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DEPARTMENT OF LABOR

Independent Midterm Evaluation of the Support for National Action to Combat Child Labor and Its Worst Forms in Thailand Project

International Labour Organization's
International Programme on the
Elimination of Child Labour

Cooperative Agreement Number: E-9-K-0085



2009

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ACKNOWLEDGEMENTS

This report describes in detail the midterm evaluation, conducted during March 2009, of the Support for National Action to Combat Child Labor and Its Worst Forms Project in Thailand. The report was prepared by Macro International, Inc., according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the Support for National Action to Combat Child Labor and Its Worst Forms project in Thailand was conducted and documented by Ruth Bowen, an independent evaluator in collaboration with USDOL/OCFT staff, the Support for National Action to Combat Child Labor and its Worst Forms project team, the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) and stakeholders in Thailand. Macro International would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, ILO-IPEC and its partners, and U.S. Department of Labor.



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Thanks

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LIST OF ACRONYMS

CLMS	Child Labor Monitoring System
COMMIT	Coordinated Mekong Ministerial Initiative Against Trafficking
CTA	Chief Technical Advisor
CYA	Child and Youth Assembly
DBMR	Direct Beneficiary Monitoring and Reporting
DLPW	Department of Labour Protection and Welfare
ESAO	Education Service Area Office
I/O	Immediate Objective
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LPN	Labour Rights Promotion Network
M&E	Monitoring and Evaluation
MAF	Mirror Arts Foundation
MLC	Migrant Learning Center
MOE	Ministry of Education
MOL	Ministry of Labour
MOU	Memorandum of Understanding
MSDHS	Ministry of Social Development and Human Security
NCYD	National Council for Child and Youth Development
NGO	Nongovernmental Organization
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
OBEC	Office of Basic Education Commission
OHS	Occupational Health and Safety
ONEC	Office of the Education Council
OPP	Office of Welfare Promotion, Protection and Empowerment of Vulnerable Groups
PMP	Project Monitoring Plan
POL	Provincial Office of Labour
PPAT	Planned Parenthood Association of Thailand

Thai-Cord	Thai Coordinating Committee on Migrant Children
TICW	Trafficking in Children and Women Project
UNIAP	United Nations Interagency Project on Human Trafficking
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor

EXECUTIVE SUMMARY

Support for National Action to Combat Child Labour and Its Worst Forms in Thailand is a project implemented by the International Labour Organization's (ILO's) International Programme on the Elimination of Child Labour (IPEC) funded by the U.S. Department of Labor (USDOL) in September 2006. It was designed in the context of the Government of Thailand's ratification of ILO Convention 182 on the worst forms of child labor in 2001 and the country's steps toward a timebound program to eliminate child labor through the development of a national plan and policy. The project seeks to contribute to Thailand's efforts to eliminate child labor through three major components: (1) support to national policy change for the elimination of child labor; (2) direct action to withdraw and prevent targeted children from child labor in six provinces as models for replication; and (3) creation of an enabling environment for local and national action through multistakeholder awareness raising and advocacy. The project is significant in mobilizing a broad multisectoral response to tackling child labor, including nongovernmental organization alliances, national government ministries, provincial governments, and academic institutions; the project is also significant in developing nationally and locally driven responses to child labor among migrant and Thai children.

This midterm evaluation, conducted in Thailand during from March 1–16, 2009, was commissioned by USDOL as an independent process external to ILO-IPEC. The evaluation was intended to review the progress and achievements of the project to date, identify any issues to be resolved to improve implementation, and point to ways in which the project's performance can be improved toward the achievements of its objectives.

The project has an ambitious scope to achieve in three and a half years. Moreover, it has taken place in a period of considerable political instability in Thailand, which has contributed to delays in the project's progress at the national level. The project's preparation research phase in six focus provinces preceding commencement generated considerable interest and momentum. However, the project has had a slow pace of implementation, particularly in the implementation of the action programs in six provinces. Some of the action programs are at least 12 months behind schedule—notably the Chiang Rai action program, which was shifted to a new implementing partner in December 2008. A combination of external factors beyond the control of the project management have caused delays, including changes in provincial government leaders and internal factors. Some internal factors are the time required for participatory consultation and development of action program proposals and the insufficient capacity within the management staff of four to closely monitor and avert implementation problems as they arise among the seven provincial and three crosscutting action programs.

The project action programs face considerable challenges reaching children who work in isolated and hidden workplaces and enabling the policy and service provision conditions where migrant families in particular, with unstable residential status and vulnerability to deportation, have access to education for their children and are persuaded of the value of sending their children to school. In Tak Province, for example, given the scale of migrant employment in plantations and the modest resources available, the project can only monitor and reach a small minority of communities. A further challenge encountered by the project in its direct program support to beneficiaries has been the technical task of adapting the ILO-IPEC Direct Beneficiary

Monitoring and Reporting (DBMR) system to the Thai context and building the capacity of the action program partners to use the system in a consistent manner across the project to record the progress of withdrawing and preventing children from child labor. The project team has recently held further consultations on the application of the system, which is now being used by all partners with varying degrees of progress in recording the data on direct beneficiaries.

At the provincial level, efforts to support a government-led, multistakeholder model approach to addressing child labor as originally envisaged have met with varying degrees of support from local government, and the project has adapted depending on the level of political will and commitment among provincial governors and the extent to which multisectoral coordinating structures are already established. The capacity of the local labor inspection officers to monitor child labor in the informal sector and enforce labor regulations has not been directly addressed by the project because of implementation delays, but it will be a part of the focus of the newly introduced action program to develop and pilot a child labor monitoring system for national application.

Despite obstacles, many achievements are being made. Through the energy and commitment of the staff and project partners, the project is developing innovative contributions to meeting the needs of migrant children, both working children and those at risk of being drawn into the worst forms of child labor. For example, it is reaching marginalized migrant children working on agricultural plantations by gaining the trust of employers in order to reduce the hazardous nature of working conditions; it is also helping children in poor Burmese migrant communities who work in seafood processing in two of Thailand's major seafood processing ports to enroll in various forms of education. Through these emerging model interventions, the project is increasing migrant children's access to education and offering education options for children through government schools and nonformal migrant learning centers. The project also offers language and literacy transition through bilingual teaching assistants, specialized teacher training to help integrate migrant children into schools, and classes on Sundays to those who cannot be withdrawn from work. These models have not yet been implemented over a long enough period to prove effective; however, they are worthy of documentation and sharing with other groups and provinces with a view toward replication.

At the national level, the project is contributing technical knowledge of the application of ILO Conventions 182 and 138 to the drafting of the National Policy and Plan to Eliminate the Worst Forms of Child Labour (NPP). With cabinet approval of the NPP in January this year, there is a renewed optimism that the project can contribute support to the Government of Thailand to operationalize the NPP.

The project is at a critical point to make decisions that will help ensure that it reaches its objectives and can make a lasting impact. The challenges are many, including the unpredictability of migration policy and the migrant worker registration system, as well as the financial crisis which threatens to push migrant and child labor issues down the agenda in the public and political consciousness. Given the broad scope of the project, there is a risk that it will not achieve significant results unless it has a clearer strategic direction. The project stakeholders and the evaluator concurred that decisions need to be made about the strategic focus and priorities. As a minimum requirement, the project duration needs to be extended to allow the

direct interventions in the six focus provinces to be fully implemented and their impacts documented and shared.

Recommendations

The evaluation offers the following recommendations for consideration by ILO-IPEC, project management, and donors in order to improve the project's performance toward reaching its objectives. The first three recommendations are considered to be high priority.

1. It is recommended that the revision request to extend the project duration by three months to June 2010 be approved as a minimum condition to enable the action programs to be fully implemented. It is also recommended that a review of progress be made in mid-2009 to consider the need for a further extension and the possibility of mobilizing funding for such an extension.
2. As an urgent priority, ILO-IPEC should conduct a review of the project's strategic direction to sharpen their focus and ensure that the project can have the most significant impact within its resources against the framework of the NPP and according to ILO-IPEC's comparative advantages. This review should be conducted through the convening of expert advisors, key stakeholders, the project team, and ILO-IPEC management using the ILO-IPEC Strategic Programme Impact Framework tool as a review mechanism.
3. It is recommended that ILO-IPEC management, in consultation with USDOL, review the management structure of the project with a view toward strengthening the capacity for senior direction, leadership, delegation, planning, and monitoring.
4. In the immediate term, it is recommended that the revision request for an additional project officer be approved to increase the team capacity for closer monitoring and technical support to the action program implementation.
5. At the national level, it is recommended that the project support the government in the next stage of implementation for the NPP through technical support for the development of line agency terms of reference at the national and provincial level, timelines, the budget allocation process, and reporting mechanisms.
6. An additional indicator for Immediate Objective 1 ("Policy changes in place to support the elimination of child labor") should be included to assess the quality of achievement of the policy objective, expressed as "the NPP has practical and budgeted operational plans in place by the end of the project."
7. It is recommended that the project support a workshop for the National Committee on the Worst Forms of Child Labour and the NPP working group to operationally define hazardous work under Part D of the definition of the worst forms of child labor in ILO Convention 182. This workshop would produce an operational guideline drawing on the definition contained in the Labour Protection Act with technical input from the regional ILO standards expert.

8. It is recommended that the project advocate for and support the Ministry of Labour in developing a plan to carry out a national survey on the nature and extent of the worst forms of child labor as part of the implementation of the NPP.
9. As part of its education policy objectives, the project should look for further ways of linking the lessons learned from its education initiatives to the national level through the Office of National Education Council and the Office of Basic Education Council.
10. In order to strengthen cross-border advocacy on issues, such as the regularization of migration from Laos and Cambodia, the project should optimize the strengths of the Thai Coordinating Committee on Migrant Children network and pursue cross-border advocacy through the Thai Coordinated Mekong Ministerial Initiative Against Trafficking process with respect to the implementation of a memorandum of understanding with Burma on the prevention of trafficking.
11. Each action program partner should review its direct beneficiary targets for withdrawing or preventing children from child labor in consultation with project staff to ensure that targets are meaningful and realistic within the action program context.
12. The project should provide follow-up training to action program partners on the DBMR system and monitor the way the system is being implemented by each partner. Both training and monitoring should focus on the partner's capacity to assess beneficiary children as requiring withdrawal or prevention from the worst forms of child labor and assessment of withdrawal and prevention as a result of the intervention. The project management staff should consider whether this training is best done by the project team or should be supplemented by ILO-IPEC expertise.
13. The project should assist implementing partners to develop and put into action strategies to address gender questions in vulnerability to exploitation, it should require partners to identify how they are addressing gender issues when reporting on the action programs, and it should require partners to document any methods shown to be effective in specifically assisting girls or boys.
14. The project team and ILO-IPEC management should look for ways of streamlining approval of fund flows to the action program partners.
15. A regular site monitoring schedule should be set up for action programs, and particular attention paid to action programs that are experiencing delays or difficulties.
16. The project should develop plans for documenting best practices by each action program and establish mechanisms for sharing of experience and best practices among the implementing agencies through (a) a centralized documentation mechanism and electronic sharing, (b) experience sharing workshops for partners working on similar issues, and (c) study tours by program implementers, workers, and employers to localities dealing with related issues and sectors.

17. The project should prioritize action among the research proposals under Objective 3 on the commercial sexual exploitation of children, child labor in supply chains, and the impact of the global financial crisis to ensure that these research findings can be finalized within the project's lifetime and be used strengthen commitments to address the issues raised.
18. The project should develop phase-out plans during 2009, both project-wide and within each action program, with a view to commencing phase-out activities six months before the end of the project.
19. Future projects implemented by ILO-IPEC or supported by USDOL, especially those with an action program modality, should allow more time in the implementation schedule for the startup phase, including the recruitment of staff and the participatory design process for action programs.

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MAP OF THAILAND AND THE PROJECT SITES



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I EVALUATION OBJECTIVES AND METHODOLOGY

1.1 EVALUATION PURPOSE

The midterm evaluation of the Support for National Action to Combat Child Labor and Its Worst Forms in Thailand Project was commissioned by the U.S. Department of Labor (USDOL) as an independent process external to the International Labour Organization's (ILO's) International Programme on the Elimination of Child Labour (IPEC) and conducted under contract to Macro International Inc. (Macro). The midterm evaluation is specified as a requirement in the project document and cooperative agreement between USDOL and ILO-IPEC. The project went into implementation at the end of September 2006 and is due for completion on March 31, 2010. The midterm evaluation was originally scheduled for October 2008 but was postponed to March 2009 due to project implementation delays. Therefore, the evaluation takes place a little beyond the midpoint of project duration.

The evaluation is intended to provide USDOL, ILO-IPEC, and other project stakeholders with an assessment of the strengths and weaknesses of project implementation to date and to provide constructive suggestions and directions for future implementation of the project and for any adjustments to the strategies and implementation that may be needed to meet project objectives. It is also intended to identify lessons learned and emerging areas of replicability identified for expansion of the project's benefits within this and future projects.

1.2 EVALUATION SCOPE AND OBJECTIVES

The terms of reference for the evaluation were developed by USDOL with inputs from the project team and the child labor specialist, East Asia Subregional Office. The terms of reference (Annex A) provide guidance on the scope and goals of the evaluation and specify a wide range of specific evaluation questions. The scope of the evaluation includes a review and assessment of all activities carried out to date under the project, from its inception in October 2006 to February 2009.

The goals of the midterm evaluation are to—

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
2. Assess the effectiveness of the project's strategies and activities and the project's strengths and weaknesses in implementation, and identify areas in need of improvement.
3. Determine whether the project is on track to meet its objectives and identify the challenges encountered in doing so.

4. Provide recommendations toward how the project can successfully overcome challenges or improve project performance to meet its targets by project end.
5. Analyze the relevance of project strategies to the context of child labor in the country.

The questions to be addressed are organized within five categories of issue: relevance, effectiveness, efficiency, impact (to the extent possible), and sustainability. These categories are defined as follows—

- *Relevance*: Consideration of the relevance of the project design to the context of child labor and to the cultural, economic, and political context in the country; the relevance of the strategies and internal logic; and the extent to which it is suited to the priorities and policies of the host country government and USDOL.
- *Effectiveness*: The extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives.
- *Efficiency*: Analysis as to whether the strategies employed by the project are efficient in terms of resources used (inputs) as compared with its qualitative and quantitative impact (outputs).
- *Impact*: Assessment of the positive and negative changes—intended and unintended, direct and indirect—as well as any changes in the social and economic environment in the country.
- *Sustainability*: Assessment of whether the project has taken steps to ensure that approaches and benefits continue after completion of the project, including sources of funding and partnerships with other organizations.

Annex B provides the list of evaluation questions and the page references where each is addressed in this report. All questions posed in the terms of reference, under each of the themes, above are addressed in the evaluation; however, some question details have not been addressed precisely in the form that they are asked, where the evaluator considered that the question was not within the scope of the evaluation, as indicated in Annex B.

1.3 EVALUATION METHODOLOGY

1.3.1 Evaluation Team

Members of the evaluation team included the international evaluator and a national evaluation consultant. The international evaluator was responsible for the evaluation design, methodology, and analysis; the national consultant was responsible for jointly facilitating interviews and contributing cultural and contextual analysis and insight. Thai-English and Thai-Burmese interpreters joined the team at different junctures and locations, Thai-English interpreters in Bangkok, Samut Sakhon, and Tak and Thai-Burmese interpreters in Samut Sakhon, and Tak. Members of the project staff accompanied the team during field visits to Samut Sakhon and Tak provinces to assist with introductions and onsite background information.

Logistical support in-country was provided by the project team to assist with arranging transport, identify interpreters, make appointments with stakeholders, and arrange the logistics of the national stakeholder meeting.

1.3.2 Approach

The evaluation takes a primarily qualitative approach in terms of data collection, as the timeframe did not allow for quantitative surveys to be conducted and, moreover, because a quantitative impact evaluation of the interventions is not appropriate given the relatively short time that direct services to beneficiaries have been underway. Therefore, the focus of the evaluation is a qualitative assessment of the effectiveness of project implementation processes and progress based on stakeholder perceptions and observations of interventions by the evaluation team in the field. Quantitative data are drawn from project reports and from data collected in the field to the extent that these data were available.

The evaluation followed the following overarching principles in terms of the methodology and ethical considerations:

1. *Independence:* The approach taken is independent in terms of the membership of the team; both the international evaluator and national consultant do not have any affiliations with USDOL, ILO-IPEC, or other implementing agencies. Project staff and implementing partners were generally only present in interviews with stakeholders, communities, and beneficiaries to provide introductions and explain the purpose of the evaluation.
2. *Standards and guidelines:* In conducting the evaluation, the evaluation team adhered to the standards and guidelines outlined in the terms of reference, as appropriate. The evaluation team also applied a high standard of evaluation principles and adhered to confidentiality and other ethical considerations throughout the evaluation process.
3. *Child participation and sensitivity:* Efforts were made to include children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children and in accordance with the ILO-IPEC guidelines on research with children.¹
4. *Gender and cultural sensitivity:* This was integrated in the evaluation approach—for example, seeking to represent both boys and girls among the beneficiaries consulted and taking Thai cultural communication norms into account.
5. *Triangulation:* Methods of data collection and information from different stakeholder perspectives were triangulated to provide evidence upon which to base conclusions for as many as possible of the evaluation questions.
6. *Flexibility and participation:* Within the framework of the questions designed for each stakeholder group, the consultations and stakeholder interviews incorporated a degree of flexibility to allow additional pertinent questions to be posed that may not have been included in the terms of reference, and a degree of flexibility to maintain the ownership

¹ UNICEF. *Principles for ethical reporting on children*. http://www.unicef.org/media/media_tools_guidelines.html

of the stakeholders and beneficiaries, while ensuring that key information requirements were met.

7. *Consistent approach:* A broadly consistent approach was followed in each provincial project site, with adjustments made according to the different actors involved, the activities conducted under the action programs, and the progress of implementation in each locality.

1.3.3 Preparation

Before the field visit, the evaluator reviewed the project and other background documents provided by USDOL through Macro and ILO-IPEC. Project briefings were facilitated by Macro with relevant USDOL staff, the ILO-IPEC senior program officer and desk officer on child labor in Geneva, and the project chief technical advisor (CTA) and senior child labor specialist for the East Asia subregion.

During the preparation phase, the evaluator, together with project staff and Macro, confirmed the team membership and the stakeholders to be interviewed and set up a preliminary schedule for the visit. The evaluator prepared a methodology, including the source of data and method of collecting information for each evaluation question.

Given the limited timeframe for the evaluation fieldwork, it was decided to visit a selection of provinces where the project is working to assess the progress and effectiveness of the direct interventions. Criteria were established for the selection of provincial sites to visit. Three provincial sites were selected according to the following criteria:

1. Representation of beneficiary children/potential beneficiaries from different backgrounds, including migrant children, Thai children, and ethnic minority children.
2. Sectors of child labor, including the fishing and fish processing industry, agriculture, and services sector.
3. Different intervention models and partnerships.
4. Sites where the project has experienced more or less progress.

The sites selected were Samut Sakhon (migrant children from Burma working in the fishing industry and services); Tak (migrant children from Burma and ethnic minority Thai children working in agriculture); and Udon Thani (Thai children and Lao children working in agriculture and services).

1.3.4 Schedule

Preparation work for the evaluation began in mid-February 2009 with the desk review of project documents, evaluation guidelines, and background briefings. The fieldwork was conducted from March 1–17, 2009. The evaluation schedule in Thailand is presented in Annex C.

1.3.5 Interviews with Stakeholders

Questions for each stakeholder group were based on the evaluation questions and oriented to cover the issues of relevance, effectiveness, impact, efficiency, and sustainability, as well as challenges encountered by the implementing agency and their recommendations to improve implementation.

In Bangkok, following a briefing on the project by the project team, consultations were held with members of the project team, the child labor specialist for the subregion, the subregional office director, the deputy regional director, the ILO regional office for Asia and the Pacific, the migration specialist, the employer specialist, and the occupational safety and health specialist. Interviews were also held with representative of United Nations Interagency Project on Human Trafficking (UNIAP) in Thailand and the ILO-IPEC standards specialist.

Interviews were then held with national stakeholders, including the chairperson of the National Committee on the Worst Forms of Child Labour; key representatives of the Ministry of Labour's (MOL's) Department of Labour Protection and Welfare (DLPW), the Ministry of Social Development and Human Security (MSDHS), and the Ministry of Education (MOE) Office of the Education Council (ONEC); employer representatives and employee association representatives; and two implementing partners operating at the cross-province level, the National Council for Child and Youth Development (NCYD) and the Mirror Arts Foundation (MAF).

In each province, interviews and consultations were held with the action program implementing partners; action program key stakeholders and committees; provincial governors and committees established under the project; and communities, schools, and child beneficiaries, those working as well as in school. Observations were also made of the living and working conditions of migrant and Thai communities where child labor is found. A list of persons consulted in the evaluation is given in Annex D.

1.3.6 Stakeholder Workshop

Following the field visit, a national stakeholder workshop was convened in Bangkok to present the initial findings of the evaluation and emerging recommendations, and to seek further input and recommendations from stakeholders toward improving the future implementation of the project. The meeting comprised both plenary discussion and group-based discussion organized along stakeholder groupings—national stakeholders, provincial government stakeholders, and provincial nongovernmental organization (NGO) implementing partners. The stakeholder workshop agenda is included at Annex E. The meeting was attended by approximately 50 representatives of project partners, representatives of the ILO regional office for Asia and the Pacific, the ILO subregional office for East Asia, the U.S. Embassy economic attaché, project team members, and other ILO Bangkok staff.

