010, but nonetheless can be seen as an upper cost benchmark for full implementation of the core intervention package.

But even the highest estimate for eliminating worst forms (scenario 1, implementation scheme III) of \$90,4 million over nine years (about US\$10

million per year for nine years) is not large when seen from the perspective of Cambodia's annual overseas development assistance (ODA) or its total annual social spending. The estimated annual cost of US\$10 million amounts to only 2 percent of total 2007 ODA (OECD, 2009). This suggests that eliminating worst forms over the envisaged nine-year time horizon is by no means an unrealistic goal. Indeed, with a relatively modest additional resource investment, the goal of eliminating worst forms of child labour appears well within reach.

1. INTRODUCTION

1. The current report was developed under the aegis of the Understanding Children's Work (UCW) programme. UCW research efforts in Cambodia have shaped the development of a two-volume Inter-Agency Report on child labour. Volume I of the Inter-Agency Report – Children's Work in Cambodia: A Challenge for Growth and Poverty Reduction – was released on 12 June 2006. It analyses the current child labour situation in Cambodia - the extent and nature of child labour, the causes and consequences of child labour, and policy approaches for addressing it. The current Volume II of the Inter-Agency Report on child labour assesses the additional resource requirements for eliminating worst forms over a nine-year time horizon.

2. The report focuses on the “residual” group of children expected to remain in worst forms even when demographic evolution, and broader education, social protection and other national development efforts, are taken into account. It estimates the likely size of this residual group in worst forms, and the cost of additional targeted interventions designed to reach it, under two broad scenarios. The first scenario assumes that economic growth and progress in implementing national development plans are significantly slowed by the unfolding global economic crisis. The second assumes that the impact of the economic crisis on growth and spending will be more contained over the nine-year time horizon. The difference in the cost estimates under the two scenarios highlights the resource implications of the economic crisis on efforts against child labour: eliminating worst forms will cost an estimated \$20 million more under the first scenario than under the second one.

3. The core intervention package used as a basis for the cost estimates is drawn from the national Time-Bound Programme (TBP) for the elimination of worst forms. It is worth emphasising in this context that the intervention package does not by itself constitute a complete policy response to worst forms of child labour. Rather, it constitutes a set of core measures identified by the Government that needs to be closely integrated with other development efforts across a range of sectors and involving all concerned line ministries. ILO/IPEC experience in project implementation in Cambodia is relied upon for costing the specific items within the core intervention package.

4. The Volume II report is organised as follows. The next section presents a detailed baseline estimate of children in each of the worst forms on the national list, drawing on data from the Cambodia Socio-economic Survey (CSES) 2003-04. Section 3 presents a projection of children's participation in worst forms over the next nine years, based on a model of child labour determinants and their expected evolution over this time period. Section 4 maps current interventions targeting worst forms, and their numeric and geographic coverage. Section 5 details the core intervention package and

its cost. Section 6 brings together the projections of children in worst forms and the mapping of current efforts to estimate the cost of eliminating worst forms within a nine-year time period under different intervention schemes.

2. BASELINE ESTIMATE OF CHILDREN IN WORST FORMS OF CHILD LABOUR

5. The Government drafted a National Plan of Action (NPA) for the elimination of worst forms of child labour in February 2004 covering the period 2004-2010. Government bodies and national stakeholders participating in this process identified a total of three “unconditional” worst forms of child labour and a further 16 “hazardous” forms of particular relevance in the Cambodian context,¹ as listed in Table 2 below. This section is aimed at clarifying national time-bound targets on the basis of more precise estimates of the baseline population in the 16 nationally-identified priority “hazardous forms” of work. The estimation exercise will not extend to the priority “unconditional worst forms”, which are not captured by household surveys and by their nature are difficult to quantify with any precision.

Table 2. Worst forms of child labour identified in Cambodia National Plan of Action

Hazardous forms of child labour	<ol style="list-style-type: none"> 1. Portering 2. Domestic worker (private home) 3. Waste scavenging or rubbish picking 4. Fishing 5. Work in rubber plantations 6. Work in tobacco plantations 7. Work in (other) semi-industrial agriculture plantations 8. Brick-making 9. Salt production and related enterprises 10. Handicrafts and related enterprises 11. Processing sea products 12. Stone and granite breaking 13. Rock/sand quarrying, stone collection 14. Gem and coal mining 15. Restaurant work 16. Begging
Unconditional worst forms of child labour	<ol style="list-style-type: none"> 1. Child commercial sexual exploitation 2. Child trafficking 3. Children used in drug production, sales and trafficking

6. The data situation for Cambodia makes obtaining baseline estimates of worst forms particularly daunting. The best information on the number of children involved in the nationally identified worst forms of child labour can be obtained from the Cambodia Child Labour Survey (CCLS) 2001 survey dataset. This survey collected information on children’s economic

¹ In ILO/IPEC terminology used in global publications on child labour, “worst forms” of child labour are divided into “unconditional worst” and “hazardous” forms of child labour.

activity by industry and occupation at the three-digit level in accordance with the ISIC (Rev. 3) standardised classification. But the CCLS 2001 dataset, in addition to being out of date, does not permit baseline projections taking into account the likely evolution of the economy and the changes in the educational infrastructure. (An initial baseline estimate of child involvement in nationally-identified worst forms based on the CCLS 2001 dataset is presented in Annex I of this document.)

7. For these reasons, the Cambodia Socio-Economic Survey (CSES) 2003-04 dataset is used for the baseline estimates and projections presented in the sections below. This survey constitutes the most recent source of data on children's involvement in work and also contains information allowing projections taking into consideration at least some of the expected evolution of economic growth and educational policies. Unfortunately, use of this dataset also entails two important costs. First, the dataset contains no information on young children, and therefore the discussion that follows is necessarily limited to children aged 10 years and above. Second, the dataset contains a less precise disaggregation of children's activities by industry and occupation, making the task of matching this information with the national list even more difficult. Neither the CCLS 2001 nor the CSES 2003-04 dataset contains information on unconditional worst forms, and these forms of child labour are therefore excluded from the baseline estimates and projections presented below.

8. Baseline estimates for the worst forms of child labour contained in the national list are presented in Table 3. Taken together, they yield an initial estimate of 313,264 children aged 10-17 years in these worst forms. The estimates are derived by cross tabulating the general industrial classifications and the occupational categories contained in the CSES 2003-04 dataset with the national list. However, differences in terminology and the lack of specificity in the CSES 2003-04 categorizations mean that this matching is imperfect at best, and the estimates should be interpreted with this in mind.

Table 3. Partial estimates of children in the nationally-identified worst forms of child labour^(a), by age range, 2003-04 reference period

Worst forms identified in Cambodia National Plan of Action		CSES 2003-2004			
		10-14 No.	15-17 No.	10-17 years No.	
Hazardous forms	1. Portering	1,457	1,777	3,234	
	2. Domestic worker (private home)	6,088	12,169	18,257	
	3. Waste scavenging or rubbish picking	1,404	260	1,664	
	4. Fishing				
	5. Processing sea products	49,202	39,878	89,080	
	6. Work in rubber plantations				
	7. Work in tobacco plantations	3,262	4,340	7,602	
	8. Work in (other) semi-industrial agriculture plantations	33,917	33,635	67,552	
	9. Brick-making				
	10. Handicrafts and related enterprises	17,138	26,269	43,407	
	11. Salt production and related enterprises				
	12. Stone and granite breaking				
	13. Rock/sand quarrying, stone collection				
	14. Gem and coal mining	4,892	13,976	18,868	
	15. Restaurant work	24,564	29,387	53,951	
	16. Begging	--	--	--	
	17. Domestic worker and Restaurant work	3,300	6,349	9,649	
Total in worst forms identified in National Plan of Action		By age group	145,224	168,040	313,264
		Grand total, 10-17 years	313,264		

Notes (a) Priority national hazardous sectors identified in the National Plan of Action match only imprecisely with the standard industrial and occupational classifications used in CSES 2003-04. Estimates, therefore, are indicative only.

9. The estimates for each of the worst forms on the national list were derived from the CSES 2003-04 dataset as follows:

- *Child portering*: estimate obtained cross-tabulating the industry category "land transport; transport via pipelines" and the occupation category "labourers in mining, construction, manufacturing";
- *Child domestic workers*: estimate obtained using the industry classification "private households with employed person";
- *Waste scavenging or rubbish picking*: estimate obtained cross-tabulating the industry category "sewage refuse and disposal" and occupation category "sales and services elementary occupation";
- *Fishing / processing sea products*: estimate obtained using the industrial categories "fishery workers: operator, mainly market"; "fishery workers: operator, mainly subside"; "fishery workers: worker, experienced"; fishery workers: helper, aid, ; fishing, operation of fish hatcheries assistant"; and "agricultural, fishery and related labourer";

- *Work on rubber plantation / and tobacco plantation:* estimate based on the occupational categories “tree and shrub crop growers: operator mainly market”; and “tree and shrub crop growers: operator mainly subsistence”;
- *Work in semi-industrial agricultural plantations:* estimate obtained cross tabulating the industrial classification “growing of crops...” with the list of crops cultivated by the household (excluding those families cultivating mainly rice);
- *Handicrafts and related enterprises:* estimate obtained using the occupation classification “other craft and related trades workers”;
- *Stone and granite breaking; rock/sand quarrying, stone collection; and gem and coal mining:* Estimate derived using the industry classification “labourers in mining, construction, manufacturing; other mining and quarrying”. The information on occupation and industry codes do not allow identifying children in the three listed worst forms separately;
- *Restaurant work:* estimate obtained using the industry code “hotels and restaurants” and the occupational category “sales and services elementary occupation”.

Table 4. Distribution of children in worst forms by province, children aged 10-17 years, 2003-04 reference period

Provinces	Number of children in worst forms	Children in worst forms as % of children in economic activity	Children in worst forms as % of all children
Banteay Mean Chey	13,827	19.9	9.1
Bat Dambang	30,198	27.1	14.8
Kampong Cham	59,480	25.0	14.9
Kampong Chhnang	20,297	32.3	20.5
Kampong Speu	13,190	12.9	8.7
Kampong Thum	18,960	23.3	12.5
Kampot	10,243	21.0	8.0
Kandal	38,367	23.3	12.8
Kaoh Kong	8,018	37.9	24.8
Kratie	2,158	9.6	3.9
Phnom Penh	17,251	32.3	7.3
Preah Vihear	2,283	10.7	8.1
Prey Veaeng	20,437	11.7	8.5
Pousat	6,552	11.2	6.9
Rattanak Kiri	317	2.6	1.3
Siem Reab	15,354	14.1	8.6
Krong Preah Sihanouk	3,101	17.3	8.1
Stueng Traeng	1,417	13.2	8.2
Svay Rieng	8,789	9.2	7.3
Takaev	19,020	14.7	9.7
Oudor Mean Chey	1,333	12.8	8.4
Krong Kaeb	1,180	17.4	15.3
Krong Pailin	1,491	70.2	12.7
Total	313,264	19.2	10.8

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

10. Table 4 shows the distribution of children involved in worst forms by province. The table illustrates the large variation across provinces in involvement in worst forms, in both absolute and proportionate terms, in turn underscoring the need for geographic targeting of child labour elimination efforts. A mapping of current interventions against worst forms, indicates that these efforts are limited geographically and that many areas with some relevance of worst form of child labour are not targeted by interventions.

3. PROJECTED CHANGE IN CHILDREN'S PARTICIPATION IN ECONOMIC ACTIVITY AND WORST FORMS

3.1 Baseline estimates

11. The 2003-04 Cambodia Socio-economic Survey (CSES 2003-04) is used to project the likely evolution of children's involvement in economic activity and worst forms of child labour over a 9-year period. In order to obtain the baseline projection from the CSES 2003-04, a model is estimated of the determinants of children's participation in the economic activity and, within the economic activities, in worst forms of child labour. A baseline equation for 2004 is first estimated that explains children's participation in economic activity as a function of a set of individual, household and community variables. A similar equation is then estimated that explains children involvement in worst forms conditioning on children being economically active, again as a function of a set of individual, household and community characteristics.

12. The set of variables includes: the age of the child; a dummy variable taking the value of one if the child is female; a dummy variable (*ethnicity*) taking value one if the child belongs to a Khmer household; the number of the household members (*hsize*); the number of children aged 0-5 years in the household (*nsibling*); the number of adult household members (*nadult*); a dummy variable taking value 1 if the household head has changed residence during the last five years (*Hh. Head has migrated*); a variable taking into account the level of education of the household head (*education of hh head*); a dummy variable taking value one if the father/mother does not live in the household (*father/mother not live in the Hh.*); the logarithm of the household expenditure (*ln of hh expenditure*); and a dummy variable taking value of one if the household is connected to the public water network (*public water*). School access is taken into consideration through the inclusion of dummy variables for the existence of a primary school (*number of primary school in the comm.*), and lower secondary school (*number of lower sec. school in the comm.*) in the community. School quality is reflected by the inclusion of the *pupil teacher ratio*, the *pupil to class ratio*, and the experience level of teachers (*% teacher 5-15 years of experience* and *% teacher >15 years of experience*).

