

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Final Evaluation of the Thailand Sex Trafficking Task Force: Prevention and Placement Program

International Justice Mission

Cooperative Agreement Number: E-9-K-2-0076



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LIST OF ACRONYMS

ACC	Akha Christian Church
CCPCR	Coordination Center for the Protection of Children’s Rights
CEG	Catholic Commission for Ethnic Groups
DAPA	Development Agriculture and Education Project for Akha
DEPDC	Development Education Program for Daughters and Communities
FSK	Friends of Street Kids
HADF	Hill Area and Community Development Foundation
HHT	Hope House Tribal Children’s Home
HNK	Huay Nam Khun Youth Center
HOL	House of Love
HTEC	Hill Tribe Education Center
ICLP	International Child Labor Program
IJM	International Justice Mission
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
IMPECT	Inter Mountain Peoples Education and Culture in Thailand
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
KBC	Karen Baptist Convention
MRICRH	Mekhong Regional Indigenous Child Rights Home
NLC	New Life Center
NGO	Nongovernmental Organization
TLF	Thai Lahu Foundation
TOR	Terms of Reference
UNIAP	United Nations Inter-Agency Project on Human Trafficking
USDOL	United States Department of Labor
VGCD	Volunteer Group for Child Development

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EXECUTIVE SUMMARY

BACKGROUND

Evaluation Objectives. On September 30, 2002, the International Justice Mission (IJM) received a three-year cooperative agreement in the amount of US\$702,907 from the United States Department of Labor (USDOL) to implement Thailand Sex Trafficking Task Force: Prevention and Placement. A final independent evaluation of this project was conducted in 2006 to (1) determine whether the project achieved its stated objectives, (2) assess project impacts and sustainability, (3) identify lessons learned and good practices, and (4) provide recommendations for improving future project design.

Methodology. This evaluation was conducted in two phases. Two senior evaluators and a research assistant carried out data collection and analysis activities in January and February of 2006. Follow-on activities were then designed to address comments on the preliminary report and to incorporate updated information given the project's extension until June 30, 2006. The main data collection activities included the review of project-related documents, interviews with IJM staff and various stakeholders; and site visits to Chiang Rai and Chiang Mai to observe project activities in rural areas and border communities and to conduct semi-structured interviews and focus groups. A one-day stakeholder workshop was held at the end of the site visits to share preliminary findings and to solicit feedback and recommendations.

Project Overview. The objective of Thailand Sex Trafficking Task Force: Prevention and Placement was to contribute to the reduction of the victimization of minors who have been trafficked or are at risk of being trafficked into commercial sexual exploitation in Northern Thailand. The USDOL-funded components of this project focused on prevention activities to lower the vulnerability of the population at risk for trafficking and placement activities to connect victims with educational and vocational opportunities. These prevention and placement activities were implemented in the provinces of Chiang Mai, Chiang Rai, and Mae Hong Son in Northern Thailand in collaboration with 15 local nongovernmental organization (NGO) partners and two schools.

EVALUATION FINDINGS

Program and Project Design. IJM developed a realistic project design with appropriate indicators to measure progress toward the stated objectives. Activities focused on prevention and placement were effective means for achieving the project goal of risk reduction for the target population. This at-risk group included children located in Northern Thailand who were a member of an ethnic minority group. Other factors IJM considered included whether children were separated from their parents, the economic status of their families, whether there was an appropriate public school nearby, and whether the children had Thai ID cards. IJM leveraged project resources by drawing on its existing network, linking with NGOs that were connected to community resources, and strategizing to fill gaps in existing services. The local community and target groups actively participated in project activities.

Implementation. IJM tracked progress toward project objectives using established indicators and targets. Project activities met or exceeded targets in many cases, particularly those focused on prevention through awareness-raising and citizenship and documentation activities. A total of 228 awareness-raising presentations were delivered; 5,053 at-risk children were documented for citizenship or elevated status; and NGO partners counted 11,143 applications for citizenship or work permits. Placement activities resulted in 139 at-risk or removed minors being placed in education programs and 295 minors provided with legal services. Efforts to place minors in vocational training were less successful given the dearth of appropriate opportunities in Northern Thailand. In some cases, the project succeeded in enhancing the capacity of government agencies, particularly through developing or supporting promising practices in district offices that could then be replicated. Less evidence was available about whether the project built capacity for local community organizations.