1.3.7 Analysis and Conclusions

The conclusions drawn in the report are those of the evaluator, with input from the national consultant, based on information provided through the opinions of stakeholders, project reports, observations of project implementation, and interviews with child beneficiaries and communities. While some of the conclusions represent the judgment of the evaluator based on the array of information available, the report also indicates, where appropriate, the source of a particular viewpoint, noting where there is consensus among stakeholders and where viewpoints differ.

1.4 LIMITATIONS

The limitations and challenges of the evaluation are mostly because of time constraints. Because of the limited time allocated for the field visit, the evaluation team was not able to visit all six provincial project sites. This means that interviews and direct observations of implementation processes were not made in Songkhla and Pattani, and Chiang Rai. This limitation was overcome to some extent by interviewing the Planned Parenthood Association from Songkhla and Pattani in Bangkok, and by seeking the participation of the Chiang Rai action program implementers, the Provincial Office of Social Development and Human Security, in the stakeholder meeting; however, it was not possible to interview representatives of this implementing agency individually.

Several factors contributed to a short lead time for planning the evaluation, including postponing the evaluation because the project was late in implementation and the transfer of management of the evaluation from the ILO-IPEC Design, Evaluation, and Documentation Section to USDOL. The timing of the evaluation was then planned to occur before school vacation in Thailand, which curtailed the lead time for planning. It was indeed valuable for the evaluators to observe the school-based programs in action and learn how migrant children are participating. However, time was limited to plan the logistics of the field visit per province together with project staff both before the evaluator arrived in-country, and in Bangkok, before leaving for the field. As a result, the team had little time to consider the organization of the field visits, and the agenda had to be modified en route as it was not feasible to make all the visits planned by the implementing agencies. It is suggested that future evaluations allow more time for planning in general, and that more time be allocated for discussion of the field site visits before an evaluation mission begins and upon arrival in-country.

The fact that most of the provincial action programs have been in operation for less than 12 months, and the new program in Chiang Rai has just been approved, means that, in some cases, it is difficult to draw firm conclusions about the effectiveness of the interventions. Project impact is difficult to ascertain at this stage, though factors relating to impact and emerging impact and issues to be addressed can be observed. The evaluation did not aim to determine causal relations in terms of the impact of the interventions on the withdrawal and prevention of children from child labor in the absence of more extensive qualitative and quantitative studies that would be carried out under an impact-oriented evaluation. Rather, assessments of a qualitative nature are made as far as possible, concerning the observed and likely impact of the project as observed by the evaluator or reported by direct beneficiaries and stakeholders.

1.5 STRUCTURE OF THE REPORT

The following sections of the report are organized as follows: Section II presents an overview of the project, and the while later sections address the findings of the evaluation with respect to relevance (Section III), effectiveness (Section IV), efficiency (Section V), impact (Section VI), and sustainability (Section VII). The final section (Section VIII) brings together the conclusions of the evaluation and presents recommendations.

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II PROJECT BACKGROUND

2.1 CONTEXT AND JUSTIFICATION

The project is implemented by ILO-IPEC from October 2006 to March 2010 and is part of ILO-IPEC's ongoing support to Thailand's efforts to combat exploitive child labor. It is funded under the USDOL facility for international support for the elimination of child labor and represents a continuation of support by USDOL to the elimination of child labor in Thailand since 1995.

While Thailand has made considerable progress over the last two decades to reduce child labor, the use of child labor still persists. The development of the economy and the pressure for international competition under globalization have seen an increased demand for cheap labor, which has led to increased use of migrant child labor from poorer neighboring countries. Migrant children make up a high proportion of child labor, according to the research on which the project design is based. The country has been successful in eliminating child labor within the majority of the Thai population, but some Thai children are still to be found in child labor, especially among ethnic minorities in the north and among the rural and urban poor. Child labor predominates in informal businesses across the economy, including industry, agriculture, fishing, and services, such as domestic work. Some of the child labor takes the worst forms as defined in ILO Convention 182, including bonded practices, restriction of movement, withholding of wages, dangerous or physically damaging work, exposure to unsafe chemicals, exposure to social vices, underpayment, and excessive working hours.

Thailand has a strong legal and policy framework for child labor and the worst forms of child labor. Thailand ratified ILO Convention 182 on the worst forms of child labor in 2001 and Convention 138 on minimum age of work in 2004. Positive aspects of laws and policies include compulsory schooling to age 15, cheap and basic healthcare, strict limits on work for children age 15 to 17, agreements with some neighboring countries on regularizing migrant workers and tackling trafficking, and a cabinet resolution in 2005 of the MOE regulation to extend education to all children in Thailand regardless of nationality or legal status. According to the project design document, only some minor areas for legal and policy improvement remain. However, considerable progress needs to be made to ensure that these laws and policies are fully implemented.

To respond to these challenges, the government established the National Committee on the Worst Forms of Child Labour to implement Convention 182, chaired by MOL in February 2006, and initiated the drafting of a National Plan of Action for the Elimination of the Worst Forms of Child Labour (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 Worst Forms of Child Labour. 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, known as the National Policy and Plan to Eliminate the Worst Forms of Child Labour (NPP).

2.2 PROJECT DESCRIPTION

In the context of the country's child labor situation and the response by government and other local and international actors, the ILO-IPEC project of support builds on the experience Thailand has developed over the last decade and, at its core, 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 and 2006, preceding the funding of this project, which investigated the nature and extent of child labor in targeted sectors. The project approach is to support policy improvement at a national level and wider engagement to combat child labor, while at a provincial level it develops concrete examples in focal provinces for wider replication.

Objectives

The *development objective* is to reduce child labor in Thailand, focusing on the immediate elimination of its worst forms. More specifically, the development objective aims to support national efforts through technical assistance that help implement child labor elimination strategies in line with the application of ILO Convention 182 and 138 by promoting sustainable national and provincial responses to encompass all children in Thailand.

The project has three *immediate objectives* in support of the development objective:

1. By end of the project, policy changes are in place to support the elimination of child labor.
2. By end of the project, targeted children are withdrawn and prevented from the worst forms of child labor in six selected provinces through the development and implementation of models that can serve as the basis for best practices for replication.
3. By end of the project, multistakeholder responses to combat the worst forms of child labor increase public awareness at the provincial and national level.

The project aims to achieve its objectives through a series of outputs and activities at national and provincial levels. At the national level (Objective 1), the project aims to support policy improvement by (1) providing technical support to the finalization of the NPP and support for MOL to promote multisectoral provincial action plans in six core provinces and other provinces through documentation, training, expertise, and goal setting; and (2) by conducting research and promoting policy reform on migration issues relating to the worst forms of child labor—access to education, safe migration, bilateral and multilateral cooperation, repatriation, and the response to trafficking.

At the provincial level (Objective 2), the project supports a range of interventions in selected sectors, prioritizing six provinces (Chiang Rai, Tak, Udon Thani, Samut Sakhon, and Songkhla and Pattani). These provincial interventions are intended to withdraw or prevent children from the worst forms of child labor, including hazardous work, by direct actions such as identifying children at risk and providing educational interventions and other services. The educational services include improving migrant and stateless children's access to formal and nonformal

programs, after-work nonformal education, bilingual transition classes for migrant children, and referral to vocational training for Thai and migrant working children. Other service interventions include providing occupational safety and health awareness training for young workers and employers, providing health checks, ensuring workplace improvements, and ensuring shorter working hours. The provincial strategies also aim to build mechanisms for developing and sustaining a wider response, and are intended to provide demonstration models for further replication.

Under this direct action component, the project targets 7,500 children (under 18 years) for withdrawal and prevention from child labor. Of these, 5,000 are targeted to receive education and/or training services, and 2,500 are targeted to receive noneducational services and other measures. These other services, notably improving the working conditions of children through occupational safety and health improvements in workplaces, aim to protect children of working age, removing them from the worst forms of child labor. The sectors of focus are fishing and fish processing, agriculture, domestic work, restaurants, and services, with attention to trafficking issues across sectors.

Under Objective 3, the project intends to create an enabling environment for policy implementation focused on child labor by building multistakeholder responses to combat child labor at the provincial and national level and by raising public awareness.

The project is implemented through partnership, with MOL as the key implementing partner. The institutional framework at the national level includes the Committee on ILO Convention No.182 and its Secretariat, headed by DLPW. MSDHS and MOE are also key stakeholders. The project’s direct action components are implemented through the ILO-IPEC action program modality through agreements with provincial government agencies, one national government agency, and nongovernment and academic implementing agencies. There are currently seven action programs in operation at the provincial level and three at the national level. The implementation framework of the project is summarized in Table 1.

Table 1. Project Implementation Framework

National Technical Support and Advocacy	Provincial Action Programs	Crosscutting Action Programs
<ul style="list-style-type: none"> • Support to NPP drafting • Support to labor trafficking policy • Support to anti-trafficking efforts in collaboration with the UNIAP Coordinated Mekong Ministerial Initiative Against Trafficking 	<ul style="list-style-type: none"> • Samut Sakhon Provincial Office of Labour • Samut Sakhon Labour Rights Protection Network • Tak Education Service Area Office and Office of National Education Council Tak—Mae Sot Civil Society • Udon Thani—Child and Youth Assembly • Songkhla and Pattani—Planned Parenthood Association • Chiang Rai—Provincial Office of Social Development and Human Security 	<ul style="list-style-type: none"> • National Council for Child and Youth Development—Migrant child rights • Mirror Arts Foundation Work in the Fishing Industry • Child Labour Monitoring System—Khon Kaen University/Thammasat University

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III EVALUATION FINDINGS—RELEVANCE

3.1 ANALYSIS OF CHILD LABOR ISSUES AND RELEVANCE OF BASELINE RESEARCH

The project rationale is based on a strong foundation of evidence that child labor, including the worst forms of child labor as defined in ILO Convention 182, persists in Thailand. This evidence is well documented in the project document drawing on MOL statistics on the extent of registered and unregistered child labor, through the extensive experience of ILO-IPEC dating from 1995 in working on child labor, and the related issue of human trafficking in Thailand,² and the experience of other UN agencies and NGOs.

The research commissioned by ILO-IPEC and conducted in 2005 and 2006 provided substantial evidence on the forms child labor takes and the predominant populations of children involved in six provinces, which were agreed by MOL and ILO-IPEC as priority provinces where the use of child labor is a significant problem.

Based on the available evidence, child labor is described in the project document as predominating among migrant populations, although also existing among *pockets* of poorer Thai children in the east and northeast, and among ethnic minority children in the north. However, in the absence of a national study, this assumption remains untested, and there may be a higher proportion of Thai children in child labor than assumed. Nevertheless, there is compelling evidence that the employment of migrant children in exploitive labor, particularly from Burma but also from Laos and Cambodia, is rampant in some sectors and provinces and is increasing under the global pressures of competition and the consequent demand for cheap labor.

To some extent, however, the preselection of the provinces for the research studies, based on the MOL data on child labor registration, also preselected the populations at risk and the sectors of focus. The fishing industry is targeted in the Samut Sakhon, and Songkhla and Pattani provinces; agriculture in Udon Thani, though children were also found working in domestic work, services, and horse racing; agriculture in Tak; and begging, domestic work and services in Chiang Rai. Because the baseline research targeted certain industries and sectors, and was not able to cover all sectors given the practical challenges and design limitations, it is likely that it does not represent the full range of the sectors where child labor occurs. Where research data seem to be particularly lacking is in the extent of child labor in domestic work and in commercial sexual exploitation. This has led to a lack of focus on these sectors in the project's strategies to date. However, that being said, the particular provinces selected by the research and subsequently targeted for the project's direct interventions do provide a wide range of geographical locations and sectors where child labor is occurring and, therefore, a range of situations within which to develop model intervention strategies. The project design pays careful attention to the populations of children and the sectors where they are working in each province, and sectors not immediately targeted but noted for future expansion are highlighted, notably manufacturing in Tak and prostitution in Udon Thani, Songkhla and Pattani, and Samut Sakhon.

² Notably the recently completed Trafficking in Children and Women Project (TICW), operated in Thailand and other countries in the Mekong subregion.

3.1.1 Lessons Learned from the Baseline Research

What are the lessons learned from the baseline research? Does the research remain relevant?

One of the benefits of carrying out the project in the same provinces and sectors as the baseline research is that methods for identifying and targeting children can potentially be used in the project's direct interventions. To some extent, the implementing agencies have carried these approaches into their strategies for reaching children. For example, as in the research process, the Tak Mae Sot Civil Society, the Labour Rights Promotion Network (LPN) in Samut Sakhon, and the Planned Parenthood Association of Thailand (PPAT) in Songkhla start their work in the communities and industries where child labor is found. MAF also noted that the research preceding the project produced strong evidence on which to base their public awareness advocacy and messages. The research was carried out in 2005 and 2006, under a separate funding agreement. The project did not conduct its own baseline research or update the research once implementation began in 2007, and patterns and locations of child labor may be shifting. As an example, MAF noted that new provinces are emerging as hotspots of child labor exploitation in fishery, including Nakhonsithammarat Province where the large port area has reportedly become a hub for labor recruitment and trafficking of victims into deep sea fishing.

3.1.2 Analysis of Contributing Factors and Strategic Focus

Has the project identified the critical factors in child labor and obstacles in addressing them?

The project's analysis of causal and contributing factors in child labor is quite comprehensive, attributing child labor to supply *push* factors among migrant populations and demand (*pull*) factors in industry, including economic development disparities between Thailand and neighboring poorer countries, lack of access to education based on language barriers and isolation among ethnic minority groups, lack of capacity and enforcement of labor inspection systems, and lack of control over the use of hazardous chemicals in agriculture.

Lack of access to education, based on language barriers for migrant and ethnic minority children, availability of schools that welcome and cater for migrant children's needs, and attitudes of Thai parents and school management, is perhaps given too much of a central emphasis in the design as a causal factor in child labor, rather than as a contributing factor among the child migrant population. It seems evident from stakeholders' comments and the evaluator's analysis of the migrant communities' social and economic circumstances that, in reality, the causal links between child labor and education access are complex. Lack of education enrollment may be seen as the result of children working, where schooling options exist, but families suffering economic hardship decide to send them to work rather than to school. Lack of enrollment also results from barriers to access that cause children to work rather than attend school in the cases where there are gaps in provision or attitudinal barriers on the part of school communities that work against their participation. This has implications for the relative weight placed on improving the access to schools and transitional curriculum in schools as a means to prevent child labor among the different potential strategies. The logic is that if schools are more open and amenable to migrant children in terms of offering transition language and literacy classes, then

parents will be willing to forego the child's income and send their children to school. Key informants in the Samut Sakhon Provincial Office of Labour (POL) noted that education access is not the only solution to the problems of migrant child labor and that a holistic approach is needed. Through the comments of the implementing agencies, it seems that there is a combined effect on migrants of the migration policy on work registration and employer reluctance to sign migrant worker registration. The registration process includes various hurdles for the migrant and costs to be born by the employer and employers' practices, which results in many migrants not registering, leaving them vulnerable to exploitation in poorly paid jobs and to being arrested, which in turn affects their children's access to school, as their families need the income that children earn. The project design document notes that labor monitoring and the labor inspectorate department lack capacity; therefore, the enforcement of labor laws is ineffective, and this continues to be the case according to partner agencies interviewed.

It is suggested that this broader picture of the causes of child labor needs to be kept to the fore in looking at model approaches, and that education access alone is not sufficient. The discussion of the logical framework below gives further attention to the theory of change underlying the design.

3.2 FIT WITH GOVERNMENT, ILO-IPEC, AND OTHER AGENCY INITIATIVES ON CHILD LABOR

How does the project fit within government and other agency initiatives on child labor?

3.2.1 Government Context

The project rationale is based on the ILO-IPEC international approach of supporting governments to carry out their commitments under the ILO conventions and building timebound goals and plans. As noted in the project document, the Government of Thailand has shown its commitment to carrying out its obligations under ILO Convention 138 and 182, signed in 2004 and 2001 respectively, through the Labour Protection Act (amended 2001) and the appointment of the National Committee on ILO Convention 182 in February 2006, tasked with drafting the (then) National Plan of Action on the Worst Forms of Child Labour. The project design process took place in parallel with the appointment of the National Committee and involved MOL directly. At the time of developing the design, the time was right to support the government in completing the NPA and in its rollout through budget allocations. Even with the delays in the NPA drafting process until its endorsement in January 2009, support to the implementation of the national policy still remains a highly relevant objective as further steps remain to turn the plan into action.

The MOE resolution that all children, Thai and non-Thai, are eligible for education services to Year 9 is a cornerstone of the project design in its work with provincial education departments and the central MOE. The design explicitly highlights the MOE policy on education provision for all children as an enabling factor to assist migrant children to leave the workforce or be prevented from joining it, which the project uses to leverage educational access. The project is also designed to strengthen other policy implementation related to child labor, including policy development on labor trafficking.

3.2.2 Fit with ILO-IPEC Work and Other Agency Initiatives

The project builds explicitly on the considerable experience of ILO-IPEC in Thailand and the region in combating child labor and addressing related issues of trafficking and cross-border migration. Relevant projects from which the project draws experience include the ILO-IPEC Mekong Subregional Trafficking in Children and Women Project (TICW), funded by the U.K. Department for International Development and concluded in 2008; the ILO-IPEC Timebound Programme of Support for Cambodia (USDOL-funded), due for completion soon; and ILO-IPEC's education awareness-raising project focusing on the Asia-Pacific Economic Cooperation with a component in Thailand, completed in 2006 (USDOL-funded). These projects and others have enabled the project to build on relationships established with ministries and a range of individual experts and NGOs, as well as use materials developed for teachers and educators.

In particular, the project draws on the experience and achievements of the TICW project at the policy level and program level, where the project explicitly continues the TICW's work with LPN and NCYD. TICW has contributed significant financial support to the action programs implemented by the two agencies under the project, together with the project's backstopping and financial support. The design also complements TICW's work on migrant and Thai child beggars and efforts to withdraw and prevent children from begging in Thailand. However, further reference in the design to any lessons learned from the TICW project in Cambodia would have been helpful.

The project parallels the ILO-IPEC Timebound Programme of Support for Cambodia and the policy objectives of the two projects are aligned with respect to the support for child migrants in Thailand. The Timebound Programme had been underway for about a year when this project started, providing a potential opportunity for cross-sharing of lessons during implementation.

Other UN agencies working on child protection and child labor include those brought together by UNIAP, a partner the project is intended to collaborate with as need and opportunity arises. UNIAP is the secretariat of the six country intergovernmental anti-trafficking process known as the Coordinated Mekong Ministerial Initiative Against Trafficking (COMMIT). The project represents ILO on the UNIAP Thailand working group, and there is opportunity for the project to contribute along with other actors to the COMMIT Subregional Plan of Action on issues of cross-border trafficking of child labor. Joint activities undertaken with UNIAP are noted in Section 7.1. Possible relevant initiatives by agencies such as the United Nations Children's Fund (UNICEF) are not mentioned in the design, though UNICEF research is cited.

The project also builds on existing work by NGO networks concerned with child and migrant labor by working in close partnership with NGOs, such as the highly active NCYD. The project both supports and is supported by the work of NGOs and civil society groupings.

The project design fits very well with national government, ILO, and other agency initiatives on child labor and is providing support at a critical time in the development and operationalizing of the NPP.

3.3 FIT WITH CULTURAL, POLITICAL, AND ECONOMIC CONTEXT

One of the project's stated strategies is to build interests and incentives among stakeholders at national, provincial, and community levels within society as a means of putting policy documents and legal structures into action. The project design takes careful account of the ways incentive structures operate in Thai society, including 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. The role of NGOs and civil society in influencing government policy and practice as well as societal attitudes is built into a partnership approach between government and NGOs.

Attitudes to childhood, whereby children are considered to be ready for work by the age of 15, and attitudinal barriers among the Thai community to enrollment of migrant children are also fully recognized in analysis of the problem and taken up in activity design, especially through awareness-raising campaigns such as the World Day Against Child Labour and awareness-raising to be built into direction action programs.

3.4 THE PROJECT DESIGN LOGIC

3.4.1 The Framework of Objectives

The central logic of the project goal is that the policy framework in Thailand already exists and that the challenge is implementation. The project, therefore, designed a strategy to support a nationally led response through the achievement of its three immediate objectives.

The three component areas represented by the immediate objectives are concerned with (1) policy improvement focusing on national policy and planning on elimination of child labor; (2) development of models of practice for the implementation of policy at local operational level for the implementation of policy and for wider replication; and (3) ensuring the sustainability of both policy change and practice through multi-stakeholder advocacy and awareness raising, creating an enabling environment.

The logical structure at immediate objective and output level is shown in Table 2.

Table 2. Project Framework

Development objective: To reduce child labor, especially the worst forms of child labor, in Thailand		
I/O 1. By the end of the project, policy changes are in place to support elimination of the worst forms of child labor.	I/O 2. Targeted children are prevented or withdrawn from the worst forms of child labor in six provinces through development and replication of best practice models.	I/O 3. Multi-stakeholder responses to combat child labor increase public awareness at the provincial and national level.
<ol style="list-style-type: none"> 1. Child-focused improvements in relevant policy and practice. 2. Improved cross-border linkages address migration aspects of child labor. 	<ol style="list-style-type: none"> 1. Children are prevented or withdrawn through education services. 2. Children are prevented or withdrawn or protected through noneducation training services or improved working conditions. 3. Responses are expanded to other sectors and provinces through best practice promotion. 4. There is improved capacity for labor inspection and child labor monitoring. 	<ol style="list-style-type: none"> 1. Stakeholders are mobilized to promote a comprehensive response. 2. There is an improved knowledge base on child labor in Thailand.