13. Marginal effects after estimation of a probit model of children in economic activity are presented in Table 5. The results underscore the importance of both school quality and school access to household decisions concerning children's time use. A lower pupil to teacher ratio reduces the involvement of children in economic activity, independently of whether they were attending school or not. The presence of lower secondary schools in the commune reduces the probability of involvement in economic activity. The household income, proxied by the logarithm of household

expenditure, does not show any relevant effect on household decisions concerning children's time allocation.

Table 5. Marginal effects after probit regression on economic activity, children aged 10-17 years

Probit regression, reporting marginal effects			Number of obs = 16014
			LR chi2(42) = 2961.95
			Prob > chi2 = 0.0000
Log likelihood = -9547.5983			Pseudo R2 = 0.1343
Economic activity	dF/dx		z
age	0.1111		4.50
age2	-0.0017		-1.87
female*	-0.0081		-0.97
nsibling	0.0275		3.62
nadult	-0.0087		-1.16
hhsz	0.0034		1.20
ethnicity*	-0.0057		-0.23
Hh. Head has migrated*	-0.0543		-5.91
Education of HH head	-0.0722		-7.01
Father not live in the Hh.*	0.0359		2.85
Mother not live in the Hh.*	-0.0394		-2.42
Ln of Hh. Expenditure	0.0039		0.77
rural*	0.1776		12.47
Public water*	-0.0743		-3.61
Number of primary school in the commun.	-0.0009		-0.45
Number of lower sec. school in the comm.	-0.0298		-3.91
Pupil teacher ratio	0.0007		2.95
Pupil class ratio	0.0010		1.40
% teacher 5-15 years of experience	-0.0085		-0.25
% teacher >15 years of experience	0.1002		3.54
obs. P .5472087 ; pred. P .5504942 (at x-bar)			
(*) dF/dx is for discrete change of dummy variable from 0 to 1;			
z and P> z correspond to the test of the underlying coefficient being 0;			
Note: Control dummies of provinces omitted;			

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 6. Marginal effects after probit regression on worst form of work, children aged 10-17 years

Probit regression, reporting marginal effects		Number of obs = 8763
		LR chi2(42) =513.08
		Prob > chi2 =0.0000
Log likelihood = -4054.5732		Pseudo R2 = 0.0595
Worst form of work	dF/dx	z
age	-0.0149	-0.58
age2	0.0010	1.13
female*	0.0018	0.22
nsibling	0.0109	1.45
nadult	-0.0177	-2.33
hhsiz	0.0046	1.66
ethnicity*	-0.1543	-5.53
Hh. Head has migrated*	0.0336	3.70
Education of HH head	-0.0113	-1.01
Father not live in the Hh.*	0.0418	3.28
Mother not live in the Hh.*	0.0196	1.24
Ln of Hh. Expenditure	-0.0155	-2.85
rural*	-0.0644	-3.73
Public water*	0.0293	1.18
Number of primary school in the comun.	0.0017	0.77
Number of lower sec. school in the comm.	0.0083	1.04
Pupil teacher ratio	-0.0005	-2.11
Pupil class ratio	-0.0015	-1.92
% teacher 5-15 years of experience	0.0634	1.85
% teacher >15 years of experience	0.0191	0.66
obs. P .1939975; pred. P .1797481 (at x-bar)		
(*) dF/dx is for discrete change of dummy variable from 0 to 1;		
z and P> z correspond to the test of the underlying coefficient being 0;		
Note: dummies of provinces omitted;		

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

14. Table 6 presents the estimates of the probability that a child working in economic activity is involved in one of the hazardous form of work identified by the National Plan of Action. While the results of the analysis of children's involvement in economic activity underscore the importance of school quality and access to school, the analysis of children's participation in worst forms mainly underscores the importance of per capita income to household decisions concerning children's time use.

3.2 Children's participation in worst forms of child labour: projections

15. The projections are based on the impact of the expected evolution of the main determinants of household decisions concerning children time use, on the base of the baseline estimates presented above. As a starting value for the projections, we use the 2004 estimates of participation of children in economic activity and in worst forms of child labour. The evolution of the economy and the policies carried out in the past three years are likely to have modified the participation rate observed in 2004.

16. However, there is a lack of any more recent information and the 2004 estimates are likely to underestimate the extent of child labour. For this reason we have considered more prudent to use the 2004 estimates as a starting value.

17. To determine the expected evolution of child labour, we have taken into consideration the impact of the expected growth of per capita income and that of population growth. We have also tried to reflect the impact of policies aimed at increasing human capital accumulation by looking at expected changes in school availability (lower secondary school) and school quality (changes in pupil to teacher ratio). This set of variables is far from exhausting the elements that are likely to have an impact on household decisions concerning children's activities. However, given the data available, they are the ones that could be considered in the estimates.

18. The two equation estimated above can be used to express the probability that a child is involved in one of the worst form of child labour (P_{WF}) as the product of the probability that a child is involved in worst forms of child labour conditional on being in economic activity ($P_{WF/EC}$) and the probability of being involved in economic activity (P_{EC})

(1)

19. We have considered two possible cases as a base for the presentation. In the first (*scenario 1*) we assume that all relevant variables (including income) do not change over time, with the exception of population that is expected to change the way described below. Should the unfolding global economic crisis continue beyond 2010, this (zero-growth) scenario will merit particular attention. In the second (*scenario 2*), we have assumed sustained growth for the economy and implementation of the main programs relative to school availability and school quality. The two scenarios should offer a reasonable range for the possible evolution of the population of children involved in the worst forms of child labour. Several intermediate situations can be easily derived from the spectrum considered here.

20. The following paragraph describes in more detail the evolution of variable of interest that has been assumed as a base for the projections. The projections of children's involvement in economic activity are based on the following assumptions:

- *Population growth (scenarios 1 and 2)*: The evolution of the population in the age range 10-17 is based on the dynamic of previous cohorts. In particular, the projections of the population growth are obtained exploiting the information contained in the CSES 2003-2004. The population at the year 0 is estimated as the actual population in the age group 10-17 in 2004, and the population from the year 1 to year 9 is computed using the population of the younger cohorts (age 9-16, 8-15, ..., 1-8). The projection for the years 10-12 is obtained as a linear projection of the previous estimated population change cohorts. Overall, the number of individuals in the age group 10-17 decreases by about 1.3 percent per year, but shows an increase in the first years followed by a subsequent decrease.
- *Per capita income growth (scenario 1)*: The GDP per capita is assumed to remain constant over the simulation period, an increasingly likely prospect in light of the unfolding global economic crisis.
- *Per capita income growth (scenario 2)*: A real per capita GDP growth of five percent per year is considered over 9 years, in line with the "National Strategic Development Plan 2006-2010".
- *School availability (scenario 2)*: The World Bank and the Asia development Bank will jointly contribute to the *expansion* of access to lower secondary education by supporting the construction of 800 lower secondary schools in communes without these facilities². This is expected to raise coverage of lower secondary schools from about 39 percent to 88 percent of communes. The presentations take into consideration the planned expansion of lower secondary schools (Primary schools are already widely distributed across the communes and can be relatively easily reached by almost all (97 percent) children of primary school age). Upper secondary schools are accessible only for 19 percent of the population aged 10-17 years, but there are currently no information to extend coverage. Increases in upper secondary school access are therefore not taken into consideration in the projections below.
- *School quality (scenario 2)*: we assume a reduction of *pupil to teacher ratio* in line with that targeted in the Appraisal of Basic Education Component of Cambodia's Education Strategic Plan.³

² Expanded Basic Education Programme (EBEP) (Phase II) 2006-2010, Unicef and MOYES

³ Appraisal of Basic Education Component of Cambodia's Education Strategy Plan, Phnom Penh, October 2006

21. The results of the projections are presented in Table 7 and Table 8. As shown, considering projected population decline alone (*scenario 1*), the size of the 10-17 year-old cohort in economic activity (taking constant the percentage of children in economic activity over the years) would decline from 1.6 million to 1.3 million over a 9 year period. In the second case (*scenario 2*), the combined impact of income growth and school expansion will reduce the number of working children aged 10-17 years to one million over a 9 year period. While significant, this calculation and the reported marginal effects obtained from the regression analysis makes clear that economic growth alone is not sufficient for the elimination of child labour.

Table 7. Scenario 1: Projected estimates of child involvement in economic activity and worst forms of work, 10-17 years age group

	year 0	year 1	year 2	year 3	year 4	year 5	year 6	year 7	year 8
Economic activity									
Projection based on demographic changes alone	1,675,920	1,630,980	1,636,633	1,634,023	1,574,500	1,521,090	1,463,289	1,407,684	1,354,192
Worst forms of work									
Projection based on demographic changes alone	327,015	318,380	319,295	320,730	312,248	301,928	290,455	279,418	268,800

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 8. Scenario 2: Projected estimates of child involvement in economic activity and worst forms of work, 10-17 years age group

	year 0	year 1	year 2	year 3	year 4	year 5	year 6	year 7	year 8
Economic activity									
Projection based on demographic growth, rise in household income and increase in school availability and school quality	1,667,654	1,585,290	1,564,957	1,529,142	1,425,460	1,344,801	1,268,580	1,196,211	1,127,509
Projected percentage of child involvement in economic activity	56.5	55.5	54.5	53.5	52.5	51.5	50.5	49.5	48.5
Worst forms of work									
Projection based on demographic changes, rise in household income and increase in school availability and school quality	327,015	296,994	276,950	258,126	232,879	207,455	182,903	160,400	139,808
Children in hazardous work as % of children in economic activity	19.2	18.2	17.2	16.2	15.2	14.2	13.2	12.2	11.2
Children in hazardous work as % of children in the relevant age group	10.8	10.1	9.4	8.7	8.0	7.3	6.7	6.0	5.4

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

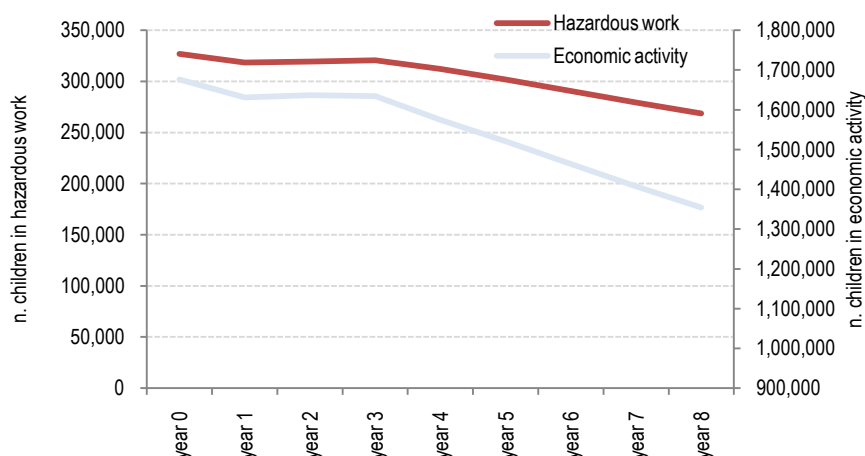
22. On the basis of the projection of the involvement of children in economic activities, we have then generated the projection of children in

worst forms on the basis of the equation of participation in the worst forms conditional of being involved in economic activities discussed above. The results of the projections are presented for both the cases considered in Table 7 and Table 8 for scenario 1 and scenario 2 respectively.

23. Under *scenario 1* the participation rate of children in the Worst Form of Child Labour remains constant and the reduction in the number of concerned children is determined only by the evolution of the population (Table 7 and Figure 2⁴).

24. Under *scenario 2*, the projections based on CSES 2003-2004 show that 19 percent of working children are engaged in worst forms of child labour. The incidence of children in worst forms expressed as percentage of children in the relevant age group (10-17 years) is expected to decline from 10.8 percent in year 0 to 5.4 percent in 9 years. The participation of children to economic activity decreases less quickly than children's participation worst forms. Among the age group 10-17 years, the number of children in economic activity is expected to decline by 38 percent, from 1.6 million to 1 million, compared to an expected decline of children in hazardous work equal to 60 percent, from 320,000 to 139,000. This result is not surprising, if one considers that the impact on children's labour supply improved living conditions is larger for the low income household: the household where children are more likely to be involved in the worst forms of child labour. Moreover this result is also consistent with the broader global trends in child labour reduction.⁵

Figure 2. Scenario 1: Projected changes in involvement in economic activity and hazardous work, children aged 5-17 years



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

⁴ Figure 2 also includes an estimate of 5-9 years old children involved in economic activity and in the worst form of child labour.

⁵ See: ILO/IPEC, *Global Child Labour trends 2000 to 2004*. Geneva, 2006.