Partnership and Coordination. IJM created partnerships with local NGOs who were working on human trafficking. Many NGOs were able to draw on their own networks to optimize the use of project funding, but in some cases, partners ended up competing with each other for resources to serve at-risk or rescued victims and to offer them the right placement. IJM did not establish any coordination among its partners and this lack of partner-to-partner coordination may have contributed to this sense of competition.

Management Issues. IJM carefully monitored the activities of its partners and kept up-to-date records on beneficiaries. In some cases, partners expressed concern about the lack of flexibility in the required financial reports, but these requirements were likely a result of USDOL regulations. During the three years of the project, IJM was able to measure and track most indicators of achievement through the reporting arrangement established with partners. Four factors introduced complications into the system for tracking results: the lack of information on work permits, the long process and extensive time required to gain citizenship, the involvement of multiple partners in prevention efforts, and the fact that the IJM project funded only a fraction of partner's ongoing efforts.

Impacts and Sustainability. IJM has been successful in raising awareness about the risks of trafficking among minors, and children learned about protecting themselves from the worst forms of child labor. The project impacts on parents were less obvious. Although the project exceeded targets related to citizenship applications and documentation, the results of these efforts are unclear given the long process required to become a citizen and gain rights that reduce the risk of trafficking. The impacts of the IJM project on sex trafficking in Northern Thailand were likely challenged by the spread of narcotics and HIV/AIDS and the issue of minorities' lack of rights. Sustainability is a weak point of the project. Most local NGOs have a limited ability to maintain activities without IJM funds, and planning for sustainability did not appear to receive attention until the final year of the project.

Lessons Learned. IJM, its partners, USDOL, and other stakeholders can learn from this endeavor. Local NGOs who were partners learned about strategies to work with children, parents, and community. They also discovered the role of media in helping disseminate their activities and the need to coordinate among themselves and with government agencies. IJM learned how to administer funds more efficiently and flexibly, lessons that resulted in the

adaptation of IJM's strategy to improve partner relations and increase the number of target beneficiaries. IJM and stakeholders learned that best practices should be shared and disseminated to maximize their effectiveness. The project also highlighted a need for cross-border cooperation.

CONCLUSIONS AND RECOMMENDATIONS

Program and Project Design. The project design was appropriate for achieving stated objectives, given the time and resources available. IJM effectively tapped into an existing network of NGOs with links to community resources, and supported the successful implementation of prevention and placement strategies. Evaluation findings related to the overall design led to the following two recommendations for future efforts:

- The project design should define the priority subsets within the target group to reach as many at-risk minors as possible. Some populations are more difficult to reach and the interventions require a disproportionate amount of project resources. The project design should reflect the most effective use of resources in order to reach as many beneficiaries as possible.
- The age criteria for the services provided to minors should be flexible. These at-risk children require additional consideration regarding the appropriate level for placement in educational programs and accompanying support to ensure that the placements are successful.

Implementation. Project activities met or exceeded many targets. Citizenship and documentation activities led to impressive numbers of applications, and placement initiatives to enroll children in school or to keep them in safe shelters were successful. A review of the project achievements and challenges informed the following recommendations:

- Programs should support students through secondary school to provide continuity—regardless of a student's age.
- Skill development programs, such as a sewing or motorcycle repair project, should be provided to children with followup activities to improve their success.
- Involving parents in shelter activities will better prepare them for their children's successes and resulting changes in behavior.
- Education provided to Hill Tribe people should address their communication limitations, their perceptions of the law, and their human rights.
- NGOs should report their activities to the district office before they arrange them in the communities. This will allow the district office to support their activities.
- NGOs are often able to manage activities more easily than government offices and should be relied on more to expedite the work related to citizenship and documentation.

Partnership and Coordination. Working with partners allowed IJM to tap into existing networks and leverage project resources. IJM did not facilitate partner-to-partner coordination, leading to unnecessary competition among partners in some instances. The following three recommendations focus on strengthening partnerships for future endeavors:

- IJM should foster more horizontal partnerships among IJM partners. Such partnerships would allow stakeholders to participate in designing project activities, setting criteria for participation, and setting reporting dates.
- IJM should help NGOs work more efficiently with the goal of better assisting beneficiaries.
- Local participation and local networks should be strengthened. Parental participation in preventing trafficking should be emphasized.