The overall structure of these three objectives, leading to the development objective, is conceptually strong and coherent. However, Immediate Objective (I/O) 1 is particularly broad and would have benefited from more specific definition, such as the inclusion of implementation plans, in order to move toward the conditions for a timebound program for the elimination of child labor. The outputs leading to I/O 1 are twofold—child-focused improvements in relevant policy and practice—referring particularly to NPP revision to address specific gaps but also implementation of child protection legislation and support to education policy implementation. Output 2 is concerned with addressing the migration aspects of child labor, including the gradual integration of the needs and rights of migrant children in broader development policies and strategies, while not directly trying to influence migration policy as a national security issue. This output is important but presents particular challenges to achieve.

I/O 2 is clearly formulated in concrete terms, and its four output areas are logically divided into (1) education efforts to withdraw from and prevent the worst forms of child labor; (2) noneducation services focused on reducing the hazard or removing children from hazardous work; (3) capacity strengthening of the provincial planning and action for multisectoral plans of action and promotion of best practices; and (4) improving labor inspection and child labor monitoring, both national operational guidelines and provincial child labor monitoring systems. In this fourth output, both national and local levels are involved.

I/O 3 is well designed for providing overall support to create an enabling environment for the other two objectives and to increase the sustainability of the interventions by keeping child labor

high on the national agenda. This I/O also ensures that the project remains culturally and politically relevant. The design aims to bring about a comprehensive response to the elimination of child labor by working at all levels, national, provincial, and community, but is ambitious in its scope.

The theory of change underlying this framework is sound, with the minor suggested amendment that I/O 1 should more explicitly express the implementation aspect required to turn the national policy document into reality. The overall scope is broad and ambitious, however, especially the inclusion of cross-border links under Output 1.2.

3.4.2 Indicators

Indicators are provided at the level of immediate objectives, as is the practice for ILO-IPEC projects. The indicators presented in the project document have subsequently been adjusted in the project monitoring plan (PMP). The indicators are fairly broad, and could use restructuring and tightening in some areas—for example, “After 12 months, NPA finalized.” A more qualitative indicator of the sorts of adjustments that need to be demonstrated in the NPP, as it is now known, would be more of a measure of the project’s success—for example, its compliance with ILO Convention 182 and the inclusion of deep sea fishing in the definition of hazardous work. The evaluator would also recommend including an indicator on supporting the implementation of the NPP to measure the achievement of Objective 1 since the completion of the NPP document alone is not a significant achievement without plans for operationalizing.

The indicator for Immediate Objective 2 (“Action plans in target provinces by 3Q 2007”) has been revisited in the project revision of January 2009 in light of actual progress in establishing specific central direction through the NPP and, therefore, delay in establishing provincial mechanisms.

3.5 FEASIBILITY OF THE TIMELINES AND ACCURACY OF ASSUMPTIONS

Were the timelines realistic and appropriately sequenced? Have the project assumptions been realistic? How have critical assumptions changed?

The sequence of implementation described in the project document was logical, but the implementation timeline did not allocate a realistic amount of time for the recruitment of staff, office setup, and negotiation of action program partnerships. All staff were planned to be in place and action program partners selected by the end of 2006, with the start up of action programs expected to begin by July 2007. The timeline of implementation included in the project document did not include a line for recruitment and office arrangements, and it indicated immediate commencement of national- and province-level activities. A longer preparation and startup phase, a further three months for example, to allow for the participatory process of developing partnerships for the design of action programs would have been more realistic. It is recognized, however, that funding constraints contributed to the tight timeframe for implementation and, given the scope of deliverables expected from the project, it may have been difficult to add more staff months. The evaluation recommends that future project designs with an action program modality allocate more time for these preparatory processes. The overall planned timeframe of two years for implementing the action programs is considered a reasonable

estimate to demonstrate their effectiveness. Given the broad scope of the project and the number of partnerships required to be built, a term of four years would have been more realistic to allow for contingencies. The actual progress of implementation is discussed in depth in the following section.

Regarding critical assumptions on which the project is based, the chief among these (operating at the level of I/O 1), an assumption that the Government of Thailand would contribute resources to the implementation of the national policy, was reasonable given that the project is a program of support and is not intended to replace government functions. This assumption still stands; however, the allocation of resources has been delayed along with the delays to finalizing the NPP, which puts the achievement of province plans of action within the timeframe at risk. Budget allocation is expected to be released for the implementation of the NPP by September 2009 at the earliest.

Government stability was not stated as an assumption, but perhaps should have been, since the number of changes in government and senior civil servants meant that policy decisions by senior-level government staff could not be made during times of political instability, particularly during 2007 and 2008. The assumption perhaps needs to be reviewed now to state that the government will remain stable for the next year of the project in order for national policy and practice development to progress.

However, there are now concerns expressed by some key informants that the amount of resources and attention that will be given to the question of predominantly migrant child labor will be affected by the financial crisis, pushing the government to focus more on economic development and Thai adult employment issues.

Regarding the provincial action programs, a key assumption was that provincial governments, including provincial offices of labor and provincial governors, would be sufficiently interested in the issue to become implementing partners. This assumption was based on the strong interest reportedly generated in the project during the research phase and in preparatory workshops. However, changes in leadership at the provincial level have meant that interest has not been as consistent and strong as originally assumed, making it difficult to get some of the action programs off the ground. The assumption that interest will need to be generated among other provinces to expand the project benefit, both within and beyond the core six, still remains to be tested.

3.6 GENDER RESPONSIVENESS IN THE DESIGN

Gender issues are mainstreamed in the design of the project actions and strategies, and information on target beneficiaries is disaggregated by male and female. However, the project design does not offer an explicit gender strategy, and states that the project will look for opportunities to tackle structural gender imbalances where they relate to child labor. Gender issues are intended to be paid particular attention in working with minority populations where women are traditionally disadvantaged.

A more explicit gender strategy would have been beneficial for implementing partners to know what to do to address gender issues. Issues include the possibility that female migrant children are kept at home and out of school to a greater extent than boys so that they will look after younger siblings, limiting their educational attainment and increasing their risk to exploitive labor. Similarly, girls and boys may be exposed to different work hazards depending on the work they are doing in any given sector. The vulnerability of girls, but also boys, to sexual exploitation is well known; however, the design includes both under the *services* sector without differentiating gendered strategies.

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IV EVALUATION FINDINGS—EFFECTIVENESS

This section assesses the extent of progress toward reaching the immediate objectives and the effectiveness of the project's major intervention strategies, as well as the effectiveness of implementation processes and management.

- 1. Is the project on track in terms of meeting its immediate objectives? If not, please assess the factors contributing to the delays and challenges for implementation.*
- 2. Please assess the effectiveness of the project's main strategies under each of the project's objectives, designed to withdraw or prevent children from child labour.*
- 3. Have the project strategies/activities been responsive to gender issues?*
- 4. What database or mechanism does the project use for project monitoring, in particular the monitoring of direct beneficiaries. Please assess the use of work plans and project monitoring plans. Is it feasible and effective?*
- 5. Is the management structure effective and appropriate and what area of management might need to be improved in order to increase project success in meeting objectives?*
- 6. Please assess the strategy represented in the recent project revision request.*

4.1 PROGRESS TOWARD MEETING OBJECTIVES

The project has an ambitious scope in terms of the three immediate objectives to reach within the three and a half year duration. The activities planned to achieve the objectives are broad and numerous, comprising national policy development, direct actions to address child labor through seven provincial action programs and three national action programs and national advocacy activities. The list of all approved action programs is included in Annex F. The project has been underway for a total of 29 months, over halfway through its time span of 42 months.

Figure 1 illustrates the overall progress of the project over time, including management processes, national policy advocacy work, and national and provincial action program delivery.

The startup phase of the project, including office establishment and recruitment of the project staff, took longer than expected with the team of staff recruited by May 2007, a period of eight months. Recruitment of staff, particularly the CTA was a lengthy process as there were reportedly few suitably qualified and available national personnel. Therefore, the operational period of the project effectively began in May 2007 and has been underway for a little under two years.

Figure 1. Implementation Progress, September 2006 to March 2009

Activity Progress	2006	2007				2008				2009
	Sep-Dec	Jan-Mar	Apr-Jun	July-Sep	Oct-Dec	Jan-Mar	Apr-Jun	July-Sep	Oct-Dec	Jan-Mar
Management										
Project Approved 30 Sept	x									
Project Staff Recruitment	x			x						
Child Labor Specialist	PB	x				x			SS x	
Project Internal Review									x	
Project Revision										x
Midterm Review										x
National Activities										
Support to NPP Drafting				xx	xx	xx	xx	xx	xx	NPP app
Anti-trafficking Advocacy with UNIAP				x	x	x	x	x	x	
Guidelines on Labour Trafficking										
World Day Against Child Labour			xx				xx			
Action Program Activities										
Action Program Design Workshop		x								
Chiang Rai DOL/SDHS		AP proposal			CRx				x	x
Udon Thani		Consult					UTx			
Samut Sakhon—DOL				Consult		SS DOL	x			
Samut Sakhon—LPN				Consult		LPNx				
Songkla/Pattani—PPAT				Consult		PPATx				
Tak—ESAO/ONEC						Consult	Tak ESAO	x		
Tak—Mae Sot Civil/LDI						Consult	Mae Sot	x		
Thai Cord					x					
Mirror Arts Foundation							MAF	x		
DBMR System							DBMR	x Training	x Manual	
CLM Khon Kaen										x

The project has experienced delays and challenges on a number of fronts, some of which have been due to external factors such as political instability and civil service changeovers at the provincial level, with others related to internal operational factors.

National political instability in Thailand affected progress of the drafting of the NPP, given the three changes in national government during the project's duration. This delay has also affected the provincial rollout of the policy and allocation of budget resources, which were originally expected to occur in the third quarter of 2007. However, the NPP was submitted to the cabinet for approval in September 2008 and was approved in January 2009. With approval by the cabinet, there is great opportunity and potential for national policy and implementation work to be pursued as envisaged in the original project document.

While all the provincial action programs are now underway, progress is seriously behind schedule in terms of the delivery of services to beneficiaries. The process of consultation to develop the seven provincial action programs was thorough, involving the participation of a wide range of stakeholders. Selection of implementing agencies in some provinces was hindered by lack of support for the project by some provincial governors and rotations of key staff of prospective implementing agencies. In Tak and Udon Thani provinces, for example, due to a lack of support at the senior provincial level, a provincial model of implementation was not possible and alternative partnerships had to be found.

Once partners were identified and action program proposals developed by the partners, the approval process was also lengthy, as each action program proposal had to be approved by the project CTA, ILO-IPEC Geneva headquarters, and MOL. As indicated in Figure 1, the length of time for provincial action programs to get underway ranged from 7 months in the case of the first Chiang Rai partnership with POL, to 14 months in the case of the two action programs in Tak.

In terms of action program implementation, the financial delivery rate represents one indicator of progress. The CTA's presentation to the evaluation reported a financial delivery rate of only 20.6% in terms of action program and smaller action program expenditure in December 2008, approximately one year after most of the action programs had commenced.

The action programs in Samut Sakhon by LPN and POL, and in Songkhla and Pattani by PPAT have progressed relatively well since starting, and they have commenced service delivery. In Tak, action programs by the Mae Sot Civil Society and the Education Service Area Office together with ONEC, are in the early stages of implementation. Progress in Udon Thani has been relatively slow in terms of setting up coordinating structures, and surveying potential beneficiaries and services in terms of health education. Screening and vocational education referrals have yet to be delivered to targeted beneficiaries.

The Chiang Rai action program experienced a major setback, where the provincial implementing agency had not managed to recruit staff after eight months. This lack of progress was somewhat surprising according to the former child labor specialist, as there had been a great deal of support for the project at the project design stage. The lack of progress on staffing was noted in the September 2008 Technical Progress Report; however, by December 2008, in the light of the problems being experienced by the implementing agency it was finally decided by mutual agreement to terminate the contract with POL and shift the action program to the Office of Social

Welfare and Human Security. This action was taken by the CTA together with the child labor specialist.

The action program for development of a child labor monitoring system (CLMS) and provision of support to the Direct Beneficiary Monitoring and Reporting (DBMR) system was signed jointly with Khon Kaen University Research and Development Institute and Thammasat University in January 2009. The primary task of this action program is to develop a CLMS in collaboration with the labor inspectorate and other partners to improve surveillance of child labor, particularly in informal sectors, that will extend beyond the project life and its targeted sectors. It is intended to be developed and introduced in the targeted provinces in collaboration with action program partners, beginning with Tak Province as a pilot, and is also intended to be introduced at the national level within the project timeframe. The action program team were commencing pilot work in Tak during the evaluation visit in March 2009.

The second task of this action program is to develop software, create a user's manual, and provide training for entering data from the DBMR records, in line with the DBMR manual developed specifically for monitoring the provision of services to children under the project's six provincial action programs. The purpose of the DBMR system is to keep track of types of interventions provided to targeted children and keep track of the outcome of service provision in terms of their work status. It is noted in the Action Programme Summary Outline that this team may also provide on the ground support to action program partners on the DBMR based on their expertise; however, the evaluator considers that there is a risk that this would overload the team.

Various partners were canvassed to undertake this action program, and the startup has taken longer than envisaged. The Khon Kaen team interviewed attributed the slow start to approval processes through Geneva. As it stands, the action program now has a fairly tight timeframe of 11 months to develop what is intended to be a sophisticated multisectoral monitoring system.

Given the delayed startup of the provincial action programs and the relatively recent introduction of the DBMR system, the action programs are behind schedule in implementation rate against planned targets in terms of beneficiaries to be withdrawn or prevented from the worst forms of child labor. The planned versus actual numbers of children withdrawn or prevented from child labor are presented in the overview of provincial action program implementation in the discussion of impacts in Section 6.1.

The different rates of progress are also attributed to varying degrees of experience with ILO-IPEC and other internationally funded projects among the partners. LPN, for example, has previously worked with the ILO-IPEC TICW project, whereas the Child and Youth Assembly (CYA) in Udon Thani has no previous experience working under an ILO-IPEC project. Considerable capacity building has, therefore, been required to set up narrative and financial reporting mechanisms.

4.1.1 Internal and External Factors

The limited human resource capacity of the team of four staff members is considered to have contributed to the length of time taken to develop and approve action program proposals; however, as noted earlier, the project proposal was overly ambitious in not scheduling time for the negotiation and development of action program proposals. Internally, the project approval processes, including signoff by MOL, and lack of familiarity with ILO-IPEC processes among some implementing partners both contribute to the time that action programs take to get underway.

In summary, both external factors beyond the control of the project as well as internal operational factors and management inefficiencies have contributed to delays in progress. At the present state of progress, the project is considered unlikely to achieve its targets under Immediate Objective 2 in providing services to beneficiaries by the end of December 2009, when action programs are currently scheduled to cease without an extension of the project duration. The proposed extension of the project is considered under the assessment of the project revision in Section 4.8.

4.2 SUPPORT TO NATIONAL POLICY

4.2.1 National Plan and Policy Drafting

The main focus of the project's effort at the policy level has been providing technical and financial support to the development of national policy on the elimination of child labor, primarily through the CTA's provision of technical support to the drafting process for the NPP and financial support to working group meetings. The process of drafting the NPA and its successor, the NPP, reportedly involved many meetings of the subcommittee and working group during 2007 and 2008, in which the CTA participated, and the process appears to have required considerable time and energy on her part. The project also supported the translation of the draft of the NPA (first version) and the last version of the NPP. Members of the committee, including the advisor to the working group on the NPP, Dr. Saisuree Chitikul, commended the technical expertise contributed by the CTA in the drafting process. MOL also expressed its appreciation of the project's support.

Despite the political instability and changes of government that hampered the policy drafting process, the cabinet approved the draft Policy and Plan in January 2009, which is an achievement of the combined efforts of the members of the National Committee. This has created a great deal of optimism among key stakeholders, including the chair of the committee and the MOL Secretariat, as well as among the project team itself. The NPP document represents the government's response to the requirement under the ratification of ILO Convention 182 to design and implement programs of action, and it defines the worst forms of child labor in accordance with ILO Conventions 182 and 138. In analyzing the situation of child labor and defining vulnerable children, the NPP clearly recognizes the vulnerability of migrant, as well as Thai, children to the worst forms of child labor. A comprehensive range of policies and strategies are contained in the NPP, but it does not specify operational plans.

At the national policy level, the project has already reached the objective of contributing to policy change in terms of the cabinet announcement of the NPP; however, while it is not explicitly stated as a project output under Objective 1, support to national policy rollout in terms of developing provincial terms of reference and budget allocations under the NPP would be a highly desirable project outcome—if the team can allocate budget for meetings and staff time to support the process. However, budget allocation by the national government is not likely to occur until September 2009 at the earliest. The project staff also identified the challenges for the government in bringing about concerted multisectoral coordination at the national level due to the division of responsibilities for child labor between MOL, MSDHS, and other line ministries, and the demarcations of responsibility between different departments within MOL responsible for addressing child labor. As far as the evaluator can ascertain, the project has promoted inter-ministry collaboration in the policy drafting process and a cross-sectoral approach to child labor within the NPP to help bridge the gaps between ministries. Interdepartmental structures are likely outside the project's sphere of influence, beyond the strategy proposed in the internal midterm review of communicating with all the relevant departments and seeking to raise their awareness on child labor issues.

4.2.2 Other Policy Support

Following on from the initiative and financial contribution of the TICW project, the project supported policy development on labor trafficking to the MSDHS Office of Welfare Promotion, Protection and Empowerment of Vulnerable Groups (OPP) *Operational Guideline on the Prevention and Suppression of Trafficking for Labour Purposes and Assistance to Trafficked Persons*, with its own financial contribution and participation in the policy development meetings. Together with TICW, the current project also contributed to the final stages of a long-term negotiation under the OPP for provincial memorandums of understanding (MOUs) on multisectoral responses to trafficking among upper central and lower central provinces. This process was also supported from its inception by UNICEF and Plan Thailand, but the project has played its part in lending support. Each of these developments integrates responses to child labor and trafficking.

The project has additionally supported education policy implementation for stateless and migrant children through support to ONEC, the Office of Basic Education Commission (OBEC), and MOE for a workshop for education service area offices and NGOs working in border areas, which promoted the policy of enrollment of migrant and stateless children. The project internal midterm review reports that many children were subsequently enrolled in schools following the workshop, but the evaluation was not able to explore this information.

4.2.3 Migration Policy and Child Labor

The project has not been able to devote significant attention to addressing cross-border and migration policy aspects of child labor under Objective 1, Output 1.2 (“Improved cross-border links address migration aspects of child labor”). The proposed subregional research and knowledge sharing as a means of defining child-friendly labor migration policy has not been initiated due to time constraints and the politically complex nature of the issues, especially in relation to migration from Burma. In light of the project's overall challenges, the Project Revision of January 2009 proposes more attainable outputs, specified as (1.2.1) documenting the

migrant child labor situation in Thailand and supportive policies to address migration aspects of child labor; (1.2.2) supporting knowledge sharing processes, as originally planned; and (1.2.3) using expert advisors to define child-friendly migration policies and advocate for supportive policies to address the migration aspects of child labor. These activities appear to respond appropriately to deficiencies in migration policy as it affects child labor, though they require further definition and timely activation.

4.3 BUILDING MULTISECTORAL PROVINCIAL COORDINATION

The project's intended strategy as part of its direct action component was to support government-led multistakeholder planning and action in the six focus provinces as a *provincial model* in the context of an NPP. In the absence of an approved national plan, efforts to strengthen provincial institutional mechanisms have met with varying degrees of success.

In Samut Sakhon, the POL action program operates through the respective Provincial Child Protection Committee and Child Labour subcommittee under the leadership of the governor, with POL as the focal point, most closely resembling the model intended by the project. A wide range of provincial agencies is participating in the action program, including those for labor, welfare, education, health, and police. In Songkhla and Pattani, PPAT (the implementing partner) has received strong cooperation from POLs through the Centre for Protection of Women and Child Labour. The governors of Songkhla and Pattani provinces are also very supportive. In Tak, the multistakeholder response is led by civil society rather than the provincial government; it is also led through the Tak Education Area Service Office 2. However, both of these action programs have the participation of the Tak labor welfare officer of the province. In Udon Thani, the NGO partner (CYA) works in close cooperation with the Provincial Health Department and officers in POL. In Chiang Rai, the new implementing partner is the Provincial Office of Social Development and Human Security. The project has, therefore, responded adaptively to the political will and commitment existing among provincial governors and the extent to which child labor multisectoral structures are already established, and the aim of developing a provincial coordination model remains important as far as the evaluator can ascertain.

4.4 EFFECTIVENESS OF DIRECT ACTION FOR WITHDRAWAL AND PREVENTION

4.4.1 Success in Reaching Target Populations by Intervention

The provincial action programs in six focus provinces, as identified in the preparatory research, target working children and children at risk in sectors where the worst forms of child labor predominate and the groups of children involved. The assessment of the project design in Section III has identified some sectoral gaps in the research and subsequent gaps in the sectors addressed in the project design. Here the evaluation considers the success in targeting and reaching children in each geographical area where partners work, within the sectors specified for initial focus within the design or the sectors to be targeted within the specific action program proposals, which are sometimes are slightly broader. The groups of children reached are summarized below, with indications of some of the groups not being reached.