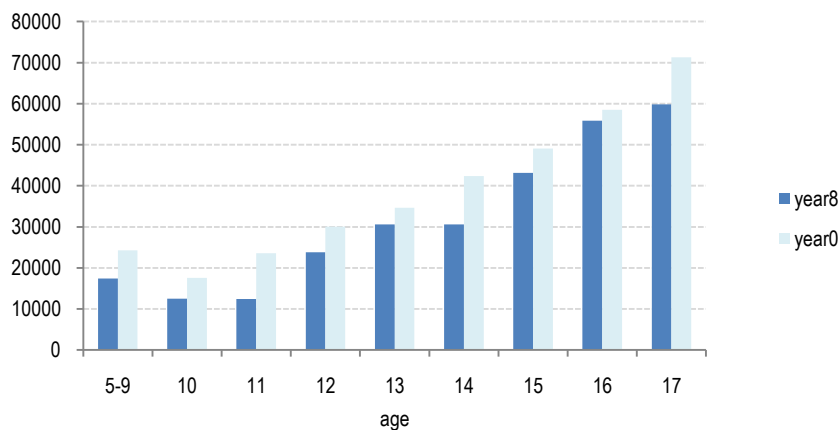
25. On the basis of the aggregate estimates/projections presented above, age-specific projections are generated (Table 9). An estimate of 5-9 years old children involved in the worst forms of child labour is also provided. For simplicity of exposition projections related to scenario 1 are here described. Full details on projections under scenario 2 are reported in appendix. Figure 3 illustrates the absolute size of the projected decline in involvement in hazardous work rises moving across the 5 to 17 years age spectrum.

Table 9. Scenario 1: Age-specific projections of involvement in worst forms

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
5-9	24289	24979	22021	19276	20312	19541	18798	18084	17396
10	17538	15419	19228	17059	11681	14036	13503	12990	12496
11	23582	20898	18373	22912	20327	13919	13390	12881	12392
12	30022	31042	27510	24186	30161	26759	25742	24764	23823
13	34615	34213	35376	31350	27562	34371	33065	31809	30600
14	42362	43138	42638	44087	39070	34349	33044	31788	30580
15	49049	52577	53541	52920	54718	48491	46648	44876	43170
16	58526	56261	60307	61413	60700	62763	60378	58084	55876
17	71322	64831	62322	66804	68029	67240	64685	62227	59862

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 3. Scenario 1: Projected changes in involvement in worst forms by age, year0 to year8



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

4. CURRENT EFFORTS TARGETING WORST FORMS

4.1 Mapping and coverage

26. This section reviews the coverage and contents of current efforts directly targeting worst forms, primarily within the framework of the national Time-Bound Programme (TBP). It does not address other, broader efforts in social and economic development, poverty reduction and institutional reform with a bearing on child labour, which are beyond the scope of the current report.

27. Figure 4 and Table 10 map current programmatic interventions addressing each of the 16 nationally-identified worst forms. This mapping highlights the limited coverage of current efforts under the national TBP and related programmes. Only nine of the priority worst forms are subject to targeted interventions, and even these interventions reach only a small proportion (six percent) of the estimated target population. Geographically, current interventions are limited to only seven of the country's 23 provinces, and bear little relation to the actual distribution of children in worst forms (although migration means that children's current location does not always coincide with their location of origin). The overwhelming majority of children in worst forms, therefore, benefit from no direct protection or rehabilitation efforts under the Time-Bound Programme. Achieving the country's ambitious time-bound goals for the elimination of worst forms will require a substantial expansion of current efforts.

Figure 4. Distribution of children in hazardous form of work and Distribution interventions against worst forms by provinces



Source: incidence of hazardous work: UCW calculation based on CSES 2003-2004; Abelardo Cruz and Long Ratana, *Mapping and costing current programmes targeting the worst forms of child labour*. Crossroads to Development, background report for UCW inter-agency report on child labour in Cambodia (Vol. II), Phnom Penh, November 2007

Table 10. Mapping of agency initiatives on direct action for prevention, removal and withdrawal of working children in WFCL sector

Sector	Province	Existing Programme ^{a/}	Target No. of Beneficiary	
			Children	Families
1 Child Porter	Banteay Meanchey (BMC)	TBP & BIG-C	1,600	200
2 Fishing	Sihanoukville (SHV)	TBP	3,100	680
	Kep	TBP	1,520	400
3 Rubber Plantation	Kampong Cham		2,000	400
4 Brick Making	Kampong Cham (KPC)	TBP, WVC, LICADHO	950	150
	Siem Reap (SRP)	TBP, WVC, LICADHO	1,200	200
5 Fishing and Salt Production	Kampot	TBP	3,360	700
6 Child Domestic Labourers	Phnom Penh (PNP)	TBP	2,200	400
7 Waste scavenging	PNP (Stueng Mean Chey dumpsite)	VCAO, WVC, PSE	360	
8 Street begging and vending	PNP, KPC (new areas: SHV, SRP)	Mith Samlanh	1,300	400
9 Restaurant, small business, etc. ^{b/}	SHV, SRP, PNP	Child Safe Tourism project	n/a	
10 Tobacco plantations	KPC, KKG	(none)		
11 Semi-industrial agri-plantations	KPC, BMC, Battambang, SRP, KKG, Svay Rieng, Preah Vihear	(none)		
12 Handicrafts & related enterprises	(various sites)	(none)		
13 Stone and granite breaking	(various sites)	(none)		
14 Quarrying (rock, stone)	(various sites)	(none)		
15 Gem and coal mining	Pailin, Mondolkiri, Ratanakiri	(none)		
16 Stone and granite breaking	Pursat, SRP, Kampong Thom, BMC	(none)		
TOTAL BENEFICIARIES			17,590	
ESTIMATED TOTAL TARGET POPULATION			313,264	
COVERAGE (%)			5.7	

Notes: (a) Inter-agency with government departments and local NGO field implementer; (b) Mainly awareness-raising on employers 310,240

Source: Abelardo Cruz and Long Ratana, *Mapping and costing current programmes targeting the worst forms of child labour*. Crossroads to Development, background report for UCW inter-agency report on child labour in Cambodia (Vol. II), Phnom Penh, November 2007.

4.2 Programmatic interventions

28. The ILO-IPEC programme of support is the most comprehensive response to the elimination of child labour within the sectors identified in the Cambodian National Plan of Action (NPA) on the Elimination of the Worst Forms of Child Labour. Direct support is provided to removing children from the worst forms of child labour and preventing other children from entering such work. The ILO-IPEC programme targets some 15,930 children for withdrawal and prevention from exploitative and/or hazardous work through the provision of educational or non-educational services. Of this total, 7,270 are targeted for withdrawal from work and 8,660 for prevention from involvement in child labour. Of the total children targeted

by the programme, 9,910 are targeted to receive educational and/or training services, including: non-formal or basic literacy education; vocational, pre-vocational or skills training; and referral to the formal education system or to non-formal education, vocational, pre-vocational or skills training programmes.

29. The ILO-IPEC programme supports the implementation of direct actions in Phnom Penh (domestic work); Sihanoukville (fishing and brick), Kampot and Kep (salt and fishing), Kampong Cham (rubber and brick), Banteay Meanchey (porters), and Siem Reap (brick). The support programme emphasises community and non-governmental involvement, building the capacities of these local organisations, and mobilising community support from government institutions, communities, worker groups, business and civil society organisations. Enabling actions at the local level aim at strengthening support for direct action through community awareness raising and social mobilisation. Measures at the provincial and national levels target the upgrading and improvement of policy frameworks, building central government capacity in MDoLVT's Child Labour Department and elsewhere, and mainstreaming child labour issues into the education and other relevant sectors. Also included are building a better knowledge base and research capacity, in inform to inform policies and facilitate targeting.

30. Other key multilateral actors in the area of child labour include UNICEF, IOM,¹ UNESCO and World Bank. The child labour element of the UNICEF Country Programme mainly targets children in unconditional worst forms, and is aimed at helping to strengthen referral, protection, recovery and reintegration services for these children. The education element of the UNICEF Country Programme includes support to the establishment of “child-friendly” schools and to the implementation of inclusive learning measures, both of which contribute to making schooling more accessible and accommodating to vulnerable children at risk of involvement in child labour. UNICEF also works with Commune Councils, and particularly the Commune Committees for Women and Children, in identifying families whose children are not going to school and in following up with any needed support services.

31. IOM is active in the area of child trafficking. Within the framework of the national plan of action against child trafficking, it supports a variety efforts to prevent child trafficking and promote the return, recovery, and reintegration of trafficked children. UNESCO support includes introduction of non-formal basic education and vocational skill training for at-risk children and youth, and introduction of inclusive education measures for vulnerable children within the formal education system. The World Bank provides extensive support to efforts addressing the quality of and access to education, within the framework of the Fast Track Initiative.

¹ International Organisation for Migration.

32. A wide range of international NGOs provide support to national efforts against child labour. A non-exhaustive list of international NGOs active in the area of child labour in Cambodia includes World Education, Care International, The Asia Foundation, the Kampuchean Action for Primary Education (KAPE), World Vision Cambodia and the Save the Children Alliance. The first four organisations on this list are active in implementing OPTIONS, a four-year programme designed to combat trafficking and commercial exploitation of children. The OPTIONS programme is specifically aimed at reducing the number of children, especially girls, who fall victim to trafficking and commercial sexual exploitation, and at ensuring that children, especially girls, removed from the risk of trafficking and other forms of abuse are educated in programmes relevant to their needs. The programme works in 13 districts of Kampong Cham, Prey Veng and Banteay Meanchey. Areas of World Vision Cambodia support include aftercare for trafficked and sexually exploited children, child sex tourism prevention, child safe tourism, trauma recovery, and protection of children in high risk of trafficking. The Save The Children Alliance provides technical and financial support to a number of grassroots organisations with activities targeting children in unconditional worst forms.²

33. Local NGOs have multiplied rapidly in the last 15 years and there are now hundreds of such groups active in the country. But with the exception of the main NGO coalitions described below, little systematic information is available about the activities of the local NGO sector, or their coverage and impact in the area of child labour. Very few NGO programmes have been systematically evaluated, seriously limiting the country's ability to identify what works and what does not work in combating child labour.

34. Key local NGO coalitions include the NGO Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM), End Child Prostitution, Pornography and Trafficking of Children for Sexual Purposes (ECPAT) and the NGO Committee on the Rights of the Child (NGO-CRC). COSECAM consists of 23 local NGOs with the common goal of addressing the exploitation and abuse of children in general and sexual exploitation of children. General areas of COSECAM support include advocacy, research, institutional capacity building, and rehabilitation and re-integration of child victims. Specific measures include a scholarship fund for victims of trafficking, aimed at helping surviving and at-risk women and youth to become economically self-sufficient. ECPAT has 33 member organisations. Its main efforts include prevention of child sex tourism and the collection of statistics on incidence of child trafficking. ECPAT is also active in lobbying for the adaptation of the new Anti-Trafficking Law by the government. NGO-CRC is a 40-member NGO coalition active in advocating for, raising awareness of and monitoring the rights of

² These include NGO-CRC, an NGO coalition of 40 members; Legal Aid of Cambodia (LAC); Cambodian Children Against Starvation and Violence Association (CCASVA); Cambodian Centre for the Protection of Children's Rights (CCPCR); and VCAO.

Cambodian children. The coalition also has an important role in establishing child advocacy networks at the community level.

35. The organised component of the labour force in Cambodia remains small, and trade unions are concentrated mainly in the formal sector in Phnom Penh. They also exist outside Phnom Penh in selected sectors such as the hotel, salt-making and rubber plantation. At present there are 16 union federations, which participate in two Confederations. Trade unions are beginning to make their voices heard in the fight against the worst forms of child labour. Trade unions have been involved in studies on the situation of trafficking within their ranks, and in defining the role of organised labour in preventing child labour and child trafficking in the industries they represent. Efforts thus far have primarily involved individual trade unions or federations rather than the organised worker movement as a whole. Steps are being taken, however, towards more collective action. In 2004, for example, 10 members representing different trade unions took the lead in establishing an Inter-Union Committee on Child Labour. Another new group called the Project Advisory Committee of Trade Unions Against Child Labour (PACT Against Child Labour) was formed with ILO/IPEC support in 2005, and has begun implementing an action programme on mobilizing workers and workers organizations against child labour.

A number of employers' groups and business organisations are active in Cambodia, including the Cambodia Chamber of Commerce, the Garment Manufacturers' Association in Cambodia, the China, Hong Kong and Macau Expatriate and Business Association of Cambodia, and the Chinese Chamber of Commerce in Cambodia. The involvement of these groups is critical to addressing the demand side of the child labour equation. But with the exception of a degree of success in the garment sector,³ the potential of employers' groups and business organisations in efforts against child labour has yet to be fully realised. This may, however, be starting to change. With ILO/IPEC support, the Cambodian Federation of Employers and Business Association (CAMFEBA) has begun developing an action programme designed to mobilise employers and employers organizations against child labour.

³ Garments form the largest sector of the economy, and in this sector child labour has been successfully tackled in Phnompenh area (although more work remains to be done, on supply chains in particular).

