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Labour
Organization

Final Evaluation Report

**Support for National Action to Combat Child Labour and its Worst
Forms in Thailand**

October 2010



Children playing at their parents' work site in their community, Pattani Province, Thailand, May 2010.

International
Programme on the
Elimination of
Child Labour
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This document has not been professionally edited

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Abbreviations and acronyms

C. 182	ILO Convention 182 on the Worst Forms of Child Labour
CTA	Chief Technical Advisor
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiary Monitoring and Reporting System
DLPW	Department of Labour Protection and Welfare
ECOT	Employers' Confederation of Thailand
FCD	Foundation for Child Development
IA	Implementing Agency
IGA	Income Generation Activities
IO	Immediate Objective
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
NCYD	National Council for Child and Youth Development
NFE	Non-Formal Education
NPA	National Plan of Action for the Elimination of the Worst Forms of Child Labour
NPP	National Policy and Plan to Eliminate the Worst Forms of Child Labour
NSC-CL	National Sub-Committee on Child Labour
OBEC	Office of Basic Education Commission
ONEC	Office of the National Education Council
OPP	Office of Welfare Promotion, Protection and Empowerment of Vulnerable Groups
POL	Provincial Office of Labour
PPAT	Planned Parenthood Association of Thailand
RTG	Royal Thai Government
SRO	Sub Regional Office
TBP	Time-Bound Programme
Thai-Cord	Thai Coordinating Committee on Migrant Children
TICW	Trafficking in Children and Women Project
TOR	Terms of Reference
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIAP	United Nations Interagency Project on Human Trafficking
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

Preface

The Final Evaluation Team would like to extend their sincere appreciation and thanks to the members of the ILO/IPEC project management team for their support and cooperation throughout the evaluation process. In addition, our thanks go out the project partners and beneficiaries who took time to share their experiences. Any errors contained in this report are the responsibility of the evaluation team.

Executive Summary

This is the report of the final evaluation of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) project, "Support for National Action to Combat Child Labour and its Worst Forms in Thailand," a 54 month, 3.78 million dollar project funded by the United States Department of Labor (USDOL). The project under evaluation was initiated on September 30th, 2006 and is scheduled to close on March 31, 2011¹. The final evaluation was conducted by a two-person independent evaluation team composed of one international and one national consultant in May 2010.

The project was designed to assist the Royal Thai Government (RTG), Employers' and Workers Organisations and civil society groups to strengthen their work on the elimination of the worst forms of child labour in Thailand. More specifically, the Project sought to strengthen National efforts in the following thematic areas:

- ✓ Policy and Legal frameworks that influence the prevalence of child labour (labour, education, social services);
- ✓ Mechanisms for policy implementation and coordination, enforcement and social service delivery from the national down to the grass roots levels;
- ✓ Research and data collection on child labour in Thailand and ways and means to combat it;
- ✓ Cross border, national and provincial networks against child labour for service delivery, advocacy and awareness-raising.

On the basis of research conducted prior to the project, ILO/IPEC focused its support for direct action in six provinces and three sectors in which the worst forms of child labour were found to be prevalent. The six targeted provinces were Chiang Rai, Pattani, Samut Sakhorn, Songkla, Tak, and Udon Thani and the targeted economic sectors were primarily fishing and fish processing, agriculture and agro-processing, and informal sector activities (street vending, begging). The project under review set out to identify and deliver education and other services for the prevention and withdrawal of 7,500 children engaged or at risk

¹ The project was initially extended from March 31, 2010 to June 30, 2010 and then, after the main in-country portion of the final evaluation exercise was completed, to March 31, 2011. .

of engaging in the worst forms of child labour including migrant children, poor Thai and ethnic/stateless children.

Summary of evaluation analysis:

The project set out to meet three immediate objectives: the first focused on putting in place policy changes to support the elimination of child labour; the second set out to withdraw and prevent targeted children from child labour in six provinces and develop implementation models to serve as the basis for good practices for replication; the third sought to support multi-stakeholder responses to combat the worst forms of child labour by increasing public awareness at provincial and national levels. Overall, the project met these objectives as well as its quantitative targets in terms of the number of children serviced by the project. Qualitative analysis in this report highlights its key achievements but also some weaknesses and remaining challenges and makes recommendations for reinforcing and consolidating results.

Despite well-executed preparatory activities during the design phase of the project, implementation was very slow from 2006-2008 and real momentum was only gained in the last 18 months of project implementation. The slow start was due to many factors including some outside the project's control and others that were directly linked to project management issues as also noted in the midterm evaluation. The unfortunate consequence of the late start is that intervention models did not have time to mature and the impact of interventions on project direct beneficiaries was not as profound as might have been the case had action programmes been implemented over a longer period of time.

The successful revision and approval of the National Plan and Policy (NPP) is a significant benchmark in the efforts made by the Royal Thai Government to combat child labour and for which project support was instrumental. The NPP creates a national framework for continued action to combat the worst forms of child labour in Thailand. Organizing regional workshops, issuing policy directives, creating multi-sector working groups and establishing provincial centers for women and child workers are among the actions undertaken to date to render the Plan operational. Key actions that remain to be taken include (i) elaborating an operational planning document(s) for NPP implementation that includes targets and indicators, has a budget and identifies who is responsible for high priority actions within a given timeframe (ii) engaging other departments within the Ministry of Labour and other relevant Ministries to mainstream or integrate actions for combating child labour in their operational plans and structures and reallocate existing or mobilize new resources for their implementation (iii) mobilizing additional resources for NPP within the DLPW (iv) conducting additional capacity building and planning exercises to build the competencies needed by relevant actors for NPP implementation at both the national and provincial levels, especially in provinces where the project did not intervene; (v) conducting monitoring and evaluation

activities to measure progress and enable adjustments in the NPP vi) updating the hazards list and vii) implementing the national child labour survey. At the time of the national stakeholder meeting in October 2010, some of these actions were in the planning stage within the Ministry of Labour, Department of Labour Protection and Welfare.

Project support for national and cross border networks succeeded in engaging many dedicated individuals and organizations for the cause of eliminating child labour in Thailand. Support for information sharing and joint activities strengthened networks and networking on migrant child issues and more particularly on issues related to the prevention of trafficking and the worst forms of child labour. Reestablishing the Mekong Coordination and Thai Coordination Networks provides an institutional basis for continuing actions assuming the necessary resources are mobilized to support activities. Increased use of virtual networking could enable regular information sharing and coalition building at less cost so that fewer physical meetings are necessary to assure network continuity. Cross border activities with Lao and Cambodia were more vigorous than with individuals and organizations in Burma and any opportunities to improve collaboration with actors within Burma in the future should be seized.

Project-supported work at the provincial level produced some good models for combating the worst forms of child labour in the targeted sectors and provinces. The best models showed how to:

- ✓ improve access by migrant children to educational opportunities in regular Thai schools by organizing transitional education programs and supporting schools to meet the challenges posed by migrant children's school attendance,
- ✓ increase the relevance of formal education by integrating vocational activities for children at risk of dropping out,
- ✓ improve means for protection of working children by delivering training on occupational health and safety to children and employers,
- ✓ improve working conditions by mobilizing employers,
- ✓ identify children engaged in the worst forms of child labour by mobilizing teachers and health workers to integrate child labour monitoring in their work,
- ✓ engage local government in combating child labour by working with the Tambon Administration on child labour awareness raising and monitoring,

- ✓ enable collaboration between civil society organizations and public agencies, and
- ✓ improve coordination among line offices of national Ministries for action against child labour by establishing multidisciplinary teams.

Project produced models would have been stronger had:

- ✓ action programmes started sooner, giving more time for the models to mature,
- ✓ more attention been paid to the important role that parents and guardians and the community at large play in protecting the rights of children,
- ✓ gender differentiated strategies been developed,
- ✓ collaboration with the private sector been even stronger,
- ✓ the services been more holistic, including looking at and strengthening strategies for improving family livelihoods
- ✓ mechanisms that enable frontline social service agents to refer children to social services been strengthened

Project support for social mobilization, awareness raising and knowledge building succeeded to raise the profile of child labour in many of the communities where the project worked and in particular among public servants, NGOs and educators. World Day Against Child Labour celebrations supported by the project engaged individuals from high level bureaucrats to grassroots organizations and children in awareness raising and advocacy on child labour. Many partner efforts to attract media coverage for their activities were successful and contributed to heightened public awareness. To reinforce project strategies to change perceptions among the general public about minority and migrant populations and their labour exploitation, it would have been useful for the project to develop and test their messages using focus groups and knowledge, attitudes and belief studies in order to refine their communication strategies. Greater engagement by employers and workers in awareness raising and social mobilization could have captured the positive motivation of some of the former to enhance Thailand's image abroad and improve working conditions for all.

Project supported research studied key issues related to the occurrence and causes of the worst forms of child labour in some high priority sectors, regions and segments of the supply chain in Thailand. Work that was finished at the time of the evaluation was well written and provided practical insight about the

prevalence of worst forms of child labour and the mechanisms that are needed to combat it. Many planned studies were late getting started and a number will not be released until very near the end of project. This is unfortunate because the project will no longer be in a position to capitalize on the findings in its direct action programmes; however, there remain many opportunities to capitalize on the studies in the context of the NPP, the ongoing activities of the AP implementing organizations and in the planned new project. A strategy for diffusion of study results including a media strategy is essential so that the information contributes to improved strategies, awareness and social mobilization.

The sustainability of project work to improve work place safety for young workers and improve mechanisms for the enforcement of labour laws in the workplace is challenged by the inadequacy of government mechanisms for labour inspection and enforcement (too few human resources as well as issues of low levels of accountability and corruption in some instances). The integration of teaching about the workplace including labour rights in schools holds promise to improve children's awareness of their rights if scaled up in one form or another and complemented by awareness raising for families and employers and other more holistic interventions that address the root causes of child labour. The engagement of teachers and health workers in child labour monitoring piloted in the Child Labour Monitoring action programme provides a model for extending child labour monitoring to the community level but needs to be reinforced by improved mechanisms for referring identified children to social services. Project work with employers to strengthen mechanisms for self-policing is also promising as long as there is domestic and international pressure on employers to clean up labour exploitation in production processes and supply chains. Project support for research institutions and civil society advocacy networks are likewise positive contributions as these are institutional mechanisms that play a watchdog function and will likely keep the child labour issue on the public agenda for as long as the problem persists.

Project support to the Ministries of Labour, Education and the Ministry of Social Development and Human Security to improve their institutional mechanisms for the implementation of programmes that contribute to the reduction of worst forms child labour is a positive contribution to national efforts although much remains to be done before, for example, migrant children access regular Thai schools and other social services in significant numbers. At the time of the evaluation, prospects for improved social protection for ethnic minorities appear better as many of the latter are gradually being given the full benefits of citizenship. The absence of collaboration with "technical" Ministries (Agriculture and Fisheries) is a weakness of the project which should be addressed in future efforts by stakeholders.

At the project close, the sustainability and in particular the replication and scaling up of project models hinges in large part on the RTG commitment to implement the NPP. The project made a strong effort to

document good practices and organize forums for sharing these at the end of the project which is commendable. The continued engagement by the ILO regional office to support the Ministry of Labour will be important for NPP implementation as will continued pressure from the civil society counterparts that participated in the project supported activities and networks.

1. Introduction and Background

This is the report of the final evaluation of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) project, "Support for National Action to Combat Child Labour and its Worst Forms in Thailand," a 54 month, 3.78 million dollar project funded by the United States Department of Labor (USDOL). The project under evaluation was initiated on September 30th, 2006 and is scheduled to close on March 31, 2011². The final evaluation was conducted by a two-person independent evaluation team composed of one international and one national consultant with field work in May 2010. Because of the political unrest at the time of the evaluation, the final stakeholder workshop was cancelled and was eventually held in October 2010.

1.1 Summary Project Description

The project, "Support for National Action to Combat Child Labour and its Worst Forms in Thailand," builds on the experience in the country over the last 10 years, and aims to support government and other stakeholders to put policy and laws into practice. The project design was based on research commissioned by ILO-IPEC in six provinces in 2005-06, preceding the funding of the project, which investigated the nature and extent of child labour in selected economic sectors. The project approach is to support policy improvement at a national level and wider engagement to combat child labour, while at a provincial level it develops intervention models for wider replication.

The development objective of the project is to reduce child labour in Thailand, focusing on the immediate elimination in its worst forms. The project has three immediate objectives, in support of the development objective, which are, that by the end of the project:

- ✓ Policy changes are in place to support the elimination of child labour;
- ✓ Targeted children are withdrawn and prevented from the WFCL in six selected provinces through the development and implementation of models that can serve as the basis for best practices for replication; and

² The project was extended from June 30, 2010 to March 31, 2011 after the main in-country portion of the final evaluation exercise was completed.

- ✓ Multi-stakeholder responses to combat the WFCL increase public awareness at the provincial and national level.

The project aimed to achieve its objectives through a series of outputs and activities at national and provincial levels. Central to these were seven Action Programmes (APs) in six provinces (Chiang Rai, Tak, Udon Thani, Samut Sakhon, and Songkhla and Pattani), and three at the national level, which are intended to withdraw or prevent children from the worst forms of child labour by strengthening mechanisms for policy coordination and delivery, raising public awareness and strengthening advocacy and direct actions such as identifying children at risk and providing them with educational and other services. Project direct action interventions targeted children working primarily in fishing and fish processing, agriculture and agro-processing, and informal sector activities (street vending, begging). Many project direct action interventions focused on addressing the needs of migrant children who make up a large proportion of the children identified as working or at risk of working in the worst forms of child labour in Thailand. However, poor Thai children and ethnic minority and stateless children were also targeted by project direct action as project research shows that they are also at risk and participate in the worst forms of child labour in Thailand.

1.2 Scope and Purpose of the Evaluation

The evaluation team considered the results and outcomes on all levels of project implementation: impact on policies, knowledge, awareness and social mobilization on child labour and on the availability of effective and replicable models of intervention relevant for withdrawing and preventing children from engaging in the worst forms of child labour.

The evaluation team assessed key aspects of the programme including strategy, implementation, and achievement of objectives. This evaluation report will present and analyze the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and feedback from key stakeholders. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities used to address child labour and trafficking in Thailand. It will identify lessons learned and good practices in combating child labour, particularly among the migrant, ethnic minority and stateless populations that might inform future child labour projects in Thailand and in other countries as appropriate. Life histories of the beneficiary children and case studies based on evaluation team interviews are also documented. The evaluation team hopes that this report will be useful to key stakeholders and decision makers and aid with policy and programme decisions for future activities in the country.

1.3 Evaluation Methodology

The terms of reference for this evaluation were developed by ILO/IPEC's Department of Design, Evaluation and Documentation in consultation with all stakeholders including the donor. In addition, before starting the in-country portion of the evaluation, the evaluation team leader conducted telephone interviews with the IPEC Geneva desk officer and USDOL representatives; interviews identified areas of interest for evaluation assessment from the point of view of these stakeholders as well as their perspective on the achievements, shortcomings and challenges of the project.

The evaluation was conducted through a desk review of relevant documents and consultations and interviews with key stakeholders and direct beneficiaries. The desk review examined the project document, progress reports, written outputs of the project, selected Royal Thai Government (RTG) policy documents and a small number of relevant materials from sources other than ILO and the RTG.

The final evaluation field visits and stakeholder meetings were conducted by the final evaluation team during the period May 4-19, 2010. In-country consultations consisted of meetings, interviews and presentations by stakeholders including ILO/IPEC project staff, ILO technical specialists, government officials, employers' and civil society organizations representatives, community leaders, action programme implementers and family and child beneficiaries. Due to the unrest in Thailand during the evaluation period, some stakeholder interviews were conducted by phone in the two weeks that followed in-country consultations and the final stakeholder workshop was cancelled and then rescheduled and held on October 6, 2010.

Four provinces and four action programmes were visited by the evaluation team:

- ✓ Prevention of Hazardous Child Labour and Child Trafficking Through Education and Social Mobilization among Migrant Communities in Samut Sakhon Province.
- ✓ Prevention and elimination of child labour in hazardous work through occupational safety and health services in Songkhla and Pattani Southern border provinces.
- ✓ Collaboration for the Prevention and Elimination of Hazardous Child Labour in Samut Sakhon Province.

- ✓ Prevention and Elimination of the Worst Forms of Child Labour in Chiang Rai Province - Application of Multi-disciplinary approach.

The selection of which action programmes to be visited was made by ILO/IPEC DED in consultation with project management. The selection of action programmes to be visited was influenced by time and logistics constraints as well as other factors:

Samut Sakhon is a large seaport and has a mix of migrant children of different national origin, many of whom work in shrimp and fish processing. Project interventions focused on improving access by migrant children to Thai formal education.

Songkla/Pattani was not visited by the mid-term evaluation, and has an interesting mixed target group including Thai Muslims and Burmese migrants. It also targeted child labour in fishing and fish processing and intervened primarily through health and occupational safety interventions.

Chiang Rai deserves attention because it is the main action programme targeting ethnic minorities and is the only project targeting children working in the services sector. The action programme in this sector started late due to a change in the implementing organization from the Provincial Office of Labour (POL) to the Provincial Office of Social Protection and Human Security (POSPHS).

1.4 Evaluation Methodology Limitations

The in-country portion of the evaluation was scheduled over a three week period in May 2010. Because of political unrest during the evaluation period, and the deteriorating security situation, the international evaluator was not able to finish all the planned meetings. Although the period during which the evaluation took place was not ideal, the unrest did not unduly influence the course of the evaluation. All visits to provincial action programmes occurred as planned and many national level meetings took place during the first week of the in-country portion of evaluation while work routines were fairly normal. However, the meeting with one key national institutional partner, the Ministry of Labour, was postponed during the first week and because of the unrest it could not be rescheduled until after the 19th; it was conducted by the national evaluator. An additional discussion between the lead evaluators and Ministry of Labour officials took place during the October 5, 2010 stakeholder workshop. Some meetings scheduled in-country were rescheduled and conducted over the telephone by the international evaluator while other meetings were definitively cancelled.

Information collected during site visits may or may not be entirely representative of the project as a whole. For example, given time constraints, it is possible that the evaluation team visited the easiest to access examples of project interventions which may or may not represent the quality of the project work overall. In particular, the evaluation team was only able to interview a very small number of direct beneficiaries compared to the total numbers served; drawing firm conclusions about the impact of project interventions on the direct beneficiaries as a whole by the outcomes experienced by the few children encountered by the evaluation team is not possible. A wider survey of project direct beneficiaries had been planned and budgeted, but ILO/IPEC DED was not able to recruit an appropriate survey team within the time constraints of the project. In addition, none of the APs working in the agricultural sector were visited by the evaluation team which limits analysis of work done in this economic sector.

There were two Chief Technical Advisors (CTAs) during the project implementation period but only one was still available for interviews by the final evaluation team. Had the first CTA been interviewed, she may have presented a different perspective on the challenges and accomplishments of the project. However, the first CTA was present during the mid-term evaluation and her perspectives would have been captured in the midterm findings. Finally, the international evaluator had no direct experience working in Thailand and therefore may not have been able to fully grasp all the contextual issues that impacted project implementation or nuances in communication with stakeholders. This constraint was compensated by having an experienced national consultant on the evaluation team.

The terms of reference for the evaluation are included in Annex A. The field visit schedule and the list of people interviewed are available in annexes B and C respectively. The October 2010 national stakeholder workshop report is in annex D.

2. Project Context

2.1 General Observations

The dynamism of the Thai economy is impressive; the rows of tall building stretching skywards and the frenetic activity on the ground of Bangkok are a product of an economic system that has produced exceptional growth over the last twenty-five years. Much of the economic growth has been export-driven: about 65% of Gross Domestic Product (GDP) is based on exports. Economic growth has created

work for many but pressures to keep production costs low and inequitable distribution of wealth has had the result that not all work in Thailand falls under what the ILO would characterize as “decent work.³”

2.2 Child Labour in Thailand

The numbers of children working in Thailand has decreased significantly over the last two decades, although its use still persists. Although in fewer numbers than the past, Thai children are still engaged in child labour, especially among ethnic minorities in the north and among the rural and urban poor. In addition, many of the jobs once performed by Thai children are now performed by migrant children who come alone or with their families to Thailand looking to better their economic situation and who are commonly employed in sectors of the economy where because of low pay and poor working conditions, many Thai people will no longer work. Child labour predominates in informal businesses across the economy, and some takes the worst forms as defined in ILO Convention 182 on the Worst Forms of Child Labour.

While the extent of child labour in Thailand is hotly debated and there are no official figures on its prevalence, pre-project research indicated that children are engaged in a variety of sectors and occupations. Anecdotal evidence gathered during the evaluation supported the existence of the worst forms of child labour in the country. Based on interviews with children and other project stakeholders in the field, there are many employers who are not opposed to hiring children and some parents and many of the children interviewed consider economic activity starting from a young age as a normal part of their family and community customs.

Schooling is important in Thai society but so is helping out one’s family. Many of the children interviewed by the evaluation team in Thailand were in school; but many of them worked before and after school, on weekends and during school holidays. For those willing to accept low paid, low skill, labour-intensive work, there seemed to be readily available, often wage-earning jobs for young workers during off school hours. Some of the children interviewed worked to support their families either voluntarily or because they were required to, others because their peers were working and still others because they enjoyed having pocket money more than they did studying. A general impression of the evaluation team is that labour demand, specifically demand for cheap labour, coupled with cultural attitudes about work and work appropriate for children are big factors driving child labour in Thailand.

³ According to the ILO, decent work sums up the aspirations of people in their working lives – their aspirations for opportunity and income; rights, voice and recognition; family stability and personal development; and fairness and gender equality.

The Government of Thailand has pledged to eliminate the worst forms of child labour. It ratified C.182 on the Worst Forms of Child Labour in 2001 and Convention 138 on minimum age of work in 2004. Other positive aspects of government policy include compulsory schooling to age 15, accessible health care, limits on work for children age 15 to 17, agreements with neighbouring countries on regularising migrant workers and addressing trafficking, and a cabinet resolution to extend free education to all children regardless of nationality or legal status (ie all Thai or non Thai children).