Table 3. Sectors and Target Groups Reached, by Focus Area and Intervention

Focus Area	Intended Sectoral Reach and Gaps	Target Groups Reached	Intervention Type
Songkhla and Pattani	<p>Fish and fish processing</p> <p>Service sector, including girls in food and entertainment venues that serve sailors and port workers (<i>This sector is not an initial sector in the project design, but is included in the scope of the action program proposal</i>)</p> <p>Gap: reaching children in the service sector, particularly those in commercial sexual exploitation</p>	Migrant children from Burma, Laos, and Cambodia	<ul style="list-style-type: none"> • Awareness education on occupational health and safety (OHS), health care, and labor law • Provision of OHS services to child workers and families • Referrals to vocational skills training
Samut Sakhon	Fishing/seafood processing	Burmese migrant children, including the Mon and other Burmese ethnic groups, age 4 to 17	<ul style="list-style-type: none"> • Improved education services for migrant children • Advocacy with migrant families and employers to send children to school
Udon Thani	<p>Agriculture</p> <p>Entertainment/restaurants</p> <p>Gaps: Not as effective in reaching entertainment sector including commercial sexual exploitation</p>	<p>Thai children working on family farms</p> <p>Gap: Children from Laos in agriculture</p>	<ul style="list-style-type: none"> • Reduction of hazard in agriculture and awareness of employers and children • Referral to vocational skills training
Tak	<p>Agriculture</p> <p>Gaps: Many children working in plantations not yet identified and reached by project activities</p>	Burmese migrant children and ethnic minority Thai children	<ul style="list-style-type: none"> • OHS improvements in agriculture • Improved access to education for children at risk through migrant learning centers and the government school system
Chiang Rai	<p>Domestic work</p> <p>Services and entertainment including commercial sexual exploitation, begging, and street selling</p>	<p>Ethnic minority children</p> <p>Gap: Information on effectiveness of reach not available</p>	<ul style="list-style-type: none"> • Vocational counseling • Livelihood support • Life skills
National	Deep sea fishing	Thai children and adults	<ul style="list-style-type: none"> • Individual case support • Policy advocacy

The NGO partners and civil society partners are using effective community and workplace outreach approaches to reach children by gaining the trust of migrant communities and building relationships with factory employers and plantation owners. The partners have been successful in identifying and reaching the predominant sectors where children are working, but there are gaps evident in identifying all groups of children at risk of the worst forms of child labor. It is acknowledged that most of these gaps are beyond the scope of the project design, which specified initial sectors of focus as well as areas for future intervention. In Tak, the project's efforts are focused on the agricultural sector. The interviews with the partners suggested that the project can only reach the tip of the iceberg for child labor in agriculture, as there are around 1,000 plantations according to the Mae Sot Civil Society director, but the action program is working in two or three plantations. In terms of gaps in reach beyond project design, local NGO representatives suggest that children may also be working in factories and in domestic work, but the project's efforts are focused on the agricultural sector. The introduction of the pilot CLMS may, in the future, serve to strengthen identification of children in a broader range of sectors than covered by the interventions, but it is expected to take some months to be developed as a pilot model, and longer to show results.

The most obvious gap identified by the partners is the lack of access to children in commercial sexual exploitation. Although this is largely beyond the scope of the project design (except where the action programs aim to address the service sector in Songkhla, Udon Thani, and Chiang Rai), this is a serious concern, as the commercial sexual exploitation of children is one of the most exploitive and damaging forms of child labor. The implementing agencies in Songkhla and Pattani, and Udon Thani noted that they are aware of children of Thai and migrant backgrounds working in sexual services; however, they do not believe they have the expertise to reach the children or the capacity to address their needs and withdraw them from this form of exploitation.

4.4.2 Effectiveness of Education Service Interventions

Within the context of the MOE policy of universal eligibility of children for education services from grades 1 to 9, irrespective of nationality, the promotion of enrollment in education is a major form of intervention for withdrawal and prevention of child labor in several provincial action programs. Different types of education strategies have been developed in each of the provinces to respond to the situation of children either engaged in or at risk of child labor; their origin, age, and language proficiency; and the nature of the sector where children are working or at risk of working.

Samut Sakhon

In Samut Sakhon, both ESAO under the POL action program and LPN are using project support to improve the access of migrant children to schools at the primary and primary extension level through transitional education models for children who lack literacy, access strategies within government schools, and a wider access through nonformal learning and migrant learning centers (MLCs). ESAO began their intervention with a survey of migrant students (including the Mon and other Burmese ethnic groups) already enrolled in schools in order to assess their work status. This was done before the project's DBMR system. To increase the access of migrant children to schools, ESAO is supporting through the project the employment of teaching assistants who can

teach in Thai and in Mon/Burmese. The Wat Sirimongkol School is one of five model schools supported by the project through the provision of bilingual teaching staff. The principal has a close relationship with the Burmese migrant community to encourage parents to send their children to school. Migrant families in the neighborhood of this school are encouraged to send their children to school through the provision of school lunches and uniforms.

The action program with LPN closely follows the earlier work implemented by LPN under TICW (2005–2007) and continues to develop the same strategies initiated under that project. LPN takes a holistic and multifaceted approach to increasing enrollment and retention of migrant children in education. Through its staff and community networks, LPN assesses the extent of migrant children working in target areas to present to the authorities, assesses the needs of children through working closely among the communities and families working around the seafood processing factories and smaller operations, and works with a range of education services, as well as with children and their families, to help enroll migrant children in education and withdraw them from inappropriate work.

LPN is supporting a number of models to improve migrant children's access to schools through support for MLCs run by NGOs, providing support to teaching staff and teaching resources for transitional education within government schools (where children gain literacy in Thai before enrolling in mainstream classes), providing informal classes offered on Sundays for working children, and providing vocational and skills training for older children at the labor rights center. LPN finds that migrant children are enrolling in increasing numbers, and that there is still a lack of sufficient places for children in schools. They have found that getting children to enroll in school is the biggest challenge and that, once they enroll, retention is not such a concern.

Table 4 summarizes the range of strategies used in Samut Sakhon by both ESAO and LPN.

Table 4. Education Strategies for Migrant Children in Samut Sakhon

Strategy	Implemented by
Assessing the needs of children in migrant communities	
<ul style="list-style-type: none"> Mapping community needs and the situation of working children in seafood processing and factories 	LPN
<ul style="list-style-type: none"> Survey of migrant students and their work status 	ESAO
Making schools more accessible	
<ul style="list-style-type: none"> Supporting transitional education for migrant children within the government schools through provision of bilingual language and literacy teaching in Thai and Burmese 	LPN, ESAO
<ul style="list-style-type: none"> Promoting model government schools with welcoming attitudes 	ESAO, LPN
<ul style="list-style-type: none"> Providing school on Sunday for children who cannot be withdrawn from work 	LPN
<ul style="list-style-type: none"> Supporting government schools and MLCs as alternatives for Burmese and other migrant children, including provision of financial support for MLCs 	LPN
<ul style="list-style-type: none"> Advocating the legalization of MLCs 	LPN
<ul style="list-style-type: none"> Opportunities for referral from MLC to government school 	LPN
<ul style="list-style-type: none"> Providing vocational and skills training for older out-of-school children at the Labour Rights Centre 	LPN
Encouraging parents to send their children to school	
<ul style="list-style-type: none"> Awareness raising among migrant parents of the education policy 	LPN
<ul style="list-style-type: none"> Gaining parents' trust and persuading of the value of education 	LPN
Encouraging children to stay in school	
<ul style="list-style-type: none"> Helping children to get nonhazardous work outside school hours, such as interpreting at the health clinic 	School under ESAO
<ul style="list-style-type: none"> Providing uniforms for children in MLCs 	LPN

Tak

The Mae Sot and Pob Pra ESAO, under the signatory of ONEC, have set up a broad consultative committee for the implementation of the action program, with participation of school directors, NGOs such as World Education, and the Burmese Migrant Workers Education Committee (a Burmese-language advisor and representative of the DLPW).

The major contribution of this action program is twofold: (1) mapping the availability of MLCs and government schools in the two districts of Mae Sot and Pob Pra under the ESAO jurisdiction, and (2) improving the access of children to government schools by developing teacher training in Burmese and Thai languages, and in child rights. The intervention is not working, primarily on the identification of working children and their subsequent enrollment in education, although a number of primary schools under the area office jurisdiction are making the effort to reach out to the communities around them and to welcome children from Burma.

The project also supports the *school-within-school* model where children from the MLC are referred to the local government school where they study Thai, Burmese, and English and can graduate with certificates in the Thai education system. Children at the Tha Ad school demonstrated their language skills and the values of the school in welcoming all children very clearly to the evaluation visitors. This school is justifiably proud of its achievements integrating Burmese migrant children and ethnic minority children into its classrooms.

Songkhla and Pattani

PPAT is working with children and communities around the ports and seafood processing industrial areas. The provision of education services is not a major strategy of this action program; however, referral to vocational education is one of the means used to withdraw older children from labor. PPAT reports one of the challenges so far has been referring children to vocational training options, as most children see that many of their peers who have had training remain unemployed.

Chiang Rai

In Chiang Rai, the newly approved action program implemented by the Provincial Office of Social Development and Human Security will provide education services in the form of skill development training to children identified to be withdrawn from labor as part of an integrated package of support designed on a case-by-case basis. This will also include livelihoods support, occupational and legal counseling, and medical service referrals. The action program has not yet begun delivering services; therefore, the effectiveness cannot be assessed.

Udon Thani

CYA is the only partner working predominantly with Thai children, and mostly children among in the 14 to 17 age group. Education referral is a minor component of the action program's intervention to date. CYA's strategy of to assist children identified as working in hazardous conditions or overly long hours in agriculture is to refer them to vocational education. CYA has gained cooperation of vocational training service providers, but few children have taken up alternative vocational skills training yet.

Challenges and Lessons Learned on Education Interventions

The challenges faced by the implementing agencies in Samut Sakhon and Tak to increase migrant children's participation in education are many. The challenges encompass the capacity and willingness of the schools to enroll migrant children, including the availability of teachers who can teach in both Thai and Burmese; the attitudes of Thai parents who frequently withdraw their children from predominantly migrant schools; and the attitudes and needs of migrant families, some of whom rely on the children's contribution of income and others in the community, who do not see education as a priority for children over 12 years old. Without childcare and family livelihoods improvements, it is difficult to enroll all children in school.

Challenges: Case Examples of Working Children

Tak

Girls age 12 to 14 continue to work packing flowers seven days a week and five hours a day. They do not attend school because there is no learning center they can access from the plantation and because their parents want them to contribute to family income. Mae Sot Civil Society is looking for ways to set up a learning center on the plantation in cooperation with the owner.

Samut Sakhon

The evaluation team met one family with one 12-year-old daughter who stays home to look after her siblings while her mother goes to work, but through LPN she is able to attend the school held on Sundays.

A further challenge is the lack of registration of MLCs, which are not able to provide graduation certificates. Migrant-focused NGOs in both Samut Sakhon and Tak are advocating for MLCs to be registered through the available channels and through policy advocacy at the national level. This issue has been taken up by the Task Force on Migrant Education in which the project participates, and the certification of nonprofit/nongovernment schools is expected to be approved in a forthcoming MOE decree.

The evaluation concluded from discussion with the implementing agencies that education service provision is a necessary but insufficient condition for the elimination of child labor. The policies of migration and migrant worker registration often conflict with the application of the principle of universal education. The immigration policy and migrant worker registration system both present an indirect but major obstacle to children attending school—they effectively bind migrants to particular employers, thereby effectively keeping their income low. The costs and bureaucratic difficulties of registration discourage many families from registering as migrant workers, leaving them and their children vulnerable to police harassment and deportation. The project partners in Samut Sakhon and Tak are trying to protect migrant children and migrant teachers by issuing ID cards and encouraging adult migrant worker registration, as well as advocating for the registration of child dependants of migrant workers at the national level.

4.4.3 Effectiveness of Occupational Safety and Health and Other Interventions

Strategies focused on occupational safety and health to withdraw children from the worst forms of child labor by reducing the hazard in the workplace or withdrawing children from work altogether are being undertaken by the action programs in Songkhla/Pattani, Mae Sot Civil Society in Tak, and in Udon Thani.

In Tak Province, there are indicators of very effective ways to reach migrant communities, especially in the isolated plantation environment, such as the training of health volunteers that work on two plantations in one migrant community of agricultural day laborers and associated awareness-raising activities on the hazards of pesticide use. Health checks of adult and child migrant workers have been carried out, including blood tests of the level of pesticides. This fairly modest intervention is promising in terms of raising the awareness of workers and plantation owners concerning the health hazards involved in the use of pesticides. This awareness-raising strategy is eventually intended to result in the withdrawal of children from child labor through the reduction of hazards and removal of children under age 15 from inappropriate work. The

action program also links children identified in plantation work and not attending school into education provision; however, at this early stage of implementation, the effectiveness of awareness raising to actually reduce hazards and of efforts of the Mae Sot Civil Society networks to enroll children in education are not yet in evidence.

CYA in Udon Thani is beginning to carry out health awareness education and is working with the provincial public health department to carry out pesticide tests for young workers; they will campaign to reduce the use of pesticides in agriculture. Having just begun implementation, the effectiveness of the program in raising awareness, reducing the level of hazard in the working environment, and of referring working children to education options is yet to be proven. CYA is also monitoring children's involvement in entertainment services, such as traditional music dancing performances. Several girls attending high school who work as performers in these forms of entertainment during school term have been identified by the partner as potentially at risk of the worst forms of child labor and are provided counseling. It was not clear to the evaluators that their involvement in such work, which is a family-based and local cultural tradition, necessarily constitutes inappropriate work outside school hours, and the basis for including them as beneficiaries should be considered carefully.

PPAT, working in the fishing and seafood processing factories and small enterprises around the ports of Songkhla and Pattani, also use health services as an entry point for raising awareness of child labor issues among families and sensitizing employers to children's rights. PPAT has started up a mobile clinic using volunteers to provide health services to small family-based factories where children work sorting fish. According to the PPAT staff met by the evaluation team in Bangkok, the volunteer-based approach is proving effective in improving children's health status and in raising awareness of children's rights. Four-hundred thirty children have been trained in child rights, work safety, and health, as well as reproductive health across the two provinces. According to the PPAT staff, persuading children to leave work and enroll in education and training options is proving challenging, but there is much that can be done to reduce the hazards at work for those who are of legal working age.

While the project has embarked on practical approaches to work hazards, focusing on pesticide hazards in Tak and Udon Thani for example, there are many other hazards that are likely to exist, including carrying heavy materials, unsafe machinery, and exposure to heat. According to the ILO senior specialist on OHS, the project might consider the use of ILO's participatory and community-based approaches that have been developed by ILO in Cambodia and Vietnam to broaden the scope of improvements made by the project. Working with farms, workers, and employers, the tools known as Work Improvement in Small Enterprises and Work Improvements Through Neighbourhood Development offer practical and low-cost approaches to improving working conditions and occupational safety and health. It would be worthwhile for the project team to explore the use of these tools with the specialist on OHS, and decide whether the approaches can be adopted by the project.

4.4.4 Child Labor Monitoring System

As noted, development of a model of locally implemented child labor monitoring, in line with ILO's international model of child labor monitoring, has just commenced under the Khon Kaen University and Thammasat University partnership. Pilot work on developing the system has just commenced; therefore, the evaluator cannot comment on its effectiveness. The intention of the CLMS is to train representatives from local government agencies, including the labor inspectorate, employers, workers, teachers, and community leaders, to identify child labor and refer children to services.

The CLMS will be piloted in the six provinces, starting in Tak, with a view to developing a nationally applicable model. The summary outline for the action program notes that it will enhance the capacity of the implementing agencies in the six targeted provinces to prevent and reduce children working in the worst forms of child labor, improve services provided, and enhance referral systems. With a broader sector scope than the program activities and with national applicability, this promises to be a very worthwhile approach once it gets underway; it has the potential to map the extent of child labor and to withdraw children from work through referral to available services. Such a system would be highly valuable and significant for addressing child labor across the country if it is well formulated, tested, and subsequently adopted by the relevant stakeholders.

The disadvantage of its late start is that the time available to disseminate the model once it is developed will be short, as the action program duration of 11 months will conclude close to the project end, and the duration itself is relatively short to develop and institute this potentially significant model. With an earlier startup, there may have been an opportunity for mutual learning between the identification approaches developed by the CLMS and the action programs in terms of multisectoral ways of reaching working children, although it is not the intended purpose of the CLMS to inform the action programs. However, the lessons on identification and referral of children from both the project action programs and the CLMS might be shared toward the end of the project.

4.5 CONTRIBUTION TO AN ENABLING ENVIRONMENT

The project is contributing to an enabling environment at various levels and through a range of activities. The media and public awareness-raising events held on the World Day Against Child Labor have attracted the wide participation of children and adults, as well as media attention, though the effectiveness is difficult to gauge. The CTA has also participated through the interagency working group on human trafficking coordinated by UNIAP in campaigns to raise awareness among employers and the general public of child labor issues in Thailand.

The cross-provincial networking and policy advocacy through Thai Coordinating Committee on Migrant Children (Thai-Cord) has seen a number of achievements to date. According to the director of NCYD, support from this project has been instrumental in reviving Thai-Cord. Thai-Cord aims to collect lessons learned, develop tools for advocacy, and promote cross-border advocacy. The project has conducted a situation analysis of migrant children in Thailand to help understand the origins and groups of migrant children in the country. The program also builds

institutional capacity through organizing workshops among government organizations and NGOs as a platform for sharing experience. NCYD has drafted a handbook on providing support to migrant children for use by government officers and NGO staff working with migrant children. It was designed through a consultative process in the different areas where the project is working, as well as Mukdahan on the Lao border, and will be piloted by government officials at border provinces between Thailand-Laos and Thailand-Cambodia. NCYD also documents best practices of working with migrant children through a well-designed media strategy.

The work of MAF is also well founded to catalyze policy and action on children working in the deep sea fishing industry. MAF conducts action research on the situation of Thai and migrant children and adults in deep sea fishing. MAF media campaigns are well founded on case evidence to highlight the issue of children and adults who are exploited in the deep sea fishing industry. However, the project needs to have a strategy for linking the work of this action program with its other national and local efforts, contributing to the knowledge base on this form of child labor.

4.6 RESPONSIVENESS TO GENDER ISSUES

The project's direct intervention strategies equally target female and male children, and project monitoring data are recorded by gender and disaggregated. The implementing partners that work directly with communities appear to be quite well aware of the extent to which girls and boys are working in the sectors of focus. The partners report that both girls and boys work in shrimp peeling and other seafood processing, while agricultural work tends to be more gender-segregated according to tasks. However, the project does not appear to be implementing strategies to address gender effectively. From our observations during the site visits, we saw in Samut Sakhon that girls were quite prone to be given the burden of caring for younger siblings, while girls in Tak were exposed to pesticides while packing roses. Girls are also vulnerable to exploitation in dangerous and hidden sectors of work, such as domestic work and commercial sexual exploitation. None of these risks were specifically addressed by action program partners as far as we could ascertain. There may be other factors that particularly put boys at risk, or work against them being withdrawn from work. The evaluation recommends that the project staff and partners consider these gender questions more closely and that partners identify whether and how they are addressing gender issues when reporting on the action programs. The evaluation also recommends that any methods shown to be effective in specifically assisting girls or boys be documented.

At the policy level, the NPP (to which the project has given technical support) highlights that sexual abuse and sexual assault are major concerns in the service sectors, but does not term this a gender issue. However, the operational guidelines produced on labor trafficking by OPP/MSDHS are sensitive to gender issues in trafficking. The proposed research on the commercial sexual exploitation of children will hopefully examine the gender issues inherent. Nevertheless, it would appear that the project as a whole should give more attention to designing strategies that respond to gender issues in child labor and monitoring their effectiveness.

4.7 PROJECT MONITORING SYSTEMS AND DIRECT BENEFICIARY MONITORING

4.7.1 Project-Wide Monitoring

The project employs a range of project monitoring tools in accordance with ILO-IPEC procedures. These include the project work plan organized by quarter, a PMP, and the DBMR system.

Project-wide work plans and the PMP appear to be completed with attention to detail and updated according to guidelines. But the project monitoring systems could be used more effectively to respond proactively to the project's challenges. Some stakeholders express that they would like to have more frequent monitoring visits by project staff, and the evaluator would also recommend more frequent and planned monitoring visits, which would help to improve the application of ILO guidelines, and identify and address the difficulties that partners experience, especially in the less experienced provinces.

As a related point, it would also be valuable for the project staff to provide more guidance to implementing partners on child sensitivity and child and community rights in seeking to reach and support children and their communities. During our visits, the evaluation team sometimes felt that the partners invited too many observers to visit the communities without an obvious role to play. While this may be unavoidable as part of a multisectoral team approach, it would be worth emphasizing ILO-IPEC child rights principles.

4.7.2 Direct Beneficiary Monitoring and Reporting

Introducing the DBMR system, which is a required monitoring tool for ILO-IPEC projects under ILO-IPEC generic guidelines, has been a source of difficulty and has absorbed a great deal of project energy of the team and partners. The DBMR system is explicitly referred to as a monitoring tool in the project document. However, the DBMR system was introduced to project partners in July 2008, after most of the action programs had commenced. Before this, the project management staff members were not aware of the need to monitor every targeted child according to ILO-IPEC guidelines. Focal point staff for the USDOL program and the senior program officer in Geneva identified the lack of the DBMR system and organized a mission by a specialist to provide training to the team and partners on DBMR in July 2008. This meant that instituting the DBMR system had a difficult start, as the partners did not realize what was going to be required of them and, moreover, had begun to implement some of their own beneficiary surveys and reporting. Following the training and discussion of the DBMR, the process of developing the adaptation of the guideline for Thailand took around three months to prepare and translate. The DBMR system has only been functioning since around October 2008, so there is a major backlog of beneficiaries to record in most areas. The manual itself is comprehensive, though perhaps overly detailed on background. The partners report that it is both time-consuming and complex to implement.