5. CORE INTERVENTION PACKAGE FOR ELIMINATING WORST FORMS

5.1 Overview of core intervention package

36. This section outlines the core intervention package drawn from the national Time-Bound Programme (TBP) for the elimination of worst forms of child labour. The time-bound programme, in turn drawing on the broad strategies delineated in the national plan of action, contains a range of local-level prevention, second chance and capacity-building measures designed to (a) reduce the flow of vulnerable children into child labour and (b) identify and withdraw the existing stock of child labourers (c) facilitate their recovery and “second chance” education and (d) support vulnerable families. The time-bound programme also contains a set of national-level “enabling” measures aimed at creating an environment conducive to the elimination of worst forms.

37. It is worth emphasising in this context that the core intervention package does not by itself constitute a complete policy response to child labour. Rather, it constitutes a *set of core measures* identified by the Government that needs to be closely integrated with other development efforts across a range of sectors and involving all concerned line ministries.⁴

38. **Prevention measures.** Prevention measures constitute the most important component of a policy response to child labour. Clearly, sustainable reductions in child labour cannot be attained without addressing the factors causing children to enter work in the first place. Prevention measures are needed both to stem the flow of children into work and to stop children already in work from moving to more hazardous forms or leaving school prematurely. The core time-bound programme interventions in this context are as follows:

- *Rapid listing and individual follow-up.* Protecting individual children from worst forms first requires building systems for locating and identifying at-risk children, and for their individual follow-up. The national time-bound programme in this context has successfully piloted a system of “rapid listing”. The rapid listing, carried out by specially-trained working groups of district and commune officials, involves identifying all vulnerable children and children in worst forms in the target area as well as their families and dependents. The listing also extends to information on local schools, training centres and other community resources. The National Identification of the Poor

⁴ Cambodia’s national development plans are highlighted in the second Socio-Economic Development Plan (SEDP II), the National Poverty Reduction Strategy (NPRS), the 2003 Cambodian Millennium Development Goals (CMDG), the Rectangular Strategy (RS) and the National Strategic Development Plan (NSDP) 2006-2010. See Volume I of this report for further details.

Programme (IDPoor) led by the Ministry of Planning offers another useful tool for identifying vulnerable families in need of targeted follow-up. National programmes supporting the poor across a range of sectors will use IDPoor as a basis for targeting interventions.

- *District and/or commune-level monitoring systems for identifying and following-up child labour violations.* The national programme of action indicates that the enforcement of child labour laws is limited and ineffective (p. 26), and emphasises the need to strengthen systems for monitoring workplaces for compliance with child labour laws, starting with the priority hazardous sectors, as another key prevention measure. Mobilising and capacitating the local State and non-governmental actors that operate closest to where these frequently-hidden forms of child labour occur is particularly important. The national time-bound programme in this context has introduced a pilot initiative involving the formation of small community-level monitoring committees integrated closely with the formal MLVT inspection system. It enables formal labour inspectors to join hands with local actors (e.g., employers' organisations, social workers, local community organisations) to form broad-based child labour monitoring systems at the local level.
- *Microfinance schemes/social support for vulnerable families.* The national time-bound programme extends support to a variety of micro-credit and social support schemes targeting families with children vulnerable to child labour. These schemes are aimed at preventing families from having to resort to sending their children to work to make ends meet. A local self-help groups (SHGs) scheme piloted through the national time-bound programme centres on the formation and training of self-help groups composed of targeted families and providing them with micro-credit opportunities for micro-business development. The groups, typically headed by a mother of removed child, are provided training on entrepreneurship, accounting and other skills relating to setting up and running a micro-enterprise. Participation is typically conditional on children attending school and remaining out of work. Where possible, the SHGs are integrated with other micro-credit initiatives.
- *Building community support:* The national plan of action also recognises the importance of raising awareness of child labour as a rights violation and mobilising society against it. The time-bound programme contains a variety of elements with these broad aims, including (a) setting up and building capacity among Child Peer Educators at the village-level. The peer educators are charged with conducting awareness-raising in the classroom on child labour, and with face-to-face contacts with local employers, officials and parents so as to urge them to end child labour and send all children in their villages to school; (b) development of locally-adapted communication materials on child labour and its harmful effects on children's well-being; (c)

general information, education and communication (IEC) activities, making use of the local print, radio and television media, as well as other traditional and non-traditional communication channels; (d) specialised IEC activities, targeting police and other “frontline” actors of particular relevance to efforts against worst forms; and (e) strengthening local cooperation among government agencies, employers’ groups and workers’ associations in efforts against worst forms.

- *Integrating and following up vulnerable children in the school system.* The national plan of action underscores the central importance of extending and improving schooling as a means of stemming the flow of vulnerable children into child labour. The TBP contains a number of interventions aimed at encouraging vulnerable children to enter school and at supporting them once there. These include the establishment of non-formal community-learning centres (CLC) and transitional education centres (TECs) providing short-term “bridging education” and the establishment of systems of remedial support in the regular classroom to help children from disadvantaged backgrounds catch up or keep pace with their peers (see below). The time-bound programme also involves interventions aimed at mobilising teachers in efforts against child labour, and at supporting them in creating a positive learning environment in the classroom.

39. Withdrawal and second chance measures. “Second chance” education opportunities for children withdrawn from child labour are critical to avoiding these children from entering adulthood in a disadvantaged position, permanently harmed by early work experiences. Children with little or no schooling will be in a weak position in the labour market, at much greater risk of joining the ranks of the unemployed and the poor. If left alone, these children and youth are likely to be in need of other (more costly) remediation policies at a later stage of their life cycle. The core time-bound programme elements relating to withdrawal and second chance education are as follows:

- *Mechanisms for identifying and following up children in worst forms.* The local-level mechanisms for tracking vulnerable children (*rapid listing or IDPoor*) and monitoring workplaces (*district and/or commune-level monitoring systems*) described above are also critical to identifying individual children in worst forms and initiating processes for their withdrawal and follow-up. Contacts established through the rapid listing are used as an entry point for informing the children and their families about rehabilitation opportunities available to them, including “second chance” bridging education and micro-credit. Children are categorised according to their specific circumstances⁵ (e.g.,

⁵ The targeted children and families are identified through the rapid appraisal studies are placed into the following categories: (a) children for withdrawal and NFE before mainstreaming into formal schooling; (b) children for Prevention and NFE before mainstreaming; (c) children in the age group of

previous schooling involvement), and the information is used by social workers and other care-providers in follow-up visits.

- *Microfinance schemes/social support for families of children removed from worst forms.* The national plan of action recognises that child labour may represent an important family survival strategy and that the removal of children from child labour is unlikely to be successful if families have no means of replacing the lost income from the children's work. The national time-bound programme, following from this, extends support to a variety of micro-credit and social support schemes targeting families with removed children (as well as families with vulnerable children. The formation of local self-help groups (SHGs) is one of most important schemes in this context, as described above. Other relevant social support measures include the Cash Scholarship programme implemented by the Ministry of Education and the Equity Fund programme within the Ministry of Health.
- *Non-formal "bridging" education for withdrawn children of primary school age.* The national programme of action stresses the need to offer children removed from worst forms and other vulnerable children with non-formal "bridging" learning opportunities aimed at smoothing their reintegration into the formal school system. These initiatives are based on the premise that working children are often difficult to insert directly (back) into the formal education system because of their age, different life experiences and lack of familiarity with the school environment. Their lack of formal education also frequently leaves working children too far behind their peers academically to catch up on their own. The national time-bound programme has successfully piloted systems of community-learning centres (CLC) and transitional education centres (TECs) for withdrawn children, which offer models for scaled-up efforts in this regard. These centres provide full-time accelerated education for a period of three to nine months for each identified children, with specific course time determined by individual aptitude and previous schooling experience. The centres also provide after-school remedial and psycho-social support to children after they have entered the formal school system, and act more generally as a village focal point for local efforts against child labour. These initiatives fit within broader Ministry of Education efforts to provide non-formal

14 to 18 years presently working who, upon withdrawal from work, may be likely to take up a skills development scenario (skills training); (d) children in the age group of 6 to 14 years presently working who, upon withdrawal from work, can be sent directly to a school without a period spent at a NFE centre (withdrawal and mainstreaming); (e) children in the age group of 5 to 10 years who are not presently working, but who are at a high risk of joining the workforce in the immediate future and who can be sent directly to a formal school without going to a NFE centre (prevention and mainstreaming); (f) children in the 6 to 14 years age cohort presently working who, upon withdrawal from work, can be rehabilitated through non educational based services (withdrawal and provision of non-education services); (g) prevention and provision of non-educational services: children in the age group of 5 to 10 years who are not presently working, but are at a high risk of joining the workforce in the immediate future, can be rehabilitated through non educational services.

complementary education through “re-entry” and “equivalency” programmes.

- *Mainstreaming withdrawn children into the formal schooling system.* The national time-bound programme also contains interventions aimed at mainstreaming directly into the formal school system, for children who already have substantial schooling experience and are therefore less in need of a bridging programme. This approach is most consistent with the principle of inclusive education, and, depending primarily on existing school facilities and human resources, is also the most cost-effective and sustainable option. The mainstreamed children are provided with material and remedial support to ensure that once they are in school they remain there, and are able to learn effectively. The mainstreaming efforts are closely linked with the non-formal education efforts, with children targeted for mainstreaming also provided the opportunity to attend CLCs or TECs after regular class hours in order to keep up or catch up to their peers.
- *Vocational education for removed children beyond primary school age.* The national programme of action and the national time-bound programme stress the need to offer older (14-17 year-old) children removed from worst forms with vocational training in order to facilitate their successful transitional into the adult labour force. These children are generally too old for viable reintegration into the formal school system, yet are often in urgent need of basic vocational skills and assistance in finding gainful employment thereafter. The national time-bound programme has piloted a system of vocational training/apprenticeship for 14-17 year-old children removed from child labour (and not interested in re-entry into formal school system). The training focuses on vocational skills aligned with local labour market requirements and children’s professional interests. Children completing the training are offered apprenticeships, job search assistance and help in setting up self-employment ventures.
- *Non-educational services.* The national time-bound programme involves a range of interventions aimed at providing withdrawn children and their families with support beyond the realm of education, also necessary for successful reintegration into society. Non-educational support interventions include income generation training, counselling, awareness-raising and social mobilisation, in accordance with locally-identified needs.

40. Local capacity-building measures. There is a widely acknowledged need to strengthen institutional capacity at all levels for continued progress towards child labour reduction goals. Local time-bound programme efforts in the area of capacity building target, *inter alia*, emerging provincial and local structures, including provincial and municipal committees on child labour, action programme steering committees, commune councils and village development councils, and are aimed at ensuring that these

structures are able effectively plan, initiate, implement, monitor, evaluate, and coordinate action to combat child labour against child labour. Capacity-building efforts also target concerned non-governmental structures, including local trade unions, employers associations and non-governmental organisations. Ensuring the clear delineation of roles, effective coordination and information-sharing, and the mainstreaming of gender concerns, are also important components of capacity-building efforts at the local level. The documentation and dissemination of pilot policy experience is emphasised to promote the identification and replication of good practices. Local capacity-building efforts fit within a broader emphasis on capacity-building contained in the national Decentralization and Deconcentration (D&D) programme.

41. Creating an enabling national environment. The national time-bound programme also contains a number of broader, national-level, “enabling” measures aimed at creating an environment conducive to the elimination of worst forms. These measures are designed to help build the institutional mechanisms, the policy and legal frameworks, the knowledge base, the societal awareness and the stakeholder mobilisation necessary for effective action against worst forms. Enabling measures contained in the national time-bound programme include: (a) strengthening of national coordinating mechanisms, in view of the highly fragmented nature of assistance in the child labour field; (b) consolidating the new Child Labour Unit, and building its capacity in areas such as strategic planning, policy and programme design; (c) further developing of provincial level capacity to act against child labour; (d) strengthening laws governing child labour, to serve as both a statement of national intent and as a basis for wider prevention and education efforts; (e) addressing knowledge gaps impeding policy design and the targeting of interventions; (f) building societal awareness of the negative effects of child labour and the benefits of schooling; and (g) mobilising key stakeholders (e.g., religious organisations, educational institutions, teachers’ organisations, NGOs, the mass media, community-based organisations, trade unions, employers’ organisations) in efforts against child labour.

5.2 Unit costs of core intervention package

42. Table 11 presents the estimated total and unit costs for the core intervention package described above. They are calculated on the basis of the average budgeted costs for the core intervention package in the eight pilot action programmes currently being implemented (Kampot, Kep, Sihanoukville, Banteay Meanchey, Siem Reap, Kampong Cham, Phnom Penh, and Kampong) (see Section 4). The cost estimates include the direct costs budgeted for the prevention and withdrawal interventions in the core intervention package, as well as the costs associated with building the

necessary capacity for their implementation and the costs associated with their management and administration.

43. The unit costs vary considerably according whether a child is prevented or withdrawn from worst forms, and, in the latter case, at what age withdrawal takes place. The unit cost of providing second chance education rises significantly with age, from \$US 67.74 for 10-13 year-olds to \$136.26 for 14-17 year-olds, again highlighting the importance of early intervention. Table 12 presents the budgeted costs for the national-level “enabling” measures that accompany the core intervention package in the time-bound programme, as well as overall management and technical support costs for implementing the time-bound programme.