Vulnerable children

Migrant Children and children of minority ethnic groups are considered the most vulnerable to labour exploitation due to their legal status in Thailand, and their limited access to social services and welfare. Migrant children are frequently denied access to educational opportunities in Thailand⁴. Migrant children's lack of access to education is not only a result of existing schools not wanting to accept them, but also due to the fact that many live and work in remote and/or closed environments, like the plantations in Tak where the closest formal/non-formal school is too far away for children to access on a daily basis and some of the fish processing factories in Samut Sakorn where workers – including children – are not allowed to leave the workplace premise. It is reported that ethnic and stateless children have easier access to formal education but access to higher education is limited unless they obtain Thai citizenship. The school certificate

awarded at age 15 to ethnic and stateless children is stamped non-citizen, meaning that all further education must come at the individual's expense, far beyond the budget of an average hill tribe or migrant family. Thai citizens are charged a standard flat rate of 30 baht for every treatment received at government hospitals, but people living in Thailand without proof of Thai citizenship are obliged to pay the full price. Without citizenship it is impossible to vote, buy land, travel outside your district, or even own a vehicle.

CATEGORIES OF NON-THAI POPULATION

Legal: legally enter with rights to stay in Thailand

- Receive permanent permit to stay in Thailand
- Receive temporary permit to stay (visa-tourist)

Illegally enter, but receive temporary permission to stay in the country

- Hill tribes and ethnics
- Registered migrant labor (including family members that have been registered)
- Stateless, and has been registered according to Strategic plan to manage status and rights issues of those people reside in Thailand

Illegally enter, with no permit

- Refugees from Myanmar who are waiting to be repatriate (confined area in 9 camps provided around border area)
- Other illegal group without any permission to stay, such as unregistered migrant workers

⁴ Although all children, Thai or non Thai have access to free education until the age of 15 in Thailand

2.3 External Factors influencing Project Implementation

The period of project implementation was an unsettled period in Thailand. Rapid economic growth has produced tensions in Thai society and its political structures. This manifested itself in political instability and unrest during the project implementation period. In addition, the period was characterized by global economic problems. In 2008, there was a rapid rise in the cost of living which was followed in 2009 by the global financial crisis and recession.

During the project lifetime, Thailand has had four Prime Ministers and three Ministers of Labour. Among the key personnel within the Department of Labour Protection and Welfare, the main ILO/IPEC project counterpart within the government, only one staff person has been involved from the beginning of the project to the end. All the policy level staff, such as unit heads and the Director changed many times during the project implementation period. Change in government counterpart personnel is expected in Thailand; however, the project implementation period was characterized by changes that exceeded norms. Therefore, it is likely that this turnover affected the project efficiency negatively. .

According to key informants, in general, political forces in Thailand have a big impact on policy implementation. Frequent changes in political leadership during the project implementation period may have hindered project effectiveness because it made it more difficult to identify and build a consistent relationship with politically backed individuals in government leadership. This would mainly have influenced the efficiency of counterpart efforts to move the National Policy and Plan on child labour forward and get buy in for the Plan from other branches within the government.

In addition, political changes also had an impact on the relationship between the Thai government and neighbor countries, notably Cambodia; the conflict of Abhisit's government with Hun Sen resulted in less government to government cooperation on cross border issues influencing migrant child labour and trafficking. For example, Cambodia government officials cancelled their participation in a few project sponsored meetings during the 2008/09 conflict period.

The national verification process undertaken by the Burmese authorities supported by the Thai government in 2009 and 2010 as part migration policy also impacted the project negatively. The national verification process is part of the Employment Memorandum Of Understanding between the Thai and Burmese governments and requires all Burmese migrants currently living in Thailand who are applying for a work permit, or an extension of their existing work permit, to contact their embassy or other designated offices to have passports/IDs issued. On surface this might seem a regular practice, but in reality it pushed many Shan, Karen, Mon and Burmese families to move back to their hometowns in

Myanmar, or alternatively to go underground, as a large number of the ethnic migrants from Burma living in Thailand distrust the process and fear that if they report themselves to the Burmese authorities, it will impose high costs for getting a temporary Burmese passport, along with a Thai visa and work permit related fees. The Labour Protection Network, Action Programme implementer in Samut Sakorn, reported that many of the AP direct beneficiaries left the area and dropped out of project activities as a direct result of the national verification process.

Periods of political unrest, including the most recent one that started in March 2010, have had measurable consequences for the project. Unrest periods resulted in postponed and canceled meetings which delayed project implementation (for example, representatives from China and Vietnam cancelled their trip to join Mekong-CORD meeting). In addition, during periods of unrest, government officers have other priorities that require their urgent attention, which likely pushes the issue of child labour down or off of their agenda.

The likely impact of the economic crisis and food price rises on the project was to exacerbate factors that render children and their families vulnerable to child labour. The same pressures stemming from the economic crisis that potentially increase the prevalence of child labour, would likely decrease the time and resources available to deal with the issue within the Ministry of Labour and other key national counterparts. The Ministry staff was overwhelmed by increasing work load related to major layoffs and increases in the unemployment rate. As a result, the relative importance given to child labor may have decreased.

2.4 Relevance of Project Design

The project was designed to support the implementation of policies in Thailand that contribute to combating the worst forms of child labour. According to the internal logic of the project design, implementation hinges on stronger political will, better knowledge, more awareness, better enforcement of laws, increased engagement by civil society, more technical capacity, and the modeling of viable intervention models. This is a coherent framework for designing interventions that influence policy implementation and in general the planned interventions are consistent with the framework.

The project document describes in some detail the ways incentive structures operate in Thai society and provides quite interesting and useful analysis on why a variety of actors would be motivated to engage on child labour issues. The project document describes how commitment to combating child labour could be leveraged through vertical pressure from above via centralized policy directives, and from below, typically from well-positioned individuals within academic institutions or working with NGOs; pressure from

champions or change agents within institutions; and horizontal pressure between provinces (peer pressure) and through pressure from motivated individuals within provincial institutions. This was useful analysis because it provided additional insight to how change happens in Thailand. ILO/IPEC translated some but not all of this analysis into successful actions in favor of children as will be highlighted in the project implementation section of this document.

The translation of background analysis and proposed project strategies into actual activities was weak in the project document. Even though significant preparatory work was done by ILO/IPEC leading up to the project design, the log frame was quite short on detail. On one hand, this left significant room to plan activities with project partners using participative approaches that create ownership and sustainability. On the other, it may also have contributed to project implementation delays.

The project design did not emphasize sufficiently the role that empowered families and strong communities can have in reducing the prevalence of child labour. According to ILO project management, donor project development guidelines during the project design phase discouraged significant investments in an “income generation component.” As a consequence, project interventions to prevent or withdraw children from the worst forms of child labour by strengthening the situation of their family and creating more cohesive communities were relatively weak. It is true that because many of the children targeted by the project were from the migrant community, traditional ILO/IPEC approaches to supporting family livelihoods may not have been appropriate; it would have been nevertheless important to identify other appropriate interventions models to empower migrant families and communities.

The project design took into account the importance of applying existing policy, working at provincial and community levels and working within existing institutions. There were strong points in project design; policy is mainly translated into implementation by actors who are “close to the ground” therefore, most of the barriers to actually helping children are confronted at the provincial and community levels. The plan to provide services to a significant number of children mostly through public agencies and programmes, while posing a number of challenges, was generally productive in that it resulted in intervention models that were able to reach large numbers of children without the investment of unrealistic levels of donor supplied resources potentially making the project models replicable and scalable within the framework of the national budget and therefore increasing project sustainability.

3. Project Implementation

3.1 Project Management

Analysis of project management examines how the project Chief Technical Advisor (CTA), programme and administrative staff worked together and with other key stakeholders to implement the project. Two different CTAs led the project team during the project implementation period; the first CTA, who was a Thai National, was responsible for project implementation for approximately the first two years. She was changed shortly after the mid-term evaluation and was replaced by an international CTA who worked until June 2010, the anticipated project completion prior to the last project extension. According to ILO regional management, the decision to change the CTA was made to address internal management issues that were contributing to project implementation delays as identified in the midterm evaluation. Among these were poor team dynamics. According to ILO, the change of CTA was subject to discussion with the primary project counterparts within the Ministry of Labour.

A change in project leadership over halfway into project implementation has the potential to be very disruptive. In this case, the choice of CTA helped mitigate the disruption as she was someone who was already working in Thailand, was knowledgeable of the project and child labor issues in Thailand in general. Team dynamics appeared to have improved and project implementation accelerated according to a number of indicators including the project burn rate and delivery of services to direct beneficiaries.

In addition to changing the CTA, the project also added an additional programme manager and reallocated management responsibilities among staff. The additional programme staff person addressed the project management issue of understaffing which had been identified by the mid-term evaluation as a constraint to more effective and efficient project implementation. Initially the project was designed with one CTA, one project officer, one senior administrative officer and one secretary, i.e. only two technical staff covering activities in 6 provinces and policy level work in Bangkok. The second project officer was hired in April 2009 and stayed 6-7 months with the project before going on maternity leave and then moving on to another ILO position. She was replaced by a consultant who worked with the team until end of June 2010.

With the addition of a staff member, programme management responsibilities were reshuffled and the persons responsible for various APs changed within the project staff. The change in programme management staff was noted as disruptive by at least one AP implementer and in the view of the evaluation team may have contributed to gaps in programme monitoring and support in some APs. The presumed gaps were manifested by lack of clarity in some implementers' basic understanding of child

labour and ILO/IPEC management procedures. As noted earlier, there was also turn-over in implementing organization staff which probably contributed to these weaknesses as well.

The strategic review organized by project management following the management change over was very useful for refocusing project implementation to maximize results within the remaining time left for project implementation. The first extension of the project duration by 6 months was critical and allowed the project to complete many of the activities that were planned by allowing additional time for action programme implementation. All but one action programme was completed by June 2010 when an additional 9 months extension was approved to complete some project activities (ongoing research activities) and to conduct research for a new project that is currently under development.

Coordination with key institutional partners: At the national level, the Department of Labour Protection and Welfare (DLPW) within the Ministry of Labour was the main project counterpart of ILO/IPEC. The ILO/IPEC/DLPW relationship is one of the principle keys for project sustainability since the DLPW is responsible within the RTG for coordinating the implementation of Government policies on child labour. ILO/IPEC and the DLPW both reported that they worked very closely on the revision of the NPP; in addition, ILO/IPEC provided significant support to “roll-out” the Plan at the regional level through four regional cluster NPP workshops. It was likewise said by Ministry of Labour officials that ILO technical experts’ support was highly appreciated and needed to deal with planned future activities including revising the hazardous list, conducting a national child labour survey and for considering the implications of potential new actions like ratifying ILO conventions 87 and 98.

At the level of provincial action programmes, the DLPW was to provide oversight for AP implementation. Involvement by Ministry officials in monitoring provincial APs was indicated in the project strategy as an important means to assure the transfer of knowledge and “ownership” of successful ILO/IPEC models to national counterparts and to contribute to their scaling up, replication and sustainability. All APs were individually submitted for endorsement by the DLPW as the Secretariat to the National Committee on the Elimination of the WFCL. The former DLPW Director General signed off on all APs during 2007-2008. The last two APs were endorsed by the current Director General in early 2009. According to project management, despite the length of this endorsement step with DLPW, the project recognized the necessary engagement of DLPW in validating all APs. In addition, when the first AP (AP001 Chiang Rai) was launched in April 2007, the former DLPW Director General presided over the launch and was accompanied by his designated staff.

However, the Ministry of Labour officials at the national level also said that they were not well informed about progress on ILO/IPEC supported APs with the exception of the AP on child labour monitoring on which they attended a workshop. This point of view was not shared by project management, which indicated that DLPW staff were invited to participate in an annual review of APs, occasionally met with AP implementers in meetings that were organized by the project, participated in the midterm and final evaluation stakeholders workshop, and took active part in the project-end seminar in June 2010 where all AP implementers presented their good practices and discussed ways forwards in addressing child labour.

In addition, the project worked closely with the Ministry of Education which is responsible for delivering education and training services to all children living in Thailand. The involvement of a central policy unit within the Ministry of Education (the Office of National Education Council - ONEC) in the Tak direct action programme⁵ engaged the Ministry on child labour issues and migrant education at a high level which supported feeding lessons learned into system level work. To reinforce systemic impact, the project organized a workshop in collaboration with ONEC in June to share project experiences related to extending access to education to migrant children.

The project also coordinated with the Ministry of Social Development and Human Security (MSDHS), which looks after vulnerable groups including children, the elderly, and the disabled and is mandated to coordinate action on human trafficking. Collaboration with this Ministry was focused on trafficking issues. Project management did not propose a national level interview with a Ministry representative. One provincial action program was implemented with the Provincial Office of Social Development and Human Security (Chiang Rai); this collaboration allowed the project to explore the role of the Ministry in combating child labour at the provincial level. In addition, the development of the Operational Guidelines on the Prevention and Suppression of Trafficking for Labour Purposes, and Assistance and Protection for Trafficked Persons, accompanied by a training curriculum, were endorsed by the Thai Government in 2008 and were developed through a series of inter-agency meetings that included the MSDHS. The project supported the MOL/DLPW to conduct two training workshops bringing together provincial level staff from various government agencies (MOL, MSDHS, police, social workers, attorney office, NGOs etc) on the Operational Guidelines.⁶

⁵ The Action Programme on Tackling and Preventing Child Labour through Educational Provision for Stateless and Migrant Children and Children of Migrant Workers in Tak Province, Thailand.

⁶ While the project acted as the key ILO interface with the MOL/DLPW in delivering these two training workshops, 70% of the budget (some USD20, 000) was mobilized from another ILO project (Gender RBSA) operating in the sub-region.

3.2 Project Relevance

This section on project relevance reviews some strategic choices made by project management and analyzes their appropriateness relative to project objectives and the national context of project implementation.

Selection and support to Action Programme Implementing Organizations: The primary ILO/IPEC implementing partners at provincial level included the provincial offices of its national institutional partners (Provincial Office of Labour (POL), Provincial Office of Labour Protection and Welfare (POLPW), Provincial Office of Social Development and Human Security, and Education Services Area Offices as well as the Health Department (for health volunteers who helped screen project beneficiaries), and NGOs. Involving the provincial offices of national government institutional partners was a strategic choice in order to build the capacity of the government for NPP implementation using a “learning by doing” approach. Engagement on the project enabled the POL in particular to participate in identifying and monitoring child labourers, to enhance their work on occupational health and safety to include a particular focus on children and to improve their mechanisms for referring children to social services.

Many ILO/IPEC NGO implementing agency representatives interviewed by the evaluation team felt that their collaboration with government agencies had been enhanced through their work on the ILO/IPEC project. One example of government/NGO collaboration was in Chiang Rai province where NGOs’ roles were promoted by the POSDHS in prevention efforts. The pilot project in Samut Sakhon presents another alternative approach; it engaged government agencies mainly for prevention (to create awareness among employers), while NGOs provided direct services for migrant children and their families. This was probably very appropriate in Samut Sakhon where the relationship between the state and illegal migrants might have made service delivery by government agencies difficult. The lesson learned is that by linking civil society groups and service providers with government agencies, it is possible to capitalize on each others’ comparative advantages in particular situations and contexts to combat child labour.

Creation of multidisciplinary structures on child labour

At both the national and provincial levels, ILO/IPEC supported establishing multidisciplinary structures to deal with child labour. The main purpose of these structures was to enable the provision of integrated social services to children at risk or engaged in the worst forms of child labour by setting up a coordination mechanism. The national coordination mechanism met infrequently during the project implementation period. One of the reasons for this inactivity may have been due to the delayed

finalization of the NPP and the absence of a framework for common action (although moving the NPP forward would have been a good reason to meet as well).

At the provincial level, ILO/IPEC established or reestablished teams on child labour in all six project-targeted provinces. Based on meetings with multidisciplinary teams in three provinces, they functioned relatively well for project purposes (i.e. to coordinate or oversee project-funded activities). Their continuity in some form may be served by the reconstitution of Ministry of Labour Provincial Women and Child Workers Protection Centres. However, it is recommended that the Ministry of Labour analyze and address why these teams had to be reconstituted i.e. what were the factors that rendered them inactive previously. The effectiveness of multidisciplinary structures to support provincial activities on child labour would likely include whether or not there is effective planning and funding and other resources available for activities, the priority accorded to child labour by line Ministries (whether or not child labour has been mainstreamed into members action plans at the central level) and the priority accorded to addressing social inequity in general and the worst forms of child labour in particular by provincial leadership (the governor's office). The participation on the team by active civil society organizations that work on migrant, labour rights and social equity issues (for example, as is the case with project partner, LPN in Samut Sakhorn) and/or champions from employers' and workers' organizations is also important.

The project supported the creation of new multidisciplinary teams under the supervision of the Ministry of Labour. According to the project, it originally planned to work with the existing Child Protection Committees at the provincial level which are under the direction of the Ministry of Social Development and Human Security. This proved difficult because the Ministry of Labour has the official mandate to work on child labour issues which is manifested at provincial level in a separate structures (Provincial Women and Child Workers Protection Centres). There is a representative of POL on the Child Protection Committee who is charged to provide inputs on labour protection for children and to use his/her participation on the committee as a mechanism for referring child labour exploitation victims identified through labour inspection and other work place monitoring mechanisms to social protection services and there is representative of the provincial office for Social Development and Human Security on the Provincial Women and Child Workers Protection Centres team. In the view of the evaluation team, the duplication of provincial coordinating bodies, albeit for obvious bureaucratic reasons, is unnecessary and that the child protection mechanisms established though the Ministry of Social Development and Human

Security may be better suited for delivering the kinds of holistic approaches that children need to be withdrawn and prevented from the worst forms of child labour.⁷

Choice of AP implementers

On the whole, project management made good choices in its selection of AP implementers based on analysis of the action programmes visited by the evaluation team.

Pilot project in Songkhla/ Pattani: it was important to choose a community based organization to implement project work in the conflict bound southern provinces. Planned Parenthood Association of Thailand (PPAT) was a good choice since it has worked in the area for a long time and has connections to many communities (no lengthy trust building process required). In addition, PPAT had experience working on child labour issues with a previous ILO/IPEC project. PPAT was also able to use some of its core competencies on health issues as an entry point for working with the community on child labour. PPAT's main challenge was assuring that field personnel were sufficiently well trained on child labour issues and strategies for combating the problem. Based on evaluation team observations of PPAT field staff, the challenge was adequately addressed although additional capacity building on child protection and social service referral procedures would have been beneficial.

Pilot project in Chiang Rai: the start-up of this AP was severely delayed which led to a change of implementing agency (switched from the Provincial Office of Labour to the Provincial Office of Social Development and Human Security (POSDHS)). Through the POSWHS, many community based NGOs were recruited to implement prevention efforts in schools. In Chiang Rai in particular, the project hired programme coordinator carried much of the burden of project implementation. Although the coordinator was quite effective in some aspects of her job, more involvement of staff from Social Development and Human Security would have helped to ensure the sustainability of this project. The evaluation team had the opportunity to interview the University based programme technical advisor for this pilot programme; the technical advisor concept functioned quite well in Chiang Rai and represents an innovative approach to engaging people from the academic world in combating child labour.

⁷ The national evaluator has worked quite extensively on child protection issues in Thailand and is very familiar with the structures set up by the Ministry of Social Development and Human Security.

Pilot projects in Samut Sakhon: Two AP implementers were engaged by the project in this project: one NGO and one government agency. The selected NGO, the Labour Protection Network (LPN) contributed substantially to increasing attention to the problems of migrant workers and their children in Samut Sakhon and further afield. The LPN is a community-based organization and employs a network of paid staff and volunteers who either live in or regularly visit migrant neighborhoods; because of this proximity, they are trusted by the community, understand the problems encountered by migrant children and are well positioned to advocate for their rights and provide some services. Through their advocacy activities and legal defense of migrant labour rights, LPN addresses the larger context that produces child labour in the migrant community in ways that other action programme implementers do not. Their concern for children has led them to engage in delivering educational support directly to children; they recognize that this is not their expertise and this is what drives their involvement in supporting the right of migrant children to be educated in formal Thai schools. The NGO's philosophy of promoting self-reliance, for example, asking children's families to contribute to their children's education expenses, is positive factor for both the sustainability of their actions as a means to assure family involvement in their interventions.

Good Practice: Supporting NGO run assistance labour rights center for migrant workers The LPN Labour Centre (LPN-LC) provides valuable assistance to migrant workers. LPN-LC addresses migrant children's rights in the broader context of migrant workers' rights. The agency reports that it has delivered legal aid and social assistance to more than 700 migrants including approximately 100 minors aged between 8 and 17 years. Cases covered migrants being fired without prior notification, victims of trafficking for fishing boats, girls trafficked into sexual exploitation, work-related injuries, sexual abuse in the workplace, and child arrests and deportation by the police. LPN accepts calls from migrant workers seeking advice about the National Verification and work permit application. Increasingly, employers also call them to seek help and information concerning the legal employment of migrant workers.

The other implementing AP in Samut Sakhon was under the supervision of the Governor, who was the official signatory on the AP agreement, so that POL could engage several other provincial agencies including the Provincial Public Relations Office, the Provincial Education Service Area Office, the Provincial Office of Non-Formal Education, PLPW and its OSH unit among others. The engagement of multiple public agencies was a strong point of this AP because of its success as a means to integrate child labour issues into many aspects of provincial administration and not focusing narrowly on labour inspection. It would have been interesting to link the two AP implementers and their actions more strongly together by perhaps finding a mechanism to have both partners under the same AP, although in such a mechanism, it would be important to preserve LPN's freedom in terms of operations of their work.

Targeting-Children: Based on a very limited sampling, the children selected by project implementing organizations for direct interventions fell within the category of children at risk or engaged in the worst forms of child labour. The direct beneficiaries interviewed by the project evaluators reported activities

and life circumstances consistent with the guidelines in the project DBMR handbook which are in turn consistent with ILO definitions.