From the observations of the evaluator, there are still varying levels of understanding of the use and concepts of withdrawal and prevention contained in the DBMR system. This has resulted in

inconsistent application of the DBMR system among provinces. For example, some implementing partners complete the form for a random sample of beneficiaries within particular service catchment areas, such as migrant children attending primary schools, rather than intentionally selecting children for assistance. This has come about partly because children targeted are already enrolled in schools. It could, therefore, result in an overestimation of the extent of the project's influence. Other partners record DBMR forms only for those children they have explicitly targeted and with whom they are working closely. Classification of children for withdrawal or prevention is also challenging for some partners.

The partners report difficulty with the time that it takes to complete each intake form, to assess children for withdrawal and prevention, and to decide the types of services to be provided. In Songkhla and Pattani, for example, 900 children have been recorded as targeted beneficiaries, but only 7 have been assessed (in terms of the records at least) for the types of services they should be provided toward withdrawing or preventing them from the worst forms of child labor. In summary, the difficulties experienced by partners in applying the DBMR system appear to be due partly to the timing of its introduction and partly to the complexity of the system.

Concerning the numbers of children to be targeted for withdrawal and prevention, partners originally were directed toward targets based on the research findings per province, which flowed into the project document. These numbers did not necessarily take into account the practicality of monitoring children on an individual basis. Although partners have adjusted the number of children they intend to reach in some localities, the targets would appear to need another review. The target numbers of children for withdrawal and prevention through education services and for other types of services are included in the discussion of the project's impact in Section VI.

The Khon Kaen University/Thammasat University team is charged with the task of providing support to DBMR recording and analysis through development of a software package, user's manual, and associated training. Note that this task is in addition to the primary task of developing the CLMS. However, in the light of the challenge that the system continues to present, the evaluator recommends that further on-the-job training should be provided to the partners, especially in the area of withdrawal/prevention classification. The ways that the DBMR forms are being distributed and completed should be monitored if the system is to provide a reliable means of monitoring impact as well as a case management approach to providing assistance.

4.8 EFFECTIVENESS OF THE PROJECT MANAGEMENT STRUCTURE

The project is implemented by a team of four, comprising the national CTA, senior program assistant, program officer, and administration officer. The responsibility for overall project management and strategic direction lies with the CTA. Management and technical advisory responsibilities for national policy advocacy activities, provincial action programs, and national action programs is shared between the CTA, program officer, and senior program assistant as follows—

- The CTA is responsible for support to national policy development through the NPP committee on the worst forms of child labor and all other national policy work (Thailand regional and national work on labor trafficking, and development of operational guidelines on labor trafficking for the central region); at the provincial level, the CTA is responsible for management of the Tak action program, backstopping of the Chiang Rai action program, and management of the Khon Kaen University national action program on child labor monitoring and DBMR support.
- The program officer is responsible for monitoring and technical support to four provincial action programs (Samut Sakhon, Udon Thani, and Songkhla/Pattani) and the national crosscutting action programs (NCYD and MAF).
- The senior program assistant manages the Chiang Rai action program (with CTA support), and is responsible for management of reporting, training on ILO-IPEC technical and financial reporting for action program staff, and the overall budget preparation and monitoring.

The ILO-IPEC subregional senior child labor specialist, based in Bangkok, provides technical and management backstopping for the project as part of her provision of technical advice to all the child labor projects in the subregion. However, the child labor specialist does not have a direct management role in the project. Further technical backstopping is provided by the child labor focal point/senior program manager at ILO-IPEC headquarters. During the first two years of the project, there have been two child labor specialists under the subregional office. The former specialist was closely involved in project preparation and design and was based in Bangkok until March 2008, but was also absent on mission overseas for some months before that. The current child labor specialist arrived in October 2008. During the period of absence of a child labor specialist, which amounted, in effect, to at least seven months, the HQ senior program officer and TICW project manager were assigned to follow the project; however, the level of technical support and oversight during this period was not optimal. The child labor specialist is now following the project progress closely and has been directly involved in negotiation with action program partners at critical junctures, including the negotiation to terminate the agreement with a former Chiang Rai action program partner. In this instance, the project staff had been aware of the delivery problems of the POL action program partner in Chiang Rai and had been communicating their concerns to them (via letter and telephone); however, action to proceed with termination was only taken once the new child labor specialist was in post. According to the views of some informants, this termination could possibly have been averted if the problems had been addressed earlier, as POL had shown strong motivation at the start of the action program.

The team expressed that the workload is very high, on occasion overwhelming, which has led to the request to the donor in the current revision proposal for an additional program officer. The evaluator considers this request justified for the project team to provide sufficient oversight and technical support to the action programs. This would allow an opportunity for a restructuring of responsibilities within the team. Given the need for strong overall management guidance, reporting oversight, and strategic direction, in the view of the evaluator it would be most efficient to move the management of the Tak action programs to one of the program officers. The senior program assistant is intended to be responsible for 50% management and 50%

program work, and would appear to have the technical capacity to take on more of this program work, such as attending some of the national policy committees.

While all team members demonstrate a high level of commitment to the project and exhibit individual strengths, the team members and observers commented that the team lacks sufficient management capacity, guidance, and clear lines of delegation. A horizontal staffing structure combined with a lack of regular planning meetings results in partners receiving contradictory communications from different members of staff, which may have an impact on the speed and effectiveness of implementation. There is an observed lack of coherence among the team. This represents a threat to the success of the project given the enormous challenges it faces to increase its momentum.

4.9 THE PROJECT REVISION REQUEST

The proposed project revision submitted to USDOL on January 30, 2009 requests a three-month, no-cost extension of the project and the recruitment of an additional program officer. From the viewpoint of the evaluator, these two additions will go some way to addressing the time and staff constraints of the project. The evaluator considers that the extension of three months will allow action programs to be fully implemented and to reach their target numbers of beneficiaries, and the implementing partners themselves report that this would be highly useful for them, assisting to reach their beneficiaries with fully developed strategies and services. However, three months is not likely to make a substantive difference for action programs such as Chiang Rai, which are yet to commence to prove their effectiveness. A longer extension might warrant consideration if the project can prove in the coming months that it is making strong progress.

The revision also proposes changes to the project strategies and specific outputs under the objectives. In light of the delay in the approval of the NPP and the consequent allocation of budget, the revision suggests a less ambitious strategy in terms of supporting provincial plans, while supporting the task of budgeting for the implementation of the NPP. This seems a reasonable approach; however, there appears to be an immediate opportunity to help maintain the momentum of NPP implementation and assist the national government to develop more operational parameters. The project objectives themselves are not altered in the revision. In relation to the policy change objective, the revision proposes to replace subregional research (Activity 1.2.1) with documenting the situation of migrant child labor and advocating for supportive policy to focus migration policy on child labor. This revised output seems reasonable and could be pursued through the efforts of the Thai-Cord network under the NCYD action program, as well as through the Thai COMMIT process in collaboration with UNIAP. Under Objective 3, Output 3.2, the significant change relates to the proposal for specific research on emerging issues in child labor. The research studies suggested are on the issues of commercial sexual exploitation of children, the impact of the financial crisis on the worst forms of child labor in Thailand, and the use of child labor in supply chains. While these research studies seem worthy and do reflect emerging issues, the evaluator suggests prioritizing the studies based on feasibility and urgency. It may be difficult, for example, to design a methodology for assessing the impact of the financial crisis on child labor in a relatively short timeframe.

V EVALUATION FINDINGS—EFFICIENCY

- 1. Is the project cost-effective in terms of the scale of the interventions and the expected direct and long-term impacts?*
- 2. How efficient is the process by which action program proposals are reviewed and approved and resources allocated?*

5.1 COST-EFFECTIVENESS AND HUMAN RESOURCE EFFICIENCY

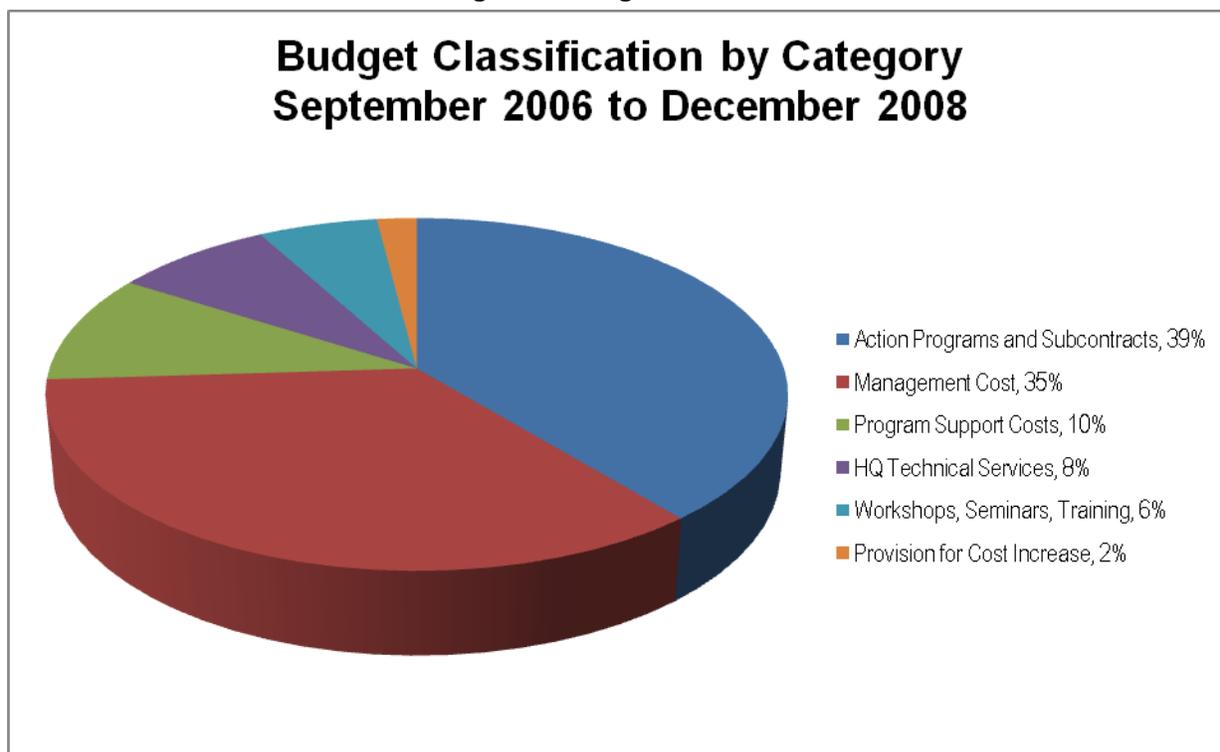
5.1.1 Cost-Effectiveness

Cost-effectiveness of development project interventions is difficult to assess without firm criteria or benchmarks for what constitutes the criteria for cost-effectiveness. It is also difficult to put a cost value on national systemic change of the sort that this project is aiming to bring about. However, with the information provided to the evaluation on the budget allocation of expenditure at December 2008, and the expenditure at November 2008, the evaluation offers some indications of cost-effectiveness based on the total budget, compared with the scale of the interventions, as well as the share of the budget between policy, direct action, and enabling components.

The total project budget of US\$3.5 million is considered appropriate for the scale of the project, which encompasses policy engagement at the national level, the development of models of intervention in six provinces, and a range of national-level advocacy and awareness-raising efforts.

The breakdown of the budget allocation between major categories of expenditure is shown in Figure 2. These proportions relate to budget allocation at December 2008, which matches the original allocation. The allocations are subject to change in the case of approved revisions to the budget.

Figure 2. Budget Allocation



Source: CTA presentation to the midterm evaluator, March 2, 2009

The share of the budget for project management accounts for a relatively high proportion of the budget (35%); however, staff costs clearly contribute to program delivery at the national and action program level. At 39% (US\$1.35 million), action program allocation represents a fairly large share. Since the action programs are intended to reach 7,500 direct beneficiaries and many more indirect beneficiaries across six provinces, with long-term benefits in terms of the potential for replication to other provinces, the costs of the project are considered to represent good value for money. Furthermore, action program budget is shared equitably across the focal areas. In terms of the national scale of the project, the wide range of activities, and the expected achievements, the project is considered to be cost-effective and providing good value for money.

Table 5 provides the delivery rates of various categories at the end of November 2008. The CTA provided an overall financial delivery rate of 28% at this date. Clearly the program areas of expenditure in the categories of workshops and action program subcontracts are well behind expected delivery compared with the elapsed time of the project, as has been discussed earlier. Management expenditure is more aligned with planned expenditure. However, with all action programs now underway, program expenditure is expected to move into line with the intended budget during the remainder of the project, notwithstanding any shifts in budget allocation requested and approved by USDOL.

Table 5. Budget Expenditure by Category at November 27, 2008

Budget Category	Budget Allocation at December 2008 (USD)	Expenditure at November 2008 (USD)	Delivery Rate (%)
Workshops, training	214,000	31,778	14.8
Action programs and subcontracts	1,351,000	278,227	20.6
Management	1,237,744	528,026	42.7
Overall delivery rate			28.0
Total	3,500,000	Not available	

Source: CTA presentation to midterm evaluator, March 2, 2009

The partners are provided funds on the basis of activity plans and are not funded for their overhead costs, which contributes to efficiency. As noted earlier, the project has leveraged funding resources through collaboration with TICW, amounting to almost US\$150,000 toward LPN (US\$50,000) and NCYD (US\$94,130) action programs. The project has also received significant technical collaboration from TICW, which has been a cost-efficient approach.

Efficiency in Terms of Human Resources

The ILO-IPEC project management operates with a modest staffing of four. Allocation of tasks within the team could be more efficient, since the CTA currently takes responsibility for the Tak action programs as well as overall management and technical backstopping for the other action programs, as discussed earlier in Section 4.6. An alternative allocation of tasks has been suggested in light of the project revision request for an additional program officer, where the CTA would relinquish the main responsibility for the Tak monitoring. Staff focal points have been assigned to manage each action program, which has contributed to efficiency, but as reviewed under Section 4.6, roles and task division is not always clear, so that staff are required to do various tasks on an *as needs* basis, and a *crisis management* environment often arises due to the pressure of tasks.

At the action program level, the partners are provided funds for some staffing costs, but are not funded for their agency overhead costs. The use of volunteers in the LPN and Udon Thani action programs adds to the efficiency of these programs but needs to be considered in terms of the implications for long term sustainability.

5.2 EFFICIENCY OF COMMUNICATIONS

The project requires an extensive network of communications among the project team, with the subregional child labor specialist and subregional director, between the staff and implementing partners, with ILO-IPEC HQ desk office, and with the donor. The evaluation found that, while communications among the project team are frequent, they are not as efficient as would be ideally required for a project of this magnitude. As reflected earlier, some implementing agencies report that information is not always shared among the staff and that conflicting messages are occasionally relayed to them.

In terms of communications with the partners, most partners reported that responses by project staff are timely and helpful. The partners also praised the quality of the training on ILO-IPEC financial and narrative reporting that the project staff has provided. Communications between the team and the child labor specialist based in Bangkok are frequent. Communication between the ILO-IPEC senior program manager in Geneva appears to be frequent. Regarding donor communications, responses to the donor queries on technical progress reports appear to be timely and thorough.

5.3 EFFICIENCY OF ACTION PROGRAM APPROVAL

Action program approval has been shown to be a lengthy process. Each program is screened by the CTA through an interactive process with the implementing agency, sent to the child labor specialist for technical clearance, to ILO-IPEC HQ for technical inputs, and (once these are received) to ILO Budget Control HQ to ensure that the program complies with ILO financial rules and regulations applied to subcontracting. At this point, the action program can be signed by the ILO director and the implementing agency. It is also presented for endorsement to MOL at this final stage, as the chair of the National Steering Committee on the Worst Forms of Child Labour. Most of these steps in the approval process are probably unavoidable and undesirable, but the time taken by each step might be shortened. ILO-IPEC might look for ways of streamlining the process for future projects, possibly by decentralizing the approval requirements for smaller projects. Project staff members themselves might have been able to expedite approval processes by vetting the action program proposals further. Any efficiency measures that could be found to streamline this process would likely benefit future ILO-IPEC programs. The approval and forwarding of action program funds once they are underway is based on quarterly submissions of activity requests. According to partners, delays in funding approvals by the project CTA have meant that the partners have advanced funding themselves or have had to wait some months to move forward with their activities.

5.4 EFFICIENCY OF MONITORING AND REPORTING SYSTEMS

The semiannual technical progress reports to the donor appear to be working effectively, although the length of the reports suggests that it is a time-consuming activity, and the narrative sections of reports might be streamlined to some extent in agreement with USDOL. The PMP is being reported against regularly in the technical progress reports, comparing plans with actual implementation. It is reviewed and updated according to changes in the framework of objectives, activities, and indicators, and appears to be used effectively to monitor gaps between plans and implementation, though it could perhaps be used more effectively to respond proactively to the gaps.

At the action program reporting level, the partners find the detail and frequency of reporting to be burdensome, especially when they have to translate their reports into English. The partners commonly commented to the evaluation team that the financial reporting requirements seem to be overly rigorous at times, and that the project does enable flexibility in terms of adjusting the budget for different activities. The project administrative staff would be encouraged to look for ways to be less demanding regarding the accounting system, while adhering to the ILO regulations for financial accountability and transparency.

VI EVALUATION FINDINGS—IMPACT

1. *What appears to be the project's impact to date, if any, on individual beneficiaries?*
2. *What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country?*
3. *What appears to be the project's impact to date on government policy structures in terms of systemwide change on education and child labor issues?*
4. *Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project?*
5. *At midterm, are there best practices by the project or the implementing agencies that might be replicated in other areas in the future, or considered to be innovative solutions to the current situation?*

6.1 IMPACT ON BENEFICIARIES

Since most of the action programs have been underway for a relatively short time and, in some cases (Chiang Rai and Udon Thani), have not begun delivering services yet, the intended impact of the project on child beneficiaries is largely yet to be seen or demonstrated at the direct action program level. To the extent possible, the impacts on beneficiaries to date are assessed here based on the quantitative data that are available in terms of DBMR reporting and through qualitative examples of change in terms of impacts on beneficiaries, partners, and governments. Clearly, in the absence of a broader survey of beneficiaries than was possible in the time available during the field visit, these qualitative observations are anecdotal rather than representative.

The total number of children reported to have been withdrawn or prevented from child labor across all action programs as of February 2009 is summarized in Table 6.

The project DBMR guidelines and project reporting through technical progress reports refer to both ILO Convention 138 on the minimum working age and ILO Convention 182 on the worst forms of child labor to define unacceptable working conditions and the worst forms from which children are to be withdrawn. If children are working under conditions as defined as unconditional worst forms of child labor under Convention 182, Article 3, categories (a), (b), and (c), they must no longer work in those conditions in order to be counted as withdrawn from child labor. For children working under hazardous conditions as defined under category (d), reducing the hazard in the working environment can count as withdrawal from the worst forms of child labor in the case of children age 15 to 17, but children under age 15 must be assisted to enter the education system to be counted as withdrawn. Children's enrollment in education is not the sole consideration that defines a child as withdrawn from child labor. If a child still works under hazardous conditions after school, they cannot be counted as withdrawn.

Note that the project uses additional criteria related to service provision to count children as withdrawn from child labor. In the case of noneducation services, withdrawal is defined as receiving a package of services, including counseling, income generation, or skills training, for parents that allow children to be withdrawn from hazardous working conditions. In the case of education services, the criterion is the attending of education or training for one semester (three to four months) according to project response to USDOL comments on the October 2008 Technical Progress Report, and confirmed by the project staff during the evaluation. The DBMR guidelines and quarterly reporting forms do not appear to define the length of education enrollment required to count as withdrawal, though they do mention that the duration must be taken into consideration. Minimum standards for withdrawal by specific services are being set according to the project response to USDOL noted above. The evaluation did not ascertain whether further work has been done on the definitional standards for withdrawal through education services; however, it appears that the conditions of service provision to qualify for withdrawal from child labor require further clarification. The tables reporting on withdrawal and prevention in the March 2009 Technical Progress Report continue to include the note that children are included as withdrawn or prevented through education services at point of enrollment; therefore, the report format seems to require updating in line with current practices and guidelines.

A total of 958 children are reported to have been withdrawn or prevented through education project-wide, and 212 children through noneducation services. In comparison with the target numbers of 5,000 for withdrawal or prevention and 2,500 through noneducational services, the project clearly has a long way to go. However, agencies report that they have actually had an impact on many more children than have been recorded in the DBMR, so that once the system is fully operational, the picture of impact will be seen more accurately. It is anticipated by the action program partners that, once the ground work has been laid in terms of screening and identifying children and setting up the services, the pace of impact as recorded by the DBMR system will increase.

Table 6. Children Withdrawn or Prevented from Child Labor—DBMR Reporting at February 2009

Children withdrawn or prevented through educational services or training opportunities

Children (Direct Beneficiaries)	Male	Female	Total
Withdrawn	134	239	(1,670) 373
Prevented	269	316	(3,330) 585
Total	403	555	(5,000) 958

Children withdrawn or prevented through noneducational services

Children (Direct Beneficiaries)	Male	Female	Total
Withdrawn	55	93	(830) 148
Prevented	42	22	(1,670) 64
Total	97	132	(2,500) 212

Note: Target numbers shown in parentheses.

Given the inconsistencies and difficulties that have been acknowledged by the partners in the direct beneficiary monitoring and reporting, as discussed earlier in this report, it is also worth looking at the numbers of children reported as having been reached by the action programs, and the ways in which they have been reached, even though not recorded in the DBMR. This by no means suggests that this information is a substitute for the rigorous beneficiary monitoring that is required under the DBMR. The information in Table 7 on the following page gives us a more nuanced picture of the scale of the impacts achieved to date.