Table 11. Summary budget on the action programmes for WFCL sectors (in US\$)

Interventions		TOTAL BUDGET (project period)																			
		Kampot (Fishing)		Kep (Fishing)		Sihanoukville (Fishing)		Banteay meanchey (Porter)		Siem Reap (Brickmaking)		Kampong cham (Brickmaking)		Phnom Penh-CDL/ (CDW)		Kampong (Cham Rubber)		TOTAL			
		Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	\$/unit	
Prevention	Rapid listing of child labour and vulnerable families by working groups of community members	4390	1680	900	760	5300	1550	500	800	2425	600							27030	10780	2.51	
	CL monitoring system involving both formal inspectors (PDLVT) and community monitoring	1610	1680	1300	760	7756	1550	660	800	1325	600							25302	10780	2.35	
	Vulnerable families assisted through self-help groups training and income-generating activities	6860	1680	3811	760	7225	1550	2800	800	2300	600							45992	10780	4.27	
	Outreach activities																				
	Developing awareness raising (AR) materials targeting variety of local groups	4900	<u>3360</u>																4900	3360	1.46
	Awareness raising activities through mobilisation of teachers and schools	4060	<u>3360</u>	2800	<u>1520</u>	4320	<u>3100</u>	5330	<u>1600</u>										16510	9580	1.72
	Information dissemination through print radio TV and other media on dangers of CL importance of schooling etc.					7350	<u>3100</u>	850	<u>1600</u>	500	<u>1200</u>								8700	5900	1.47
	Special awareness raising (TU police) and inter-agency cooperation through vehicles such as Provincial Committees, employers and workers associations	240	<u>3360</u>	810	<u>1520</u>	5295	<u>3100</u>	1370	<u>1600</u>	1500	<u>1200</u>								9215	10780	0.85
	Awareness raising (special groups-traders employers etc.)							850	<u>1600</u>	790	<u>1200</u>								1640	2800	0.59
	Prevention through transitional education centres(TEC)/community learning centre (CLC)	10813	500	4475	200	10263	500	8440	400	4000	100								77950	4000	19.49
	Prevention through mainstreaming into formal school	16406	700	4407	200	18296	700	4850	500	2370	200										
	Prevention through provision of non-educational services	700	700	1711	260	1200	600	1040	200	2355	300								7006	2060	3.40
Establishment of Child Peer Educator Groups	2980	<u>3360</u>	1700	<u>1520</u>	3800	<u>3100</u>	2950	<u>1600</u>	3400	<u>1200</u>								14830	10780	1.38	
A. UNIT COST PREVENTION INTERVENTIONS																			39.48		

Table 11(cont'd). Summary budget on the action programmes for WFCL sectors (in US\$)

Interventions		TOTAL BUDGET (project period)																			
		Kampot (Fishing)		Kep (Fishing)		Sihanoukville (Fishing)		Banteay meanchey (Porter)		Siem Reap (Brickmaking)		Kampong cham (Brickmaking)		Phnom Penh-CDL/ (CDW)		Kampong (Cham Rubber)		TOTAL			
		Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	\$/unit	
Withdrawal and second chance	Rapid listing of child labour and vulnerable families by working groups of community members	4390	1680	900	760	5300	1550	500	800	2425	600							13515	5390	2.51	
	CL monitoring system involving both formal inspectors (PDLVT) and community monitoring	1610	1680	1300	760	7756	1550	660	800	1325	600							12651	5390	2.35	
	Vulnerable families assisted through self-help groups training and income-generating activities	6860	1680	3811	760	7225	1550	2800	800	2300	600							22996	5390	4.27	
	Withdrawal through transitional education centres(TEC)/community learning centres(CLC)	9948	460	4475	200	9237	450	4220	200	6000	150							44380	2060	21.54	
	Withdrawal and mainstreaming into formal school system	2344	100	2203	100	2614	100	970	100	2370	200										
	Withdrawal and provision of non-educational services	700	700	2369	360	1200	600	520	100	1570	200							6359	1960	3.24	
B. UNIT COST WITHDRAWAL/SECOND CHANCE INTERVENTIONS – 10-13 YEAR-OLDS																			33.91		
	Withdrawal through provision of non-educational services																			3.24	
	Withdrawal and provision of employable skills	20660	200	16480	200	17300	150	9570	100	5420	50							69430	700	99.19	
C. UNIT COST WITHDRAWAL/SECOND CHANCE INTERVENTIONS – 14-17 YEAR-OLDS																			102.43		
Building capacity	Capacity building – teachers and administrators							2050	1600	2200	1200							4250	2800	1.52	
	Capacity building trade union workers LA							1810	1600									1810	1600	1.13	
	Establishment/mobilisation capacity building (provincial and municipal committees on child labour (P/MCCL))	1650	3360	2300	1520	2460	3100	1894	1600	975	1200							9279	10780	0.86	
	Establish/mobilise Action Programme Steering Committees (APSC)	730	3360	730	1520	1390	3100	620	1600	1120	1200							4590	10780	0.43	
	Capacity building IA/EA							800	1600									800	1600	0.50	
	Drafting of Prakas																				
	Mainstreaming gender			3300	1520	7170	3100			3000	1200							13470	5820	2.31	
	Documentation and dissemination of good practices	1000	3360	1350	1520	3060	3100	1250	1600	1700	1200							8360	10780	0.78	
D. TOTAL UNIT COST CAPACITY BUILDING																			7.53		

Table 11(cont'd). Summary budget on the action programmes for WFCL sectors (in US\$)

Interventions		TOTAL BUDGET (project period)																		
		Kampot (Fishing)		Kep (Fishing)		Sihanoukville (Fishing)		Banteay meanchey (Porter)		Siem Reap (Brickmaking)		Kampong cham (Brickmaking)		Phnom Penh-CDL/ (CDW)		Kampong (Cham Rubber)		TOTAL		
		Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	Cost	Cov.	\$/unit
Management & administration	Staff	48080	<u>3360</u>	28280	<u>1520</u>	31680	<u>3100</u>	23260	<u>1600</u>	30440	<u>1200</u>							161740	10780	15.00
	Travel	10048	<u>3360</u>	5070	<u>1520</u>			4900	<u>1600</u>	5000	<u>1200</u>							25018	7680	3.26
	Office equipment	7660	<u>3360</u>	11160	<u>1520</u>	7130	<u>3100</u>	8711	<u>1600</u>	7000	<u>1200</u>							41661	10780	3.86
	Administrative	9400	<u>3360</u>	7350	<u>1520</u>	7320	<u>3100</u>	5825	<u>1600</u>	6130	<u>1200</u>							36025	10780	3.34
	Mid-term evaluation	2000	<u>3360</u>	2000	<u>1520</u>	2000	<u>3100</u>	2000	<u>1600</u>	0								8000	9580	0.84
E. TOTAL UNIT COST MGT./ADMIN.																				26.30
TOTAL UNIT COST FOR PREVENTING CHILD LABOUR (A+D+E)																				73.31
TOTAL UNIT COST FOR WITHDRAWAL/ SECOND CHANCE (10-13 YEAR-OLDS) (B+D+E)																				67.74
TOTAL UNIT COST FOR WITHDRAWAL/SECOND CHANCE (14-17 YEAR-OLDS) (C+D+E)																				136.26

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 12. Annual fixed costs for elimination of worst forms

Major Item		Sub-item/ intervention	
Creation of an enabling environment	Policy and capacity building	National coordinating mechanisms	9412
		Child labour unit capacity	12941
		Enhanced provincial capacity	30588
		Finalising National Plan of Action	3529
		Legislative support	8471
	Knowledge base, building commitment and mobilisation	Mainstreaming in major development plans and sector initiatives	51765
		Knowledge base on child labour	78949
		National awareness raising	29682
		Networks for building commitment, collective action	27059
Management and technical support cost	Personnel	292382	
	Planning, monitoring and evaluation	32941	
	Staff Training	7059	
	Equipment, operations and maintenance	60749	
	Programme support costs	174228	
TOTAL ANNUAL FIXED COSTS			819756

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

6. COST OF EXTENDING CORE INTERVENTION PACKAGE TO REMAINING CHILDREN IN WORST FORMS OVER A 9-YEAR TIME HORIZON

44. This section assesses the total cost of extending the core intervention package for eliminating worst forms to all remaining children in worst forms over a nine-year period starting from the year 2008. Cost calculations are based on the target population projections and the cost calculations presented above. The costs are evaluated in 2005 United States dollars. The total cost varies considerably according to the phase-in schedule and the relative weight assigned to prevention and second chance interventions. It also depends on the projected “spontaneous” evolution of the target child population in worst forms, which in turn depends on underlying assumptions concerning economic growth, expanded school access and a range of other factors.

45. In order to offer an assessment of the likely cost of the core intervention package, three different implementation schemes are elaborated. The three schemes aim to determine the amount of the resources needed to implement the core intervention package on the basis of the dynamic interplay between preventive and second chance interventions, their relative costs and the costs by age group. Numerous variations are of course possible. It is believed, however, that the schemes considered here offer a sufficient range of information for benchmarking the costs of the core intervention package for child labour elimination. Other possible estimates can easily be derived as variations of those presented.

46. The first implementation scheme involves the prevention of all children from entering worst forms and the withdrawal of all children already in worst forms from the outset of the programme. The second implementation scheme involves a gradual three-year phase-in period for both prevention and withdrawal measures during which some children graduate into adulthood untreated. The third implementation scheme also involves a gradual phase-in for both prevention and withdrawal, but does not allow any children to slip through the cracks, even during the initial phase-in period. In all three schemes, fixed costs associated with building an enabling environment and management are allocated equally across the programme period.

47. The three implementation schemes are evaluated with reference to the two scenarios concerning the evolution of the number of children involved in or at risk of involvement the worst forms. As discussed above, scenario 1 assumes that the relevant variables (including income) do not change over time, with the exception of population that is expected to change the way described. This zero-growth scenario merits particular attention in light of the unfolding global economic crisis. Scenario 2 assumes sustained economic growth (five percent annual growth in per capita GDP year) and

implementation of the main programmes relative to school availability and school quality. Together, the two scenarios offer a reasonable range for the possible evolution of the population of children involved in the worst forms of child labour.

6.1 Implementation scheme I: Immediate prevention and immediate withdrawal

48. The first scheme assumes that all children at risk of being involved in the worst forms of child labour are prevented from doing so, so that no child at risk actually enters child labour. Similarly, it assumes that all children in worst forms are reached immediately. This scheme therefore gives an assessment of the resources needed to prevent all children entering worst forms and to immediately withdraw all children already involved in worst forms. While optimal from a child welfare perspective, it requires the strong assumption that there are no financial or capacity constraints to extending the core intervention package to the entire target population from year 0. Although unrealistic in practical terms, this first scheme allows the establishment of a cost benchmark for a plan that focuses on prevention and on the “frontloading” of the interventions.

Table 13. Scheme I (scenario 1): number of children prevented from entering worst forms, by age and year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	17538	15419	19228	17059	11681	14036	13503	12990	12496
11	1979	3360	2954	3684	3269	2238	0	0	0
12	6334	7461	6612	5813	7249	6431	11823	10727	10320
13	1745	4191	4333	3840	3376	4210	6307	6067	5836
14	6831	8524	8425	8711	7720	6787	0	0	0
15	8091	10215	10402	10282	10631	9421	12299	10504	10105
16	4776	7212	7730	7872	7781	8045	11887	11435	11001
17	3475	6305	6061	6497	6616	6539	1922	1849	1778
5-9	13321	10432	9191	8034	8417	8097	7789	7493	7209
10-17	50769	62686	65746	63758	58322	57709	57740	53572	51537

Note: 100% prevented from year 0

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 14. Scheme I (scenario 1): number of children withdrawn from worst forms, by age and programme year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	21603	0	0	0	0	0	0	0	0
12	23689	0	0	0	0	0	0	0	0
13	32869	0	0	0	0	0	0	0	0
14	35531	0	0	0	0	0	0	0	0
15	40958	0	0	0	0	0	0	0	0
16	53751	0	0	0	0	0	0	0	0
17	67847	0	0	0	0	0	0	0	0
5-9	10968	0	0	0	0	0	0	0	0
10-13	78161	0	0	0	0	0	0	0	0
14-17	198,086	0	0	0	0	0	0	0	0

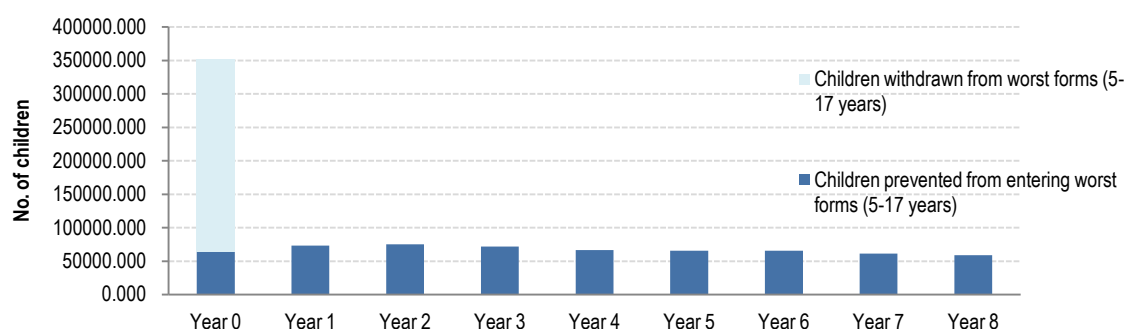
Note: 100% withdrawn from year 0

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

49. Table 13 shows the total number of children prevented from entering worst forms in each year of the programme period under this implementation scheme for implementation scenario 1.¹ Note that the first row of the table represents the number of nine year-olds who would enter worst forms if not prevented, and the subsequent rows indicate the number of 10 year-olds that would enter worst forms when they turn 11 years if not prevented, the number of 11 year-olds that would enter when they turn 12 years, and so on. An estimate for the number of 5-9 year-olds prevented from entering the worst forms of child labour is also provided. This reflects the fact that prevention interventions must not only reach young children, but also older children not currently involved in worst forms but at risk of being so in the future. Table 14 shows the number of children already in worst forms who are withdrawn and reached with second chance opportunities. In this scheme, all withdrawal/second chance interventions are “frontloaded” to the first year of the programme, while efforts in the subsequent years are limited to preventing new entrants to worst forms, as depicted in Figure 5. Fixed costs associated with building an enabling environment and management are allocated equally across the programme period.