One action programme implementer interviewed by the evaluation team said they had some difficulty understanding the difference between children prevented and children withdrawn early in programme implementation but that subsequent DBMR training (which followed up on a midterm evaluation recommendation) clarified the distinction. It is possible that the confusion lingered in some programmes where children were identified and monitored by teachers and/or health volunteers with limited training.

3.3 Project Efficiency

This section on project efficiency analyzes the extent to which project management maximized its limited resources to reach project objectives using time, money and available expertise to the greatest effect.

Work with other ILO projects, ILO models and ILO technical experts

There were relatively few other ILO projects underway during the project implementation period and the project under review was by far the largest ILO project activity in Thailand. The Mekong Sub regional project on Trafficking in Women and Children (TICW) which was implemented from 2006-2008 offered the most obvious opportunity to capitalize on synergies in Thailand because trafficking is closely associated with the worst forms of child labour. Indeed, there was quite productive collaboration between the two projects: they collaborated on the production and dissemination of the “Operational Guidelines on Prevention & Suppression of Trafficking for Labour Purposes,” including on delivering training for labour inspectors. The child labour project also built upon the TICW model of the multidisciplinary committee and worked with some of the same NGO partners, capitalizing on experiences gained during TICW. Project progress reports also cite collaboration with a Japanese funded ILO project on migration: the two projects organized a joint seminar with Employers and other concerned stakeholders on “*Exploitation of Thai and Migrant Workers in the Seafood and Garment Industries in Thailand – Situation Analysis, Legal Implications and Effective Responses*” which was conducted on December 14, 2009. The project document stated that the ILO child labour projects in Thailand and Cambodia would identify and capitalize on synergies between the two projects but there is no evidence that this happened.

ILO has developed a number of methodologies for promoting youth employment, assuring safe migration, strengthening small producers associations, training on business development and entrepreneurship, and promoting OSH, among others. Project intervention models capitalized on existing ILO materials in a

limited way, especially on OSH. In addition, the project translated an ILO manual for identifying hazardous occupations for children into Thai.

Bangkok is an ILO regional office and many technical experts are based in Thailand to provide advisory services for the region including to stakeholders in Thailand. ILO technical advisors for labour standards and trade unions were interviewed by the evaluators; both advisors reported that they had been consulted by project management and on this basis they provided advisory services to stakeholders in Thailand. For example, the Labour Standards Advisor provided input on the hazardous list. In addition, the Ministry of Labour has consulted with a representative of the Statistical Information and Monitoring Programme on Child Labour (SIMPOC) on potentially undertaking a child labour survey thanks to project interventions. According to project management, the project also worked with the ILO gender advisor who contributed USD 20,000 from one of her own projects to fund two trainings on the operational guidelines on trafficking. In addition, the work done by the project on domestic workers in the first half of 2010 was backstopped technically by the gender advisor in collaboration with the project.

Work with other international partners: ILO collaboration with other UN agencies and International NGOs was relatively weak. Examples of collaboration include the joint study on the effect of the global economic crisis on child labour and trafficking co-funded by the project and UNIAP, project participation in a regional workshop on migrant children organized by Save the Children –UK in June 2008 by sharing experiences from the project to prevent and protect migrant children and limited collaboration with a network of International Organizations and NGOs called “the Migrant Working Group/Education Task Force.”

The project could have strengthened its work with child protection related agencies in order to deal with the broader social welfare system and address some of the root causes that contribute the incidence of child labour more effectively. Opportunities for collaboration are offered by the International Office on Migration and the Education Development Center (EDC) project on migrant education which involves work with migrant learning centers and providing assistance to migrant children to access normal Thai education. Another possible area of collaboration is with UNICEF on the child protection system which includes the development of Child Protection Monitoring System (CPMS). CPMS collects information on child protection risks, including children below 15 who work on regular basis, using community based data collection tool in a pilot area.

3.4 Project Effectiveness

This section analyzes selected factors that may have influenced project effectiveness either positively or negatively. Effectiveness is defined as the extent to project strategies and activities succeeded in producing the quantitative and qualitative results planned in their work plan and project monitoring plan.

Direct Beneficiary Monitoring and Reporting System (DBMR) and Child Labour Monitoring System (CLMS)

Direct beneficiary screening and monitoring are important requirements for AP implementers that provide services directly to children. The process is to be documented in a reporting system known within ILO/IPEC as the Direct Beneficiary Monitoring Reporting System. The DBMR is used to fulfill donor reporting requirements and establishes criteria for when a child can be counted as having been withdrawn or prevented from child labour based on the duration of services and standard definitions of what it means to be withdrawn. The requirement is to assure and document that the right children are served by project funded services and to know if services are effective in bringing about the desired durable changes in the children's work and educational status.

The introduction of DBMR in the project produced learning, frustration and some confusion among its users. The learning was mainly about the usefulness of establishing case files on individual children to be used for monitoring and follow-up by community social workers. The frustration was mainly about the level of detail required and technical problems with the software provided by the project. The project decided to produce and deploy a computerized data base for DBMR which added a level of complexity to the system that in the final analysis may have been counterproductive. The confusion was about the purpose of data collection – in many cases the link between data collection and impact monitoring for improving the relevance of services was lost.

Lots of local level work involved data collection for the AP DBMR; different profiles of data collectors were deployed in different provinces and included teachers from the education department, health volunteers from health department and individuals hired as data collectors. The project covered the cost of hiring data collectors in order to get the beneficiary information and enter into the system quickly; the cost of data collection would be hard for most AP implementers to sustain.

DBMR Case study: Interview with an Action Programme Implementer

When the evaluators asked an AP implementer, what she would have done differently if she were to start the programme over, she replied that she would still want to implement the same strategies, but would like to improve programme administration to make it more effective. One of the things that the interviewee wishes she could change is the implementation of DBMR. Since the DBMR was requested by ILO/IPEC after the project had already begun, it was difficult to integrate into her organization's existing plan. In addition, the data collection process was very labour intensive due to its lengthy question lists and the associated difficulties related to administering the questionnaire to target beneficiaries.

Since most AP service recipients were migrants, they tend to move very often and their working hours are unusual. For example, since it's difficult to interview at the work place, the data collector has to wait till the child worker get home which can be as late as 11 pm. The team members might also have to visit many sites, before they can find the new location of previous beneficiaries. In addition, due to the limited education of migrant workers, the team found it impossible to train Burmese or Mon as qualified data collectors. Therefore, a translator was required in all interviews.

The AP implementer suggested that, if possible, the team should be consulted in developing the data form, especially on criteria used to define success as "withdrawn" or "prevented." She thought that due to the difference in beneficiary characteristics in each target area, there should be some flexibility in allowing the team to provide inputs and make a decision on what would suit their situation.

It is recommended to the donor and ILO that the reporting requirements be more flexible and take into consideration that not every action programme is adapted to monitoring individual children. In some cases, requiring that each child be monitored individually may detract from the action programme implementers' quality of services and lead to monitoring becoming a data collection exercise versus a tool for improving intervention strategies. Other mechanisms for monitoring impact, for example, sampling, may be more cost effective for some types of interventions. For example, treating some short occupational health and safety education programmes as a personal intervention requiring following up with every child is inappropriate given the nature of the service provided whereas monitoring attendance of a child in a more extensive non formal education programme is quite reasonable.

The project supported an action programme to pilot a model child labour monitoring system implemented by the Research and Development Institute, Khon Kaen University in six provinces. The model developed drew from the DBMR (it used questionnaires delivered by social service agents to screen children) but was not directly connected to an action programme, rather it engaged frontline social service providers (teachers, health workers, village heads and others) in screening children in order to identify those who were engaged or at risk of engaging in the worst forms of child labour within a community. The frontline agents were instructed to report cases to a committee established at the sub district level which was responsible for referring the identified children to social services and aggregating and reporting data to the provincial multidisciplinary teams.

Because of the short period of implementation, the CLMS AP focused mainly on data collection and the formation of sub-district committees. Guidelines for data collection were fully developed but not guidelines for referral to social services and monitoring post referral. The integration of child labour monitoring in existing frontline social service agents work was very interesting because it built on existing operational structures or mechanisms (the mandate of teachers in schools, village leaders and health care workers to monitor children in the community) rather than inventing new ones (hiring teams of data collectors) which is a good sustainability strategy. It would have been useful to also engage law enforcement agents and potentially other community based agents who would be in a position to identify children in situations of labour exploitation in the course of their regular work and refer them to social services. In addition, moving the child labour committee down to the sub district level has the virtue of engaging local authorities, who presumably know and are more active in their communities than provincial authorities, in efforts to combat child labour.

It is very unfortunate that the pilot CLMS did not have more time to pilot referral mechanisms. In the implementation of monitoring systems within a large system, like public education or health services, strengthening referral mechanisms is crucial. Investing limited public resources to identify children who have dropped out of school or who have health problems due to work related factors (or other reasons), without a mechanism for referring the identified child to social services is not only a waste of these resources but is also unethical. Key elements of developing a referral system would include an information system on service providers, operational guidelines and protocols for dealing with children that are identified as at risk or engaged in child labour and capacity building for frontline social service and law enforcement agents.

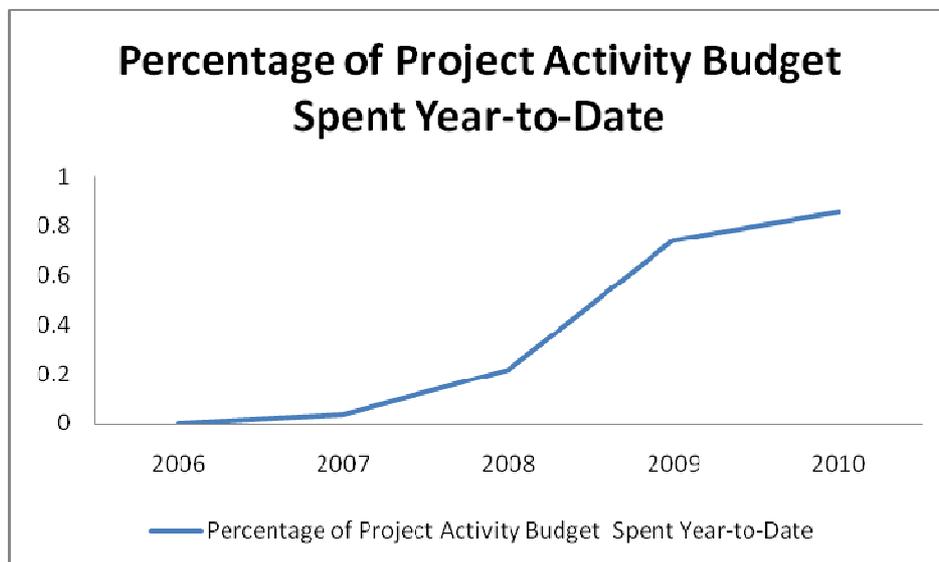
Development and start-up of APs

The studies undertaken by ILO/IPEC during the project design phase provided useful information for the development of the provincial APs. The involvement of academic institutions as study implementers in the targeted regions added credibility to the data and reportedly helped to convince skeptical policy-makers and others that child labour existed in their province and needed their engagement to address. It was likewise reported during field visits that stakeholder workshops at the provincial level following the conclusion of the studies mobilized local authorities for the planned actions. It was therefore surprising that many action programmes took so long to get off the ground. On average, it took approximately 17.5

months to start-up an AP⁸. The reasons reported for the delays included internal project management issues, turnover in provincial counterpart institutions and the extra challenges of starting programmes in the two provinces where ILO/IPEC had never worked before.

Duration of project services

Given the fact that the APs were developed relatively late in the project life, the actual delivery of services to direct beneficiaries was delayed. Even with the extension, the average duration of project services to direct beneficiaries was approximately 9 months. The graph below on project spending shows the slow start followed by a steep rise in spending on action programmes starting in 2008.



As will be illustrated through their life histories, some of the direct beneficiary children interviewed by the evaluators did not report a radical improvement in their work or education status. How much of this should be attributed to the duration of services and how much is a consequence of the design of the interventions, the particular challenges of working with migrant children or other factors is difficult to judge on the basis of available information. Six months of services was determined as the minimum duration before reporting a child as having been prevented or withdrawn from the worst forms of child labour. In any context, it is probably unreasonable to expect big changes in the lives of children after such a short period of time.

⁸ Calculated using information reported the March 2010 progress report in section IIIa. The project reported that 4 provincial APs were operational during the period September 07-February 08; and that the remaining 3 started in the next reporting period. The evaluator used the midpoint in the reporting period in her calculation.

In future pilot programmes, whether piloted by the ILO, the government or another development partner, it is important for pilot action programmes to be implemented over a longer period of time to have greater impact on the lives of children and allow enough time for intervention models to mature.

Gender considerations: According to local culture, both boys and girls are expected to help their parents by working. The occupations of girls and boys may differ according to gender stereotypes. For example, few girls are sent out on fishing boats, and fewer boys are asked to stay at home from school to look after younger siblings or to engage in commercial sex; both boys and girls worked in project targeted fish processing factories and in commercial agriculture activities. As far as the evaluators could ascertain, AP implementers did not identify gender differentiated strategies for screening children and providing them with services. While on one hand, the project met its “quota” of boys and girls (roughly 50/50), their intervention models could have been enriched by thinking more about gender. A gender differentiated strategy might have introduced services to address some particular challenges for girls or for boys such as promoting community based child care solutions (addressed problem of older girls dropping out of school to take care of younger siblings) or targeted awareness raising materials or special screening strategies to reach children in particular gender dominated occupations like CSEC or working on fishing boats.

The ILO/IPEC project management team was exclusively composed of women. It was said that the composition of the IPEC team was quite representative of the social sector as a whole in Thailand where women are quite dominant. Women were also well represented in the management of AP implementers although there were also male leaders. There did not seem to be issues of gender stereotyping in regards to who had the right to lead and who was to follow based on the evaluators limited encounters.

Child Participation and Children's Rights

Some AP implementers used excellent child-centred approaches to deliver their services:

- ✓ PPAT formed youth clubs and engaged participating youth as peer educators;
- ✓ LPN engaged young workers as volunteer community and labour “watchdogs” to monitor conditions in their factories and neighbourhoods and report cases of abuse;
- ✓ NCYD and FCD engaged youth in youth to youth cross border networking and media production activities;
- ✓ NGOs in Chiang Rai ran youth camps that mixed fun and learning about children's rights and safe work.

Awareness raising on children’s rights was integrated into training programs for children, teachers, health workers and others. Some children interviewed by the evaluators reported being much more aware about their rights; as will be highlighted later, in some cases, this knowledge helped them to improve their lives and in others, the children were unable to defend their rights to employers and to their parents and guardians. More awareness raising on children’s rights to the latter groups (parents/guardians and employers) would have strengthened project outcomes for some children.

3.5 Performance and Achievement by Immediate Objective

The project set out to meet three immediate objectives: the first focused on putting in place policy changes to support the elimination of child labour; the second set out to withdraw and prevent targeted children from child labour in six provinces and develop implementation models to serve as the basis for good practices for replication; the third sought to support multi-stakeholder responses to combat the worst forms of child labour by increasing public awareness at provincial and national levels. To a large extent, the project met these objectives as well as its quantitative targets in terms of the number of children serviced by the project. The analysis in this section reviews the objectives and outputs set by ILO/IPEC for this project, the strategies and activities it used to progress towards its goal and objectives, actual positive outcomes, and analysis of gaps and remaining challenges. Tables are provided to summarize the key achievements under each immediate objective.

Immediate Objective 1: By the end of the project, policy changes in place to support elimination of child labour

<i>Immediate Objective</i>	<i>Project Indicators</i>	<i>Key Achievements</i>
Immediate Objective 1: By end of project, policy changes in place to support elimination of child labour.	1.1 National Plan on WFCL finalized and endorsed 1.2 The NPP has practical and budgeted operational plans in place by the end of the project 1.3 NPA implementation 1.4 Labour inspection improved through consultation with stakeholders 1.5 Migrant children received some forms of education 1.6 Situation of migrant Child labour in Thailand documented to support policy and legislations address migration aspect of child labour. 1.7 Cross-border knowledge sharing process occur through training and workshops 1.8 Mobilize experts' inputs to define child friendly migration policy 1.9 Migrant children, child labour and trafficking are integrated in regional and bilateral processes	<ul style="list-style-type: none"> ✓ The National Policy and Plan (NPP) to Eliminate the Worst Forms of Child Labour (2009-2014) approved by the Cabinet on 28 January 2009. ✓ RTG organized four regional NPP workshops to familiarise relevant actors at the provincial level with the new Policy and Plan on Child Labour ✓ RTG Re-establishes Women and Child Labour Assistance Centres to be renamed Operation Centre for Providing Assistance for Women and Child Labourers. ✓ RTG allocated budgetary resources for NPP 4 million Baht (\$120,000); request for additional (larger) funding in 2011 pending ✓ Project partners disseminated information on the situation, problems, solutions and intervention programmes for migrant children extensively ✓ Project partners produced and disseminated <i>Operational Guidelines on the Protection of Migrant Children in Thailand</i> ✓ Project partners reinforced cross – border cooperation to combat child labour among civil society groups and youth groups at bilateral and regional levels, ✓ Mekong – Cord reactivated and reinforced to support the implementation of government agreements on labour and trafficking issues (MOUs)

OUTPUT 1.1 CHILD-FOCUSED IMPROVEMENTS IN RELEVANT POLICY AND PRACTICE

Project strategies and activities

Before the start of the project, the Ministry of Labour had drafted a national plan of action on the worst forms of child labour (NPA-WFCL), in consultation with key stakeholders from other Ministries, Worker and Employer Organizations, academic institutions and civil society. The Cabinet had also appointed an Inter-Ministerial National Committee on the Elimination of the Worst Forms of Child Labour (the C. 182 Committee), in accordance with the Cabinet resolution of 20 February 2006. The main outcomes sought by the project were:

- ✓ The revision of the national plan and policy
- ✓ Resources allocated to the plan
- ✓ Integration of the plan and policy in sector and provincial development plans
- ✓ Plan implementation mechanisms strengthened at the national and provincial levels.

Several strategies were used by the project to achieve these outcomes including:

- ✓ Providing technical support (frequent consultation via committee participation, supplying expert inputs, and facilitating stakeholder meetings) to the Department of Labour Protection and Welfare (DLPW), to the Inter-Ministerial National Committee and to the working group established to oversee the revision of the plan.
- ✓ Support for the creation or reactivation of multidisciplinary teams on child labour at the provincial level.

Positive Outcomes

The National Policy and Plan (NPP) to Eliminate the Worst Forms of Child Labour (2009-2014) was approved by the Cabinet on 28 January 2009. Considering the multiple changes in government and periods of political unrest, the formal approval of the plan is a sizable accomplishment. Several key informants stated that support from ILO/IPEC was instrumental in getting the revision done and the policy and plan approved. The existence of the NPP is a reasonable guarantee that child labour will remain on the public agenda following the ILO/IPEC project. That the approval came later in the project than anticipated was unfortunate because it made the relationship between project action and NPP implementation less evident, at least for the first two years; if policy directives had been issued at the same time APs were

initiated, the engagement of public sector partners might have been stronger. Activities planned at the end of the project (in June 2010) to share good practices and lessons learned are, however, very timely.

During the life of the ILO/IPEC project, NPP implementation was initiated country-wide by informing relevant regional public services and other stakeholders about the policy and issuing policy directives. Between January and April 2010, the DLPW, supported by the project, organized four regional NPP workshops to familiarise relevant actors at the provincial level with the NPP and to initiate a multidisciplinary, multi-stakeholder work-planning process. The workshops were attended by representatives from the PLPW, the POSDHS, the Ministries of Education, Interior, Tourism and Agriculture, the police, attorneys, employers' and workers' representatives and NGO officers. According to the project quarterly report, more than 600 persons attended these workshops.

The New National Plan and Policy:

The revision of the NPP was necessary to make it a more operational document. The term used by one high level person who was involved in the revision to describe the new plan is an "indicative plan." It provides guidelines to national and provincial civil servants and others on measures to be taken to eradicate the worst forms of child labour. She added, however, that it is just "a piece of paper" and emphasized that both commitment and capacity are needed to make the Plan come to life.

In addition, a number of multi-sector institutional structures have been put in place or have been reactivated for NPP implementation:

- ✓ An expanded National Committee on the Elimination of the Worst Forms of Child Labour. The new committee will add 9 new members, including officials from the Ministries of Tourism, Commerce, Agriculture, Industry, Bangkok Metropolitan Administration, the National Human Rights Committee, as well as a number of Director Generals from relevant departments of Ministry of Labour (MOL).
- ✓ Sub-committee on the hazardous work list. The updating of the hazardous list (occupations forbidden to children under age 18) is planned in the NPP and this committee will work on implementation.
- ✓ Sub-committee on development of indicators and management procedures under the NPP. The importance of establishing key performance indicators (KPI) was highlighted as these are linked to how the government allocates its budget.

- ✓ Re-establishment of Women and Child Labour Assistance Centres to be renamed Operation Centre for Providing Assistance for Women and Child Labourers. At the national level, the tripartite centres will consist of 25 members including representatives of workers and employers organizations and will be chaired by the Director General of DLPW. The provincial level centres will also be tripartite and consist of members from multi-partner agencies including the Provincial and Tambon Administration Offices (TAO) and will be chaired by the governor. The centre will be coordinated by the Provincial Office of Labour Protection and Welfare.

Operation Centre for Providing Assistance for Women and Child Labourers. Because these centres are the main institutional mechanism created by the government to implement the NPP at the provincial level, the evaluation team tried to get a clearer idea of what they are and how they would function. Based on inputs at the provincial level, the centres draw strongly on the model of creating multidisciplinary teams developed in the ILO/IPEC project on trafficking and continued in the project under review. The Centre Multidisciplinary teams will be established to formulate and implement the provincial plan for the eradication of the worst forms of child labour. Their success will hinge on a number of factors including the priority accorded to the NPP by the Ministry of Labour and at the provincial level, by the governor who is charged with overseeing team activities, capacity building of team members, and the availability of human resources and a budget for actual service delivery.