Management Issues. IJM effectively monitored project activities and kept records on beneficiaries. However, some partners indicated that reporting requirements were overly burdensome. Evidence from this evaluation supports the following suggestions for improvements related to project management:

- Report forms for partners should be prepared in Thai.
- Partners, especially schools and shelter homes, should be informed about their obligations at the commencement of the contract.
- Technical assistance should be provided where possible to help partners comply with contractual requirements. Before terminating contracts, IJM and USDOL must look carefully at the consequences for beneficiaries who will lose services.
- The indicators and targets for project success should be set after a thorough examination of local realities to ensure their relevance and ability to be achieved.

Impacts and Sustainability. IJM was successful in raising awareness about the worst forms of child labor, and the project documented clear impacts among minors. Although the numbers of applications received for citizenship were substantial, time must pass before these individuals will gain new status and have access to the rights that reduce the risk for trafficking. Some project outcomes are therefore not yet apparent. Some NGOs will likely be unable to sustain prevention or placement activities. Recommendations to improve future impacts are as follows:

- The application process for citizenship should be made more systematic with long-term followup.
- Developing strong links among local partners is a critical ingredient for sustainability. IJM should encourage and support coordination among partners.

- Public perception of IJM activities is an important factor for sustainability. IJM should therefore consider its whole range of activities and ensure that it is not perceived as harmful to Thailand by using all means of public relations and communication.
- IJM and implementers of future projects need to develop a clear sustainability plan, analyzing and developing the short-term and long-term sustainability of IJM, partner institutions, and beneficiaries.

Future Prospects. Information elicited from stakeholders during this evaluation provided some general wisdom on how to work most effectively to reduce child trafficking in the future. In particular, the following three areas were identified that could influence project success:

- Stakeholders must work efficiently in the Thai cultural context. A project implementer must try to understand Thai culture and the local systems. While assertiveness is important to ensure that the principles of the organization are maintained, project implementers must foster positive relationships with stakeholders. To this end, it could be helpful to recruit external forces, such as senior government officials, to negotiate between partners and to mediate conflicts as needed.
- Initiatives to reduce the risk of trafficking must work across borders. Migration has become a challenge to organizations working with children. NGOs must be involved in international politics and international relations in their activities with children, so that they can help to implement effective solutions.
- The sustainable prevention of trafficking depends on strong networks, both within and between communities. A new generation of youth in the community must be influenced, so that they can network actively to multiply the impact.

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I BACKGROUND

1.1 EVALUATION OBJECTIVES

On September 30, 2002, IJM received a three-year cooperative agreement in the amount of US\$702,907 from USDOL to implement Thailand Sex Trafficking Task Force: Prevention and Placement. A final independent evaluation of this project was conducted in 2006 to (1) determine if the project achieved its stated objectives, explaining why it did or did not; (2) assess the effects of the project in terms of sustained improvements; (3) identify lessons learned and good practices to inform future projects; and (4) provide recommendations on how to improve project design and implementation for future projects. Evaluation findings can also be used, as applicable, to assist partners and/or stakeholders in sustaining various aspects of the project.

In addition to focusing on the objectives above, the evaluators were asked to look specifically at issues of partnership collaboration, coordination, and management. Detailed Terms of Reference (TOR) for the evaluation are provided in Annex A.

1.2 METHODOLOGY OF THE EVALUATION

The TOR for this evaluation include narrative directions, a list of 30 specific questions, and a request for the evaluators to organize and facilitate a one-day stakeholder workshop for 30 participants. To maximize the utility of the evaluation findings and recommendations, this study was conducted in two phases. First, two senior evaluators (Supang Chantavanich and Sirinan Kittisuksatit of Chulalongkorn University, Bangkok) and a research assistant (Premjai Vangsiripaisal) carried out data collection and analysis activities in January and February of 2006 as specified by the TOR. An additional evaluator (Dawn Roberts, an independent consultant) then conducted follow-on activities to address comments from USDOL and IJM on the preliminary report and to incorporate updated information given the grant's extension until June 30, 2006.