¹ For expositional purposes, detailed calculations relating to scenario 2 are presented in the annex.

Figure 5. Scheme I (scenario 1): total children prevented and withdrawn from worst forms, by programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

50. In all, 889,037 (scenario 1) or 621,211 (scenario 2) children are treated under scheme I with either prevention (601,822 or 329,084 children in scenario 1 or 2 respectively) or withdrawal/second chance (287,214 or 292,127 children in scenario 1 or 2 respectively) measures (Table 15 and Table A3). The total cost associated with scheme I ranges from US\$ 82,4 million (scenario 1) to US\$64,8 million (scenario 2), of which prevention accounts for US\$ 44,1 million and second chance US\$ 30,9 million when scenario 1 is taken into consideration, and prevention accounts for US\$24,1 million and second chance for US\$33,3 million in the case of scenario 2.

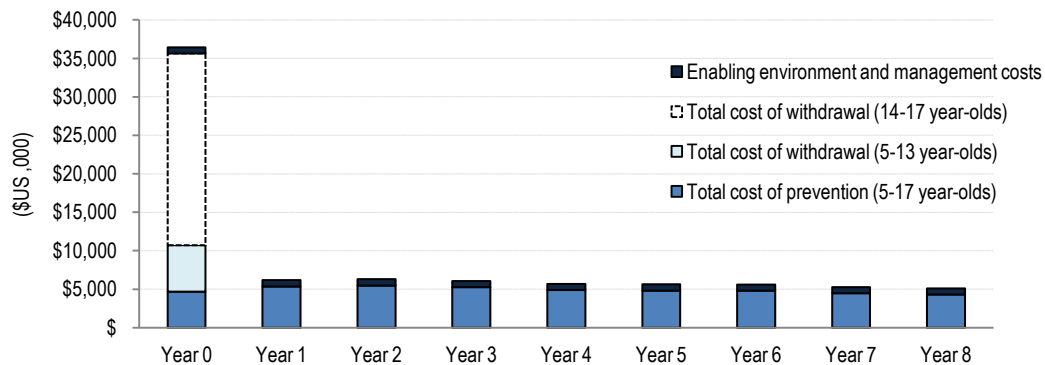
Table 15. Scheme I (scenario 1): estimated cost of core intervention package for eliminating worst forms, by year

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	64090	73118	74937	71792	66739	65806	65530	61066	58745	601822
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$4,698	\$5,360	\$5,494	\$5,263	\$4,893	\$4,824	\$4,804	\$4,477	\$4,307	\$44,120
Total children withdrawn (5-13 year-olds)	89129	0	0	0	0	0	0	0	0	89129
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (5-13 year-olds)	\$6,038	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$6,038
Total children withdrawn (14-17 year-olds)	198,086	0	0	0	0	0	0	0	0	198,086
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$24,892	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$24,892
Total children prevented or withdrawn from worst forms	351,304	73,118	74,937	71,792	66,739	65,806	65,530	61,066	58,745	889,037
Total cost of prevention and withdrawal (US\$,000)	35,628	5,360	5,494	5,263	4,893	4,824	4,804	4,477	4,307	75,049
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	36,448	6,180	6,314	6,083	5,713	5,644	5,624	5,297	5,127	82,429

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

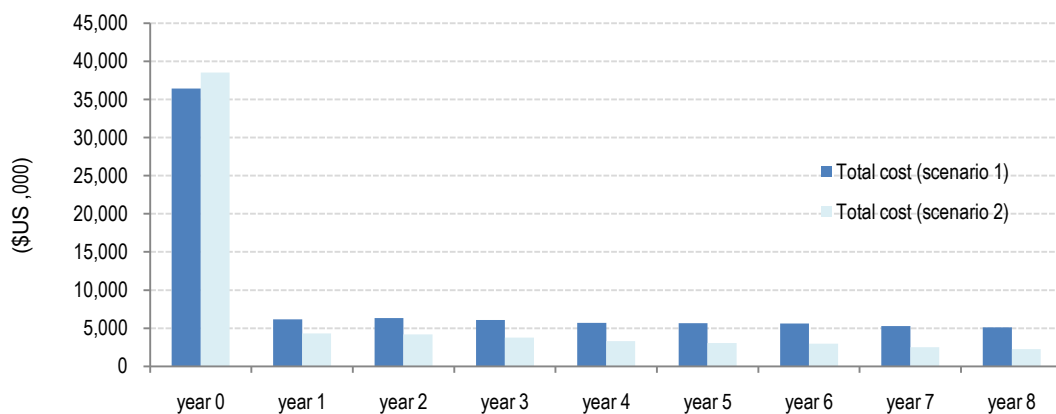
51. Year 0 implementation costs account for US\$36,5 million (US\$38,5 for scenario 2), or 44.6 percent of the total programme cost (59.4% for scenario 2). The remaining costs are distributed across the rest of the programme period in a diminishing fashion, owing to spontaneous decline over the course of the programme period in the population of children at risk of WFCL and to the impact of prevention on children involvement in the WFCL. Implementation costs by the final year of the programme account for about six percent of the total programme cost (about 4% for scenario 2). By far the largest proportion of year 0 costs are associated with reaching older, 14-17 year-old, children with second chance opportunities. As noted above, the unit costs for treating this group are much higher than for their younger counterparts (Figure 6 and Figure 7).

Figure 6. Scheme I (scenario 1): Allocation of total cost of core package, by intervention strategy and programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 7. Scheme I: Allocation of total cost of core package by scenarios



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

6.2 Implementation scheme II: gradual prevention and gradual incomplete withdrawal

52. The second scheme assumes that there is a capacity and financial constraint in implementing policies and, therefore, that only a fraction of children at risk and in child labour can be prevented and withdrawn each year. Moreover, the assumption is relaxed that all children at risk of or in worst forms will be prevented or withdrawn. In other words, some child labourers will fall through the cracks and enter adulthood without having been withdrawn and provided with second chance interventions. This scheme considers a situation where capacity constraints are combined with less than total coverage of the plan in terms of child labourers. It is consistent with long term elimination of the worst form but with the cost of losing part of the “stock” of children in the worst form in the first five years of intervention. Of course, there could be several versions of this scheme, depending on the time profile of the capacity constraint in implementing the plan and of the number of children not targeted. Again, variations can be easily derived from the results presented here.

Table 16. **Scheme II (scenario 1): number of children prevented from entering worst forms, by age and year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	7015	9251	19228	17059	11681	14036	13503	12990	12496
11	792	2016	2954	3684	3269	2238	0	0	0
12	2533	4476	6612	5813	7249	6431	11823	10727	10320
13	698	2515	4333	3840	3376	4210	6307	6067	5836
14	2732	5114	8425	8711	7720	6787	0	0	0
15	3237	6129	10402	10282	10631	9421	12299	10504	10105
16	1910	4327	7730	7872	7781	8045	11887	11435	11001
17	1390	3783	6061	6497	6616	6539	1922	1849	1778
5-9	5328	6259	9191	8034	8417	8097	7789	7493	7209
10-17	20308	37612	65746	63758	58322	57709	57740	53572	51537

Notes: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, and year 2 and beyond - 100%.
UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 17. **Scheme II (scenario 1): number of children *withdrawn* from worst forms, by age and programme year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	2160	3006	2313	0	0	0	0	0	0
12	2369	5894	3323	1927	0	0	0	0	0
13	3287	7177	6645	2769	964	0	0	0	0
14	3553	8751	7357	5537	1384	482	0	0	0
15	4096	10308	9483	6131	2769	692	241	0	0
16	5375	11919	11196	7902	3065	1384	346	120	0
17	6785	14640	12256	9330	3951	1533	692	173	60
5-9	1097	3131	2293	805	202	4	0	0	0
10-13	7816	16078	12280	4696	964	0	0	0	0
14-17	19,809	45,618	40,292	28,900	11,170	4,091	1,279	294	60

Notes: Phase-in coverage targets are set as follows: year 0 - 10%, year 1 - 40%, year 2 - 60%, and year 3 and beyond - 100%.

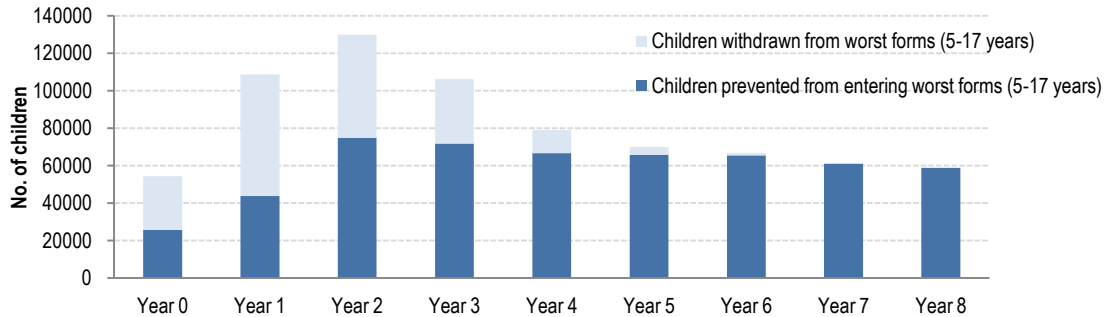
Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

53. Table 16 reports total children to be prevented from entering worst forms each year under scheme II (scenario 1). The scheme assumes a gradual phase-in schedule for prevention measures in which full coverage is achieved at the third year.² Table 17 reports the stock of children already in worst forms to be withdrawn and provided second chance opportunities each year under this scheme. The fact that not all children are reached with prevention measures in the first four programme years means that there are more children to be withdrawn from worst forms compared to scheme I for which prevention coverage was assumed to be total from the programme outset. As with prevention, scheme II assumes a gradual phase-in schedule for withdrawal/second chance measures with full coverage in year 3.³ From year 4 onwards, when all at-risk children are assumed prevented from entering worst forms, withdrawal/second chance interventions must target only older cohorts who entered worst forms before prevention measures took effect. Fixed costs associated with building an enabling environment and management are allocated equally across the programme period.

² Specifically, the phase-in schedule targets 40 percent of new entrants for prevention in year 0, 60% in year 1, and 100 percent in year 2 and beyond.

³ Again, specifically, the phase-in schedule targets 10 percent of the stock of children in worst forms in year 0, 40 percent of the stock in year 1, 60 percent of the stock in year 2, and finally 100 percent in year 3 and beyond.

Figure 8. Scheme II (scenario 1): total children prevented and withdrawn from worst forms, by programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

54. In all, some 735,000 (scenario 1) or 469,963 (scenario 2) children are treated under scheme II with either prevention (534,121 or 274,476 children respectively in scenario 1 and 2) or withdrawal/second chance (200,879 or 195,487 children respectively in scenario 1 and 2) measures (Table 18 and Table A6); as depicted in Figure 8, efforts peak in year 2 and diminish gradually thereafter. Total treated children in scheme II are fewer than for scheme I because some children under the second scheme slip through the cracks, i.e., graduate into adulthood without having benefited from second chance interventions. Specifically, these unreached children are the 17 year-olds in worst forms during the first five years of the programme period before implementation is fully phased-in. While, as discussed below, this serves to reduce the total programme cost, it comes with an important social cost in the form of young persons entering adulthood lacking the basic skills needed for gainful employment. Many of these persons will be in need of other, more costly, remedial interventions later in life.