Budgetary resources have been allocated for NPP implementation for fiscal year 2011 although not as much as was requested. In 2010, the MOL/DLPW submitted a budget proposal of 22 million Baht (approx. US\$666,500) to the central government for NPP implementation for the fiscal year of 2011. During a meeting with the MOL in May 2010, the evaluators were informed that to date, the DLPW had received a budget of 4 million Baht (\$120,000) to operate plan implementation mechanisms at the provincial and national levels. According to the DLPW, this budget will mostly cover meeting expenses. To obtain a budget for other activities, the DLPW and PLPW will have to make budget requests that will be reviewed by the budget bureau.

During the same May 2010 meeting, the evaluators were informed that human resources will also be allocated to the implementation of the NPP. There will be at least one national child labour focal point and it is hoped that there will also be one provincial focal point. These will not be new hires; the position will be filled by reshuffling existing personnel and giving them new responsibilities. During provincial meetings and the meeting with the Ministry of Labour, the government freeze on hiring for the civil service and planned personnel reductions were cited as a constraint to the allocation of additional human resources for work on child labour. According to the Ministry of Labour, they have plans to deliver capacity building programmes on the NPP for civil servants working at the provincial level.

During the evaluation team visits to the provinces, there was evidence that information about the NPP and its provisions had reached the PLPW and some members of existing multidisciplinary teams. In Chiang Rai, members of the multidisciplinary team referenced their draft Provincial Plan. The evaluation team also visited one of two districts in Chiang Rai with a draft plan and discussed the prospects for its implementation with the district head. There was not yet evidence of new government-led initiatives to identify victims of child labour or children at risk and to refer them to appropriate social services; however, project supported activities had only been completed in April 2010. Human and budget resources limitations were cited as impediments for large scale action but there was general commitment from many members of the multidisciplinary team to doing what was possible to combat the worst forms of child labour within their time and resource constraints.

During the October 2010 final evaluation stakeholder meeting, Ministry of Labour officials stated that since May 2010, a large number of provinces had established their action plan as required under the provisions of the NPP. However, they also admitted that, at this time, most of the plans did not include new activities to fight child labour but were rather a summary of existing social services programmes for vulnerable children. Ministry personnel stated that they believed the plans were a starting point only and that with more support, future plans would be more strategic. The Department of Labour Protection and Welfare director said that she believed activities related to child labour would be a higher priority in 2011⁹; in addition, she said an evaluation of NPP implementation was planned in 2011 and that this would be an opportunity to identify where improvements could be made in its implementation.

During the life of the project, there were a number of positive changes in government policy related to child labour that may be at least partially attributed to work done by ILO/IPEC:

In 2008, the Thai government amended the country's law on civil registration to allow all children born in Thailand, regardless of the legal status of their parents, to receive birth certificates. The change is important for children of migrant workers and stateless persons who without a birth certificate, essentially do not exist and cannot access public services either in the country of their parents or the country of their birth. The change in the law came about in part as a result of the advocacy efforts of a number of ILO/IPEC supported partners.

⁹ During the final evaluation stakeholder meetings, the downgrading of Thailand on the United States State Department's Trafficking in Persons list and the listing on some Thai goods by USDOL as being believed to be produced by forced and child labour was discussed as a factor contributing to high level attention to child labour issues at the end of 2010.

During 2006-2007, the ILO-IPEC supported the Ministry of Labour to develop a draft Ministerial Regulation on Labour and Welfare Protection for Domestic Workers in Non-Business Establishments. ILO/IPEC partner, the Foundation for Child Development is very involved in advocacy activities for migrant domestic workers and its work with domestic worker associations contributed to moving the regulation forward. Laws regulating domestic labour are important in order to enable the detection of underage domestic workers and prosecution of abusive employers.

To complement the existing National Plan and Policy on Prevention, Suppression, and Resolution of Domestic and Cross-border Trafficking in Children and Women, the project, with funds and management support from the Regional Gender Advisor, supported the development of Operational Guidelines on the Prevention and Suppression of Trafficking for Labour Purposes, and Assistance and Protection for Trafficked Persons. These guidelines, accompanied by a training curriculum, were endorsed by the Thai Government in 2008 and were developed through a series of inter-agency meetings with the Ministry of Social Development and Human Security.

In March 2010, the cabinet has approved funding of 472 million baht to provide stateless people with health care and reduce the heavy financial burden on border hospitals. The money will be used from next month on health care for 457,409 ethnic minority people, long-term migrants and those born on Thai soil but who are awaiting verification of their citizenship.

Gaps and remaining challenges

The NPP analyses the situation of child labour in Thailand and elaborates broad and quite comprehensive strategies to address the problem. In the view of the evaluators, it is still not an operational document because although the measures to be taken are clearly articulated, there is no information about who is responsible, during which time frame the planned measures will be executed, how they will be executed, with which human resources and using what budget. Also there are no quantified targets set. Some of these issues may be addressed when the designated sub-committee begins work on the development of indicators and management procedures for the NPP. Similarly, provincial action plan should articulate a strategy to intensify efforts to combat child labour rather than catalogue existing child welfare programmes.

A related gap is the absence of documented work on integrating the measures proposed in the NPP into sector action plans. Although the Ministry of Labour is charged with coordinating the implementation of the NPP, it is recognized by all that its implementation requires the participation of multiple ministries and public agencies, social partners and civil society partners. While the institutional mechanisms have been

put in place for multi-stakeholder approaches, the evaluators were not presented with information about if/how child labour has been integrated into the action plans of other ministries with the possible exception of the Ministry of Education¹⁰ for issues related to education and the Ministry of Social Development and Human Security for issues related to the trafficking of children. Because the Thai government is still quite centralized, there is a danger that if provincial offices of ministries in addition to the Ministry of Labour do not receive direction from the national level to undertake specific actions to combat child labour, it will be interpreted that their work with the Centre for Providing Assistance for Women and Child Labourers is a low priority.

The Tambon Administration Office¹¹ (TAO) was cited by several key informants as a potential source of resources for work on child labour in some areas. The TAO gets much of its resources from its local tax base and in some areas, they are relatively well-resourced. The allocation of funds is made by elected officials and it was stated that because of this, short term projects that were politically advantageous for those in power were favoured over other kinds of investments. It could therefore be a challenge to convince some administrators of the importance of allocating funds to child labour activities, especially where the children involved are migrant children. However, the ILO/IPEC project has already demonstrated the feasibility of working with the TAO. In the action programme in Pattani, the ILO/IPEC project implementing partner successfully mobilized several TAO to contribute resources for project activities. In addition, the pilot child labour monitoring action programme established child labour committees at the TAO level and in some cases engaged TAO officials (village heads) in monitoring activities. Engaging local government officials is a good practice that could merit additional analysis and replication in the future (see good practice box for more information).

¹⁰ Interviews with the Office of Education Council, the unit within the Ministry of Education that works on policy issues indicated that strategic issues related to education and migrant children were being discussed and worked on by the Ministry and it is assumed that these issues work their way into strategic plans. The basis of several of ILO/IPEC direct action approaches was demonstrating how to implement the 1995 Ministry of Education resolution granting access to free education to all children in Thailand. The evaluation team does not know if the Ministry of Education addresses child labour explicitly in its actions plans and policies.

¹¹ Tambon is equivalent to Sub-district, and is sometimes called the Sub-District Administration Office or SAO. In Thailand, if the sub-district has high population density, then that sub-district will become municipality. Resources for the sub district administrations come from a budget allocation made from the Ministry of Interior and its local tax base.

Emerging Good Practice: Engaging with the Tambon Administration Office in action to combat child labour.
The TAO is the lowest government administration unit and was created as part of decentralization policy. With the exception of the general secretary and support staff, the TAO management team is composed of elected officials who may change every four years. The structure of the administration includes the TAO cabinet composed of representatives from each village. The involvement of sub-district level body is directly relevant for community based work and child labour monitoring.
The involvement TAO helps ensure the sustainability of the project, as TAO has its own human resources and funding. To be more effective, the project could have expanded and enhanced its work with TAO personnel. In order to do this, ILO/IPEC would need to strengthen its relationship with the Ministry of Interior, the national Ministry overseeing sub district administrations.

OUTPUT 1.2 IMPROVED CROSS-BORDER LINKAGES TO ADDRESS MIGRATION ASPECTS OF CHILD LABOUR

Project strategies and activities

Information collected for the design of the ILO/IPEC project indicated that migrant children residing in Thailand were engaged in the worst forms of child labour in large numbers. To address migration related aspects of child labour in Thailand, the project addressed specific strategies to strengthen cross border work to promote safer migration and to improve knowledge about migration aspects of child labour including documenting how services may be provided to migrant children in Thailand.

Government-to-government collaboration in the Mekong sub-region has tackled trafficking and irregular migration through the signing of various memoranda of understanding. The approach implemented by the ILO/IPEC project sought to strengthen collaboration between different state and civil society groups in the Mekong sub-region. The project planned to engage actors at the national and sub-regional levels as a means for rendering these agreements operational and to strengthen cross border networks and advocacy for the protection of migrant children from the worst forms of child labour in Thailand.

The principle strategy implemented by the project was supporting networking activities involving individuals from both civil and government agencies who work on issues of migration and children. For sharing information across agencies and borders, the project supported its partner, the National Council for Youth and Child Development (NCYD), to organize meetings and forums with participants from the Mekong region. In addition, NCYD produced four bi-annual newsletters called “Discovering the Stories of Migrant Children” that featured information about migrant children’s experiences and updates on various activities by organizations on both sides of the Thai border. Finally, the project developed cross border youth to youth networks to share experiences and information about youth, migration and child labour.

Within Thailand, the project supported the development of The Operational Guidelines on the Protection of Migrant Children in Thailand. This was produced through consultations with organizations that work regularly with child migrants and included two national seminars January 2009 and in April 2010 involving over 70 participants.

Positive Outcomes

On the institutional level, two networks formally working on trafficking and other issues affecting migrant children were revived with support from ILO/IPEC: the Thai Coordinating Committee on Migrant Children (Thai-Cord) and the Mekong Network for the Protection of Cross-Border Children (Mekong-Cord). Members of the latter included people from the social welfare, justice, foreign affairs, immigration and security ministries in each country, youth- and child-focused NGOs as well as youth leaders from the Mekong Youth Net.

Through the activities of both Thai Cord and Mekong Cord, many individuals already advocating for better child protection against child labour and trafficking were brought together in seminars to discuss the challenges and design joint advocacy activities. Tangible outcomes of the networking reported by the project include:

Plans for the development of a management system for the Rhong Klau market in Thailand where a large number of Cambodian child labourers and street children earn a living. Government and civil society groups discussed joining forces and dividing the management work among them to improve child labour monitoring in the market, including registering the working children and tracing their families, in collaboration with their employers.

Mechanisms for safely repatriating Lao children regardless of whether they are trafficking victims or not, were agreed in accordance with bilateral MOUs. Among the decisions, deported Lao children are not to be placed in shelters for a lengthy period of time. The participants of an ILO/IPEC project supported conference agreed that they should develop a pilot project to protect cross-border children to showcase the child-friendly procedures.

The networking has the potential to continue to produce results. The participating organizations on the Thai side visited by the evaluation team seem to include many very active people who have been engaged on youth work, child labour and trafficking issues for many years. Linking these champions in Thailand with champions in neighboring countries can be a powerful mechanism for promoting action because these individuals often play an important role in influencing both policy and policy implementation.

In the April 2010 Mekong-Cord consultation meeting, members agreed on a post ILO/IPEC project action plan. Although at this time, they do not have funding to implement the plan, NCYD is committed to mobilizing resources. The action plan has three components: the first component is about continued information sharing and networking. Activities will include newsletters (in English and local languages) and a website. The Mekong youth groups will produce radio spots and online dramas in their own languages which will be posted to the website. There will be internship and exchange programmes for staff and youth leaders in similar organizations. To maintain the network dynamics, regular sub-regional meetings will be organized for members to exchange ideas and plan common activities. The second component is about advocacy and cooperation to lobby national governments for new policies and programmes on the protection of children in migration, regardless of their legal status, and the mobilizing of local and provincial agencies to apply measures and support programmes to protect migrant children. The third component is about the promotion of youth participation in addressing cross-border issues that are related to youth in the Mekong sub-region. Mekong Youth Net leaders plan to develop pilot projects to generate information on child rights, migration, trafficking and other relevant topics. The existence of this action plan is an encouraging sign that the initiative will continue beyond the ILO/IPEC project assuming resources can be raised.

The evaluation team reviewed the Operational Guidelines on the Protection of Migrant Children in Thailand and shared it with others during provincial field visits and the consensus from practitioners was that it is quite a useful tool. According to the director of NCYD, the process of developing the guidelines was very participative and involved many practitioners which would have had the added benefit of building capacities and encouraging networking through the tool production process (many more benefits than hiring a consultant to produce the handbook). The handbook was distributed to the Bureau of Anti-Trafficking in Women and Children, within Thailand's Ministry of Social Development and Human Security. International organizations also requested copies for wider use. The Handbook is a practical tool as it attempts to answer the question "how" to provide services to migrant children and not merely direct that it should be done and therefore it should be useful to guide for those engaged in NPP implementation.

Gaps and remaining challenges

The project was successful in creating a mechanism for cross border collaboration and networking. Because the cost and administrative procedures for physical gatherings among cross border actors and even national actors from different regions is quite high, it would have been fruitful for the project to promote the use of virtual networking tools to complement physical meetings and to enable the freer circulation of information among Thai Cord and Mekong Cord network participants. Within the Mekong Youth Network, it was reported that virtual networking is already occurring using social networking tools (Facebook) to stay connected. For the more mature and less tech-savvy participants of the network, less trendy tools like a simple list serve (a database of network members' email addresses that is directed to common email address so that all members can be reached via one single email address), a good dynamic¹² website and an online newsletter coupled with training for how to use these tools would have been a good investment. The advantage of putting information online is that a potentially larger audience may participate in information sharing and eventually join the network.

How to circulate information better?

The *Operational Guidelines on the Protection of Migrant Children in Thailand* is a practical tool for people who work at the grassroots level and are confronted with the challenge of how to help migrant children access social services. Unfortunately many people who might be able to use the tool have yet to receive a copy. An expanded online network of people and organizations working on migrant issues, child labour, child protection and trafficking could help remediate the challenges of assuring the diffusion of good tools and useful information in real time. It is likewise important to organize follow-up activities such as training to make sure that practitioners understand the material and know how to use it in their work.

Another benefit of promoting online networking is that online networks can be powerful tools for linking international and national advocacy activities. The evaluators note that international awareness about child labour in Thailand is a sensitive issue because of the importance of export markets to the economy. Using online advocacy techniques such as those promoted by groups like Tactical Technology (<http://www.tacticaltech.org/>) has the potential to leverage international support for advocacy for improving labour practices and combating the worst forms of child labour in Thailand. The work already started by NYCD and its partner, the Child Development Foundation with youth on media activities is indicative that the capacity to move this kind of activity forward exists in Thailand.

¹² A dynamic website is a website that uses a content management system that enables easy updating by website manager(s) with little technical training. A simple blog downloaded for free from a blog site may in many cases be sufficient technology for vibrant online information sharing.

Immediate Objective 2: By end of the project, targeted children are withdrawn and prevented from the Worst Forms of Child Labour in six selected provinces through the development and implementation of models that can serve as the basis for good practices for replication

<i>Immediate Objective</i>	<i>Project Indicators</i>	<i>Key Achievements</i>
<p>Immediate Objective 2: By end of the project, targeted children are withdrawn and prevented from WFCL in six selected provinces through the development and implementation of models that can serve as the basis for good practices for replication</p>	<p>2.1 Number of children to be withdrawn through education 2.2 Number of children to be prevented through education 2.3 Number of children to be withdrawn through other services 2.4 Number of children to be prevented through other services 2.5 Facilities to [access social] services are provided to 1,000 families of children at risk 2.6 Vulnerable youth groups are provided with vocational training and social opportunities 2.7 Key stakeholders are sensitized on labour laws and child-rights, as well as OSH in target sectors. 2.8 Child labour monitoring systems designed at local level in target provinces (workplace-based and/or community-based CLM) 2.9 MOL functionaries promote multi-sectoral partnership to combat WFCL at provincial level 2.10 Good practices documented with workshops to promote replication</p>	<ul style="list-style-type: none"> ✓ Project interventions withdrew 1681 children from work and prevented 5545 other children from engaging in child labour through education/training (total of 7226 children). ✓ Project interventions withdrew 506 children from work through non-education/training measures and prevented 54 others (total 560 children). ✓ The central policy unit within the Ministry of Education (the Office of National Education Council - ONEC) participated in project action plan and organized national workshop to examine project produced good practices for supplying education to migrant children. ✓ Project supported work in Samut Sakhorn successfully demonstrated how migrant children can be supported to access formal Thai schools. ✓ Project tested intervention models to raise the awareness of teachers about child labour; supported production of teaching materials about the world of work (vocational skills, occupational health and safety, labour rights). ✓ Project provided models for engaging employers in better self-policing; information about good labour practices and standards shared among the factory owners; Memorandum of Understanding (MOU) with employers and Human Resource (HR) officers of fish docks and seafood processing factories as well as with the Thai Federation of Industries (FTI) – Pattani Chapter enabled provision of non-formal education and OSH to youth workers. ✓ Project partners test intervention models for engaging Thai health volunteers in child labour monitoring efforts and in delivering services to improve working conditions for young workers. ✓ Project tested intervention models that engage local government in efforts to combat child labour. ✓ Project interventions strengthen cooperation between civil society organizations and public agencies. ✓ Project documented its good practices and lessons learned and organized workshops to share and encourage replication of good practices.

Prior to initiating this project, ILO/IPEC in collaboration with a number of academic institutions in Thailand, conducted surveys that identified children engaged in the worst forms of child labour in six provinces and provided information for the design of project interventions. Based on the studies, the project planned to withdraw or prevent 7,500 boys and girls (below 18 years of age) from child labour in the regions and sectors targeted by the survey: 5,000 were to receive education and/or training services; and 2,500, non-educational services and other measures including improving working conditions.

In the process of delivering services to children, ILO/IPEC would also support the development of model interventions using education and other services for future replication by government and other relevant actors for reducing the vulnerability of children to labour exploitation and removing underage children from inappropriate employment and protecting children of legal working age from working conditions that pose risks to their moral and physical well-being.

According to project reports, the project withdrew a total of 1681 children from child labour and prevented 5,545 other children from engaging in child labour through education and/or training for a total of 7226 children (3567 boys, 3659 girls), largely surpassing the number of children to be served through education interventions. Project interventions withdrew 506 children from work through non-education/training measures and prevented 54 others (total 560 children, 177 boys, 283 girls). The total number of direct beneficiaries, 7786, exceeded the planned 7,500 planned. According to the project management, the main reason the majority of direct beneficiaries were provided with education services (significantly more than was planned) was because the majority of beneficiaries were working students in hazardous child labour or high risk students (in Tak, Udon Thani, Chaing Rai, Samut Sakhon (POL) and Songkhla). Direct beneficiaries who were non-school goers were mainly served by the action programmes in Samut Sakhorn and Songkhla and Pattani and these also received non-formal education in addition to other services. Even underage working children in remote plantations in Tak were referred to rural learning centre services.

OUTPUT 2.1: CHILDREN (5,000) PREVENTED OR WITHDRAWN FROM THE WORST FORMS OF CHILD LABOUR THROUGH THE PROVISION OF EDUCATION AND/OR TRAINING SERVICES

Expanding access to education by migrant, ethnic minority and stateless children: Despite the Thai Government's ground-breaking 2005 Cabinet resolution to provide free compulsory education to all children in Thailand, regardless of nationality and status, the proportion of migrant school children remains low. The reasons are various and include: language barriers, highly mobile or fearful parents, inability to get to school or no time for studying because of the demands of work, schools are unwilling or unable to afford the space to accommodate them. Recognizing that education is the key mechanism for taking children – migrant as well as Thai – out of hazardous work or preventing them from entering child labour, the project sought to develop models of intervention that would demonstrate appropriate strategies for enabling migrant children to access educational opportunities. Two provinces with large numbers of foreign migrants were targeted: Tak province and Samut Sakhon. Tak has a long history of hosting migrants from Myanmar, with many Burmese groups providing funding for a large number of non-formal centers that offer some form of education to migrant children. Migration is a relatively more recent phenomenon in Samut Sakhon and the Burmese groups there are not as well organized in terms of supporting migrant children's education. Thus in Tak, the ILO-IPEC project focused on working with the non-formal learning centres, and in Samut Sakhon the support was directed towards integrating children into formal schools.

The project also addressed education access and quality issues for disadvantaged children with particular attention to ethnic minority and stateless children in the North. In Chiang Rai, the project worked with

schools to try to improve the retention of children at risk and to withdrawal children from the worst forms of child labour who were combining work with school.

The ILO/IPEC project model interventions included the following:

- ✓ Identification of out-of-school children of schooling age, children working while studying, and children at risk of leaving school early for work for targeted interventions.
- ✓ Mapping of state and NGO-run education services (Tak)
- ✓ Provision of transitional education to children to support their integration into Thai schools (Samut Sakhon).
- ✓ Teacher training on language (Thai and Burmese) (Tak), occupational health and safety and child labour (Tak, Chiang Rai)
- ✓ Support for alternative education in migrant managed learning centres (Tak);
- ✓ Support for non-formal education programmes for working children of legal working age covering occupation health and safety and life skills;
- ✓ Support for school based income generation skills training for at risk children (Udon Thani, Chiang Rai).

Positive outcomes

In Samut Sakhon, project supported work successfully demonstrated how migrant children can be supported to access formal Thai schools in an area with a dense migrant population and high education access barriers (among which are few community learning centres, negative attitudes in the community towards migrants, unreceptive school directors).

Project supported interventions raised the awareness of teachers about child labour and occupational health and safety and encouraged teachers to teach children about these issues and to engage with families about the welfare of their children. In Tak, language instruction of Thai teachers in basic Burmese sought to overcome language barriers hindering communication with families. Helping teachers be aware and able to discuss child labour issues with families is a potentially sustainable contribution of the project.