The evaluators reviewed project documents, cooperative agreements, technical progress reports, status reports, a midterm evaluation report, project revisions, TOR, and other project-related files as listed in Annex B. They interviewed key IJM headquarters and project staff and stakeholders, including project beneficiaries, the labor officer at the U.S. Embassy, representatives of national/regional technical working groups on child labor/trafficking, community leaders, and donor representatives.

Two evaluation teams were formed for site visits to Chiang Rai and Chiang Mai to observe project activities in rural areas and border communities. Each team included a senior evaluator and a research assistant. Team 1 conducted the visit to Chiang Rai, which included semi-structured interviews with directors and staff of 13 partner NGOs and stakeholders, visits to four shelters and eight project sites, and a focus group and interviews with children. Team 2 visited Chiang Mai and interviewed 10 partners, 2 counterpart organizations (Coordination Center for the Protection of Children's Rights [CCPCR] and Task Force to Combat Trafficking of Women and Children in Northern Thailand [TRAFCORD]), and IJM staff. The list of site visits and interviews is included in Annex C.

A one-day stakeholder workshop with IJM staff and key partners and stakeholders was held toward the end of the fieldwork on February 3, 2006 at the International Center, Chiang Mai University in Chiang Mai, Thailand. The workshop agenda and list of participants are presented in Annex D. During the workshop, the evaluators presented a summary of preliminary evaluation findings, received recommendations, and solicited feedback from participants on the findings. Following the workshop, the evaluators consolidated the feedback and recommendations for solving problems identified in various components of the evaluation. The evaluators incorporated all relevant information into this report and provided explanations to any stakeholders whose comments were not incorporated.

1.3 PROJECT OVERVIEW

Thailand is a source, transit, and destination country where men, women, and children are trafficked for the purposes of sexual exploitation and forced labor. Thai women are trafficked to Australia, Bahrain, Japan, Malaysia, Singapore, South Africa, Taiwan, Europe, and North America for commercial sexual exploitation. A significant number of men, women, and children from Burma, Laos, Cambodia, and China are economic migrants who wind up in forced or bonded labor and commercial sexual exploitation in Thailand. The Hill Tribe population in northern Thailand is particularly at risk for trafficking. Many Hill Tribe members are born in Thailand but are not Thai citizens, and their children are also stateless. Non-citizens are denied opportunities for education and work and do not have access to public health care services. Their freedom of movement is also restricted. The lack of legal status places women and children in unsafe situations. IJM reported that Thailand has extended citizenship to only roughly half of the Hill Tribe population.

The objective of Thailand Sex Trafficking Task Force: Prevention and Placement was to contribute to the reduction of the victimization of minors who have been trafficked or are at risk of being trafficked into commercial sexual exploitation in Northern Thailand. The project was to accomplish this goal through two types of activities:

1. **Prevention:** Lowering the vulnerability of the at-risk population to trafficking by obtaining work permits or citizenship registration, and raising the awareness of illegal labor practices.
2. **Placement:** Facilitating the placement of victims into sustainable educational and vocational opportunities.

The USDOL-funded project was accompanied by law enforcement activities that focused on removing children from trafficking situations through investigation and the compilation of evidence that might lead to the arrest, conviction, and sentencing of traffickers, brothel keepers, customers, and their agents. These enforcement-related activities were not part of the project, were not funded by USDOL, and are not included in this evaluation. However, these deterrence activities represent an important complementary effort undertaken by IJM, which have been contentious at times and did affect IJM's public image, thereby presenting some challenges early on in this project.

This final evaluation focuses on the two USDOL-funded components of the project, prevention and placement, which were implemented in the provinces of Chiang Mai, Chiang Rai, and Mae Hong Son in Northern Thailand. Specific prevention and placement activities included citizenship facilitation in villages and districts, trafficking-awareness activities, monitoring of trafficking victims and at-risk children near the borders, and placement of victims and at-risk children/youth in educational and vocational opportunities. To carry out these activities, IJM contracted with 15 local NGO partners and two schools. Collaboration with partners was an important strategy for IJM in pursuing project objectives, and additional background information, such as descriptions of specific partners and the types of collaborative activities, is provided in Annex E.