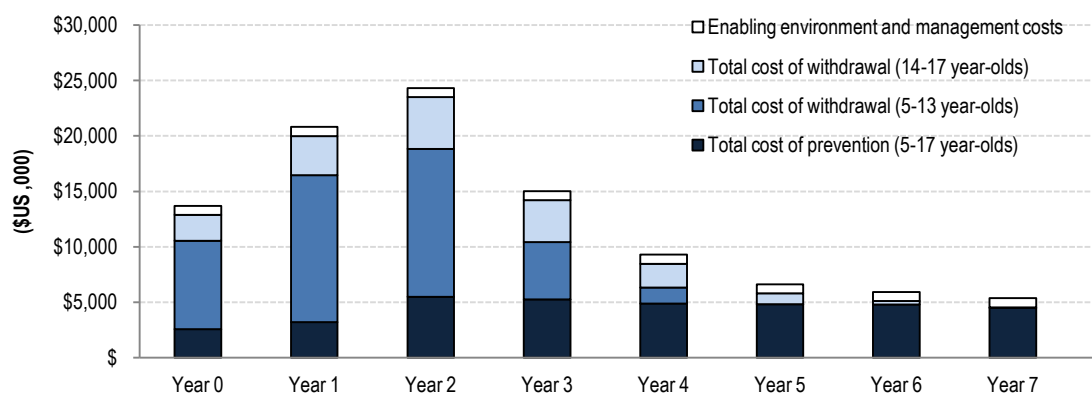
55. The total cost associated with scheme II ranges from US\$70,5 million (scenario 1) to US\$50,8 million (scenario 2). The total cost of scheme II (scenario 1) is 22 percent less than that of scheme I (scenario 1), but, again, the second scheme leaves a significant number of children untreated. Costs for scheme II peak in year 2 (Figure 9 and Figure 10), when the largest number of older, 14-17 year-old, children are provided with second chance interventions, primarily in the form of vocational training. Costs decline thereafter as expanded prevention coverage reduces the need for costly withdrawal/second chance interventions, and as economic growth, demographic trends and other factors contribute to a “spontaneous” decline in the target population.

Table 18. Scheme II (scenario 1): estimated cost of core intervention package for eliminating worst forms, by programme year

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	25636	43871	74937	71792	66739	65806	65530	61066	58745	534121
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$1,879	\$3,216	\$5,494	\$5,263	\$4,893	\$4,824	\$4,804	\$4,477	\$4,307	\$39,156
Total children withdrawn (5-13 year-olds)	8913	19209	14574	5501	1165	4	0	0	0	49366
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (10-13 year-olds)	\$604	\$1,301	\$987	\$373	\$79	\$0	\$0	\$0	\$0	\$3,344
Total children withdrawn (14-17 year-olds)	19,809	45,618	40,292	28,900	11,170	4,091	1,279	294	60	151513
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$2,699	\$6,215	\$5,490	\$3,938	\$1,522	\$557	\$174	\$40	\$8	\$20,644
Total children prevented or withdrawn from worst forms	54,357	108,698	129,803	106,193	79,074	69,901	66,809	61,359	58,805	735,000
Total cost of prevention and withdrawal (US\$,000)	5,182	10,733	11,971	9,573	6,493	5,382	4,978	4,517	4,315	63,144
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	6,002	11,553	12,791	10,393	7,313	6,202	5,798	5,337	5,135	70,524

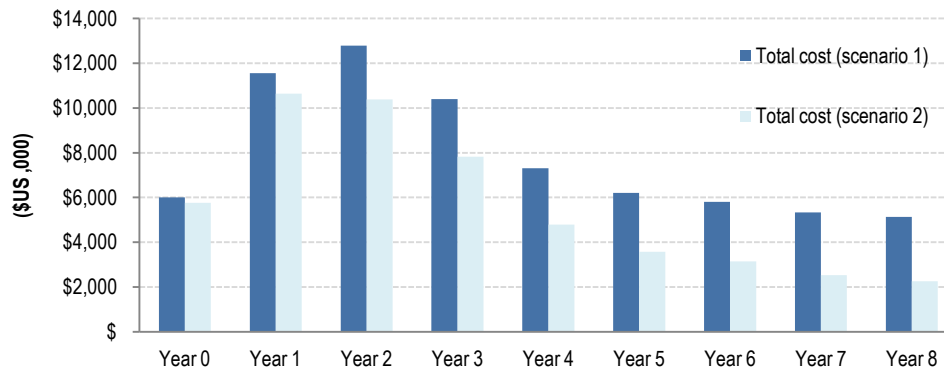
UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 9. Scheme II (scenario 1): allocation of cost of core intervention package, by intervention strategy and programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 10. Scheme II: allocation of cost of core intervention package, by scenarios



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

6.3 Implementation scheme III: gradual prevention and gradual complete withdrawal

56. The third scheme combines the assumption of a capacity constraint with the objective of not leaving behind any child involved in a worst form of child labour. It is therefore designed so that prevention and withdrawal interventions are gradually phased in, but at the same time so that all 17 year-olds are withdrawn each year, in this way ensuring that at the end of the plan no child is left unreached. It combines the long-term objective of eliminating worst forms with the short-term goal of “rescuing” children currently in worst forms and providing them with a second chance to acquire basis skills needed for successful transition into adulthood. Greater numbers of withdrawn children mean that the direct costs associated with this scheme are higher than those for scheme II, but at the same time the social costs incurred in scheme II associated children slipping through the cracks are avoided.

Table 19. Scheme III (scenario 1): number of children prevented from entering worst forms, by age and year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	7015	9251	19228	17059	11681	14036	13503	12990	12496
11	792	2016	2954	3684	3269	2238	0	0	0
12	2533	4476	6612	5813	7249	6431	11823	10727	10320
13	698	2515	4333	3840	3376	4210	6307	6067	5836
14	2732	5114	8425	8711	7720	6787	0	0	0
15	3237	6129	10402	10282	10631	9421	12299	10504	10105
16	1910	4327	7730	7872	7781	8045	11887	11435	11001
17	1390	3783	6061	6497	6616	6539	1922	1849	1778
5-9	5328	6259	9191	8034	8417	8097	7789	7493	7209
10-17	20308	37612	65746	63758	58322	57709	57740	53572	51537

Note: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, year 2 and beyond - 100%.

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table 20. Scheme III (scenario 1): number of children withdrawn from worst forms, by age and programme year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	0	3946	3084	0	0	0	0	0	0
12	0	8546	3960	1542	0	0	0	0	0
13	0	10308	8614	1980	771	0	0	0	0
14	0	12719	9428	4307	990	385	0	0	0
15	0	14861	12304	4714	2154	495	193	0	0
16	0	17180	14427	6152	2357	1077	248	96	0
17	69932	59138	31518	14427	6152	2357	1077	248	96
5-9	7259	10010	4649	894	315	6	0	0	0
10-13	0	22801	15658	3522	771	0	0	0	0
14-17	69,932	103,897	67,677	29,600	11,653	4,314	1,517	344	96

Note: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, year 2 and beyond - 100%.

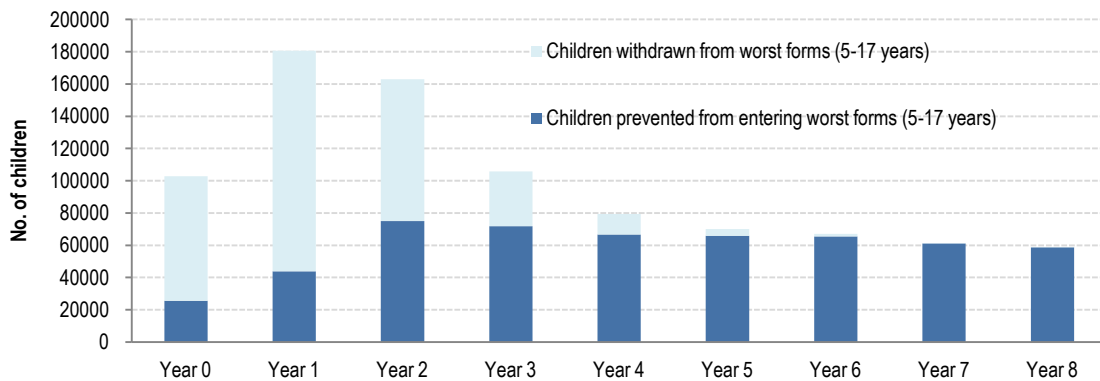
Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

57. Table 19 reports total children to be prevented from entering worst forms each year under scheme III (scenario 1). The scheme assumes a gradual phase-in schedule for prevention measures in which full coverage is only achieved at year 2.⁴ As with prevention, scheme III (scenario 1) assumes a gradual phase-in schedule for withdrawal/second chance

⁴ Specifically, the phase-in schedule targets 40 percent of new entrants for prevention in years 0, 60% in year 1, and finally 100 percent in year 2 and beyond.

measures with full coverage in year 2.⁵ In addition, it is assumed that all 17 year-olds are withdrawn from worst forms, even in the first years of the programme when withdrawal measures are still being phased-in. As in scheme II, withdrawal/second chance interventions in the latter years of the programme must target only children in the “older” cohorts who entered worst forms before prevention measures were fully phased in.

Figure 11. Scheme III (scenario 1): total children prevented and withdrawn from worst forms, by programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

58. In all, some 889,037 or 621,211 children are treated under scheme III (scenario 1 and scenario 2 respectively) with either prevention (534,121 or 274,476 children) or withdrawal/second chance (354,916 or 346,734 children) measures (Table 21 and Table A9). The total cost associated with scheme III ranges from US\$ 90,4 million (scenario 1) to US\$70,3 million (scenario 2), of which second chance interventions account for US\$43,8 million in the case of scenario 1 and for US\$42,8 million when scenario 2 is taken into consideration.

59. The total cost associated with scheme III is significantly higher than that associated with scheme I and scheme II.⁶ The cost difference with scheme II is accounted for by the greater number of 17 year-olds treated with costly second chance interventions. The total number of treated children under scheme III is the same as that of scheme I, but costs are lower in the first scheme because treatment occurs earlier in the lifecycle. More children are prevented from entering worst forms at an early age under scheme I, and a greater proportion of those in worst forms under scheme I are reached with second chance interventions in the younger 5-13 years age bracket when their cost is significantly lower. Again, from the

⁵ Again, specifically, the phase-in schedule targets 40 percent of new entrants for prevention in years 0, 60% in year 1, and finally 100 percent in year 2 and beyond.

⁶ Similar pattern is found when the second scenario is taken into account

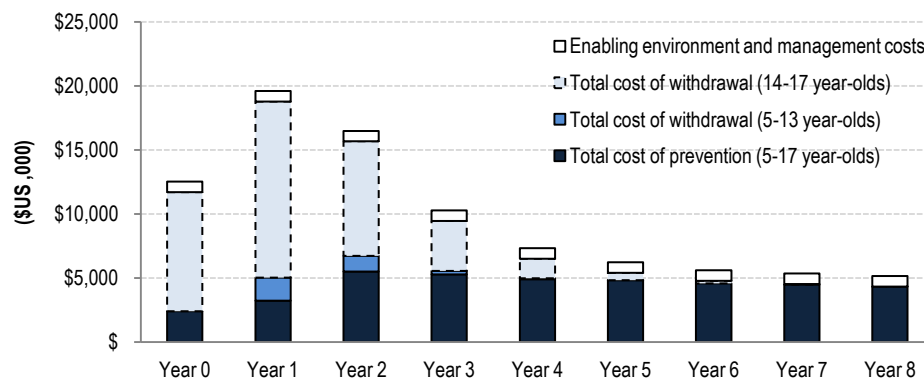
perspective of cost as well as of child welfare, it is best to reach the maximum number of children as early as possible in the lifecycle.