The Tawan Songsang Group (Sunshine group) teaching materials introduced teaching about the world of work (vocational skills, occupational health and safety, labour rights) into classroom learning in schools participating in the network. In one participating school visited by the evaluation team, the model has attracted significant attention from within the Ministry of Education and the teacher responsible has received many visitors from other parts of Thailand wanting to learn about the model. This is indicative that the model addresses an issue of national concern – improving the relevance of learning to the world of work – and may be replicated in other schools, elsewhere. The project also facilitated a visit by some 20 teachers/education officers from Udon Thani to visit Chiang Rai to study the Tawan Songsang curriculum and prepared plans for how to adopt it into their own schools.

Education interventions demonstrated fruitful collaboration between NGOs and Education Area Offices; in particular, the fairly strong implication of education administration officers modelled how those responsible to execute the national education for all policy could collaborate with civil society to overcome some of the challenges to policy implementation.

According to the ONEC, one policy initiative that is ongoing that may have been partially influenced by the ILO/IPEC project is the certification of migrant learning centres. NGOs have been advocating for the certification of the centres because without certification, the learning centre diploma has no value in Thailand. The Thai language training for teachers in migrant learning centres sought to support the eventual certification of some schools in Tak province.

A national seminar on education for migrant children is being planned for June 2010 in cooperation with the Office of National Education Council (ONEC) to enhance advocacy on educational provision to migrant children. The objective of the seminar is to reinforce the 2005 cabinet resolution on provision of

Good Practice Introducing School-to-Work curriculum in schools

Tawan Songsang aimed to strengthen the capacity of teachers and others to help monitor and prevent children at risk from entering into the worst forms of child labour. Teachers from 39 schools were trained on the use of this curriculum. The approach also introduced income generation skills training activities into some schools' extracurricular programmes (how to grow mushrooms, how to produce soap, etc.) which demonstrated how to make school learning more relevant to children and families in the at-risk categories. In addition to raising awareness about child labour, the model addressed one of its root causes by teaching youth employability skills and thus improving the how children and families perceive the value of education.

education to migrant children in Thailand and to promote the good practices generated from the project work on education in Tak and Samut Sakhon provinces.¹³

Model weaknesses and remaining challenges

In Samut Sakhorn, the goal of the implementing partner NGO, the Labour Protection Network (LPN) for their work helping to enrol migrant children in Thai schools is that eventually migrant children would enrol in the nearest neighbourhood school with minimal or no assistance from their organization just as most Thai children do. At this time, based on evaluation interviews with LPN and one school director, conditions on the ground are very far from supporting their dream. At the end of the project, only one school in the area could be described as a model school in terms of facilitating access by migrant children and LPN was investing significant time and resources picking up and dropping off children at this one school and supporting transitional education there. In addition, the school had not yet succeeded to obtain the per head subsidy for all attending migrant children and needed to find alternative resources to help cover student expenses.

Education Work of LPN, main ILO/IPEC partner in Samut Sakorn province: LPN recognizes that education is a key mechanism for taking children-migrants as well as Thai – out of the worst forms of child labour or preventing them from being sucked into it. LPN has collaborated with Wat Srisutharam school, to which is has referred more than 100 migrant children to receive education. LPN has worked together with the school to overcome education access barriers to migrant children. It organized a preparatory class within the school and supplied teachers who can speak Burmese to teach the Thai language to students before they transfer to the regular classroom. They also

According to key informants in Samut Sakhon, in order to encourage schools to admit migrant children, the following issues need to be addressed:

- ✓ Manpower and equipment: provision needs to be made by the State to have a sufficient number of teachers, classroom space and equipment to respond to increased number of students (due to migrant children school attendance) so as to prevent the deterioration of school quality;

¹³ The two day national seminar on education for migrant children was organized by ONEC with support from the project in June, as planned. According to project reports, the workshop invited some 100 participants including education and labour provincial officers from Chiangrai, Tak, Mae Hong Son, Udonthani, Kanchanaburi, Ratchburi, Samuthsakhon, Ranong, Pang-Nga, Songkhla, Pattani (provinces with high population of migrant workers); 20 Officers from central administrations; Representatives of schools and learning centres providing education for migrant children; Representatives from UN agencies, NGOs, and community service units (JRS, World Education, World Vision, HWF); Ministries/ agencies concerned (Ministry of Labour, Ministry of Social Development and Human Security etc.)

- ✓ Community and parent attitudes: Awareness raising and other measures are needed to reduce local community resistance among Thais to mixing migrant children with Thai children in the classroom. Similarly, additional awareness raising among parents of migrant children about the importance of regular school attendance is needed.
- ✓ Administrative issues: The process for obtaining the 13-digit identity needs to be streamlined so that school can obtain the per-head subsidy and other social benefits from Ministry of Education for migrant and stateless children.

The project commissioned evaluation of the Tak Action Programme raised some concerns about this action programme. The report noted that ownership of the action programme by the Tak Education Office (Area 2) was weak (it was regarded as an ILO/IPEC programme and an additional burden rather than part of the Area Office's regular work and mission) and because of this, the sustainability of the models developed were in doubt. For example, although teacher training programmes were appreciated by those that participated, no plans were in place to continue the language training, occupational health and safety or child labour training after the end of the project-supported action programme.

Because the Tawan Songsang Group (Sunshine group) teachers work on a voluntary basis, at least some of the model activities will continue post project in Chiang Rai. The voluntary aspect of the work is both a strong point and a weakness of the intervention model. On one hand it capitalizes on the good will of dynamic teachers in favour of children at risk or engaged in the worst forms of child labour and provides clear guidance on how to use teaching to intervene; on the other, the sustainability of the programme is vulnerable to the changing priorities of those involved in target schools and their continued good will.

Direct Beneficiary stories

The following beneficiary stories provide a very limited assessment of the project's impact of the direct beneficiary population. They are purely anecdotal but may provide insight into both the strong points and limits of the models and/or on project implementing organizations delivery of direct action models.

PATTANI - Beneficiary

The project evaluation team felt this story illustrated feedback that we received from many informants:

-children commonly combine work with school pre and post project intervention;

-in many cases, children sacrifice school for work because they feel obliged to maintain the work ethic of the community and their family rather than to earn money for family survival;

-information campaigns on the dangers of hazardous work and children's rights that reached both parents and children were in some cases effective in changing beliefs and practices of targeted direct beneficiaries and their families;

-vigilance is needed so that migrant children do not replace Thai children who are removed from child labour via project interventions (we do not know the age of the migrant workers in the story.)

The village Ban Laem Nok is located in Pattani, one of the conflict zones in Thailand's southern most province. The village economy is focused on fishing and home-based fish processing. It's part of the village way of life for children to work in seafood processing. It is commonly believed that all children have a duty to work, in addition to going to school.

One direct beneficiary of the project, a sixteen-year-old Thai Muslim girl, is no different. She started peeling squid for her aunt when she was 13. The job requires night work starting whenever the squid boat docks. When she first started working, she was going to school during the daytime, and often woke up at midnight to work until 9 am and then went directly on to school after work. Obviously, she had difficulty concentrating in class and frequently fell asleep in the classroom. Although her family is not extremely poor, she worked seven nights a week in order to help her aunt with her business. In 2008, after she attended ILO/IPEC supported workshop on child rights and child labor, the girl had a discussion with her aunt who also participated in the same workshop and they agreed that the child's number of work days would be reduced to 4 days a week for about 5-6 hours each day, starting at 3 am. During the year, with more and more migrant labour available to replace her, the beneficiary of the ILO/IPEC supported intervention was able to quit her work and concentrate only on her education.

In June 2010, the interviewee will be in grade 10. She is quite excited for the upcoming school term, in which she no longer has to worry about waking up early to get to work or falling asleep in class. She feels that her quality of life has improved in all aspects, health, education, and happiness (she finally has some free time to play). She is now a step closer to her dream of getting a university degree and becoming a policewoman.

SONGKHLA – Beneficiary

This story shows how the project implementing partner (PPAT) was successful in appropriately screening and identifying a child for withdraw from the worst forms of child labour using community volunteers in a poor fishing community in Songkla but how limitations in the services offered to the family and the child

did not create the optimal impact which would have enabled the child to stop work and remain in formal education.

Mo (not her real name), a fourteen year-old girl, is living with her grandparents since her mom remarried and moved to live with her new husband. A small house in a fishing community in Khao-seng sub-district in Songkhla province provides shelter for Mo's family of 9 which includes her grandparents, her aunt and uncle-in-law and their three children ages eight and five years, and eleven months; her twelve-year-old aunt (youngest daughter of her grandparents), and Mo. Mo's sister who is eight-years-old moved to live with her mom and step-father in Hatyai town located 30 minutes away.

Last year, Mo's dream of becoming a teacher was put on hold when World Vision terminated Mo's scholarship which she had received since grade 1. The family determined that they could not afford to send all the five children to school at once. Although schooling is technically "free", other hidden costs such as needed school supplies and travelling expenses are too much of a burden for the family. Mo, the eldest child, had to sacrifice her education in order for her younger siblings to stay in school. After leaving school, Mo spends her day taking care of her auntie's baby, and helps her grandmother to shred fish, a home based job that contributes to the family income.

The ILO-IPEC supported community volunteer team working with Planned Parenthood Thailand had a conversation with Mo during a community visit aimed at screening children for project support. In the follow-up visit, Mo revealed her dream to go back to school. The team discussed about the possibility and helped Mo access a publically run Non-Formal-Education (NFE) programme. Mo has now finished her first term in NFE, but is not looking forward to the next term. She found the learning environment in NFE too stressful as all her classmates are much older than she, and the curriculum is aimed at adult learning which requires lots of self study. Mo misses her friends and her former school which, in her opinion, taught her a lot more. She would like to find the way to go back into the formal education system, but she is not very hopeful this will be possible.

SAMUT SAKHON Miss Suki (not her real name), LPN beneficiary

This story illustrates the extreme hardships experienced by some children of migrant workers and how multiple and holistic interventions are needed to rescue these children from the worst forms of child labour. The story also illustrates the commitment of the ILO/IPEC project direct action programme implementing partners to provide comprehensive services to these children.

Suki, a thirteen year old girl, wants to become a dancer when she grows up. She was born in Thailand after her mother moved to work in the country. She has had to move around a lot since her mother didn't have any legal document allowing her to stay in Thailand and therefore could not stay in any one place too long. When she was very young, Suki helped her mom bake and sell food. She started her first full time job in a shrimp factory when she was six in order to help pay off a family debt caused by medical expenses. Due to a skin infection from peeling shrimp, her mom decided that Suki should quit her work and stay at home. During that time, Suki met with LPN field staff who organized activities for migrant children in the area. She started to attend language class provided by LPN, then was transferred to Wat Sirimongkol school for formal education. At eight years old, Suki dropped out of school as her mom could not afford to pay for her travel expenses. After this, she mostly helped her mom sell food, except for a few months when she went back to work in a fish factory. One day, she was informed by LPN staff while working in a shrimp factory that her mom had been arrested. Her mom was deported back to Myanmar leaving Suki in Thailand by herself at the age of ten-years-old. LPN staff has taken Suki in and is providing her with shelter, food, and sending her to school. Today she is thirteen years old, and studies in grade 2 in Wat Srisutharam school. When asked about her dream, she answered with tears in her eyes that she wants to be reunited with her Mom who plans to come back to Thailand sometime in the next few months.

OUTPUT 2.2 CHILDREN (2,500) PREVENTED, WITHDRAWN, OR PROTECTED FROM THE WORST FORMS OF CHILD LABOUR THROUGH NON EDUCATION/TRAINING SERVICES OR IMPROVED WORKING CONDITIONS

Project supported non educational and training intervention models addressed a number of strategies for combating the Worst Forms of Child Labour. They were variously successful in their design and implementation.

Family Livelihoods: Due to income and employment insecurity, many parents opt to use children to augment family incomes and reduce family exposure to economic shocks. None of the ILO/IPEC project action plans had well-developed strategies for improving family livelihoods and the “family livelihood” approach did not seem to have been given strong consideration in the design of provincial action programmes. As noted on page 19, according to project management, donor guidelines at the time of project development did not encourage project investments for income generation activities.

In Mai Sot district, Chiang Rai, the action programme implemented by the Provincial Office of Social Development and Human Security promised support to a limited number of families to conduct income

generating activities (IGA) but the funds were not disbursed to families as of the evaluation team visit due to management issues within the action programme.

In Songkla and Pattani, interviews with project direct beneficiaries revealed that in some cases and project targeted communities, family poverty was the main reason why children worked and in others the labour intensive nature of family fishing and home based fish processing coupled with community attitudes about children's work were the main factors contributing to child labour. In Chiang Rai where employment opportunities are more limited and many parents, particularly from minority ethnic groups, work in the services sector and/or selling traditional crafts to tourists, access to credit and other income generation support could have increased family business productivity and perhaps have eased pressure on children to work.

Strategies that train family members on IGA and link them to micro credit schemes may not be particularly relevant in many contexts in Thailand because many working children's families are fully employed but do not receive a "living wage"; also, migrant workers have limited freedom to engage in parallel economic activities. In these cases, interventions that improve access to labour protection and enable improvements in wages or social protection (example, access to employer supplied health and/or child care services) would be more effective. Other livelihood strategies that may have proved relevant in this project but which were not tried include:

- ✓ introducing appropriate technology into production processes in order to reduce labour intensive work;
- ✓ supporting small producers' associations and/or cooperatives to improve small scale and family-based production and marketing techniques, increase incomes and enable better working conditions and income for adult workers;
- ✓ organizing savings oriented self-help groups among vulnerable families as a means of establishing financial solidarity systems aimed at reducing family exposure to economic shocks.

In addition to dealing with one of the root causes of child labour – the economic situation of poor families and communities– livelihood interventions provide a context for creating community based child labour monitoring and awareness raising which is one technique of reaching children who are employed by their families in community based informal sector activities. Throughout the evaluation, parent expectations for

their children – that it was their responsibility to contribute to family revenue – strongly influenced the work status of children, therefore greater engagement with families could yield sustainable change.

Labour protection: The minimum age for legal admission to employment in Thailand is 15. Between the ages of 15 and 18, there are restrictions of the kinds of tasks that young workers can perform based on provisions in the labour law. Project model interventions for labour protection were designed to protect young workers from hazardous work and to keep underage children out of the workplace. The ILO/IPEC project supported model interventions that delivered instruction on occupational health and safety to children through non formal education programmes and school based programmes. In the latter, teachers delivered the programmes.

Project Good Practice: Shining a light on good employers

In 2009, “Loung Tam” is one of the five factories to win the “Dream Factory” contest organized by the Provincial Labour Protection and Welfare Office as part of ILO/IPEC supported activities. The awarded Loungs are required to meet following standards:

- Children below age 15 are not employed and limits are put on the types and duration of work performed by children under 18.
- Workers have and use proper equipment during work hours
- The weight lifted required by worker is consistent with legal standard
- Information about safe work is printed and posted in work area
- The wash room and toilet are hygienic
- Clean drinking water is available for workers
- Welfare such as meals, accommodation, or transportation are provided for workers
- Workers are allowed to have short break during their work
- There is sufficient light in the work area
- Air-circulation is adequate in the work area

K.Parichat Boonmechote, who is the owner of Loung Tam, is very proud to receive this reward. She believes in investing in people and believes that this will also pay off business-wise, as happy workers are more efficient and not likely to switch employers. In addition, demonstrating her compliance with international labour standards will also reduce pressure from her supply chains partners who are involved with international trade.

The project likewise supported interventions addressed to parents and guardians about appropriate and inappropriate work for children. In Chiang Rai, this took the form of two day “family camps” and teacher visits and in Songkla, Pattani, Tak and Samut Sakhon, community health and other volunteers visited families.

Finally, project interventions raised awareness and collaborated with employers on child labour issues and occupational health and safety for young workers. These interventions were implemented through Provincial Offices of Labour including provincial departments of labour protection and nongovernmental organization partners. Significantly, the project did not

partner directly with any employers’ or workers’ organization for these activities but reached out to the former through POL and NGOs.

Positive Outcomes

The project provided models for engaging employers and which may have resulted in improved labour practices in their enterprises. The “dream factory” contest is an example of an initiative designed to create positive incentives for good labour policies implemented by the provincial office of labour in Samut Sakourn with support from the project. Positive outcomes of the initiative included spreading information about good labour practices and standards among the factory owners that participated (about 120) as well as highlighting the good work of exemplary employers.

In Pattani, the provincial team has negotiated a Memorandum of Understanding (MOU) with employers and Human Resource (HR) officers of fish docks and seafood processing factories as well as with the Thai Federation of Industries (FTI) – Pattani Chapter, in order to curb the use of hazardous child labour. The MOU engaged signing parties to avoid hiring children for hazardous work, to provide education and vocational training for child workers and to provide recreational areas/child care facilities around the port areas. It was likewise reported that LPN is strengthening its collaboration with employers in Samut Sakourn in order to improve the working conditions for young workers and get support for education programmes. The LPN director addressed the largest seafood food producers’ association in mid June and is exploring strategies for leveraging resources for their programmes from producers via corporate social responsibility programmes.

In addition, LPN has established an informal network of workplace monitors among its beneficiaries and supporters in the migrant community. Its labour volunteers serve as watchdogs and report cases of abuse to the organization. Migrant workers are afraid to report abuses directly to the authorities; LPN is an effective intermediary and according to LPN director, support from ILO/IPEC has made it easier for his organization to work with labour inspectors and other government managed services to find solutions to cases of abuse.

The work done by the Foundation for Child Development (FCD) with domestic labourers associations is potentially a good practice that received support from ILO/IPEC. FCD works closely with worker associations to improve wages and working conditions for parents in the domestic labour sector. Their on the ground work supports domestic workers to organize for better working conditions and labour protection and contributed to efforts to produce new labour regulations on domestic work (work still ongoing).

Gaps and Remaining Challenges

According to the technical advisor to the action programme in Chiang Rai, occupational health and safety (OSH) programmes that focus on children can be successful but there are many children that cannot translate their knowledge about their rights into better working conditions or into leaving their work because their families and employers make most decisions for them. An example of such an outcome is two sisters who are going to school in a project intervention school in Mae Sot, Chiang Rai. The girls attended a project supported camp run by a NGO that raised their awareness about child labour and were proud of their knowledge about appropriate and inappropriate work for children and how to avoid hazards in the workplace. Both girls were under the legal working age; they reported working every day after school and on Saturdays in a small factory near their home. The factory employed the girls in the evenings until 10pm peeling a plant that is exported to Africa and China. Sometimes if there is a big order, the girls have to work even longer. When asked what they do when they are asked to lift heavy loads, they explained that they know they should not lift more than 20 kilos at a time but if their employer asks them to do this work, they have no choice. The older of the two sisters has been told by her parents that she will leave school after she finishes grade 6. She would rather continue to study but her parents say that if she does this, her sister will have to leave school instead. Their teacher expressed her frustration that project interventions did not reach out to employers and families. This story illustrates how project interventions that were limited to awareness raising on OHS and child labour for children were insufficient to withdraw some children from the worst forms of child labour. It is assumed that other project intervention models that also reached children's families and their employers with information were more effective. This seemed to be the case in Pattani (see beneficiary story) where not only were guardians and employers reached, there were alternative sources of cheap labour to replace project targeted children.

Project work with employers and employers' groups on the issue of rights in the work place and work place safety is a promising strategy to promote decent work for young workers. This work was carried out in some cases by labour inspectors. The small number of labour inspectors relative to the scale of economic activity in sectors where young workers are employed for wages is striking, however. In Samut Sakhon the labour protection and welfare officer estimated that there were approximately 7,000 factories, the majority small ones. She said that even though labour rights violations are probably more serious in the small factories, she spends most of her time dealing with problems in the larger factories. Given this, alternative enforcement mechanisms are urgently required including stronger self-policing by industry.

Little to no work was done by the project with labour unions while according to the ILO regional trade union specialist based in Bangkok, there is increasing evidence that labour unions could be engaged to

support informal sector workers and the labour rights of migrant workers on at least a small scale. While it does not have the legal status of a trade union in Thailand, the Union of Burmese Workers is active in many migrant communities could have been a potential partner for worker education programmes according to some key informants.

Similarly, the project did not engage the only employers' organization that is an ILO constituent, the Employer's Confederation of Thailand (ECOT) in direct action activities. The representative of ECOT interviewed by the evaluators admitted that work on child labour is not a high priority of her organization and the project notes that the organization currently does not have adequate personnel to take on direct action work. While acknowledging its limitations, the ECOT representative felt that there were some ways ECOT might have collaborated with the ILO/IPEC project on the ground. She cited work with plantation owners on alternatives to pesticides as one example. She also noted that ILO/IPEC had discussed the possibility of working on this issue with a micro-grant but that this came quite late in the project. Project management noted that while ECOT was not involved in direct action activities, the employers' organization is a very active member of the National Steering Committee, and regularly attends almost all project meetings, seminars and other functions. It also noted that efforts were initiated by the project and regional ILO Employer Specialist to involve ECOT more strategically in its project work. Plans have been made to translate the training kit Eliminating Child Labour: Guides for Employers, developed by ACT-EMP and IOE from English to Thai. According to project management, the Employers Specialist indicated that he was going to use the kit for training in Thailand (and Lao PDR) as well as under future IPEC programming which will have a much stronger component on employer's action.

Health interventions: The extension of health services to migrant children and other non Thai residents in Thailand was among the services delivered by ILO/IPEC action programme implementers.

Project interventions to improve access to health care included the following:

- ✓ Engaging health volunteers to visit and provide services to migrant families;
- ✓ Raising the awareness of public hospitals to provide health care to migrant workers and support birth registration of children born to migrant workers in Thailand;
- ✓ Delivering health education along with child labour and OSH training during non formal education sessions and activities with youth.

Positive Outcomes

According to project progress reports, the Child and Youth Assembly (CYA) in Udon Thani worked with local health volunteers and concerned public health officers on child rights, hazardous work and safe work. On the promotion of occupational health in rural agriculture, the project organized blood testing and follow-up health education activities for working students in selected agricultural communities.