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II FINDINGS OF THE EVALUATION

This chapter presents evaluation findings in five sections: (1) Program and Project Design, (2) Implementation, (3) Partnership and Coordination, (4) Management Issues, and (5) Impacts and Sustainability. Program and Project Design examines the strategies used by the project, the target populations, the network that IJM draws on to carry out project activities, and the level of participation of local community and target groups in the project. Implementation describes project activities, the effects of external factors, the greatest successes and challenges of the project, and suggestions for future programs or activities. Management Issues examines the successes and challenges IJM faced in managing the project and its network of partners, including financial reporting. Partnership and Coordination describes the working collaboration with NGO partners and stakeholders. Impacts and Sustainability presents the effects of the project for direct and indirect beneficiaries and explores the likelihood that these impacts will continue to accrue beyond the grant period. Recommendations for each section are included.

2.1 PROGRAM AND PROJECT DESIGN

The evaluation findings reveal that Thailand Sex Trafficking Task Force: Prevention and Placement was effectively designed and achieved the goal of contributing to the reduction of the victimization of minors who have been trafficked or are at risk of being trafficked into commercial sexual exploitation in Northern Thailand. A key element in the design that contributed to project effectiveness was IJM's ability to identify and rely on local partners to deliver program activities to target populations (discussed in Partnership and Coordination). The project was realistic and relevant, with a logical and coherent design, and was achieved with the allocated resources.

The project indicators and means of verification were appropriate to measure progress toward the stated objectives. Specific aspects related to the project design are discussed below.

2.1.1 Prevention and Placement Strategies as Appropriate Means

IJM developed a realistic project design with two primary objectives, namely prevention and placement. This project was to occur from September 30, 2002 to December 31, 2005, but the end date was extended until June 30, 2006. This final evaluation examines the effectiveness of these two project objectives for reducing the victimization of minors who have been trafficked or are at risk of being trafficked into commercial sexual exploitation.

1. **Prevention** strategies are intended to lower the vulnerability of the at-risk population by providing work permits or citizenship registration and raising the awareness of illegal labor practices.

Evidence from the final evaluation gained through in-depth interviews and the review of project documents indicates that the IJM team worked effectively with NGO partners and stakeholders and helped these NGOs deliver their IJM-program-related activities. The focus on prevention was an appropriate means to achieve the project goal, with collaborative efforts resulting in the following examples:

- Providing knowledge about basic human rights and prevention of trafficking to Hill Tribe residents, both children and their parents or guardians
- Raising trafficking awareness and increasing monitoring of the Thai/Myanmar border
- Helping beneficiaries with citizenship information
- Providing age-appropriate education about sexual abuse

Stakeholders in both the governmental and nongovernmental sectors in Chiang Rai and Chiang Mai were expected to cooperate with IJM's partners to provide shelter and to help the Hill Tribe residents apply for citizenship and document their cases. In combination, activities focused on prevention achieved project targets (discussed under Implementation).

2. **Placement** strategies facilitated the placement of victims into sustainable educational and vocational opportunities. Evidence from the final evaluation indicates that IJM provided educational or vocational training to the victims of trafficking, at-risk Hill Tribe children, and children affected by HIV/AIDS. However, IJM's long-term support for children's education is uncertain because the children studying in the formal schools receive only three years of support from IJM. The project design did not adequately consider the issue of sustainability given that the educational support ends with the end of the IJM project (discussed under Impacts and Sustainability).

2.1.2 The IJM Project Target Group

IJM and its NGO partners targeted children involved in or at risk of being trafficked in commercial sexual exploitation in Northern Thailand. Many subgroups were included within the project target group, given IJM's broad definition of "at risk." Criteria for being an at-risk child and therefore eligible for direct services included (1) being located in Northern Thailand and (2) being a member of an ethnic minority group. In addition, IJM also considered—

- Whether the child had been separated from his or her parents because of death, illness, neglect, incarceration, or economic considerations
- The economic status of the child's family
- Whether there was an appropriate public school located in the child's village
- Whether the child had a Thai ID card

Project activities were successful in reaching many Hill Tribe members. For example, 448 Hill Tribe children and their parents in Chiang Rai participated in the activity titled "Program of Mass Community to Combat Human Trafficking," which was provided by the IJM partner Hill Tribe Education Center (HTEC).

To be appropriate for the target audience, the focus or requirements of project services needed to be flexible. For example, many girls placed in classes at the New Life Center Foundation's (NLCF's) shelter were older than the expected age for the educational level at which they were studying. The evaluators met three 15-year-old girls who were studying primary grade 4, typically the level for 10- or 11-year-olds.