As suggested by the different types of information reported by the implementing partners, some of the action programs are showing promising impact in terms of withdrawing children from work, removing them from hazardous work situations, and preventing them from entering work, especially in the case of Samut Sakhon and Songkhla/Pattani. The use of the blood tests as evidence of the harmful effects of pesticides will hopefully prove effective in influencing plantation owners' practices and protective measures regarding working children and adults. Action programs in Udon Thani and Chiang Rai are too early in the implementation to report their impacts.

From the evaluation team's observations, a number of emerging impacts can be seen in Samut Sakhon and Tak provinces. In Samut Sakhon, the team met with children attending the Wat Srisutharam government school where transitional education for migrant students is supported by the project through LPN. Five children met by the evaluators, age 10 to 14, expressed their happiness at being able to attend school after previously working long hours peeling shrimp. These children now express their hopes for satisfying work when they grow up, telling us they would like to have jobs as teachers, nurses, and policemen. The mothers described the ways that their attitudes have changed and that they now see the value of education for their children, and are prepared to forego the additional income their children bring in to send them to school. The attitudes of the principal and teachers in this model school are also demonstrably welcoming to migrant children. The challenge noted by the Samut Sakhon ESAO is that there are not enough schools with the capacity to accept migrant children. Some schools are difficult for children to access physically and Thai parents continue to withdraw their children when there are a large number of Burmese children attending.

In Tak, the evaluation team met with a group of health volunteers on the Bhuppha agricultural plantation under the Mae Sot Civil Society program. The health volunteers who have recently received training expressed their pride and satisfaction in being able to provide health awareness education to their peers and children in the plantations. The plantation owners participating in the program are clearly rethinking their use of children in agricultural work, and the direct participation of the owners in the program is a credit to the Mae Sot Civil Society in gaining the trust of owners.

Table 7. Number of Direct Beneficiaries Reached as Reported by Action Program Partners

AP Partner	Number of beneficiaries as planned	Reported child beneficiaries reached so far
LPN Samut Sakhon	<p>Direct beneficiaries:</p> <ul style="list-style-type: none"> 1,000 children, 500 age 5 to 14 in education 500 age 15 to 17 in nonformal education 	<p>5 to 14 yrs: 342 children including—</p> <ul style="list-style-type: none"> 138 Wat Srisutharam School 170 Wat Jasadaram MLC 34 LPN MLC <p>15 to 17 yrs: 375 children including—</p> <ul style="list-style-type: none"> 35 children at learning center 10 children at learning computer shop 160 children through community education mobile service 150 children trained in the worst forms of child labor and human trafficking 20 children at seminar in anti-trafficking campaign
POL Samut Sakhon	1,000 children age 5 to 14 prevented and withdrawn from child labor	5 to 14 years: 693 Burmese children able to go to government school (393 male and 300 female)
Mae Sot Civil Society	<p>Direct beneficiaries:</p> <ul style="list-style-type: none"> 100 children living on plantations or in agricultural community 200 parents/guardians 100 health volunteers, plantation owners, and teachers <p>Indirect:</p> <ul style="list-style-type: none"> 10–20 state agencies and community leaders 	<p>293 children working on plantations have been tested for chemical levels in the blood—52% were found to be at risk, and 18% with unsafe levels.</p> <p>Volunteer health workers from two plantations have been trained in OHS issues for agricultural work.</p> <p>The project has been successful in gaining the trust and cooperation of two plantation owners.</p>
Mae Sot ESAO	<p>Direct beneficiaries:</p> <ul style="list-style-type: none"> 1,600 children in school prevented; 400 children withdrawn in schools Teachers trained 	<p>Impacts not yet reported.</p> <p>The project activities chiefly address children through the improvement of teacher training curriculum to help migrant children access education. This curriculum is in the process of development.</p>
Udon Thani CYA	<p>Direct beneficiaries:</p> <p>400–250 children in agriculture and 150 in service sectors.</p>	<p>Impacts not yet reported.</p> <p>191 children have been identified for withdrawal or prevention in the agricultural sector and 74 in the services sector.</p>
Songkhla/Pattani PPAT	Approximately 1,600 children in hazardous fishing and related industries will be targeted.	430 children in seafood processing enterprises reached with OHS awareness training through the volunteer health network.
MAF	Number not specified, as the action program works primarily at advocacy level.	33 cases of forced labor and trafficking into deep sea fishing were reported to MAF and, as a result, rescued and referred through the existing system.

Under the ESAO program in Pob Pra District, Tak, the team met with the principal and students in the Tha Ad government school, which offers tuition to migrant and Thai children in Thai, Burmese, and English to assist in the integration of Burmese children referred from the MLCs. This approach, which will be expanded under the program's teacher training component, appears to be having a marked impact on these children's access to education, which will result in them gaining grade accreditation in the Thai school system. The emerging model of supporting both MLCs and integration in government schools, which offers Burmese children and their parents the option of learning within a Burmese or Thai curriculum depending on their future long-term intentions regarding returning to Burma or remaining in Thailand, is worthy of documentation as a best practice.

In light of these observations, which provide valuable qualitative evidence on the impact of interventions on the lives of migrant children and their parents, it is recommended that each action program record qualitative accounts of the changes in lives, especially of child beneficiaries. These case studies could then be incorporated in documenting the models for withdrawing and preventing children from the worst forms of child labor.

6.2 IMPACTS ON PARTNERS AND OTHER ORGANIZATIONS WORKING ON CHILD LABOR

The project has seen an increasing mobilization of provincial government authorities as well as NGOs working collaboratively to address the problem of child labor. In Samut Sakhon, for example, members of the provincial subcommittee on child labor through which the project operates are calling for the establishment of an MOU between government organizations and NGOs as a means for coordinated and long-term action addressing the issues. This highlights the recognition among government agencies of the vital role that NGOs play in accessing migrant communities and child workers. The importance of a multisectoral approach to addressing child labor is gaining acceptance at the provincial level in Samut Sakhon and Songkhla and Pattani.

Understanding of the concept of the worst forms of child labor among the project's provincial government and NGO partners is increasing through their participation in the project, and is having a multiplier effect among employers and communities that the partners have brought into the project's sphere of influence.

6.3 IMPACTS ON SYSTEMWIDE GOVERNMENT AND POLICY STRUCTURES ON CHILD LABOR

The project's impact on systemwide government policy and structures are limited to date, although the project has made key contributions to facilitating the NPP as a document containing the government's broad strategy and commitment. Impact is also seen in the production of a number of operational guides and handbooks to which the project, jointly with the TICW project, has contributed financial and technical assistance, notably the OPP/MSDHS guidelines on labor trafficking and the NCYD handbook on operational guidelines for frontline staff working with migrant children.

The CTA participates in the nongovernment Task Force on Migrant Education in order to communicate experience on the ground to the national policy level, and has contributed with other NGO participants to advocate for the certification of nongovernment learning centers, which MOE has recently approved.

The project has not yet achieved impact in the areas of the CLMS and cross-border cooperation between Thailand and Laos, as well as Thailand and Cambodia, to increase the registration of migrants and migrant workers. These areas remain challenges for the project. The capacity of the project to address these areas needs to be reviewed.

6.4 EMERGING TRENDS, CHALLENGES, AND OPPORTUNITIES TO INCREASE IMPACT

Emerging issues can be considered at several levels of the project's sphere of influence. First, at the national and international levels, several key informants observed that the global financial crisis is likely to have an impact on the situation of child labor, both migrant and Thai. There are divergent views on how rising unemployment among the Thai community will impact on the employment of migrant workers. Some argue that employment of migrant workers in Thailand is likely to decrease or at least that migrants will be pushed into the harshest forms of work as displaced Thai workers seek alternative employment. Others believe that the employment of migrants will continue as the Thai workers will not be willing to take up the kinds of jobs that migrants currently do. Clearly, this is a complex issue and the project revision proposes research on the likely impact on child labor in general. Both Thai and migrant children would be timely if an appropriate methodology can be developed.

In light of the financial crisis, various stakeholders emphasize the need for the project to double its efforts to keep child labor and migrant child labor high on the government and public agenda, particularly through media advocacy efforts of the Thai-Cord and advocacy on the issue of migrant and child worker registration.

Continuing at the national level, the recent endorsement of the NPP presents the opportunity for the project to renew its efforts to support the development of concrete national and provincial terms of reference, responsibilities, and budget allocation. If the project can do this, it will have a lasting legacy by helping to bring a timebound program into reality in Thailand.

Actors at the province level report that the situation of child labor has been changing in the provinces since the research phase was conducted, and furthermore there is a lack of data on the situation of child labor nationally. This points to the need for the project to advocate with the government for a national survey on child labor, and resourcing of such research under the NPP. The need for targeted strategies and action in the future to better identify and withdraw children from commercial sexual exploitation, which constitutes one of the unconditional worst forms of child labor, has been raised earlier in this report.

6.5 BEST PRACTICES AND POTENTIAL MODELS

Based on the earlier discussion of the effectiveness and impact of the direct intervention work, the evaluation highlights the potential best practices, which deserve wider review and fledgling models that might be documented for replication. These are summarized below.

1. **Provincial multistakeholder response to child labor.** The provincial model of coordination, as it is being developed in Samut Sakhon under POL with the support of the governor, may be able to become a replicable model for mapping the situation of child labor and coordinating a range of services to withdraw and prevent children from the worst forms of child labor.
2. **Community-based response to the worst forms of child labor and improvement of access to social services for migrant children.** Best practices include the Mae Sot Civil Society approach of building cooperative alliances between employers, government agencies, and migrant communities, as well as LPN's experienced holistic approach to assisting migrant children's access to education and other services in the context of a community-wide and rights-based approach.
3. **Accessible and responsive formal and nonformal education options for migrant children.** Through its activities in Samut Sakhon and Tak, the project is developing a wide range of strategies for increasing the enrollment of migrant children and children without Thai citizenship in the government system and MLCs, linking the two through transition classes and sensitizing teachers and the curriculum to the needs of migrant children.
4. **Reduction of the occupational hazards in agriculture and the fishing and seafood industry and associated health care interventions.** Health-based interventions in Tak, Udon Thani, and Songkhla/Pattani show promise of development into an overarching model for the protection of working children and their withdrawal from the worst forms of child labor. The features of this approach include health screening to detect unsafe uses of chemicals, education through migrant health volunteers, and raising the awareness of employers regarding their obligations to maintain safe working environments and to remove children from hazardous work.

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VII EVALUATION FINDINGS—SUSTAINABILITY

7.1 PROGRESS TOWARD SUSTAINABILITY

Sustainability is well integrated in the project design as represented in the project document, which highlights a series of issues and elements within the strategy to ensure sustainability. These elements can be summarized as follows—

1. Mainstreaming a focus on technical and institutional capacity to plan and implement action for the elimination of the worst forms of child labor among those institutions that have a mandate for particular aspects of the issue, including central planning and budget allocation through MOL and promoting universal access through education policy advocacy within MOE.
2. Working through stakeholders and partnerships at the national, provincial, and community levels through the design and implementation process to create a sense of ownership, to build ongoing commitment to the initiatives, and to direct interventions of the projects.
3. Leveraging non-project resources for project activities and beyond.
4. Building political and institutional support both directly with government and by mobilizing other partners to promote political support and a broadly enabling environment.
5. Building positive models for replication at the provincial level.
6. Supporting NGO service provision, such as nonformal migrant education services, to supplement government capacity.
7. Designing viable phase-out strategies within each of the action programs targeting direct beneficiaries, identifying responsibilities and timelines.

The evaluation considers this overall sustainability strategy relevant and comprehensive. The actual progress and success of the project in applying these strategies is dealt with below.

7.1.1 Capacity Building Among National Institutions

The focus on capacity building of the key national institutions responsible for central policy formulation and rollout on child labor is demonstrated in the project's support to the NPP drafting process through the National Committee on the Worst Forms of Child Labour. However, much remains to be done to ensure sustainability in this regard, for example, to build the capacity and confidence of MOL to define categorically the definition of hazardous work under part (d) of ILO Convention 182. MOL and other key members of the Committee consulted during the evaluation highlighted the need for project support in this area. The legal framework for the definition of hazardous work exists in the Labour Protection Act, but the NPP itself stops short

of operationalizing the legislation. A clear point in favor of the sustainability of the overall approach is that the project does not replace government financial responsibility for the development and operationalization of the NPP, which rests with MOL and other line ministries.

In terms of labor inspection and child labor monitoring nationwide, the project needs to build capacity much more in this area if it is to have a critical and lasting impact on the situation of child labor in the country.

7.1.2 Stakeholder Involvement and Commitment

At the national government level, DLPW is engaged in the NPP process, and the government is itself the leader of the process. The representatives of DLPW demonstrated their commitment to the ongoing implementation of the NPP in the evaluation interviews and at the national stakeholder meeting. The partnership strategy between the Government of Thailand and ILO-IPEC, implemented through supporting the government in moving toward a timebound approach, appears to be working reasonably well as far as the evaluator could ascertain, based on the comments of ministry and project staff and the tangible achievements that have been made. MOL representatives met and noted that they look to ILO-IPEC for technical support on a range of child labor policy issues. However, the types of support that the project can provide to MOL need to be articulated more fully to strengthen this partnership. One of the challenges that the project has faced, according to the project staff, is in establishing relationships with focal persons in MOL due to changes of staff at the senior level. This also means that capacity needs to be built among new staff. A further challenge is that there are four offices within the Ministry that have responsibilities for different aspects dealing with child labor, and these departments do not always work together coherently according to the project staff. However, the project has managed to maintain positive relations with representatives of each department.

In terms of the project endeavors as a whole, MOL as key implementing partner has the responsibility to approve each project action program, but there is not an observed sense of ownership of MOL over all levels of project activity. The project did not establish a steering committee modality, with the Ministry as chair, as is sometimes the practice with ILO-IPEC projects, possibly because there was already a national committee established with a comprehensive mandate on the worst forms of child labor. It is suggested that the project staff will need to make a concerted effort to inform and share its lessons with the Ministry as the project enters its latter phase.

Other relevant ministries, including MSDHS and MOE, participate in the National Committee on the Worst Forms of Child Labour and are, therefore, involved in the development of the national policy. The project's support to MSDHS has clearly built cooperative relationships with this ministry through its support to the development of operational guidelines and MOUs on labor trafficking.

The project's relationship with MOE at the national level does not appear to be very well established yet in comparison with relationships with education authorities at the province level. However, there is a good relationship with OBEC and the opportunity to build further national links for development of education policy for migrant children. As noted earlier, the CTA has participated in the NGO Task Force on Migrant Education and has provided assistance to the

national subcommittee considering certification of nongovernmental schools and MLCs. According to the CTA, the project plans to seek a higher level of ongoing cooperation with MOE.

The participatory design process and the research preparation phase at the provincial level has been successful in engaging the commitment among some of the participating provincial governments and a range of other stakeholders, including academic institutions and leading NGOs; however, some provincial governors and departments of labor remain noncommittal on the issue, and question whether child labor is a serious concern. The momentum achieved through early consultations and public hearings appears to have lost ground during implementation in some provinces and with some partners. In the case of Chiang Rai, while the commitment of POL may not have been maintained, the relationship built through associated ILO-IPEC work with Provincial Office of Social Development and Human Security was apparently maintained. PSDHS appears to be highly committed to the task according to informants, although the evaluator did not have the opportunity to meet with the new partner to verify this feedback. The project will need to focus on mobilizing further support for the issue of child labor, identifying local champions to raise the issue on the agenda, especially in provinces where the subcommittee on child labor is not effectively functioning yet. The central direction of MOL is expected to have a major impact on the capacity of provincial departments to carry out activities sustainably; however, more political will needs to be leveraged through efforts to establish an enabling environment under, for example, the Thai-Cord action program and other awareness-raising activities.

7.1.3 Other Partnerships—Challenges and Opportunities

In terms of its partnerships with national NGOs and community organizations present in the country, the project has built on ILO-IPEC's existing strong relationships with NGOs and alliances such as with NCYD, LRPN, and PPAT. It has also been successful in building new NGO partnerships with the Mae Sot Civil Society and CYA in Udon Thani where work on child labor is new. The project's support for nongovernment agency provision of education services to migrants through nonformal MLCs is critical to supplementing government capacity to provide education for migrant children. Partnerships of support from academic institutions that were involved in the preparatory research process—with Khon Kaen University, Chulalongkorn University, and Thammasat University—have also been maintained through involving these institutions in technical support for action programs and planned research interventions.

The project's chief partnership with other UN agencies has been with UNIAP. Joint activities include project support to the MSDHS Office of Welfare Promotion, Protection and Empowerment of Vulnerable Groups (OPP); training for frontline officers on dealing with labor trafficking cases; support to the publication of the operational guidelines on labor trafficking; and public awareness-raising activities targeting young middleclass Thai and their parents, held in central Bangkok. Further opportunities to work with UNIAP could be explored at the level of cross-border cooperation, with Burma in particular. Support to other related policy and practice initiatives has also been jointly funded by the project and Plan International. At the action program level, MAF, for example, collaborates with the International Organization for Migration in referring victims of trafficking in deep sea fishing for repatriation. Other joint efforts with international agencies were not noted. The demanding workload of the project has perhaps

limited the extent to which further partnerships have been developed, but opportunities for collaboration with agencies such as UNICEF could be explored further.

7.1.4 Success in Leveraging Non-Project Resources

The project has had limited success to date in leveraging non-project resources for the project's activities; however, action programs in Songkhla, Samut Sakhon, Tak, and Udon Thani are receiving financial contributions from provincial government ranging from US\$20,000 to US\$80,000 per action program, but the project team reports that these contributions have been slow to come through and are very difficult to track. Other action programs implemented by NGOs are receiving mainly in-kind contributions in the form of staff time and volunteer resources. The limited use of non-project financial resources is partly due to the lack of centrally directed funding for the NPP, which would enable ongoing funding for provincial efforts, but also results from a tendency toward the view that the project activities are “add-ons” to the main work of implementing government agencies, rather than part of their responsibilities.

7.1.5 Provincial Models for Scale-Up and Replication

Some of the emerging models of best practice have been noted earlier. Given the early stage of implementation of most of the action programs, little work has been done on documenting and promoting models. In the coming period of the project, the team will need to plan with implementing partners to document the emerging models for the prevention of and withdrawal from child labor and create forums for the exchange of experience and best practice between provinces where related issues are being addressed—for example, sharing between Tak and Samut Sakhon action programs on education initiatives, and between Tak and Udon Thani for safer agricultural practices and health improvements in agricultural work. Beyond this strengthening of action within the focus provinces, the project will need to devise strategies through appropriate forums to share the models nationally with nonparticipating provinces in the phase-out period of the project. Three months are allocated for this work in the current implementation plan; however, the evaluator suggests that this process begin at least six months before the end of the project.

7.1.6 Phase-Out Strategy

The project does not yet have an explicit exit strategy for all components of its work. Mainstreaming the policy interventions within the institutions and agencies that have responsibility for the elimination of child labor acts as a key to promoting sustainability, and many of the direct beneficiary interventions are also based within the provincial institutions responsible. However, the collaborative development of a specific strategy, project-wide and at the action program level, would be beneficial to ensure the initial steps for sustaining the project benefits are in place.

7.2 PERCEPTIONS OF LONG-TERM SUSTAINABILITY FOR THE ELIMINATION OF THE WORST FORMS OF CHILD LABOR

The overall perception gathered from stakeholders is that the effective elimination of the worst forms of child labor is a long-term process, which cannot be achieved within the lifetime of the project. Attitudes of some in Thai society toward child labor remain obstacles to be addressed, including the acceptance of work by children as a cultural norm reflected in the views of families, employers, and some provincial offices of labor.

At the national policy level, there is optimism that the current government—if it remains stable—can put a timebound program into place for the elimination of the worst forms of child labor. There are fears, however, that the efforts to combat child labor will lose political ground as national concern for economic stability and Thai employment may take precedence over concern for migrant child labor in particular, and family hardship may push more Thai children into inappropriate forms of labor. The project can do more to address these obstacles, through advocacy on a migration policy through the Thai-Cord alliance based on child rights for example, and as planned in the project revision, by producing evidence-based research to present to policymakers on the impacts of the financial crisis and the employment of children in global supply chains, which have the potential to influence Thailand’s reputation and trade status.

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VIII CONCLUSIONS AND RECOMMENDATIONS

8.1 CONCLUSIONS

The project is making concerted efforts to mobilize resources at all levels (national; provincial; and among NGOs, civil society, employers, and Thai and migrant communities) toward the elimination of the worst forms of child labor. This ambitious scope of engagement poses significant challenges but also the opportunity to make a significant impact.

While external and internal factors have caused serious delays to progress, which threaten the project's ability to deliver on its major objectives, notable achievements have been made at the national policy level and within each of the direct action programs. Models of best practice addressing the needs of migrant children in particular are being developed within education services. Meanwhile, health and occupational safety awareness and improvements in working conditions are reaching working children in isolated and marginalized communities. During the coming phase, the project needs to create opportunities for documenting and sharing these models among the project partners and beyond.

In the opinion of most stakeholders and the evaluator, an extension to the project duration by three months will enable the direct action models to have a chance to demonstrate their value in withdrawing and preventing children from the worst forms of child labor. A longer extension of six months would make a more substantial difference in the view of the evaluator given the late start of some programs; however, this would depend on further funding being available.

The evaluation identified particular gaps in effectiveness and efficiency, specifically in relation to direct beneficiary monitoring and reporting. Specific recommendations are made for improving partners' application of the DBMR system, including ensuring a consistent understanding of the concept of the worst forms of child labor.