Table 21. Scheme III (scenario 1): estimated cost of core intervention package for eliminating worst forms, by programme year

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	25636	43871	74937	71792	66739	65806	65530	61066	58745	534121
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$1,879	\$3,216	\$5,494	\$5,263	\$4,893	\$4,824	\$4,804	\$4,477	\$4,307	\$39,156
Total children withdrawn (5-13 year-olds)	7259	32811	20307	4416	1086	6	0	0	0	65885
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (5-13 year-olds)	\$492	\$2,223	\$1,376	\$299	\$74	\$0	\$0	\$0	\$0	\$4,463
Total children withdrawn (14-17 year-olds)	69,932	103,897	67,677	29,600	11,653	4,314	1,517	344	96	289031
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$9,528	\$14,156	\$9,221	\$4,033	\$1,588	\$588	\$207	\$47	\$13	\$39,380
Total children prevented or withdrawn from worst forms	102,827	180,579	162,921	105,808	79,477	70,126	67,047	61,410	58,842	889,037
Total cost of prevention and withdrawal (US\$,000)	11,899	19,595	16,090	9,595	6,554	5,412	5,011	4,524	4,320	83,000
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	12,719	20,415	16,910	10,415	7,374	6,232	5,831	5,344	5,140	90,380

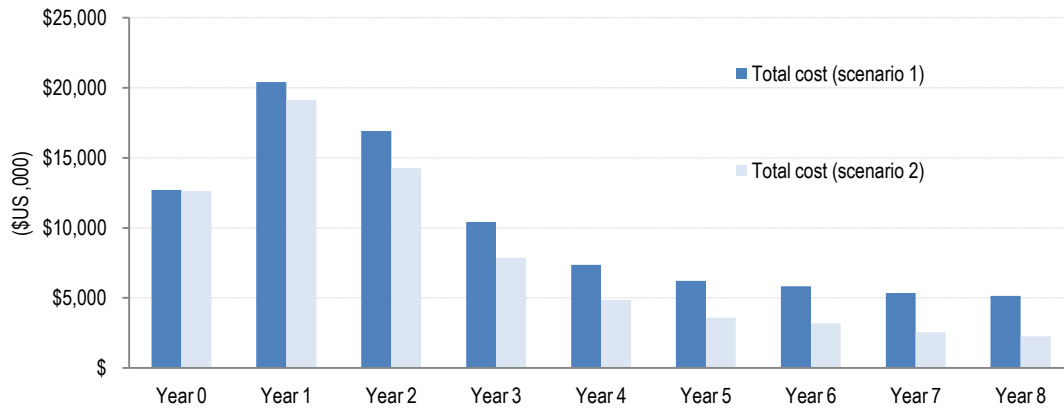
UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 12. Scheme III (scenario 1): allocation of cost of core package, by intervention strategy and programme year



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Figure 13. Scheme III: allocation of cost of core package, by scenarios



Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

6.4 Summary of cost estimates

60. Table 22 compares the size of the treated population and cost of the core intervention package under the two scenarios. In a context of zero economic growth and no progress in terms of improving school access and quality (scenario 1), projected numbers of children in worst forms are considerably higher, in turn raising the cost of reaching this population with the core intervention package across all implementation schemes. The zero growth scenario will be increasingly relevant should the global economic crisis extend significantly beyond 2010, but nonetheless can be seen as an upper cost benchmark for full implementation of the core intervention package.

Table 22. Estimated cost and coverage of core intervention package for eliminating worst forms, by intervention scheme and growth outlook

	Scheme I		Scheme II		Scheme III	
	Zero growth Outlook (scenario 1)	5% growth Outlook (scenario 2)	Zero growth Outlook (scenario 1)	5% growth Outlook (scenario 2)	Zero growth Outlook (scenario 1)	5% growth Outlook (scenario 2)
Total children prevented from worst forms	601,822	3290,84	534,121	274,476	534,121	274,476
Total children withdrawn (5-13 year-olds)	89129	94,041	49,366	48,215	65,885	64,668
Total children withdrawn (14-17 year-olds)	198,086	198,086	151,513	147,272	289,031	282,066
Total children treated (prevention and withdrawal, 5-17 years)	889,037	621,211	735,000	469,963	889,037	621,211
Total cost (US\$,000)	82,429	64,865	70,524	50,834	90,380	70,314

UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

61. Under implementation scheme I (i.e., immediate prevention and immediate withdrawal), the total treated population is 889,037 and the total cost to \$US82,4 million in a zero growth environment. Under scheme II (i.e., gradual prevention and gradual incomplete withdrawal) it costs a total of \$US70,5 million to treat 735,000 children with either prevention or withdrawal/second chance interventions in a zero growth environment. Finally, under scheme III (i.e., gradual prevention and gradual complete withdrawal) full implementation of the core intervention package in an environment of zero growth costs \$US 90,4 million. Total costs assuming a five percent annual growth rate (scenario 2) range from \$US50,8 million (scheme II) to \$US70,3 million (scheme III).

62. The results presented above show that the cost of implementing the intervention package depends heavily on the prevailing growth/policy scenario. But even the highest estimate for eliminating worst forms (scenario 1, implementation scheme III) of \$90,4 million over nine years (about US\$10 million per year for nine years) is not large when seen from the prospective of Cambodia's annual overseas development assistance (ODA) or Cambodia's total annual social spending. The estimated annual cost of US\$10 million amounts to only 2 percent of total 2007 ODA (OECD, 2009). This suggests that eliminating worst forms over the envisaged nine-year time horizon is by no means an unrealistic goal.

ANNEX: ADDITIONAL STATISTICAL TABLES

Table A1. **Scheme I (scenario 2): Number of children prevented from entering worst forms, by age and year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	17538	13916	15554	12270	7400	7743	6396	5190	4116
11	1979	1472	1197	1371	1108	685	0	0	0
12	6334	4975	4163	3444	4025	3331	6248	4432	3823
13	1745	1514	1360	1024	741	725	1915	1511	1140
14	6831	5582	5361	5382	4627	3942	0	0	0
15	8091	6988	6847	6502	6448	5471	7218	5250	5053
16	4776	4002	4151	4086	3899	3887	6533	5934	5377
17	3475	2852	2700	2851	2858	2781	0	0	0
5-9	8409	6453	4772	3132	2583	1923	1156	488	29
10-17	50769	41300	41334	36929	31105	28564	28309	22317	19510

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A2. **Scheme I (scenario 2): Number of children withdrawn from worst forms, by age and programme year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	21603	0	0	0	0	0	0	0	0
12	23689	0	0	0	0	0	0	0	0
13	32869	0	0	0	0	0	0	0	0
14	35531	0	0	0	0	0	0	0	0
15	40958	0	0	0	0	0	0	0	0
16	53751	0	0	0	0	0	0	0	0
17	67847	0	0	0	0	0	0	0	0
5-9	15880	0	0	0	0	0	0	0	0
10-13	78161	0	0	0	0	0	0	0	0
14-17	198086	0	0	0	0	0	0	0	0

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A3. Scheme I (scenario 2): estimated cost of core TBP intervention package for eliminating worst forms, by programme year

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	59178	47753	46106	40061	33688	30487	29466	22805	19539	329084
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$4,338	\$3,501	\$3,380	\$2,937	\$2,470	\$2,235	\$2,160	\$1,672	\$1,432	\$24,125
Total children withdrawn (5-13 year-olds)	94041	0	0	0	0	0	0	0	0	94,041
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (5-13 year-olds)	\$6,370	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$6,370
Total children withdrawn (14-17 year-olds)	198,086	-	-	-	-	-	-	-	-	198,086
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$26,989	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$26,989
Total children prevented or withdrawn from worst forms	351,304	47,753	46,106	40,061	33,688	30,487	29,466	22,805	19,539	621,211
Total cost of prevention and withdrawal measures (US\$,000)	37,698	3,501	3,380	2,937	2,470	2,235	2,160	1,672	1,432	57,485
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	38,518	4,321	4,200	3,757	3,290	3,055	2,980	2,492	2,252	64,865

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A4. **Scheme II (scenario 2): number of children prevented from entering worst forms, by age and year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	7015	8349	15554	12270	7400	7743	6396	5190	4116
11	792	883	1197	1371	1108	685	0	0	0
12	2533	2985	4163	3444	4025	3331	6248	4432	3823
13	698	908	1360	1024	741	725	1915	1511	1140
14	2732	3349	5361	5382	4627	3942	0	0	0
15	3237	4193	6847	6502	6448	5471	7218	5250	5053
16	1910	2401	4151	4086	3899	3887	6533	5934	5377
17	1390	1711	2700	2851	2858	2781	0	0	0
5-9	3364	3872	4772	3132	2583	1923	1156	488	29
10-17	20308	24780	41334	36929	31105	28564	28309	22317	19510

Notes: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, and year 2 and beyond - 100%.

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A5. **Scheme II (scenario 2): number of children withdrawn from worst forms, by age and programme year**

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	2160	3006	2087	0	0	0	0	0	0
12	2369	5894	3039	1739	0	0	0	0	0
13	3287	7177	6272	2533	870	0	0	0	0
14	3553	8751	6956	5227	1266	435	0	0	0
15	4096	10308	9042	5796	2613	633	217	0	0
16	5375	11919	10711	7535	2898	1307	317	109	0
17	6785	14640	11775	8926	3767	1449	653	158	54
5-9	1588	3364	2010	661	158	0	0	0	0
10-13	7816	16078	11399	4272	870	0	0	0	0
14-17	19809	45618	38483	27484	10545	3824	1187	267	54

Notes: Phase-in coverage targets are set as follows: year 0 - 10%, year 1 - 40%, year 2 - 60%, and year 3 and beyond - 100%.

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A6. Scheme II (scenario 2): estimated cost of core TBP intervention package for eliminating worst forms, by programme year

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	23671	28652	46106	40061	33688	30487	29466	22805	19539	274476
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$1,735	\$2,100	\$3,380	\$2,937	\$2,470	\$2,235	\$2,160	\$1,672	\$1,432	\$20,122
Total children withdrawn (5-13 year-olds)	9404	19442	13409	4933	1028	0	0	0	0	48215
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (10-13 year-olds)	\$637	\$1,317	\$908	\$334	\$70	\$0	\$0	\$0	\$0	\$3,266
Total children withdrawn (14-17 year-olds)	19,809	45,618	38,483	27,484	10,545	3,824	1,187	267	54	147,272
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$2,699	\$6,215	\$5,243	\$3,745	\$1,437	\$521	\$162	\$36	\$7	\$20,066
Total children prevented or withdrawn from worst forms	52,884	93,711	97,999	72,478	45,261	34,311	30,653	23,072	19,594	469,963
Total cost of prevention and withdrawal (US\$,000)	5,071	9,633	9,532	7,016	3,976	2,756	2,322	1,708	1,440	43,454
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	5,891	10,453	10,352	7,836	4,796	3,576	3,142	2,528	2,260	50,834

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A7. Scheme III (scenario 2): number of children prevented from entering worst forms, by age and year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	7015	8349	15554	12270	7400	7743	6396	5190	4116
11	792	883	1197	1371	1108	685	0	0	0
12	2533	2985	4163	3444	4025	3331	6248	4432	3823
13	698	908	1360	1024	741	725	1915	1511	1140
14	2732	3349	5361	5382	4627	3942	0	0	0
15	3237	4193	6847	6502	6448	5471	7218	5250	5053
16	1910	2401	4151	4086	3899	3887	6533	5934	5377
17	1390	1711	2700	2851	2858	2781	0	0	0
5-9	3364	3872	4772	3132	2583	1923	1156	488	29
10-17	20308	24780	41334	36929	31105	28564	28309	22317	19510

Note: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, year 2 and beyond - 100%.

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A8. Scheme III (scenario 2): number of children withdrawn from worst forms, by age and programme year

Age	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
10	0	0	0	0	0	0	0	0	0
11	0	3946	2783	0	0	0	0	0	0
12	0	8546	3583	1392	0	0	0	0	0
13	0	10308	8117	1791	696	0	0	0	0
14	0	12719	8893	4058	896	348	0	0	0
15	0	14861	11715	4447	2029	448	174	0	0
16	0	17180	13782	5858	2223	1015	224	87	0
17	69932	57757	30234	13782	5858	2223	1015	224	87
5-9	8137	10233	4152	734	251	0	0	0	0
10-13	0	22801	14483	3183	696	0	0	0	0
14-17	69932	102516	64624	28144	11006	4034	1412	311	87

Note: Phase-in coverage targets are set as follows: year 0 - 40%, year 1 - 60%, year 2 and beyond - 100%.

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04

Table A9. **Scheme III (scenario 2): estimated cost of core TBP intervention package for eliminating worst forms, by programme year**

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Total children prevented (5-17 year-olds)	23671	28652	46106	40061	33688	30487	29466	22805	19539	274,476
Unit cost (US\$)	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31	\$73.31
Total cost of prevention (US\$,000)	\$1,735	\$2,100	\$3,380	\$2,937	\$2,470	\$2,235	\$2,160	\$1,672	\$1,432	\$20,122
Total children withdrawn (5-13 year-olds)	8137	33033	18634	3916	947	0	0	0	0	64668
Unit cost (US\$)	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74	\$67.74
Total cost of withdrawal (US\$,000) (5-13 year-olds)	\$551	\$2,238	\$1,262	\$265	\$64	\$0	\$0	\$0	\$0	\$4,381
Total children withdrawn (14-17 year-olds)	69,932	102,516	64,624	28,144	11,006	4,034	1,412	311	87	282,066
Unit cost (US\$)	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25	\$136.25
Total cost of withdrawal (US\$,000) (14-17 year-olds)	\$9,528	\$13,968	\$8,805	\$3,835	\$1,500	\$550	\$192	\$42	\$12	\$38,432
Total children prevented or withdrawn from worst forms	101,740	164,201	129,365	72,122	45,641	34,521	30,878	23,116	19,626	621,211
Total cost of prevention and withdrawal (US\$,000)	11,815	18,306	13,447	7,037	4,033	2,785	2,353	1,714	1,444	62,934
Total enabling environment and management costs(US\$,000)	820	820	820	820	820	820	820	820	820	7380
Total costs (US\$,000)	12,635	19,126	14,267	7,857	4,853	3,605	3,173	2,534	2,264	70,314

Source: UCW calculations based on Cambodia Socio-Economic Survey (CSES) 2003-04