2.1.3 Filling Existing Gaps in Service

In Chiang Mai, there are many agencies working on human trafficking. IJM's efforts complemented existing efforts by introducing a systematic approach for managing prevention and placement activities designed to reduce or prevent child trafficking. IJM trained local NGOs, especially small ones, to become more systematic in their management because they have to report to IJM regularly.

2.1.4 Drawing on IJM's Network to Carry Out Activities

A key element of IJM's project design was to collaborate with NGOs. These NGOs already had strong relationships with community resources, both governmental and nongovernmental. Examples of partners in this broad network include the Department of Thai Social Welfare and Human Security, Suan Dok Hospital, Chiang Mai University, United States Agency for International Development, NGOs with specialized skills, Thai churches, Citizenship Community Committee, Ahka Christian Fellowship, and the Center for the Coordination of Hill Tribe People. Establishing and maintaining strong links with many partners and community resources enabled IJM to more effectively reach many of the target subgroups.

2.1.5 Participation of the Local Community and the Target Group in the Project

Results from the final evaluation suggest that there was a high level of participation by the local community and target group in the project. For example, a total of 8,760 adults attended trafficking-awareness presentations conducted by IJM's citizenship partners (as of March 2006). After a training that was organized by Inter Mountain Peoples Education and Culture in Thailand (IMPECT) to provide knowledge about identity card applications, IMPECT staff reported that participants demonstrated an increased understanding of the basic rules and laws, as well as the definition of who is a migrant and how many types of Hill Tribe people are in Thailand. This is but one example of project successes stemming from active participation.

2.1.6 Recommendations

1. IJM's broad definition of "at-risk" leads to an ambitious project design. Some populations are more difficult to reach and require special kinds of interventions. Project activities cannot always accommodate such variations without exhausting scarce resources. Therefore, the project design should define the priority subsets within the target group to reach as many at-risk minors as possible.

2. Minors’ qualifications for services should be flexible. These at-risk children face challenges that most children do not. They are a disadvantaged group and require additional consideration regarding placement in the appropriate level of educational program and accompanying support to ensure that the placements are successful.

2.2 IMPLEMENTATION

The implementation of Thailand Sex Trafficking Task Force: Prevention and Placement involved 15 NGO partners and two schools in Northern Thailand (discussed under Partnership and Coordination). Project activities were mainly located in Chiang Mai and Chiang Rai. Progress toward project objectives was tracked over the life of the project through indicators to monitor outputs and performance vis-à-vis established targets.

2.2.1 Raising Awareness about the Risks of Trafficking

Efforts to raise awareness about trafficking have been a successful component of the project, with the number of activities exceeding project targets. As of March 2006, a total of 228 awareness-raising presentations had been made at population centers, villages, and at or near the border. As shown in Table 1, this number exceeded the project target (180). The total number of at-risk children that attended awareness-raising presentations was more than two times the project target.

Table 1: Indicators for Raising Trafficking Awareness

Indicators	Project Target	Project Total to Date
1. Number of awareness-raising presentations made at populations centers, villages, and at or near the border	180	228
2. Number of at-risk children attending awareness-raising presentations made at populations centers, villages, and at or near the border	2,025	4,738

This evaluation did not include the observation of any presentations during the site visits because the events were already completed. However, the evaluators did review the content of the presentations to confirm that it focused on the risks of trafficking.

2.2.2 Ongoing Citizenship and Documentation Activities

The indicators for ongoing citizenship and documentation activities reflect the greatest successes of this project. The project tracked the number of individuals reaching elevated status—meaning acceptance into the process of nationality proof—and documented status—meaning the receipt of an identity card. A total of 5,053 at-risk children were documented for citizenship or elevated status, eclipsing the project target of 450. Surprisingly, NGO partners in the IJM project helped with the preparation of 11,143 applications for citizenship or work permits submitted to the district office. Regarding the number of at-risk children and adults granted citizenship/work permits or other elevated status through documentation assistance and/or advocacy, the results

are excellent. To date, 4,864 at-risk children have been granted one of these, far greater than the project target of 150, and 4,266 adults have been granted one (no specific project target).