Achieving the full range of designed outputs and activities under each of the objectives is considered ambitious in view of the timeframe, staffing, and financial resources. Therefore, the challenge for the project now is to sharpen its strategic focus and improve the effectiveness of its management processes to ensure that it can deliver sustainable impact.

8.2 RECOMMENDATIONS

The following recommendations are based on the evaluator's consideration of all the information available from documents and observations, as well as from individual consultations with the stakeholders and consideration of their recommendations on the project priorities to meet its objectives from now until the end of the project.

The recommendations are made to the project management, ILO-IPEC, and USDOL and project partners, as indicated in each recommendation, toward improving the project's ability to achieve its objectives in the remaining term. The recommendations are prioritized such that the first three represent the most urgent requirements at this critical stage of the project to meet the need for overall strategic planning.

1. It is recommended that the revision request to extend the project duration by three months to June 2010 be approved as a minimum condition to enable the action programs to be fully implemented, and that a review of progress be made mid-2009 to consider the need for a further extension and for the possibility of mobilizing funding for such an extension.
2. As an urgent priority, ILO-IPEC should conduct a review of the project's strategic direction to sharpen the focus and ensure that the project can have the most significant impacts within its resources, against the framework of the NPP and according to ILO-IPEC's comparative advantages. This review should be conducted through the convening of expert advisors, key stakeholders, the project team, and ILO-IPEC management using the ILO-IPEC Strategic Programme Impact Framework tool as a review mechanism.
3. It is recommended that ILO-IPEC management, in consultation with USDOL, review the management structure of the project with a view toward strengthening the capacity for senior direction, leadership, delegation, planning, and monitoring.
4. In the immediate term, it is recommended that the revision request for an additional program officer be approved to increase the team capacity for closer monitoring and technical support to the action program implementation.
5. At the national level, it is recommended that the project support the government in the next stage of implementation of the NPP through technical support for the development of line agency terms of reference at the national and provincial level, timelines, the budget allocation process, and reporting mechanisms.
6. An additional indicator for Immediate Objective 1 ("Policy changes in place to support the elimination of child labor") should be included to assess the quality of achievement of the policy objective, expressed such as "the NPP has practical and budgeted operational plans in place by the end of the project."
7. It is recommended that the project support a workshop for the National Committee on the Worst Forms of Child Labour and the NPP working group to operationally define hazardous work under part (d) of the definition of the worst forms of child labor in ILO Convention 182. This workshop would produce an operational guideline drawing on the definition contained in the Labour Protection Act with technical input from the regional ILO standards expert.
8. It is recommended that the project advocate for and support MOL to develop a plan to carry out a national survey on the nature and extent of worst forms of child labor as part of the implementation of the NPP.
9. As part of its education policy objectives, the project should look for further ways of linking the lessons learned from its education initiatives to the national level through ONEC and OBEC.

10. In order to strengthen cross-border advocacy on issues such as the regularization of migration from Laos and Cambodia, the project should optimize the strengths of the Thai-Cord network, and also pursue cross-border advocacy through the Thai COMMIT process with respect to the implementation of an MOU with Burma on the prevention of trafficking.
11. Each action program partner should review its direct beneficiary targets for withdrawing or preventing children from child labor in consultation with project staff, to ensure that targets are meaningful and realistic within the action program context.
12. The project should provide follow-up training to action program partners on the DBMR system and monitor the way in which the system is being implemented by each partner. Both training and monitoring should focus on partner's capacity to assess beneficiary children as requiring withdrawal or prevention from the worst forms of child labor and assessment of withdrawal and prevention as a result of the intervention. The project management staff should consider whether this training is best done by the project team or should be supplemented by ILO-IPEC expertise.
13. The project should assist implementing partners develop and put into action strategies to address gender questions in vulnerability to exploitation, require partners to identify how they are addressing gender issues when reporting on the action programs, and identify any methods shown to be effective in specifically assisting girls or boys should be documented.
14. The project team and ILO-IPEC management should look for ways of streamlining approval of fund flows to the action program partners.
15. A regular site monitoring schedule should be set up for action programs, and particular attention paid to action programs that are experiencing delays or difficulties.
16. The project should develop plans for documenting best practices by each action program and establish mechanisms for sharing of experience and best practices among the implementing agencies by (a) a centralized documentation mechanism and electronic sharing; (b) experience sharing workshops for partners working on similar issues; and (c) study tours by program implementers, workers, and employers to localities dealing with related issues and sectors.
17. The project should prioritize action among the research proposals under Objective 3 on commercial sexual exploitation of children, child labor in supply chains, and the impact of the global financial crisis to ensure that these research findings can be finalized within the project's lifetime and can be used strengthen commitments to address the issues raised.
18. The project should develop phase-out plans, both project-wide and within each action program, during 2009 with a view to commencing phase-out activities six months before the end of the project.

19. Future projects implemented by ILO-IPEC or supported by USDOL, especially those with an action program modality, should allow more time in the implementation schedule for the startup phase, including the recruitment of staff and the participatory design process for action programs.

ANNEXES

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ANNEX A: TERMS OF REFERENCE

Terms of Reference
for the
Independent Midterm Evaluation of
Support for National Action
to Combat Child Labor and Its Worst Forms in Thailand

Cooperative Agreement Number:	E-9-K-6-0085
Project Number:	THA/06/50P/USA
Financing Agency:	U.S. Department of Labor
Grantee Organization:	ILO-IPEC
Dates of Project Implementation:	September 30, 2006 to March 31, 2010
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	March 2–13, 2009
Preparation Date of TOR:	February 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	US \$3,500,000
Vendor for Evaluation Contract:	Macro International Inc., Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$663 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to

eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensure the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

USDOL reports annually to Congress on a number of indicators. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

In the appropriations to USDOL for international child labor technical cooperation, the US Congress directed the majority of the funds to support the two following programs³:

International Labour Organization's International Programme on the Elimination of Child Labor (ILO-IPEC)

Since 1995, the US Congress has earmarked some \$371 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Time bound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most USDOL-funded ILO/IPEC projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

³ In 2007, the U.S. Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

More specifically, the aim of IPEC is the progressive elimination of child labor, especially its worst forms. The political will and commitment of individual governments to address child labor is the basis for IPEC support. In addition to working with governments, ILO/IPEC works in coordination and cooperation with employers' and workers' organizations, non-governmental organizations and other relevant organizations. ILO/IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to address child labor, legislation harmonization, improvement of the knowledge on child labor, raising awareness of the negative consequences of child labor, promoting social mobilization against it, and implementing demonstrative direct action programs (AP) to prevent children from child labor and remove children from hazardous work situations and provide them and their families with viable alternatives.

Child Labor Education Initiative

Since 2001, the US Congress has provided some \$230 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Time bound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

Other Initiatives

Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

Project Background

Since 1995, USDOL has provided approximately US \$4.9 million to combat exploitive child labor in Thailand, as well as an additional US \$6 million on regional efforts that included Thailand. These projects have focused on awareness raising, capacity building and withdrawing or preventing children from the worst forms of child labor, including for example, in commercial sexual exploitation, trafficking, fishing, domestic service, agriculture, and the footwear industry.

The legal and policy framework for child labor and the worst forms of child labor in Thailand is comprehensive, however considerable progress needs to be made before these policies and laws are fully implemented. Thailand has ratified Convention 182 (in 2001) on the Worst Forms of

Child Labor and ILO Minimum Age Convention No. 138 (in 2004). Thai law sets the minimum age for employment at 15 years and has established restrictions on work for children under the age of 18 in specific hazardous forms of work. Thailand law also prohibits forced labor, prostitution and trafficking. For more information on the legislative framework in Thailand please see the Department of Labor's 2007 Findings on the Worst Forms of Child Labor (<http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFTreport.pdf>).

In addition, Thailand is a signatory to various protocols and Memorandums of Understanding (MOU) focused on combating trafficking in persons including the Palermo Protocol, MOU on Employment Cooperation with Lao PDR with an emphasis on preventing illegal migration, illegal labor trade, child labor and trafficking; MOU on Employment Cooperation with Cambodia and Burma; and MOU on Cooperation against Trafficking in Persons in the Greater Mekong Sub-Region (COMMIT).

ILO/IPEC first began projects in Thailand in 1992. In addition to the current project of support, ILO/IPEC support has included research on the worst forms of child labor in six provinces and direct action focused on various target populations in selected provinces including child victims of trafficking, children used in begging and child domestic laborers. To date, ILO/IPEC has implemented six USDOL-funded projects that have included activities in Thailand. ILO/IPEC has implemented additional projects focused on child labor, trafficking and labor migration including a DFID-funded regional project, ILO/IPEC Sub-regional Mekong Trafficking in Children and Women Project (TICW) in Thailand, Laos, China (Yunnan Province), Cambodia and Vietnam.

Furthermore, the ILO has developed numerous partnerships in Thailand, notably with the Ministry of Labor, Ministry of Social Development and Human Security, and Ministry of Education as well as with various research institutions, experts, NGOs, local government agencies, and international organizations.

It is within this context that USDOL has provided US \$3.5 million to ILO/IPEC for the project "Support for National Action to Combat Child Labor and its Worst Forms in Thailand."

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

On September 30, 2006, USDOL funded a grant to ILO-IPEC worth \$3.5 million to implement a project in Thailand to reduce child labor. As stipulated in the project document, the project targets 5,000 children for prevention and withdrawal from the worst forms of child labor (3,330 for prevention and 1,670 for withdrawal) through provision of education and/or training services. The sectors of focus are fishing and fish processing, domestic work, restaurants/services, and agriculture, with emphasis on trafficking issues across sectors. The project works in six provinces: Chiang Rai, Tak, Udon Thani, Samut Sakhon, Songkla and Pattani. In addition to the provision of direct education services, the project intends to put policy changes in place to support elimination of child labor and develop multi-stakeholder responses to combat WFCL and increase public awareness at the provincial and national level.

The project had one revision submitted in February, 2009 based on an internal review in November 2008. The project was originally scheduled for the midterm evaluation in October 2008 but was pushed back due to project delays in implementation.

The Goals and Objectives of the Thailand program of support project include:

Goal: Reduce child labor, especially immediate elimination of worst forms, in Thailand. More specifically, to support national efforts through technical assistance that helps implement child labor elimination strategies in line with the application of ILO Conventions No. 182 and No. 138, by promoting sustainable national and provincial responses to encompass all children in Thailand.

The project has three objectives in support of the project goal:

- By the end of the project, policy changes in place to support the elimination of child labor;
- By the end of the project, targeted children are withdrawn and prevented from WFCL in six selected provinces through the development and implementation of modes that can serve as the basis for good practices for replication; and
- By the end of project, multi-stakeholder responses to combat WFCL increase public awareness at the provincial and national level.

The Thailand program of support aims to achieve the project objectives through multiple activities including, for example, the provision of technical support for the finalization of the National Plan of Action on the Worst Forms of Child Labor including budget allocations; conducting research and promoting policy reform on migration issues related to the WFCL (i.e. access to education, safe migration, bi- and multi-lateral cooperation, repatriation, increased risk of trafficking); provision of non-formal education, support for formal school enrollment, vocational training to migrant, working, and at-risk children, in order to prepare them for enrollment in formal schools; facilitating access to services among families of children at risk of the child labor, including facilitating regularization of migrant status; conducting awareness and training for employers, workers and government or community inspectors on occupational safety and health and the use of hazardous chemicals in agriculture; and supporting the Ministry of Labor to promote multi-sectoral provincial action plans in six core provinces and in other provinces through documentation, training, expertise, setting goals.

II PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to midterm and final evaluations. The Thailand Program of Support project went into implementation in September 2006 and was scheduled to undergo a midterm evaluation in October 2008. However, due to delays in project implementation the midterm evaluation was also delayed.

The **scope** of the evaluation includes a review and assessment of all activities carried out to date under the USDOL project with ILO-IPEC. All activities that have been implemented during September 30, 2006 through February 28, 2009, from project launch to approximately one month prior to evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

The goals of the midterm evaluation process are to:

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL;
2. Assess the effectiveness of the project's strategies and activities and the project's strengths and weaknesses in project implementation and identify areas in need of improvement;
3. Determine whether the project is on track to meeting its objectives and identify the challenges encountered in doing so;
4. Provide recommendations toward how the project can successfully overcome challenges or improve project performance to meet its targets by the time of project end; and
5. Analyze the relevance of project strategies to the context of child labor in the country.

This midterm evaluation should provide USDOL, ILO-IPEC, and other project stakeholders with information to assess the strengths and weaknesses of project implementation and to provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to meet its objectives. It will also serve as an important accountability function for USDOL and ILO/IPEC.

USDOL/OCFT and ILO/IPEC management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results should also be used by ILO/IPEC, the Government of Thailand and other current or

potential implementing partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated. Final reports will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the workings of the project.

Lessons learned regarding project design and startup should be identified in the evaluation, as well as any emerging good practices that may be useful in informing future projects. Recommendations should focus on ways in which the project can move forward in order to reach their objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

Specific questions that the evaluation should seek to answer are found below, according to five categories of issue: [Any additional project-specific questions based on USDOL needs should be added by the Project Manager; Macro may also add additional questions based on input from the Grantee].

Relevance

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. How has the project design fit within existing government initiatives on child labor and education for all and other initiatives of the ILO or other organizations?
2. Have the project assumptions been accurate and realistic? How have critical assumptions been changed? In particular, how have the critical assumptions that the Government of Thailand would contribute resources and implement policy change affected the project implementation?
3. What are the main contributing factors in child labor and the main obstacles or barriers that the project has identified as important to addressing child labor in this country (e.g. poverty, lack of educational infrastructure, lack of demand for education, etc.)?
4. What are the project's main strategies/activities designed toward meeting its objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
5. Were the project's immediate objectives, outputs, indicators and means of verification relevant and realistic? Were the timelines realistic and appropriately sequenced?
6. Are the designed strategies responsive to gender issues?

7. Is the project design appropriate for the cultural, economic, and political context in which it works?
8. Please assess the relevance of the baseline data for targeting and identifying beneficiaries. What lessons were learned in the process of conducting baseline surveys for the identification of target children? Was the research done during the preparation incorporated in the design and implementation? Does the research remain relevant?
9. Please assess the relevance of the project's criteria to select action program regions and sectors and subsequently project beneficiaries?

Effectiveness

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. At midterm, is the project on track in terms of meeting its immediate objectives? If not, please assess the factors contributing to the delays and the challenges for implementation? For example, have the political challenges and the devaluation of the dollar during the project operation affected the delivery of the project in terms of policy or direct interventions? Is the project likely to achieve its objectives and targets given the remaining resources (time and funding)? Are there any operational factors that undermine or support implementation?
2. Please assess the effectiveness of the project's main strategies/activities, under each of the project objectives, designed to withdraw or prevent children from WFCL, including:
 - i. The role of the project in supporting the formulation and eventual implementation of the National Policy and Plan for the Elimination of WFCL. Is there a need to revise the target set forth in the draft NPP for the elimination of WFCL by the year 2012? Is there potential for this to happen without support from the ILO-IPEC project?
 - ii. Assess the project's ability to effectively provide services to children who have migrated or have been trafficked to Thailand, particularly given the extremely politically sensitive nature of migration, especially in relation to Burma.
 - iii. What factors contribute to success in providing services to special needs populations, particularly cross-border migrants?
 - iv. How does the project respond to immigration policy and policy on migrant workers in terms of their effect on services provided to migrant children and families who are direct beneficiaries?
 - v. What is the response of the project to education policy and its implementation with respect to services for migrants and children in the targeted areas?
 - vi. Has the project accurately identified and targeted children engaged in, or at risk of working in, the worst forms of child labor in the country?

- vii. Have the target populations been reached? Please distinguish between populations of children, focused sectors (fishing and fish processing, domestic work, restaurants/services, and agriculture) and by which interventions (in particular those beneficiaries reported to receive educational services and beneficiaries that have received non-educational services).
 - viii. Are the project education services responsive to the needs of child beneficiaries? Are they responsive more broadly at the national level?
 - ix. How do the institutional mechanisms or bodies in the government directly responsible for elimination of WFCL in Thailand function in the current situation, and how has the project contributed to an enabling environment for the elimination of child labor?
 - x. To what degree can the implementing agencies apply the project's framework and strategy, government laws and policy given challenges faced in the local context? For example, how does the project address the national and provincial level coordination mechanisms in providing services to migrant children and workers?
 - xi. Is a child labor-oriented enabling environment being established at the provincial level where Action Programs take place?
3. Have the project strategies/activities been responsive to gender issues?
 4. What database or mechanism does the project use for project monitoring, in particular the monitoring of direct beneficiaries? Please assess the project's use of work plans and project monitoring plans (PMPs), beneficiary monitoring (DBMR) processes or systems? Is it feasible and effective? Why or why not? Are there any challenges to overcome to improve monitoring and reporting?
 5. Is the management structure effective and appropriate and what areas of management, technical and financial might need to be improved in order to increase project success in meeting objectives?
 6. Please assess the strategy presented in the recent project revision request. Will the revised strategy address the major challenges facing the project? Will the revised strategy allow the project to achieve the immediate objectives and outputs? Are there any additional gaps or areas of concern that the revision does not address?

Efficiency

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-effective in terms of the scale of the interventions, and the expected direct and long-term impacts?
2. Are the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?

3. How efficient has the process been of communicating between the field offices, regional offices, headquarters, and the donor?
4. How efficient is the process by which Action Program (AP) proposals are reviewed and approved and resources allocated?
5. Are the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project?

Impact

The evaluation should assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)?
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, etc)?
3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
4. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
5. At midterm, are there good practices by the project or the implementing agencies that might be replicated in other areas in the future, or considered to be innovative solutions to the current situation? Have the direct interventions undertaken so far provided emerging models that can be used at local and provincial levels?

Sustainability

The evaluation should assess whether the project has taken steps to ensure that the project's approaches and benefits continue after the completion of the program, including sources of funding and partnerships with other organizations, and identify areas where this may be strengthened. Specifically, it should address:

1. Has an exit strategy and sustainability plan been integrated into the project design? Is it relevant and effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?

3. Assess the level of involvement of local/national government in the project and how their involvement has built their capacity and commitment to continue future work on child labor programs.
4. How do agencies perceive long-term sustainability for the effective elimination of the WFCL in Thailand? Is the current local/national institutional environment sufficiently enabling to eliminate WFCL, and if not, how could the project contribute to making it more enabling?
5. How effective is the current partnership strategy between the Thai government and other agencies, including ILO-IPEC to combat the worst forms of child labor and what is the project's role in contributing to the strategy?
6. What have been the major challenges and successes, if any, of initiating and maintaining coordination with the host country government, particularly Ministries of Social Development, Women's Affairs, Labor, Education, Health, Provincial Governors, as well as other government agencies active in addressing related children's issues?
7. What have been some of the challenges and opportunities in working with international and/or multilateral local organizations?
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
9. What additional steps need to be taken in order to promote the sustainability of project components?

III EVALUATION METHODOLOGY AND TIMEFRAME

A Approach

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. The evaluation team will attend to the guidelines provided by USDOL and consistent with ILO-IPEC DED principles (located at: www.uneval.org/documentdownload?doc_id=22&file_id=128) and apply high a standard of evaluation principles and adhere to confidentiality and other ethical considerations throughout.
2. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

3. Efforts will be made to include children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children.
4. Gender and cultural sensitivity will be integrated in the evaluation approach.
5. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
6. As far as possible, a consistent approach will be followed in each provincial project site, with adjustments to be made for the different actors involved and activities conducted under the Action Projects and the progress of implementation in each locality.

B Mid Term Evaluation Team

The evaluation team will consist of:

1. The international evaluator
2. A national consultant
3. An interpreter fluent in Thai and English who will travel throughout the province visits and/or interpreters fluent in minority languages and Burmese based locally during site visits; and an interpreter fluent in Thai and English at the national stakeholder meeting.
4. One member of the project staff may travel with the team to make introductions.

The international evaluator is Ms. Ruth Bowen. She will be responsible for developing the methodology in consultation with Macro and the project staff; assigning the tasks of the national consultant and interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The national consultant, Ms. Chitraporn Vanaspong, is responsible for helping to facilitate interviews and group meetings under the direction of the international evaluator; providing insights on the cultural context to the international evaluator; relaying all information gathered to the international evaluator; interpreting during interviews with individual informants; taking notes of information gathered during interviews and meetings and sharing these with the international evaluator; assisting in ensuring that the approach of the team is child-friendly and culturally appropriate.

The responsibility of the interpreter/s in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

C Data Collection Methodology

Following Macro International's evaluation procedures for USDOL evaluations, a question matrix will be completed specifying each evaluation question in the TOR and the source of data and methodology for collecting information for that question. This matrix will ensure that all the pertinent questions are included in the methodology and that opportunities to triangulate the findings are optimized. The question matrix is under preparation based on the TOR.

The proposed data sources and methods for collecting information are as follows:

a) Document review and visit preparation

Prior to the field visit the evaluator will review the project and other background documents provided by USDOL through Macro and ILO-IPEC. This material will be verified during fieldwork and additional documents may be collected.

During the preparation phase, the evaluator, project staff and Macro will confirm the team membership, stakeholders to be interviewed, field visit logistics and daily timetable. The project staff will introduce the evaluation to stakeholders, arrange appointments with stakeholders at the national level and communicate with the implementing agencies regarding the meetings to be held in the provincial project sites.

b) Interviews with stakeholders

Interviews and group discussions will be held with as many stakeholders as possible, including implementers, direct and indirect beneficiaries, community leaders, other donors, government officials and other international NGOs and multilateral agencies working on the issues.