The project also reported that one of their implementing partners in Tak, the Mae Sod Civil Society and Foundation for Local Development Institute worked with the health personnel of a Tambon Authority Organization (TAO) to train 53 health volunteers living in the plantations on occupational safety and health in the agricultural sector, child rights and child labour issues. The project developed a list of workers who work under hazardous and unsafe conditions, and they were monitored by health volunteers to ensure that they have enough protection during work. Cooperation was also sought from plantation owners in improving work conditions of these enlisted workers.

PPAT in Songkla and Pattani organized visits by mobile health units to migrant children working in fishing and fish processing. Their work with youth also included information on reproductive health. Inclusion of information on this topic was very relevant for this region where the size of families may influence the prevalence of child labour (for example, older girls may be asked to drop out of school to take care of younger siblings and family resources may not cover the educational expenses of all children and so some may need to leave school and begin work before completing 9th grade).

Gaps and Remaining Challenges

More than one AP implementer interviewed by the evaluation team remarked that they found that very often parents or individual children do not act on information about the hazards of child labour until visible damage is suffered. In this respect, it was useful to use blood testing to demonstrate that children, as well as adults, were being exposed to toxic chemicals and these posed serious risks to their health and development. However, such information is only useful if viable alternatives are offered to continued exposure to chemicals.

Immediate Objective 3: By end of the project, multi-stakeholder responses to combat WFCL increase public awareness at provincial and national level

<i>Immediate Objective</i>	<i>Project Indicators</i>	<i>Key Achievements</i>
Immediate Objective 3: By end of the project, multi-stakeholder responses to combat WFCL increase public awareness provincial and national level.	3.1 Number of Government agencies, worker and employer organizations, NGOs, youth groups participate in major events and campaign to strengthen partnership and planning to eliminate the WFCL 3.2 Research to support emerging situation of WFCL such as WFCL in supply chain, CSEC, and impact of financial crisis 3.3 Research reports utilized for future planning	<ul style="list-style-type: none"> ✓ Project interventions strengthen cooperation between civil society organizations and public agencies ✓ Project supported research on child labour issues was covered widely in media. ✓ Project action programmes engaged Provincial Office of Labour (POL) communications officers to produce awareness raising material on child labour. ✓ The project engaged its AP partners and others in awareness raising activities to commemorate the 2009 and 2010 World Day against Child Labour (WDAKL) involving leaders and children. ✓ Anoma shrimp-peeling factory raid case study used by the commander of the Provincial Police Region 7 unit to train police force to improve their role and procedures in fighting labour exploitation. ✓ The survey on trafficking of Thai Males in Deep Sea Fishing was used by the Sub-Committee on Trafficking in Fishing Sector.

OUTPUT 3.1 MULTI-STAKEHOLDERS MOBILIZED TO PROMOTE A COMPREHENSIVE RESPONSE

Description of project strategies and interventions

The strategies used by the project to support the mobilization of multiple stakeholders to engage in combating the worst forms of child labour included:

- ✓ Funding for awareness raising campaigns delivered by AP implementers;
- ✓ Mobilization of the media (TV, radio, written press) to cover child labour issues;
- ✓ Capitalizing on World Day Against Child Labour events to engage multiple stakeholders in activities to raise public awareness and enable coalition building against child labour;
- ✓ Capitalizing on the release of studies to foster debate and media coverage on child labour and its worst forms;
- ✓ Engaging teachers and health workers in awareness raising activities as part of child labour monitoring activities;
- ✓ Organizing forums and networking activities for stakeholders that gathered representatives from the public sector, NGOs, workers and employers together at the same time for discussion and debate.

Positive Outcomes

The project engaged provincial level Provincial Office of Labour (POL) communications officers to produce awareness raising material on child labour. For example, the Samut Sakhon Provincial Public Relations (PR) office produced a video documentary on good practices in solving child labour problems by provincial partners. According to project progress reports, news reports on child labour and the situation of migrant children were well-covered topics in the local media and the PR office collaborated with numerous community radio stations to broadcast radio spots and radio discussions. The local cable TV also regularly broadcast features on child and migrant labour.

The project engaged its AP partners and others in extensive awareness raising activities to commemorate the June 2009 World Day against Child Labour (WDACL). According to project reports, about 2,600 children participated in celebrations in Tak, Pattani and Bangkok, in addition to adult participants and media personnel. In 2010, the WDACL was commemorated at the national level through the one day meeting entitled 'A Showcase of Achievements and Proven Practices on the Elimination of the Worst Forms of Child Labour in Thailand'. The meeting invited some 120 participants from local and national level and aimed to promote the emerging good practices developed in the course of the project for wider replication. A good practice kit and a project video was prepared in time for the meeting. There were also provincial events in Songkla and Pattani to commemorate the WDACL 2010.

The media reported the findings from Mirror Arts Foundation study on trafficking and exploitation in the fishing industry widely. Hopefully when other studies are released in the coming months, ILO and/or the study implementers will have a strategy for garnering media coverage for their studies findings as well.

The youth-to-youth work between Thai and Lao counterparts used an innovative approach to engage youth in child labour and trafficking issues. Youth were trained in the production of short films, music videos and radio spots. The youth-produced messages transmitted by these tools sought to deliver better information about the realities of migration, its dangers and some of the positive aspects of staying at home. NYCD would like to replicate the activity with youth groups in Cambodia.

Weaknesses and Remaining Challenges

Public attitudes and beliefs about migrants and migrant children and ethnic minorities influence their access to schools and other public services and arguably increase tolerance of exploitation of these groups in and outside the workplace. The public fear of the consequences of illegal migration is driven in large part by ignorance of the benefits that migrant workers offer the Thai economy and society. To reinforce

project strategies to change perceptions among the general public, it would have been useful for the project to be more strategic in the development of its communication strategies and campaigns. It may have been useful to identify and test key messages more formally using focus groups and knowledge, attitudes and perception studies. It would have been useful to explore which strategies are the most effective in changing attitudes. According to one programme manager, celebrity spokespeople in public service campaigns has been used to raise awareness for a variety of causes in Thailand. In some countries, music and musicians have been employed used to good effect. Because prejudices are often deep seated and difficult to change, it may be using influential figures or music and drama would complement project supported information based campaigns.

OUTPUT 3.2 IMPROVED KNOWLEDGE BASE ON CHILD LABOUR IN THAILAND

Description of project strategies and interventions

To improve the knowledge base on child labour in Thailand, the project commissioned a series of studies on key issues related to research the occurrence and causes of the worst forms of child labour in some particular sectors, regions and segments of the supply chain.

Positive Outcomes

The ILO–IPEC project helped the Mirror Foundation establish an in-depth information database on cases of forced labour and trafficking from field surveys and field investigations on the situation of children and adults working on Thai deep-sea fishing boats in various areas within Thailand and in foreign waters. According to project progress reports, there was a general perception that only foreign migrants were trafficked onto these boats. The Mirror Foundation is a Thai NGO working on community development and to combat all forms of exploitation, forced child labour and human trafficking. It has used the information in campaign activities and to strengthen the anti-trafficking multidisciplinary network and referral services recently established in all provinces where migrants either originate or where they seek out employment. Mirror Arts implemented a project funded

Good Practice: Shining a light on cases of labour exploitation in Thailand. Employers and civil servants at all levels are aware of the risk of losing export markets in the United States and Europe if exploitative labour practices, even low down in the supply chain, are widely publicized. The reaction to the threat includes more attention by policy makers, improved self-policing by larger producers and in some cases less transparency and openness (information that could be used against us should not be shared openly) within government and industry. Among the reasons for this is that, unfortunately, publicizing cases of labour exploitation in order to pressure employers may result in “collateral damage.” When markets are lost, this can hurt good employers as well as the bad and have repercussions on those employed in the sector. Project work sought to capitalize on international and domestic pressure to seek positive outcomes for children by working with those concerned to find alternatives: civil servants in the labour sector and employers.

AP called “Protection of labour rights in deep sea fishing in Thailand.” Unfortunately because of the unrest, the evaluators’ interview with this organization was cancelled.

The Labour Rights Promotion Network Foundation (LPN) wrote a case study of the police raid on the Anoma shrimp-peeling factory which it initiated and that engaged the newly established anti-trafficking multidisciplinary action team to help rescue 74 men, women and children who were forced to live and work long hours in the factory. The report describes the steps taken in coordination with police, NGOs and government agencies. It highlights the strengths and weaknesses of the raid that resulted in the successful prosecution of the factory owner and manager. The aim of the report is to encourage more raids on abusive workplaces and better protection of foreign migrant workers in Thailand. According to project reports, the case study has been used by the commander of the Provincial Police Region 7 unit in trainings he has initiated with the police force to improve their role and procedures in fighting labour exploitation.

The Research and Development Institute of Khon Kaen University was asked to investigate the situation of commercial sexual exploitation of children in three under-researched provinces – Khon Kaen, Nong Khai and Udon Thani – major source areas for girls and women in prostitution within Thailand and abroad as well as major receiving areas for girls and young women primarily from Lao PDR. The researchers are looking at the extent and conditions of child involvement in commercial sex situations and what patterns precipitated their ending up there. The final report will include profiles of child victims as well as exploiters and facilitators.

The Institute for Population and Social Research (IPSR) of Mahidol University conducted a study on **global supply chains and how they link to child labour and its worst forms in Thailand** with a particular focus on rubber (plantations). This is being done through cooperation with other two local partners – Foundation for Education Development and Faculty of Natural Resources, Prince of Songkla University. The study subject was well chosen as there is relatively little research on child labour in the rubber sector which is among the largest export sectors in Thailand.

The **impact of the global financial crisis on child labour** is another research project underway in collaboration with the United Nations Interagency Project on Human Trafficking (UNIAP).

The project documented its good practices and lessons learned. The final package contained a video documentary highlighting the achievements and successful approaches at the local/provincial as well as national levels as well as pointing in the directions for future action needed. The package will also include a set of printed documents including 3-5 page leaflets each one containing one of the identified good

practices. A good practice sharing workshop was organized by the project following the field portion of the final evaluation.

Weaknesses and Remaining Challenges

Many planned studies were late getting started and will not be released until near the end of the project (March 2011). Given the project extension, there are many opportunities for the project to capitalize on the studies in the context of the NPP, activities of the AP implementing organizations and in the planned new project in Thailand. To strengthen the impact of the studies in terms of awareness raising and social mobilization, it is important to have a good diffusion strategy including a strategy for mobilizing media coverage of the results.

It is not clear to what extent the DLPW was involved in the selection of topics for ILO/IPEC studies. Their degree of involvement may influence the importance given to the studies. If there are future studies, the evaluators would recommend engaging the Ministry of Labour in selection of topics to increase their ownership of the study outcomes.

3.4. Project Sustainability

Project sustainability is influenced by many factors including the quality of the intervention models developed, the degree to which they are owned and adopted by national counterparts, the resources allocated to fighting the worst forms of child labour by national counterparts and national knowhow and overall capacity to carry out the measures that are needed.

One measure of project success and sustainability is the extent to which it meaningfully addressed the root causes of child labour among the populations where it is most prevalent. To address the root causes, model interventions need to improve family livelihoods and increase access to education programmes (formal schooling, non formal education, skills training and vocational training) by vulnerable children and link both the vulnerable children and their families to other needed social services (health programmes, legal assistance, child protection, psycho-social counselling, conditional cash transfers). To sustain and scale up pilot initiatives, government and/or other partners must develop and implement policies and action plans that allow for these interventions and others to be scaled-up and replicated. Project support to the Ministries of Labour, Education and to some extent the Ministry of Social Development and Human Security to improve their institutional mechanisms for the implementation of programmes that contribute to the reduction of worst forms child labour is a positive contribution although much remains to be done before, for example, migrant children access regular Thai schools and other social services in significant

numbers. Prospects are better for poor Thai children assuming social inequities are addressed with more rigour (especially following the unrest which is related in part to this issue) and for ethnic minorities as some are gradually being given the full benefits of citizenship.

The sustainability of project work to improve work place safety for young workers and improve mechanisms for the enforcement of labour laws in the workplace is challenged by the inadequacy of government mechanisms for inspection and enforcement (too few human resources, issues of low levels of accountability and in some cases, corruption). More promising is project work with employers to strengthen mechanisms for self policing motivated among other reasons by international pressure to clean up labour exploitation in production processes and supply chains. The integration of teaching about the workplace including labour rights in schools likewise holds some promise to improve children's awareness of their rights if scaled up in one form or another. Project funded research and support to reinforce advocacy networks and to strengthen the work of a small number of very active civil society organizations is likewise a positive contribution as it is an effective mechanism to keep the child labour issue on the public agenda.

The ownership of project intervention models at the provincial level is fairly strong; a positive aspect of the project was its mobilization of appropriate actors including state, private sector and nongovernmental actors for AP implementation so that they could learn by doing and given appropriate resources, continue their work after the end of project support. The short duration of project actions however limited the extent to which the intervention models became rooted in some partner's institutional mechanisms. The absence of strong engagement of worker's organizations is a weakness; the continued motivation of employers to defend their business interests by combating child labour in their supply chains is a strength.

The success of the project in supporting increased resource mobilization by the government for combating child labour is still in question at the project's end. The existence of the NPP provides a justification for requesting resources but to date actual budget allocations remain small. The programmes implemented by ILO/IPEC during this project are in line with NPP strategies and measures and are therefore indicative of the kind of investment that is required by the government to implement the plan. Several civil servants interviewed by the evaluation team expressed their concern about having resources to continue their efforts after the project's close. One district chief articulated the problem clearly "without someone to coordinate activities to combat child labour and with no budget, I don't think we can do much." This was echoed during the meeting with the Ministry of Labour, when one participant said most types of services funded by the ILO/IPEC project were not within reach of the Ministry given their human resource and

budget limitations. It should be noted that at the time the official said this, he was not well acquainted with the models developed at the provincial level.

Although the draft policy framework was in place at the start of the project, the early approval of the National Policy and Plan to Eliminate the Worst Forms of Child Labour by the RTG was a key assumption; project actions and government led work nationwide on the elimination of the worst forms of child labour were supposed to be strongly linked. Since the NPP was approved about 18 months before the end of the project, important linkages were still possible but overall RTG ownership of the ILO/IPEC project during the implementation period was weakened by the later than anticipated approval. At the project close, the sustainability and in particular the replication and scaling up of project models hinges in large part on the RTG commitment to implement the NPP. The project made a strong effort to document good practices and organize forums for sharing these at the end of the project which is commendable. The continued engagement by the ILO regional office to support to the Ministry of Labour will be important for NPP implementation as will continued pressure from the civil society counterparts that participated in the project supported activities and networks.

3.5. Summary of Key Findings and Recommendations

Key Finding: Although the development of the National Plan and Policy is an important achievement, the Implementation of the National Plan and Policy (NPP) remains an important challenge.

Recommendation 1 (for Ministry of Labour): In order to render the NPP operational, it is recommended that the RTG, led by the Ministry of Labour, Department of Labour Protection and Welfare:

- ✓ Elaborate an operational planning document(s) for NPP implementation that includes *targets* and *indicators*, has a *budget* and identifies *who is responsible* within a given *timeframe*;
- ✓ Develop and implement resource mobilization strategies and in meantime identify *priority* interventions for which there are already resources available;
- ✓ Reinforce strategies and activities that engage other departments within the Ministry of Labour and other relevant Ministries to mainstream or integrate actions for combating child labour in their operational plans and budgets and within existing service delivery structures;
- ✓ Conduct additional capacity building and planning exercises especially for key personal of other relevant Ministries and Departments and for provincial departments of labour, in particular in provinces where the project did not intervene.

Key Finding: There is a persistent gap between Education Policy and practice in regards to access by migrant children and one of the results is that the barriers for their access to free public education remain relatively high.

Recommendation 2 (for RTG education planners and policy makers): Activities that were piloted by the project identified interventions that are necessary for these barriers to be lowered. In order to effectively realize its commitment to Education for All, including non Thai children as outlined in the 2005 Cabinet resolution, it is recommended that education planners and policy makers in Thailand:

- ✓ Invest in transitional education programs that address non Thai children's language, social and cultural related challenges to integration in public school;
- ✓ Realign human resources and equipment allocations to schools that accept migrant children so that education quality does not suffer when migrant children are admitted;
- ✓ Collaborate with community based organizations and others to conduct awareness raising and other strategies to address community and parent resistance to mixing migrant children with Thai children in the classroom.
- ✓ Simplify the process for obtaining the 13-digit identity number. It is understood that social benefits given to Thai children such as the school lunch and milk programme will automatically include migrant children once the identity number is obtained.
- ✓ Facilitate accreditation of existing, privately operated learning centres.

Key Finding: At the provincial level, ILO/IPEC established or reestablished multidisciplinary teams on child labour in all six project-targeted provinces. Based on meetings with these teams in three provinces, they functioned relatively well for project purposes (i.e. to coordinate or oversee project-funded activities). Their continuity in some form may be served by the reconstitution of Ministry of Labour Provincial Women and Child Workers Protection Centres, but only if they are given adequate support from the Ministry of Labour.

Recommendation 3 (for Ministry of Labour): It is recommended that the Ministry of Labour support the provincial multidisciplinary teams in the following ways:

- ✓ Engage them in effective planning processes
- ✓ Allocate funding and other resources for activities designed specifically to address child labour issues,
- ✓ Assure that child labour has been mainstreamed into relevant line Ministries action plans at the central level and directives given to provincial level personnel,

- ✓ Conduct awareness raising on the worst forms of child labour and associated issues in the governor's office.
- ✓ Invite participation on the team by active civil society organizations that work on migrant, labour rights and social equity issues as well as champions from employers and workers organizations.

Key Finding: Although project supported intervention models to raise children's awareness on occupational health and safety issues were effective in promoting better understanding of children's rights, labour law and workplace hazards for children, some project beneficiaries were unable to translate their knowledge into better working conditions.

Recommendation 4 (for various key stakeholders): To be more effective in preventing and withdrawing children from the worst forms of child labour, it is recommended that key stakeholders active in combating child labour in Thailand reinforce their intervention models by considering the following:

- ✓ Addressing the root causes of child labour including factors that contribute to children's *vulnerability* to exploitation including their parent or guardian's access to financial services, income enhancement schemes, legal rights protection, health services and social safety nets.
- ✓ Multiplying enforcement mechanisms for assuring employer compliance with labour standards including industry led self policing and community based mechanisms.
- ✓ Conducting community based awareness campaigns and supporting community based child labour monitoring;
- ✓ Introducing appropriate technology in production processes in order to reduce demand for cheap labour;
- ✓ Supporting small producers' associations and/or cooperatives to regulate the employment of children in the informal sector while also improving productivity and revenues of small producers;
- ✓ Organizing financial education and savings oriented self-help groups among vulnerable families.

Key Finding: The laws that regulate both adult and child migrant labourers have an important impact on the prevalence of the worst forms of child labour in project-targeted communities and in general in Thailand. Laws which render legal registration by migrant workers challenging or place disproportionate power in the the hands of employers place adult and child workers in situations where it is difficult for them to defend their basic rights. Because of this, holistic models for protecting migrant children must also include measures to improve the regulation of migration including the legal rights of both adult and child migrant workers.

Recommendation 5 (for ILO): The project piloted some effective ways to address the issue of the rights of adult workers including support for research, policy work, advocacy and legal assistance to adult migrant

workers. It is recommended that future work by the ILO also engage employer's and worker's organizations to advocate for better regulation of migration. Employers have an interest in policies that simplify their ability to address domestic labour shortages by hiring migrant workers legally. Similarly, workers will have a stronger position to improve their working conditions if all workers including migrant workers have the ability to organize and engage in social dialogue with employers.

Key Finding: Because of delays in the start-up of action programmes, the average duration of project services to direct beneficiaries was approximately 9 months. Six months of services was determined as the minimum duration before reporting a child as having been prevented or withdrawn from the worst forms of child labour. In any context, it is probably unreasonable to expect big changes in the lives of children after such a short period of time. Likewise, the implementation period was insufficient for strategies to combat child labour to become rooted in most action programme implementers' institutional mechanisms.

Recommendation 6 (for ILO) In future pilot programmes, whether piloted in the context of an ILO supported programme, by the government or another key stakeholder(s) in the context of the NPP, it is important for pilot activities to be implemented over a longer period of time to have greater impact on the lives of children, allow enough time for intervention models to be refined through monitoring and evaluation and enable deeper institutional learning.

Key Finding: The direct beneficiary monitoring reporting system (DBMR) implemented by the project had the potential to improve Action Programme implementers' effectiveness and efficiency by establishing common standards to identify children at risk or engaged in WFCL and introducing a systematic approach for case management and impact monitoring. However, as it was implemented within the project, the DBMR was overly complex and rigid and ill-adapted to some action programmes and target populations.

The related pilot child labour monitoring system piloted by the project, while strategically mainstreaming child labour monitoring into relevant social service structures (education and health), needs to strengthen its mechanisms for assuring that children that are identified through monitoring are referred to appropriate social services.

Recommendation 7 (for ILO and USDOL) It is recommended to the donor and ILO management that the reporting requirements be more flexible and take into consideration that not every action programme is adapted to monitoring individual children. In some cases, requiring that each child be monitored individually may detract from the action programme implementers' quality of services and lead to monitoring becoming a data collection exercise versus a tool for improving intervention strategies. Other mechanisms for monitoring impact, for example, sampling, may be more cost effective for some types of interventions. For example, treating some short occupational health and safety education programmes as a

personal intervention requiring following up with every child is inappropriate given the nature of the service provided whereas monitoring attendance of a child in a more extensive non formal education programme is quite reasonable.

Recommendation 8 (for CLMs implementing agencies) In the implementation of child labour monitoring systems within a large system, like public education or health services, strengthening referral mechanisms is crucial. Investing resources to identify children who have dropped out of school or who have health problems due to work related factors (or other reasons), without a mechanism for referring the identified child to social services is not only a waste of resources but is unethical. It is recommended that future development of the CLMS strengthen referral mechanisms by investing in the following:

- ✓ Development of Guidelines and Protocols (the project produced guidelines on trafficking and providing social services to migrant children may be useful tools).
- ✓ Information systems (information about the child in the context of case management but also about existing social services, both public and NGO run, to whom a child may be referred within a geographic area)
- ✓ Capacity building for frontline personnel (teachers, health workers, police officers, child welfare social workers, agricultural extension agents, NGO community development volunteers, etc.)