Individual interview guides, focus group discussion guides and meeting agendas will be designed for all interviews and meetings held with each key informant group. These tools will be drafted prior to the visit and adjusted if necessary as a result of the project briefing with project staff. In meetings with child beneficiaries and other child workers, games and other child-friendly tools will be used to ensure that their participation is empowering, that children are relaxed and not intimidated in any way by the process.

c) Site Selection for Field Visits

In order to assess the progress and effectiveness of the direct interventions, the evaluation team will visit a selection of provinces where the project is working. Given the timeframe it is not feasible to visit all six provincial project sites, however information about the other sites will be gleaned through interviews with project staff, project documents and through the national stakeholder meeting where it is expected that representatives from all sites will participate. Three sites have been selected according to the following criteria:

1. Representation of beneficiary children/potential beneficiary children from different backgrounds, including migrant children, Thai children and ethnic minority children
2. Different sectors of child labor – fishing industry, agriculture, and services/restaurants

3. Different intervention models and partnerships
4. Sites where the project has experienced more or less progress.

The sites to be visited are Samut Sakhon (2 APs; beneficiaries are migrant children from Myanmar working in the fishing industry and service sectors), Tak (2 APs; migrant children from Myanmar and ethnic minority children working in agriculture) and Udon Thani (1 AP; Thai children and Lao migrants working in agriculture and services).

In each province, a similar process will be followed in terms of interviews and meetings with partners, beneficiaries and their families and other stakeholders.

In each locality, we will endeavour to meet with children who are participating in or have been selected to receive education services and other services provided by the project, including girls and boys of different ages and from different ethnic backgrounds. If time permits we will also meet working children or their families, who are not participating in project activities, to obtain a sense of the general conditions of working children in the locality.

d) Stakeholder meeting

Following the field visit, a stakeholders' meeting will be held in Bangkok, conducted by the evaluator that will bring together a wider range of stakeholders including national and provincial implementing partners and other interested parties. The list of participants to be invited and the meeting agenda will be drafted prior to the evaluator's visit and confirmed in consultation with project staff at the start of the visit. The purpose of the meeting is to present the major preliminary findings and emerging issues, solicit recommendations from stakeholders and obtain additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback exercise.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

D Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, one implementing partner staff will accompany the evaluation team to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees. This staff member will not be present once the actual interviews proceed.

Evaluators will adhere to the guidelines provided in the Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labor (located at: <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) to assure ethical interview conduct and reporting that does not cause harm to any of the children involved in this evaluation.

E Limitations

Fieldwork for the evaluation will last two weeks and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

The evaluation is unable to determine causal relationships, as it is limited by the presence of baseline data, and as a result it cannot formally assess the project’s impact. Findings regarding impact are based on information reported by beneficiaries, stakeholders, and project staff.

F Timetable and Work Plan

The tentative timetable is as follows. Actual dates may be adjusted as needs arise and a detailed itinerary is currently in development.

Activity	Responsible Party	Proposed Date(s)
Phone interview with DOL and ILO/IPEC	Macro, DOL, ILO/IPEC, Evaluator	February
Desk Review	Evaluator	February
Question Matrix and Instruments due to Macro	Evaluator	February 26
Draft TOR and submit to DOL and ILO/IPEC	Macro/Evaluator	February 23
Finalize TOR and submit to DOL and ILO/IPEC	Macro/Evaluator	February 24

Activity	Responsible Party	Proposed Date(s)
International Travel		March 1
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	March 2-4
Field Site Visits	Evaluator	March 4–11
National Stakeholder Meeting		March 13
International Travel		March 14
Draft report to Macro for QC review	Evaluator	March 30
Draft report to DOL & ILO/IPEC for 48 hour review	Macro	April 2
Draft report released to national stakeholders	Macro	April 6
Comments due to Macro	DOL, ILO/IPEC, Stakeholders	April 15
Report revised and sent to Macro	Evaluator	April 22
Revised report sent to DOL	Macro	April 24
Final approval of report	DOL	April 30
Finalization & distribution of report	Macro/DOL	May 6

IV EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator’s return from fieldwork, a first draft evaluation report will be submitted to Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VII. Effectiveness
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VIII. Efficiency
 - A. Findings—answering the TOR questions

- B. Lessons Learned/Good Practices
- IX. Impact
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- X. Sustainability
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- XI. Recommendations
 - A. Key Recommendations—critical for successfully meeting project objectives
 - B. Other Recommendations—as needed
 - 1. Relevance
 - 2. Effectiveness
 - 3. Efficiency
 - 4. Impact
 - 5. Sustainability
- XII. Conclusions
- XIII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; summary TOR; etc.

The total length of the report should be a minimum of 30 pages, excluding annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate and the evaluator will provide a response to OCFT as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to MACRO on March 30, 2009, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on April 22, 2009, as indicated in the above timetable. All reports including drafts will be written in English.

V EVALUATION MANAGEMENT AND SUPPORT

Macro International, Inc. has contracted with Ms. Ruth Bowen to conduct this evaluation. Ms. Bowen has extensive experience working in the field of migration and trafficking in the Asia Region. Her experience working in Thailand includes her appointment with the UN Inter-

Agency Project on Human Trafficking in the Greater Mekong Sub-region (2005-2006) Ms. Bowen has maintained a broad understanding of approaches to child labor, labor exploitation and trafficking in Thailand through ongoing monitoring of comparative regional developments in her academic research in Vietnam, Cambodia and Indonesia Ms. Bowen's knowledge of government/international agency responses to labor exploitation and human trafficking in Thailand go back to 2001 when she prepared a regional analysis on the human trafficking situation and responses in the Mekong region. The contractor/evaluator will work with OCFT, Macro, and relevant ILO/IPEC staff to evaluate this project.

Macro International, Inc. will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. Macro International, Inc. will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

Macro International, Inc. or its subcontractors should contact Ms. Simrin Singh, Child Labor Specialist, ILO/IPEC, Bangkok, Thailand (Desk Officer Function); Email: singhs@ilo.org; Ms. Bharati Pflug, ILO/IPEC, Geneva, Switzerland (Desk Officer Function); Email: pflug@ilo.org; and Ms. Suvajee Good, Project Director, ILO/IPEC, Bangkok, Thailand; Email: suvajee@ilo.org.

ANNEX B: TERMS OF REFERENCE—CROSS-REFERENCES

PROJECT NAME: Support for National Action to Combat Child Labour and its Worst Forms in Thailand

Country: Thailand

Midterm Evaluation Report

Date: April 2009

Cross Reference of USDOL Questions in TOR and Answers in the Evaluation Report

Relevance	
Question in TOR	Page #
1. How has the project design fit within existing government initiatives on child labour and education for all and other initiatives of the ILO or other organizations?	15–16
2. Have the program assumptions been accurate and realistic? How have critical assumptions been changed? In particular, how have the critical assumptions that the Government of Thailand would contribute to resources and implement policy change affected the implementation?	19–20, 25
3. What are the main contributing factors in child labour and the main obstacles or barriers that the project has identified as important to addressing child labor in this country (e.g. poverty, lack of educational infrastructure etc.)?	13–15
4. What are the project's main strategies/activities designed toward meeting its objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.	14–15
5. Were the project's immediate objectives, outputs, indicators and means of verification relevant and realistic? Were the timelines realistic and appropriately sequenced?	17, 18, 19
6. Are the designed strategies responsive to gender issues?	20–21
7. Is the project design appropriate for the cultural, economic, and political context in which it works?	17
8. Please assess the relevance of the baseline data for targeting and identifying beneficiaries. What lessons were learned in the process of conducting baseline surveys for the identification of target children? Was the research done during the preparation incorporated in the design and implementation? Does the research remain relevant?	13–14
9. Please assess the relevance of the project's criteria to select action program regions and sectors and subsequently project beneficiaries?	13–14

Effectiveness	
Question in TOR	Page #
1. At midterm, is the project on track in terms of meeting its immediate objectives? If not, please assess the factors contributing to the delays and the challenges for implementation? For example, have the political challenges and the devaluation of the dollar during the project operation affected the delivery of the project in terms of policy or direct interventions? Is the project is likely to achieve its objectives and targets given the remaining resources (time and funding)? Are there any operational factors that undermine or support implementation?	23, 24, 25, 26
2. Please assess the effectiveness of the project's main strategies/activities, under each of the project objectives, designed to withdraw or prevent children from WFCL, including:	
i. The role of the project in supporting the formulation and eventual implementation of the National Policy and Plan for the Elimination of WFCL. <i>Is there a need to revise the target set forth in the draft NPP for the elimination of WFCL by the year 2012? Is there potential for this to happen without support from the ILO-IPEC project?</i> [Assessing the NPP itself and the timeframe for elimination of WFCL is considered beyond the scope of the evaluation]	25, 27, 28
ii. Assess the project's ability to effectively provide services to children who have migrated or have been trafficked to Thailand, particularly given the extremely politically sensitive nature of migration, especially in relation to Burma.	28–29, 31–35
iii. What factors contribute to success in providing services to special needs populations, particularly cross-border migrants?	31–32
iv. How does the project respond to immigration policy and policy on migrant workers in terms of their effect on services provided to migrant children and families who are direct beneficiaries?	28–29
v. What is the response of the project to education policy and its implementation with respect to services for migrants and children in the targeted areas?	28–35
vi. Has the project accurately identified and targeted children engaged in, or at risk of working in, the worst forms of child labor in the country?	29, 30, 31, 32 34, 35, 36
vii. Have the target populations been reached? Please distinguish between populations of children, focused sectors (fishing and fish processing, domestic work, restaurants/services, and agriculture) and by which interventions (in particular those beneficiaries reported to receive educational services and beneficiaries that have received non-educational services).	29–31
viii. Are the project education services responsive to the needs of child beneficiaries? Are they responsive more broadly at the national level?	31–33
ix. How do the institutional mechanisms or bodies in the government directly responsible for elimination of WFCL in Thailand function in the current situation, and how has the project contributed to an enabling environment for the elimination of child labor?	28–29

Effectiveness (Continued)	
Question in TOR	Page #
x. To what degree can the implementing agencies apply the project's framework and strategy, government laws and policy given challenges faced in the local context? For example, how does the project address the national and provincial level coordination mechanisms in providing services to migrant children and workers?	28–29
xi. Is a child labor-oriented enabling environment being established at the provincial level where Action Programs take place?	37–38
3. Have the project strategies/activities been responsive to gender issues?	38
4. What database or mechanism does the project use for project monitoring, in particular the monitoring of direct beneficiaries? Please assess the project's use of work plans and project monitoring plans (PMPs), beneficiary monitoring (DBMR) processes or systems? Is it feasible and effective? Why or why not? Are there any challenges to overcome to improve monitoring and reporting?	39–40
5. Is the management structure effective and appropriate and what areas of management, technical and financial might need to be improved in order to increase project success in meeting objectives?	40–41
6. Please assess the strategy in the recent project revision request. Will the revised strategy address the major challenges facing the project?	42

Efficiency	
Question in TOR	Page #
1. Is the project cost-effective in terms of the scale of the interventions, and the expected direct and long-term outcomes?	43–44
2. Are the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?	44–45
3. How efficient has the process been of communicating between the field offices, regional offices, headquarters and the donor?	46
4. How efficient is the process by which Action Program (AP) proposals are reviewed and approved and resources allocated?	46
5. Are the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project?	45–46

Impact	
Question in TOR	Page #
6. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)?	47–51
7. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, etc)?	52
8. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?	52
9. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?	53–54
10. At midterm, are there good practices by the project or the implementing agencies that might be replicated in other areas in the future, or considered to be innovative solutions to the current situation? Have the direct interventions undertaken so far provided emerging models that can be used at local and provincial levels?	53–54

Sustainability	
Question in TOR	Page #
11. Has an exit strategy and sustainability plan been integrated into the project design? Is it relevant and effective?	58–59
12. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?	57–58
13. Assess the level of involvement of local/national government in the project and how their involvement has built their capacity and commitment to continue future work on child labor programs.	56–57
14. How do agencies perceive long-term sustainability for the effective elimination of the WFCL in Thailand? Is the current local/national institutional environment sufficiently enabling to eliminate WFCL, and if not, how could the project contribute to making it more enabling?	59
15. How effective is the current partnership strategy between the Thai government and other agencies, including ILO-IPEC to combat the worst forms of child labor and what is the project's role in contributing to the strategy?	57
16. What have been the major challenges and successes, if any, of initiating and maintaining coordination with the host country government, particularly Ministries of Social Development, Women's Affairs, Labor, Education, Health, Provincial Governors, as well as other government agencies active in addressing related children's issues?	56–57
17. What have been some of the challenges and opportunities in working with international and/or multilateral local organizations?	57–58
18. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?	57–58
19. What additional steps need to be taken in order to promote the sustainability of project components?	58

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ANNEX F: LIST OF ACTION PROGRAMS

Approved Action Programmes

Action Programme Number	Title of AP and Name of Implementing Agency	Amount in USD	Number of Monitoring Visits Undertaken This Year	Start Date	Expected Completion Date
AP-001 Governor Office/PLO Chiangrai	Prevention and Elimination of Worst Forms of Child Labour in Chiang Rai Province, Thailand By: Chiangrai Provincial Labour Office	22,464		1 Nov.07	31 Dec.08 *Agreed Termination
AP-002 NCYD Thai-Cord	Promoting Advocacy work on migrant children in Thailand and the Mekong Sub-region for the Thai-Coordinating Committee on migrant children (Thai-Cord) By: National Council for Child and Youth Development (Cost-share between TICW \$94,130 and TBP \$94,131)	188,261	N/A	1 Oct.07	30 Sept.09
AP-003 LPN Edu Serv. & CL Protection in Samut Sakhon	Prevention of Hazardous Child Labour and Child Trafficking Through Education and Social Mobilization among Migrant Communities in Samut Sakhon Province By: Labour Rights Promotion Network (Cost-share between TICW \$50,000 and TBP \$79,813)	129,813	2	8 Mar.08	31 Dec.09
AP-004 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 provinces By: The Planned Parenthood Association of Thailand	158,493	2	18 Feb.08	31 Dec.09

Action Programme Number	Title of AP and Name of Implementing Agency	Amount in USD	Number of Monitoring Visits Undertaken This Year	Start Date	Expected Completion Date
AP-005 Youth Council Udon Thani	Project for the Prevention and Elimination of Hazardous Child Labour through Occupational Health Services in Udon Thani Province, Thailand By: Child and Youth Assembly Udon Thani	83,080	1	20 May.08	31 Dec.09
AP-006 PLO/LPW Samut Sakhon	Collaboration for the Prevention and Elimination of Hazardous Child Labour in Samut Sakhon Province By: Samut Sakhon Provincial Office of Labour, and Provincial Office of Labour Protection and Welfare	162,155	4	17 Apr.08	31 Dec.09
AP-007 OEZ/ONEC Tak	Tackling and Preventing Child Labour through Educational Provision for Stateless, Migrant Children and Children of Migrant Workers in Tak Province By: Tak Office of Education Zone 2 and Office of the National Education Council	146,737	2	17 Jun.08	31 Dec.09
AP-008 LDI/Mae Sod Civil Tak	Improve Quality of Life of Agricultural Communities and Reduction Child Labour in Agricultural Sector in Pob Pra and Mae Sod Districts, Tak Province By: Mae Sod Civil Society and the Local Development Institute	73,020	2	17 Jun.08	31 Dec.09

Action Programme Number	Title of AP and Name of Implementing Agency	Amount in USD	Number of Monitoring Visits Undertaken This Year	Start Date	Expected Completion Date
AP-010 MAF Labour Rights in Fishing	Protection of Labour Rights in Deep Sea Fishing By: The Mirror Arts Foundation (Cost-share between TICW \$16,195 and TBP \$39,999)	56,194		8 Aug.08	31 Dec.09
AP/011 CLM & DBMR	Initiative for designing and implementing Child Labour Monitoring System in 6 pilot provinces and provision for DBMR Technical support. By: Khon Kaen University Research and Development Institute, and Labour and Welfare Development Dept., Thammasat University	126,100	1	5 Feb.09	30 Dec.09

Pipeline Action Programmes

No.	Proposed Title or Purpose	Area of Intervention	Proposed Implementing Agency	Date Submitted	Proposed Budget
1	AP/013 PSDHS Chiangrai – Prevention and Elimination of the Worst Forms of Child Labour in Chiangrai Province	Direct services, awareness raising, and capacity building	Provincial Office of Social Development and Human Security	12 Mar.09 to Procurement	137,080

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ANNEX G: STAKEHOLDER PRIORITIES AT STAKEHOLDER WORKSHOP

Midterm Evaluation National Stakeholders' Meeting 13 March 2009

Group Discussions

Group 1: National Policy Level

Question 1: From now until the end of the project, what are the priority actions to contribute towards achieving the project's objectives?

1. IPEC should support the development of handbook on definitions and types of worst forms of child labour that is practical and workable
2. IPEC should provide technical support to sub-committee under the NPP on Worst Forms of Child Labour to define types of dangerous works according to the ILO Convention 182 suitable for Thailand's context
3. IPEC should provide technical support and advises to the national committee to establish coordinating mechanism among governmental agencies responsible for implementation of each NPP strategy

Question 2: Do you have any recommendations to add, to better implement the project from now until the end of the project?

- Expand the survey of child labour to other provinces

Group 2: Provincial AP (Government)

Question 1: priority actions to contribute towards achieving the project's objectives?

1. Bring recommendations from this midterm evaluation to the committees and stakeholders' meeting to coordinate the effective implementation of the rest of the project
2. Further develop DBMR with assuring that all partners have similar understanding
3. Finalise the database system
4. Advocate for the expansion of the project period
5. Partners should together revise their action plans to fit within the project period; and prioritize activities that could realistically meet project objectives within the limited timeframe. IPEC team in Thailand should have authority to approve the project revision without sending it to Geneva for approval which takes a long time

6. Advocate for the development of a plan at provincial level so that relevant agencies are required to implement the plan
7. Promote for the development of MOU between governmental agencies and relevant agencies/organisations for budget sharing

Question 2: Recommendations to better implement the project from now on?

- As different partners are developing database of students both Thai and migrant children, partners should join hand in developing a single the framework of database to avoid duplication and make the most use of it

Group 3: Provincial AP (NGOs)

Question 1: What are the priority actions to contribute towards achieving the project's objectives?

Songkla, Pattani

- Continue to categorize beneficiaries collected by DBMR into prevention or withdrawal
- Improve the work environment of child workers
- Evaluation and review progress of the project

Tak

- Analyse data from the medical check-up
- Conduct training for teachers
- Document lessons learned from the project
- Advocate for changes in Expand the areas for plantation competition and small factories to motivate for changes
- Improve the work environment for children

Udon Thani

- Review target population and staff needs
- Revise activities to meet the needs of children (e.g. formal education vs. vocational training)
- Revise the budget to support/provide expenses for attending vocational training to children

- Carry project activities forward through the provincial new mechanism
- Coordinate with government agencies

Samut Sakhon

- Aim to support the provincial mechanism so that it can operate with more proactive approach
- Continue to reach-out target children to meet 100 % of expected target population as planned in the project
- For the target children that have already been reached, further improve their access to governmental services including education, health and identity card.
- Develop the prevention model as a tool to gear towards sustainability
- Promote the awareness of child protection laws to prevent children from being arrested and treated as criminals
- Continue to change the attitude of schools that discriminate migrant children from enrolling.

Question 2: Additional recommendations:

1. Knowledge and guidelines for practice should be shared among and adapted by partners to use in their specific context
2. Central mechanism should be established to link knowledge and document lessons learned to speed up time for learning (in the form of network)
3. Conduct study trip in pilot areas for teachers, plantation owners, workers and entrepreneurs.
4. Develop the linking of CLM and DBMR in each AP to lead to establishing referral system for children
5. Documentation of lessons learned should be done by each AP. Tools and processes used by AP should also be documented
6. DBMR should be a database developed by ILO-IPEC

ANNEX H: REFERENCES

Project Documents

ILO-IPEC Thailand Worst Forms of Child Labour Project Document (THA0650USA), Final 22 Sept. 2006

Project Design Matrix A

Project Monitoring Plan

Sustainability Matrix

Project SPIF Matrix E

Technical Progress Report March 2007

IPEC Two-week replies to DOL comments Thailand WFCL TPR March 07

IPEC Project Technical progress Report September 2007

Technical Progress Report September 2007 Revised

Technical Progress Report September 2007 Annex A

Technical Progress Report September 2007 Annex C

Technical progress Report, September 2007 Target Setting GPRA 2008-2011

IPEC Two-week replies to DOL comments Thailand WFCL TPR September 2007

Government subcontracting table 12 Sept 07 Final

Technical Progress Report March 2008 Revised

Technical Progress Report List of Annexes

Technical Progress report March 2008 Annex 2

Technical Progress Report March 2008 Annex 3

IPEC Two-week replies to DOL comments Thailand WFCL March 2008

Action Programme Summary Outlines

ILO-IPEC Internal Midterm Review, December 1-4, 2008

Project Revision Form, USDOL-funded ILO Projects, 19 February, 2009

Suvajee Good. Project CTA. Presentation to the evaluation team, 2 March 2009

Government Documents and Research Publications

Draft National Plan of Action and Policy (Undated) (Worst Forms of Child Labour) (unpublished document).

ILO-IPEC (2006) Synthesis Report: “Assessing the Worst Forms of Labour in Selected provinces of Thailand”.

Tawat Tontopas and Manop Jitpoosa (2006) “Assessing the Situation of the Worst Forms of Child Labour in Fishing Sector of Pattani and Songkla Provinces, Prince of Songkla University, Commissioned by ILO-IPEC.

Research and Development Institute, Khon Kaen University (2006) “Assessing the Situation of the Worst Forms of Child Labour in Udon Thani Province”, Commissioned by ILO-IPEC.