ANNEX A	TERMS OF REFERENCE, EXPANDED FINAL EVALUATION
ANNEX B	EVALUATION FIELD VISIT SCHEDULE
ANNEX C	LIST OF PEOPLE INTERVIEWED
ANNEX D	FINAL EVALUATION STAKEHOLDER WORKSHOP REPORT
ANNEX E	COMPILATION OF GOOD PRACTICES IDENTIFIED BY EVALUATORS

Annex A: Terms of Reference, Expanded Final Evaluation



TOR
Mar 29, 2010

**International Labour Organisation- International Programme on the
Elimination of Child Labour
ILO/IPEC**

**DRAFT TERMS OF REFERENCE
Independent Expanded Final Evaluation
(use of target group impact assessment studies)
For ILO/IPEC Project:
Support for National Action to combat child labour and its Worst
Forms in Thailand**

ILO Project Code	THA/06/50/USA
ILO Project Number	
ILO Iris Code	100640
Country	Thailand – National level and selected regions
Duration	54 months
Starting Date	30 September 2006
Ending Date	30 June 2010 *
Project Duration	45 months *
Type of Evaluation	Independent Expanded Final Evaluation
Date of Evaluation	March –October 2010
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor US DOL
Donor contribution	USDOL: US \$ 3,500,000 *

* Project subsequently extended to 31 March 2011, therefore with duration 54 months, and with donor contribution of \$3,779,123.

I. Background and Justification

Background

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The basis for IPEC action is the political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A Time Bound Programme (TBP) is a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified worst forms of child labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified Convention No. 182 to implement comprehensive measures against WFCL.¹⁴
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Thailand is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level. ¹⁵

¹⁴ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

¹⁵ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

Background to the Project of Support

4. Thailand has made strong progress over the last two decades to reduce child labour, although its use still persists. Economic development and the impact of globalisation has generated an increased demand for cheap labour, which has led to increased use of migrant child labour, which makes up a high proportion of child labour. Despite many successes, some Thai children are still to be found in child labour, especially among ethnic minorities in the north and among the rural and urban poor. Child labour predominates in informal businesses across the economy, and some takes the worst forms as defined in C.182. The project is implemented through partnership with the Ministry of Labour as the key implementing partner.
5. Thailand ratified C.182 on the WFCL in 2001 and C.138 on minimum age of work in 2004. Other positive aspects of government policy include compulsory schooling to age 15, accessible health care, limits on work for children age 15 to 17, agreements with neighbouring countries on regularising migrant workers and addressing trafficking, and a cabinet resolution to extend education to all children regardless of nationality or legal status. However, progress needs to be made to ensure that laws and policies are implemented.
6. As policy approaches to address these aspects, the government established the National Committee on the Worst Forms of Child Labour to implement C.182, chaired by the MOL in February 2006, and initiated the drafting of a National Plan of Action for the Elimination of the WFCL (NPA) before the project's commencement. The NPA went through a series of revisions between June 2007 and May 2008 when it was submitted to the National Committee on the WFCL. A new Technical Committee under the National Committee was formed in June 2008, tasked with the responsibility of drafting a new national policy and planning document to direct national policy, and this was approved by the cabinet on 28 January 2009. This is now known as the National Policy and Plan to Eliminate the Worst Forms of Child Labour 2009-2014 (NPP).
7. Through 2009 there has been a period of considerable political change. It is expected that the global financial crisis will lead to the lay-off of approximately 1-1.5m workers. But one recent positive development has been the decision to expand social security coverage, including old-age pensions to informal economy workers, who are 24m. in number compared to 9m. in the formal economy.

The Project of Support

8. The Project of Support (PoS) builds on the experience in the country over the last 10 years, and essentially aims to support government and other stakeholders to put policy and laws into practice. The project design was based on research commissioned by ILO-IPEC in six provinces in 2005-06, preceding the funding of the project, which investigated the nature and extent of child labour in the targeted sectors. The project approach is to support policy improvement at a national level and wider engagement to combat child labour, while at a provincial level it develops concrete examples in focal provinces for wider replication.
9. The development objective is to reduce child labour in Thailand, focussing on the immediate elimination in its worst forms. The development objective aims to support national efforts through technical assistance that help implement child labour elimination strategies in line with the application of ILO conventions.

10. The project has three immediate objectives, in support of the development objective, which are, that by the end of the project:
 - Policy changes are in place to support the elimination of child labour
 - Targeted children are withdrawn and prevented from the WFCL in six selected provinces through the development and implementation of models that can serve as the basis for best practices for replication, and
 - Multi-stakeholder responses to combat the WFCL increase public awareness at the provincial and national level.
11. The project aims to achieve its objectives through a series of outputs and activities at national and provincial levels. Central to these are the seven Action Programmes (APs) in six provinces (Chiang Rai, Tak, Udon Thani, Samut Sakhon, and Songkhla and Pattani), and three at the national level, which are intended to withdraw or prevent children from the worst forms of child labour by direct actions such as identifying children at risk and providing educational interventions and other services. The two APs in Tak Province, the two in Samut Sakorn and the AP in Songhla and Pattani involve working with migrant families and their children. The project also intends to create an enabling environment for policy implementation focused on child labour by building multi-stakeholder responses to combat child labour at the provincial and national level and by raising public awareness.
12. In March 2009, an external project evaluation was carried out, initiated and implemented by the donor USDOL.

Progress to date on the project

13. In the second half of 2009 significant progress was made in the implementation of the NPP, with an official launch organised by the Department of Labour Protection and Welfare (DLPW), followed by four regional cluster NPP workshops. A focal office on child labour issues was established within the DLPW. The focal office is responsible for overseeing the development of joint work. The DPLW has asked the project for technical support to update its list of hazardous occupations and to support provincial level training on prevention of trafficking. At provincial level, various actions are being taken through the APs to continue to strengthen mechanisms for withdrawal and prevention, including collaboration with local authorities, NGOs and networks, delivery of direct services and training to working children. In June 2009 the commemoration of the World Day against Child Labour (WDACL) provided an opportunity to highlight the multi stakeholder partnerships that the project has supported.

Recent Activities

14. Central to the project are the functioning of the APs. The different APs and the number of **targeted** beneficiaries are:
 - AP003 - LPN: Prevention of Hazardous Child Labour and Child Trafficking Through Education and Social Mobilization among Migrant Communities in Samut Sakhon Province. Withdrawn: 700 children; Prevented: 500 children

- AP004: PPAT (Songkhla and Pattani): Prevention and elimination of child labour in hazardous work through occupational safety and health services in Songkhla and Pattani Southern border province. Withdrawn: 500 children; Prevented: 900 children
- AP/005 Ya Udon: Project for the Prevention and Elimination of Hazardous Child Labour through Occupational Health Services in Udon Thani Province. Withdrawn: 300 children; Prevented: 200 children
- AP006: Provincial Office of Labour Samut Sakhon (POL-SMK): Collaboration for the Prevention and Elimination of Hazardous Child Labour in Samut Sakhon Province. Withdrawn: 200 children; Prevented: 800 children.
- AP007 - ONEC/OEZ2: Tackling and Preventing Child Labour through Educational Provision for Stateless, Migrant Children and Children of Migrant Workers in Tak Province. Withdrawn: 300 children; Prevented: 1,700 children
- AP008 - MSCS/LDI: Improvement of Quality of Life of Agricultural Communities and Reduction Child Labour in Agricultural Sector in Phob Phra and Mae Sod Districts, Tak Province. Withdrawn: 200 children; Prevented: 100 children
- AP013 - PSDHS CR: Prevention and Elimination of the Worst Forms of Child Labour in Chiangrai Province - Application of Multi-disciplinary approach. Withdrawn: 300 children; Prevented: 1,200 children

Background to the Expanded Final Evaluation

15. ILO/IPEC projects are subject to end of project evaluations as per ILO TC policies and procedures and in agreement with the donor. As a project of support to the TBP approach that has been formulated as a comprehensive framework for the implementation of the provisions of C. 182, the final evaluation of this and other similar projects of support to the TBP processes in other countries is done as an Expanded Final Evaluation (EFE). An EFE combines a target group impact assessment study and final evaluation and is based around a set of core areas of achievement or suggested aspects to be used across all final evaluations for TBP projects of support. EFEs are essentially evaluations with a number of complementary target group impact assessment studies that allow for more in-depth quantitative and quality assessments of impact of the project in identified areas and in the context of broader and longer-term impact.

Standard Framework for final evaluations of TBP projects of support

16. The design of the EFE was influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. While some core questions have been identified and elements of the proposed standard evaluation framework have been used here, it is expected that further EFEs will allow for the full development of such an evaluation framework to be used for subsequent TBP projects of support.
17. In addition to serving as a project evaluation, using such a standard framework will allow for a broader, more comprehensive approach that will lead to further development of the national TBP framework, including identifying future action. Using a consistent approach across the ILO/IPEC projects of support will ensure that a number of core questions and aspects will be addressed. It will also provide for a comparative perspective when drawing out lessons learned. As such, it is part of the ongoing review process of the TBP concept in ILO/IPEC and could

potentially provide an opportunity for involving other stakeholders and development partners in the evaluation process. It is also possible that the proposed approach could be done as a joint evaluation of either the whole national TBP framework, including the different component projects of support, or for clusters of ILO/IPEC projects of support.

18. Ideally, such a standard evaluation framework would become the basis for broader joint evaluations of several projects of support or components within the national TBP process as implemented by a number of development partners.

Impact Assessment in IPEC

19. Impact assessment is a fundamental pillar in IPEC's evaluation system. Impact assessment methodologies looking at broader and longer term changes are being developed as part of the development of the TBP methodology, where the first considerations and discussions on impact assessment have taken place.
20. Work has been done on an Impact Assessment Framework as a source book to guide the work on impact assessment of child labour programmes, both ILO/IPEC and non-ILO/IPEC. An initial focus has been on measuring the direct impact on children and families directly benefiting from ILO/IPEC interventions through developing methodologies for tracer studies¹⁶ and tracking¹⁷ systems.
21. In the context of larger programmes such as time bound programmes, it is proposed to include target group impact assessment (TGIA) studies as a way to follow-up on baseline studies. This is in order to obtain an initial assessment of the changes or impact in the target areas as a result of project activities, in particular, those directly targeting children and families. The results of such "repeat baseline" or follow-up studies should provide valuable input to the assessment of the possible broader and medium-to-longer term changes as part of a final evaluation.

Combined Impact Assessment and Final Evaluation (Expanded Final Evaluation)

22. An impact assessment/final study will therefore combine impact assessment attempts to assess short-term project impact by repeating selected parts of the baseline study that was carried out at the start of the project with a final evaluation. The findings from this impact assessment will feed into the final evaluation of the project. Existing tracer methodologies will be used as appropriate. Data pertaining to issues not covered in the baseline studies or seen as useful for the final evaluation, could, as identified by stakeholders, be gathered using supplementary impact assessment tools such as ex-post capacity assessment, focus group discussion and detailed field observation.
23. Evaluations of ILO/IPEC projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders: Project management, IPEC HQ, National level stakeholders including implementing agencies and the donor. The present Terms of Reference

¹⁶ **Tracer studies** in IPEC are a one-off study, looking back at the evolution of the situation of a sample of children, giving us a 'before and after' picture.

¹⁷ **Tracking studies** in IPEC are a continuous following of a sample of children targeted in a series of interventions. This is a forward-looking inquiry approach that will assess impacts as they occur in the future.

are based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

24. The expanded final evaluation will cover the IPEC Project of Support project in Thailand. It will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL.
25. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Thailand NPP.
26. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Thailand NPP/Time-Bound Programme and sustainability of IPEC efforts to increase the knowledge base on child labour (including identified gaps, sectors, new partners/stakeholders).
27. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and the associated impact assessment studies to provide detailed assessment of achieved and potential impact at the upstream, middle and down stream levels of the Project's interventions. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities used to address child labour and trafficking among the migrant population in Thailand. It is important that the evaluation provides lessons learned and good practices in combating child labour in Thailand, particularly among the migrant, ethnic minority and stateless populations that might inform future child labour projects in Thailand and in other countries as appropriate.

Purpose

28. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during implementation. It will show how these lessons can be applied should there be a Phase II as well as for other planned ILO/IPEC interventions in the broader terms of action against child labour in the context of the TBP process.
29. In addition, the evaluation will serve to document potential good practices, lessons learned, models of interventions and life histories of the beneficiary children in this cycle of the project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.

30. The evaluation will also involve a review of the role of the IPEC project as an overall TBP framework in promoting the development of the NPP in Thailand to identify any required changes in the framework's strategy, structure and mechanisms. The analysis should focus on how the TBP framework is being promoted, its relevance, how it has contributed to mobilizing action on child labour, and what is involved in the process of designing a TBP approach.
31. The innovative nature and "learning by doing" element of the TBP approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation as well as any modelling regarding the approach migrant and tribal/ethnic minority groups.
32. The results of the evaluation will be used as part of strategic planning and possible orientation for similar projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.
33. The evaluation will provide recommendations to the Government on taking forward the TBP framework (contents of NPP, possible modus operandi etc).

III. Suggested Aspects to Address

34. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations," 2006. These concerns are further elaborated the "Preparation of Independent Evaluations of Projects," 1997. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007.
35. The evaluation should also be carried out in adherence with the ILO Evaluation Framework and Strategy, ILO Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards.
36. In line with the results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results. This should be done by addressing key questions related to the evaluation concerns as well as the achievement of the programme's immediate objectives using data from the logical framework indicators.
37. The suggested aspects to address were identified during the process of formulating the current terms of reference. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC's Design, Evaluation and Documentation (DED) Section. It is not expected that the evaluation addresses all of the questions detailed below; but it must address the general areas of focus. The evaluation instruments, which are to be prepared by the evaluation team, and will be reviewed by DED before field work begins, should indicate if there are other specific aspects to be addressed. Below are the main categories that need to be addressed:
 - a. Design and planning
 - b. Achievements (Implementation and Effectiveness)

- c. Relevance of the project
 - d. Sustainability
38. The suggested aspects to be addressed within these categories are in ANNEX I.
 39. The current list of core aspects and questions to be addressed as part of the Standard Framework for evaluation of TBP Projects of Support provides key suggested questions/aspects to be examined by the evaluation. The focus will be on the contribution of the ILO/IPEC Project of Support to the national TBP framework.
 40. Particularly in TBP evaluations, questions of levels of analysis, namely at the project and country levels, should be specifically addressed by evaluations. In the localities in which IPEC projects operate, policy changes can be analyzed by understanding the nature of local political support for projects or programmes, and the specific actions taken by mayors or other community leaders to support, integrate, or replicate activities advocated by the project or programme. In the case of sectoral studies, the evaluator should explicitly document changes in policy or practice that occurred within targeted sectors.
 41. These results are also intended to contribute to the understanding of ILO/IPEC contributions at the global level. In projects of support for TBPs or other broad-based national projects, effects can include institutional strengthening, the development of sustainable organizations, and partnering networks.

Aspects for Target Group Impact Assessment Study

42. The purpose of the TGIA study is to obtain more detailed information on the direct beneficiary target groups and to give a before-and-after snapshot of the target population at the end of the ILO/IPEC Project of Support. While the results of the TGIA study will be used as data for the final evaluation, the approach will also feed into the larger Impact Assessment Framework of ILO/IPEC since it will test the possibility of conducting repeat baseline studies at the end of the project for the purpose of providing data for an evaluation.
43. For the TGIA, specific aspects should be based on the impact areas that were covered under the baseline studies in the selected sectors. In addition, aspects identified during the consultation process of these TORs and general considerations of the issues and areas of impact identified as part of the ILO/IPEC Impact Assessment Framework should be included. Particular emphasis should be paid to the tracer and tracking methodologies.
44. In addition, the impact studies will also look at and analyse the achievements/results made by the Project at the upstream level / enabling environment that the Project has been able to put in place. In addition, the studies will assess the impact of the following: i) the development and implementation of the policy, legislative and enforcement frameworks on child labour, the ratification process of the ILO C.182, the development and adoption process of the NPP on child labour, ii) the Project's work with legislative bodies (National Assembly and Senate), and with UN agencies such as UNICEF, World Bank, WFP, UNESCO and UCW, iii) the coordination mechanisms that were developed and put in place by the Project from the national down to the grass root level, iv) the Project's work on advocacy and awareness raising through an active involvement of the Ministry of Labour, the annual observance of the WDACL, and v) the mobilization of the Employers, Workers and their Organizations and of civil society groups through the establishment and strengthening of its national and provincial networks against child labour.

IV. Expected Outputs of the Evaluation

45. At the time of writing of these TORs, a national partner for the Target Group Impact Assessment has been identified but not contracted. Therefore the outputs, tasks, timing and related aspects may alter from what is given in these TORs.

46. The expected outputs to be delivered by the evaluation team are:

By International Team Leader

- Desk review
- Briefing/telephone meeting with local partner for TGIA
- Review of TGIA study design and ongoing support to the study
- Evaluation instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Thailand
- Preparation and facilitation of national stakeholder evaluation workshops, including workshop programmes and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

By Evaluation Member, National Consultant

- Desk review
- Background report of relevant information after discussion with evaluation team leader
- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshops
- Input and support to the preparation of the final evaluation report

47. The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings focussing on impact, including findings from target group study, enabling environment and knowledge base mobilization of employers, workers and their organizations and of civil society groups against child labour, and coordination mechanisms
- Clearly identified conclusions and recommendations
- Findings from the target group impact assessment

- Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate Annexes including present TORs
 - Standard evaluation instrument matrix
48. It is recommended to structure the final reports along the lines of the elements in the core questions that will be provided and at minimum with the following headings:
- TBP and Project of Support preparatory process
 - Process of development and design of
 - National TBP
 - Project of Support
 - Action Programmes
 - Implementation Process
 - Performance and Achievement
 - Support to National TBP process
 - Enabling environment
 - Targeted Interventions
 - Networking and Linkage
 - Evidence of sustainability and mobilisation of resources
49. The total length of the report should be a maximum of 40 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
50. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
51. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by DED and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.
52. The expected outputs to be delivered by local partner agency for TGIA:

- Data collection plan and methodology, including questionnaires and Focus Group Discussion Guidelines
- Analytical report presenting the data and key analysis
- Electronic version of the raw data for further analysis
- Meetings as necessary with team leader and evaluation consultant
- Presentation of findings of target group impact assessment at Stakeholder Workshop

V. Evaluation Methodology

53. The following is the proposed methodology for the expanded final evaluation. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

1.1. Expanded Final Evaluation

1.1.1. Desk Review

54. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (APs), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a document indicating the methodological approach to the evaluation in the form of the inception report and evaluation instrument, to be discussed and approved by DED.

1.1.2. Field visits by evaluation team

55. The evaluation team leader, assisted by the national consultant, will conduct evaluation missions in-country that will consist of the following:
- Working sessions with ILO/IPEC staff, local study partner
 - Interviews with key national stakeholders and informants
 - Field visit to selected AP project sites
 - A stakeholder evaluation workshop
56. The team leader and the team member will work together, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.
57. The evaluation team leader will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.

58. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
59. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Thailand and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
60. The evaluation methodology will include either a one day stakeholder workshop at Bangkok, or various half day workshops in the regions, which will be attended by stakeholders and partners from the target provinces of the project: Chiang Rai, Pattani, Samut Sakhon, Songkhla, Tak, and Udonthani.
61. The workshop(s) will be attended by IPEC staff and key partners, including the donor as appropriate, in order to gather further data as appropriate, present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting (s) will take place towards the end of the fieldwork. The results of the meeting (s) should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop (s). The identification of the number of participants of the workshop (s) and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop (s). The project will propose together with the evaluation team leader a list of participants.

Composition of the evaluation team

62. The evaluation will be carried out by the international evaluation team leader and a national evaluation consultant that previously have not been involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
63. The background of the **international evaluation team leader and the national evaluation team member** should include:

International Team Leader	
Responsibility	Profile
<ul style="list-style-type: none"> • Telephone briefing of local partner agency and support in the design of the impact assessment study • Provide comments and feedback on the impact assessment studies including feedback on the designed instrument and questionnaires for the direct target studies. • Briefing with IPEC DED • Telephone Interviews with donor and IPEC HQ • Desk review 	<ul style="list-style-type: none"> • RELEVANT BACKGROUND IN SOCIAL AND/OR ECONOMIC DEVELOPMENT. • EXPERIENCE IN THE DESIGN, MANAGEMENT AND EVALUATION OF DEVELOPMENT PROJECTS, IN PARTICULAR WITH POLICY LEVEL WORK, INSTITUTION BUILDING AND LOCAL DEVELOPMENT PROJECTS. • EXPERIENCE IN EVALUATIONS IN THE UN SYSTEM OR OTHER INTERNATIONAL CONTEXT AS TEAM LEADER • RELEVANT REGIONAL EXPERIENCE PREFERABLY PRIOR WORKING EXPERIENCE IN THAILAND OR THE

International Team Leader	
Responsibility	Profile
<ul style="list-style-type: none"> • Prepare evaluation instrument • Conduct field visits in selected project sites in Thailand • Ongoing methodological support to the impact assessment study • Facilitate stakeholder workshops with the support of the evaluation consultant • Draft the evaluation report • Finalize the evaluation report taking into consideration comments from key stakeholders, and results from the target group impact assessment. 	<p>REGION.</p> <ul style="list-style-type: none"> • EXPERIENCE IN THE AREA OF CHILDREN'S AND CHILD LABOUR ISSUES AND RIGHTS-BASED APPROACHES IN A NORMATIVE FRAMEWORK ARE HIGHLY APPRECIATED. • EXPERIENCE AT POLICY LEVEL AND IN THE AREA OF EDUCATION AND LEGAL ISSUES WOULD ALSO BE APPRECIATED. • EXPERIENCE IN THE UN SYSTEM OR SIMILAR INTERNATIONAL DEVELOPMENT EXPERIENCE INCLUDING PREFERABLY INTERNATIONAL AND NATIONAL DEVELOPMENT FRAMEWORKS IN PARTICULAR PRSP AND UNDAF. • FAMILIARITY WITH AND KNOWLEDGE OF SPECIFIC THEMATIC AREAS. • FLUENCY IN ENGLISH. • EXPERIENCE FACILITATING WORKSHOPS FOR EVALUATION FINDINGS.

Evaluation Consultant: Evaluation National team member	
Responsibility	Profile
<ul style="list-style-type: none"> • Prepare desk review in coordination with the team leader • Conduct site visits with the team leader • Support the team leader in facilitating the stakeholder workshops • Provide inputs to the team leader in drafting the evaluation report • Provide inputs and clarification for the team leader in finalizing the evaluation report. 	<ul style="list-style-type: none"> • Extensive knowledge of development in Thailand, preferably on child labour issues • Experience in evaluations conducted at the multi-bilateral level in development • Experience in facilitating stakeholder workshops and preparation of background reports

64. The evaluation team leader will discuss the impact assessment design with the local partner agency through a telephone interview and email exchanges. The team leader will provide support and feedback to the impact assessment studies design process (including the study designs and questionnaires). The team leader will undertake a **desk review** of the project files and documents, undertake **field visits** to the project locations, and **facilitate the workshops**.
65. The evaluation team leader will also be responsible for **drafting** the evaluation report with support from the national evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
66. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Bangkok with the administrative support of the ILO sub-regional office in South East Asia in Bangkok. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

67. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

1.2. Target Group Impact Assessment Studies in selected targeted district

68. A Local Partner Agency (Research Institute) will design and implement a TGIA that will consist of a quantitative survey of a sample of beneficiaries. This will be complemented by limited focus group discussions and data collection on external and contextual factors. The initial baseline study should be considered as the starting point, and the target group study should be designed to follow up on it or (partly) repeat the baseline.
69. The purpose of the TGIA is to obtain more detailed information on the beneficiaries and to give a before and after snapshot of the target population at the end of the IPEC project. The results of the impact assessment study will be used as data for the expanded final evaluation and the overall evaluation report.
70. The local partner agency will prepare a detailed study plan outlining the specific approach including sampling, questionnaires, methodology, agenda for focus group discussions and the proposed analytical structure for reporting the data for the overall evaluation.
71. The study will be designed using the manual and experience of ILO/IPEC on impact assessment in general and tracer studies in particular. The local partner agency will present the findings of the study in an initial and a final report. Separate detailed TORs are available for the TGIA Study, with reference to the study as part of the Expanded Final Evaluation.
72. The tentative timetable is as follows:

Expanded Final Evaluation		
Responsible Person	Tasks	Duration and Dates
Team leader	<ul style="list-style-type: none"> Telephone communication for impact assessment contributions with local partner agency 	Mid April 2 days
Team leader & team member	<ul style="list-style-type: none"> Telephone briefing with IPEC DED Desk Review of project related documents Evaluation instrument based on desk review Ongoing support to impact assessment study Feedback on impact assessment study designs and reports 	Mid-End April
		T. leader 6 days
		T. member 4 days
Evaluation team with logistical support by project	<ul style="list-style-type: none"> In-country to Thailand for consultations with project staff Consultations with project staff /management Ongoing support to impact assessment study Field visits Consultations with girls and boys, parents and other beneficiaries Workshop with key stakeholders 	May 3- May 18, 2010 for evaluation field visits
		T. Leader: 15 days
		T. Member: 15 days
Evaluation team leader with team member	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review and workshop in Thailand and preliminary results from the impact assessment study 	End May 2010
		T. Leader 5 days

Expanded Final Evaluation		
Responsible Person	Tasks	Duration and Dates
		T. Member: 2 days
DED	<ul style="list-style-type: none"> • Circulate draft report to key stakeholders • Consolidate comments of stakeholders and send to team leader 	First half of June
Evaluation team leader	<ul style="list-style-type: none"> • Finalize the report including explanations on why comments were not included 	End June 2010 T. leader 5 days
		T. member 1 day
TOTAL number of days		T. leader 33 days
		T. member 20 days

Target group impact study		
Responsible Person	Tasks	Duration and Dates
Local partner agency (Research Institute)	<ul style="list-style-type: none"> • Desk review of baseline, media reports, TPRs, project related documents 	Mid April 5 days
Local partner agency (Research Institute) and evaluation team leader	<ul style="list-style-type: none"> • Preparatory meeting • Design of study plan and instruments 	End April 5 days
Local partner agency (Research Institute)	<ul style="list-style-type: none"> • Implementation of study in selected districts with a total sample and number of focus groups discussions as in detailed study plan • Field work • Data processing and analysis 	End April – Mid May 3 work weeks (not including Thai holidays)
Local partner agency (Research Institute) with input from evaluation team leader	<ul style="list-style-type: none"> • Preparation of analytical brief report in bullet points • Finalization of report based on comments of evaluation team leader 	End May 5 days
Local partner agency (Research Institute)	<ul style="list-style-type: none"> • Provide support to team leader in finalizing the report 	2 days
TOTAL number of days		32 days

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Direct beneficiary record system • Good practices and Lessons learnt report (from TPR) • Other studies and research undertaken • Action Programme Summary Outlines Project files • National workshop proceedings or summaries • Any other documents

Consultations with:

- An interview with OCFT staff responsible for the project prior to the commencement of the field work so that USDOL may give input to the evaluation framework as a key stakeholder;
- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls and their parents
- Community members
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- USAID and US Embassy staff in Thailand, Interviews with appropriate US Embassy staff prior to commencement of field work;
- Reference interview with specific groups or individuals, including all levels of implementers, including child labour monitors involved in assessing whether children are effectively prevented or withdrawn from child labour situations;
- Interviews with the Coordinators of the government and other subcontracts for direct service and service referral in the provinces visited;
- Interviews with national level government reps, such as Director of the Labour Protection Bureau,;
- Interviews with national partners: Minister of Labour, President of employers' organization e.g. Fishing Association, Farmers Federation, President of trade union/workers' organization, President of civil society network, Labour Office and other offices including education, HSSD, and health, under Provincial authority (although roles / leadership varies per province), Existing ILO work, various bodies with migrants. Government of Laos, National Catholic Migration Commission, IRC, World Education, World Vision, IOM; Various community-based and NGO bodies; Myanmar Migrant Workers' Education Council,
- Other project coordinators of US Department of State funded activities,
- Research Bodies such as Prince of Songkhla University, Pattani and Songkhla campuses, Chiang Rai Rajabhat College, Chiang Mai University, Khon Kaen University, Chulalongkorn University, Mahidol University as per contacted by the protect

73. **Final Report Submission Procedure**

- For independent evaluations, the following procedure is used:
- The evaluator will submit a draft report to IPEC-DED
- IPEC DED will forward a copy to key stakeholders for comments on factual issues and for clarifications

- IPEC DED will consolidate the comments and send these to the evaluator by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

74. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 33 work days
- Local DSA in project locations for maximum 15 nights in various locations in Thailand.
- Travel from consultant's home residence to Thailand in line with ILO regulations and rules
- Fees for local travel in-country

For the evaluation consultant (evaluation team member):

- Fees for an evaluation consultant for 20 days
- Local DSA in project locations for a maximum 6 nights in various locations in Thailand in line with ILO regulations and rules
- Fees for local travel in-country

Other costs:

- Costs for the target group impact study
- Fees for local travel in-country
- A stakeholder workshop in Thailand
- Interpretation costs for field visits
- Translation costs for the workshop and field visits
- Translation of the expanded final evaluation report
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

75. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Bangkok and the ILO Office in Bangkok will provide administrative and logistical support during the evaluation mission.

ANNEX I: Suggested Aspects to be Addressed

Design and Planning (Validity of design)

- *Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from past IPEC interventions in Thailand?*
- *Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).*
- *Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address child labour and promote education opportunities for targeted migrant children and existing capacity) in Thailand was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?*
- *To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how did this influence project implementation and the achievement of objectives?*
- *Assess whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.*
- *Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?*
- *Was the strategy for sustainability of achievement defined clearly at the design stage of the project?*
- *What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?*
- *Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the provisional targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:*

- *Project strategies:*
 - *Policy, awareness raising, law enforcement,*
 - *Piloting model interventions on direct support to children and families*
- *Programme Component of Intervention:*
 - *Legal framework for addressing child labour*
 - *Knowledge base on child labour*
 - *Strengthening institutional and technical capacity for addressing the child labour problem and coordination, M&E*
 - *Awareness raising, advocacy and social mobilization*
 - *Improvement of education and skills training*
 - *Reducing vulnerability to labour exploitation*

Achievements (Implementation and Effectiveness)

- *Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services.*
- *Assess the process of formulation of NPA followed by NPP and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the NPP/TBP. Overall, assess the development of and commitment to the NPP to eliminate WFCL between 2009-2014.*
- *How realistic were the critical assumptions and to what extent did other factors outside the control of the project design and management affect project implementation and attainment of objectives/goal?*
- *Has the global financial crisis changed the implementing environment (i.e. has the need for service provision expanded beyond migrant and tribal/ethnic minority groups)?*
- *How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with other child labour-focused initiatives and organizations including other USDOL-funded and ILO projects? Were synergies and economies of scale created? Were the selected agencies the most relevant and appropriate for carrying out the activities?*
- *How well has the project coordinated and collaborated with other child-focused interventions supported by IPEC or other organisations in the country (including any US Department of State-*

funded activities)? Were synergies and economies of scale created? Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?

- *Was the project successful in terms of raising awareness on the child labour problem and on promoting social mobilization to address this issue?*
- *Was the expected number of beneficiaries reached?*
- *Assess the effectiveness of the education and non-education services being provided to beneficiaries. Discuss the effect on beneficiaries of receiving both series of services versus receipt of only one type of service.*
- *Determine the relationship between the duration of services provided to direct target beneficiaries and the sustainability of the result that the services had, including any other related factors.*
- *What was the quality of APs and their effectiveness, and how did they contribute to the project meeting its immediate objectives? Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. Consider the particular role of Government as Implementing Agency.*
- *How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Thailand been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?*
- *Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?*
- *Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?*
- *Assess the participation of different relevant actors in the National Steering Committee e.g. how are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives?*
- *Assess the effectiveness of the capacity built by the project in the government, and in national, provincial and local structures in terms of their capacity to continue further work on future programmes. Did these bodies contribute to local ownership of the national program? If so, how?*
- *Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.*

- *How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?*
- *Assess the progress of the project's gender mainstreaming activities.*
- *Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), DBMR processes or systems. Assess the CLM and DMBR approaches of the project (a separate AP covering CLM in all of the provinces)*
- *How were the strategies for monitoring of child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, reviewing the extent to which the system was appropriate and efficient in monitoring each child to ensure that s/he was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners used the DBMR forms and database, including informing management decisions throughout the duration of the project.*
- *Assess the school-based IGAs that are being carried out in various schools in different provinces.*
- *To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?*
- *How effective was the project in raising awareness about child labour and in promoting social mobilization to address this issue?*
- *How did the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?*
- *Identify unexpected and multiplier effects of the project.*
- *How successful was the project in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction and data collection?*
- *Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.*
- *Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NPP/TBP and by other partners.*

Relevance of the Project

- *Assess the validity of the project approach and strategies and their potential to replicate.*
- *Assess whether the problems and needs that gave rise to the project still exists or have changed.*

- *Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.*
- *Were the Action Programmes well-rooted within their communities?*
- *How does the project strategy fit in with the NPP under development and national education and anti-poverty efforts, and interventions carried out by other organizations?*
- *Did the strategy and service package address the different needs and roles, constraints, access to resources of the target groups, with specific reference to mainstreaming and thus the relevant partners, especially in government? Do children/families/communities get the support they need to protect children from WFCL?*

Sustainability

- *Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.*
- *Assess the process of promoting local ownership of the program and long-term sustainability. Specifically, assess how the phase-out strategy for project components was addressed during design and implementation, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners. Will gender issues remain as a priority?*
- *Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders in terms of encouraging ownership of the project to partners.*
- *Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups. What is the expectation that the partner organizations (including the provincial government departments) will continue to work and allocate funds to eliminate child labour after the project ends?*
- *Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NPP. Based on the project's experience, which are some of the factors that might impact on the likelihood of the NPP being taken further?*

Annex D: Final Evaluation Stakeholder Workshop Report

Report on Final Evaluation Stakeholder Meeting of ILO/IPEC Programme
Support for National Action to Eliminating Child Labour and Its Worst Forms in Thailand
5 October 2010 at the Imperial Tara Hotel, Bangkok

Agenda

08.30 - 09.00	Registration
09.00 - 09.15	Welcoming speech by Simrin Singh, Senior Child Labour Specialist, IPEC
09.15 - 09.30	Presentation on overall project achievements by IPEC Thailand
09.30 - 10.00	Workshop purpose and intro to group work by evaluation team
10.00 - 10.30	Coffee break
10.30 - 11.30	Group work
11.30 - 12.30	Presentation of Group Work
12.30 - 13.30	Lunch
13.30 - 13.45	Presentation of Group Work (continued)
13.45 - 15.00	Presentation of Evaluation Team and plenary Discussion
15.00 - 15.30	Workshop close and final coffee break

Purpose of Workshop:

- Exchange information and experiences on what was accomplished – particular focus on ILO/IPEC Project supported outcomes
- Identify good practices and lessons learned
- Discuss implications for ongoing national efforts and propose strategies for the future

Workshop Methodology:

- Work in small groups
- Share small group findings in plenary session
- Presentation of initial evaluation findings
- In plenary session, discuss, probe, clarify findings

Group work: workshop participants divided by thematic area:

- Labour protection (includes labour inspection, occupational health and safety) and Private sector engagement
- Education, improving social services and referral mechanisms (identifying children at risk or engaged in the WFCL)
- Awareness raising, Advocacy and Networking
- Child Labour Policy, Plan and Strategy (national level and provincial levels).

The participants were asked to focus their discussion on the following:

- Personal achievement – something you accomplished within the project that gives you a feeling of satisfaction.
- Significant project achievements in chosen thematic area, what makes them significant
- What could have been done better (been more effective, more efficient, more relevant)?
- At least one good practice and/or a lesson learned.
- What do you think will be sustainable post project and why?

Selection of Group Feedback from group work:

Personal accomplishments

- Able to develop of the “sunshine” curriculum which can be used to train teachers and students on the issue of child labour.
- Able to build awareness and understanding among teachers in schools and in learning centers to monitor the use of child labour.
- Able to develop and provide training on Burmese and Thai language teaching for teachers in schools and in Learning Centers for migrant children.
- Collaboration from the multidisciplinary team in assisting child labour.
- Establishment of a child labour monitoring system at the sub-regional level.
- Understand the situation of migrant workers better
- Mobilizing the Frozen Food Association to provide scholarships for migrant children

Major achievements

- The National Policy and Plan (NPP) to Eliminate the Worst Forms of Child Labour (2009-2014)
- Develop curriculum to prevent and assist child labour according to different target groups in different geographical area.
- Improved means for protection of young workers by delivering training on occupational health and safety to children and employers
- Promoting cooperation at the provincial level with employers and corporations (includes plantation owners)
- Media attention raised by Thai Cord members – raising public awareness of problems faced by migrants

- Awareness raised on the protection of domestic workers

What could have been improved?

- During the implementation of the project, we should have ensured continued participation of different actors in the project especially for exchanges/sharing of lessons learned.
- To do more of awareness raising activities with community leaders and relevant agencies in terms of coexistence of migrant workers and local people in the community.

Good practices

- Development and training of teachers who are knowledgeable and aware about children and child labour for school and Learning Center in one community in the project area.
- The “dream factory” contest created positive incentives for factory managers to have good labour practices
- Mobilization of teachers and health workers to integrate child labour monitoring in their work,
- Awareness raising activities led by Provincial Office of Labour public relations personnel and in general coupling awareness raising with inspection
- Mobilization of employers to combat child labour within their sector of activity

What work/activities can be continued?

- Pilot non-formal education for children of migrant workers in agricultural farms.
- Strengthening the multidisciplinary team and expand the team into the sub-district level in order to assist child labour.
- Continue training and awareness raising activities with teachers to cover the whole project area (the sunshine curriculum and Burmese and Thai language curriculum)
- Inspection of factories (regular work of labour inspectors)

Projects/activities for the future (that the group wants to do more)

- Child monitoring and Occupational Safety and Health
- Campaign and awareness raising on child labour issues (Propose that schools organize activities on World Day Against Child Labour 12 June)
- Continue the work on withdrawing children from child labour situation

Feedback from Participants following presentation of preliminary findings

Several participants from the education sector felt that the evaluation finding about the continued high barriers to migrants attending public education to have been stated too strongly. They noted that migrant children attend Thai public schools in many provinces across the country. The project explained that while this was true, in Samut Sakorn, there was only one public school that it considered a model school in that it provided transitional support and other services to migrant children and that based on their data about the numbers of migrant children that should be enrolled in school in this province, the number of

children actually enrolled was quite small. The participants agreed broadly on the barriers that were identified that make enrolment by migrant children in Thai schools difficult. It was noted that getting the 13 digit id number gave migrant children access to school lunch and milk subsidies.

Participants that worked on the Child Labour Monitoring action programme pointed out that one of the recommendations of the evaluator in regards to strengthening interventions – establishing community based child labour monitoring mechanisms – had been piloted in the pilot CLMS. The same participants also agreed that it was important to mobilize sub district officials in combating child labour and that the CLMS has also worked on this.

Some participants asked for some practical examples about how international pressure could be brought to bear on fighting child labour in Thailand following the evaluation finding that international alliances between national and international human rights/children's right groups was useful for keeping the question of child labour on the public agenda. The evaluator noted the role that annual or special reports emitted by civil society groups like Human Rights Watch can have in attracting media attention to a problem and that local groups played an important role highlighting where abuses occur.

A participant from the Ministry of Labour commented on the initial presentation by ILO/IPEC that stated the number of children withdrawn or prevented from the WFCL –asking that the difference between prevention and withdraw be underlined more clearly because she believed stating the project withdrew 7500 children from the WFCL to be an overstatement of the problem in the targeted provinces and could lead to a negative image of Thailand in regards to the prevalence of child labour.

Annex E: Compilation of Good Practices identified by evaluators

Good Practice: Supporting NGO run assistance labour rights center for migrant workers The LPN Labour Centre (LPN-LC) provides valuable assistance to migrant workers. LPN-LC addresses migrant children's rights in the broader context of migrant workers' rights. The agency reports that it has delivered legal aid and social assistance to more than 700 migrants including approximately 100 minors aged between 8 and 17 years. Cases covered migrants being fired without prior notification, victims of trafficking for fishing boats, girls trafficked into sexual exploitation, work-related injuries, sexual abuse in the workplace, and child arrests and deportation by the police. LPN accepts calls from migrant workers seeking advice about the National Verification and work permit application. Increasingly, employers also call them to seek help and information concerning the legal employment of migrant workers.

Emerging Good Practice: Engaging with the Tambon Administration Office in action to combat child labour The TAO is the lowest government administration unit and was created as part of decentralization policy. With the exception of the general secretary and support staff, the TAO management team is composed of elected officials who may change every four years. The structure of the administration includes the TAO cabinet composed of representatives from each village. The involvement of sub-district level body is directly relevant for community based work and child labour monitoring.

The involvement TAO helps ensure the sustainability of the project, as TAO has its own human resources and funding. To be more effective, the project could have expanded and enhanced its work with TAO personnel. In order to do this, ILO/IPEC would need to strengthen its relationship with the Ministry of Interior, the national Ministry overseeing sub district administrations.

Good Practice: Introducing School-to-Work curriculum in schools Tawan Songsang aimed to strengthen the capacity of teachers and others to help monitor and prevent children at risk from entering into the worst forms of child labour. Teachers from 39 schools were trained on the use of this curriculum. The approach also introduced income generation skills training activities into some schools' extracurricular programmes (how to grow mushrooms, how to produce soap, etc.) which demonstrated how to make school learning more relevant to children and families in the at-risk categories. In addition to raising awareness about child labour, the model addressed one of its root causes by teaching youth employability skills and thus improving the how children and families perceive the value of education.

Project Good Practice: Shining a light on good employers In 2009, “Loung Tam” is one of the five factories to win the “Dream Factory” contest organized by the Provincial Labour Protection and Welfare Office as part of ILO/IPEC supported activities. The awarded Loungs are required to meet following standards:

- Children below age 15 are not employed and limits are put on the types and duration of work performed by children under 18.
- Workers have and use proper equipment during work hours
- The weight lifted required by worker is consistent with legal standard
- Information about safe work is printed and posted in work area
- The wash room and toilet are hygienic
- Clean drinking water is available for workers
- Welfare such as meals, accommodation, or transportation are provided for workers
- Workers are allowed to have short break during their work
- There is sufficient light in the work area
- Air-circulation is adequate in the work area

K.Parichat Boonmechote, who is the owner of Loung Tam, is very proud to receive this reward. She believes in investing in people and believes that this will also pay off business-wise, as happy workers are more efficient and not likely to switch employers. In addition, demonstrating her compliance with international labour standards will also reduce pressure from her supply chains partners who are involved with international trade.

Good Practice: Shining a light on cases of labour exploitation in Thailand. Employers and civil servants at all levels are aware of the risk of losing export markets in the United States and Europe if exploitative labour practices, even low down in the supply chain, are widely publicized. The reaction to the threat includes more attention by policy makers, improved self-policing by larger producers and in some cases less transparency and openness (information that could be used against us should not be shared openly) within government and industry. Among the reasons for this is that, unfortunately, publicizing

cases of labour exploitation in order to pressure employers may result in “collateral damage.” When markets are lost, this can hurt good employers as well as the bad and have repercussions on those employed in the sector. Project work sought to capitalize on international and domestic pressure to seek positive outcomes for children by working with those concerned to find alternatives: civil servants in the labour sector and employers.

Good Practice: Improving Parents Working Conditions The work done by the Foundation for Child Development (FCD) with domestic labourers associations is potentially a good practice that received support from ILO/IPEC. FCD works closely with worker associations to improve wages and working conditions for parents in the domestic labour sector. Their on the ground work supports domestic workers to organize for better working conditions and labour protection and contributed to efforts to produce new labour regulations on domestic work (work still ongoing).