Table 2: Indicators for Citizenship and Documentation Activities

Indicators	Project Target	Project Total to Date
1. Number of at-risk children documented for citizenship/ elevated status	450	5,053
2. Number of applications for citizenship applications/work permits submitted to district office	-	11,143
3. Number of at-risk children granted citizenship/work permits or other elevated status through documentation assistance and/or advocacy	150	4,864
4. Number of adults granted citizenship/work permits or other elevated status through documentation assistance and/or advocacy	-	4,266

2.2.3 Keeping Children and Adolescents in School or Legal Work

Placement activities implemented by the partners included providing housing and schooling for children at risk of being trafficked for sexual exploitation or exploited in the labor market. IJM and its NGO partners exceeded the project target for facilitating the placement of at-risk children and the removal of victims from commercial sexual exploitation into sustainable educational and vocational opportunities. Table 3 shows that most of the project totals as of March 2006 were higher than the project targets, with two exceptions being the number of at-risk and removed minors placed in vocational training and the number of at-risk and removed minors reintegrated into their villages. These indicators focus on minors who had been trafficked somewhere else and were brought back to their villages of origin. According to the project design, they received some reintegration support. However, a key part of such support was expected to be vocational training, and few suitable vocational placements existed in proximity to the villages of these minors.

Placement activities focused on providing shelter, formal education, and legal services for minors to give at-risk children and removed victims opportunities to attend two to three years of schooling, and gain legal knowledge and services. Removed minors and at-risk minors were provided legal services to protect their right to be rehabilitated and their right of access to secondary school.

The total number of children placed in vocational training was significantly less than the target number because IJM and its partners preferred to place children into formal or nonformal schooling rather than vocational programs. This dynamic was largely the result of a difference in quality: schools tended to be of much higher quality than vocational programs in Northern Thailand. Child beneficiaries require vocational training that is appropriate for their language and background and relevant for obtaining employment in Northern Thailand, yet suitable opportunities were difficult to find. Project activities did not achieve the target for vocational placements, but the combined number of children placed in either educational or vocational training was greater than the combined targets for these activities.

Table 3: Indicators for Placement: Placing At-risk Minors and Removing Victims of Commercial Sexual Exploitation into Sustainable Educational and Vocational Opportunities

Indicators	Project Target	Project Total to Date
1. Number of at-risk and removed minors placed in school	50	139
2. Number of at-risk and removed minors placed in vocational training	100	10
3. Number of at-risk and removed minors placed in either school or vocational training	50	53
4. Number of at-risk and removed minors provided legal services	75	295
5. Number of at-risk and removed minors reintegrated into their villages	75	48

2.2.4 Increasing the Capacity of Government Agencies, Community-based Groups, and Individuals

Evidence compiled for the final evaluation indicates that IJM’s project efforts have increased the capacity of government agencies, community-based organizations, and individuals. In particular, this project has increased the ability of government offices to prepare and process citizen documents, the ability of local communities to build a stronger network to amplify prevention and placement efforts, and the ability of individuals to protect themselves from trafficking. Salient examples are presented below.

- **Capacity of the Fang District Office:** Findings from in-depth interviews show that the citizenship documentation process is the primary responsibility of the Fang District Office, Chiang Mai. The deputy district officer explained that the Fang District Office provides the services for verifying and preparing citizenship documents and the approval of Hill Tribe citizenship applications.

The deputy district officer stated that officers were always busy and found little time to focus on Hill Tribe applications. Project activities helped these officers to streamline procedures for collecting and preparing citizenship documents, and IJM helped the district recognize the need for a special section devoted to citizenship-granting activities.

The evaluation team found that legal activists and some district office officers appreciated the help of IJM staff, and they were co-organizing training on acceptable application materials. IJM was also able to disseminate information about successful practices to other district offices. For example, project staff shared the experiences from the Omkoi model (described in detail in the midterm evaluation report).

- **Capacity of Local Community:** House of Love (HOL), one of IJM’s NGO partners, found that people living in the local slum communities were the ones who effectively refer children to their office. These people knew immediately when children were abandoned or were being abused. Ethnic minority teachers at a day care center that serves slum children also referred children to them. HOL stated that they have meetings with parents in the slums and the parents are able to participate in planning for their children’s care, health, and

education. IJM's financial support enabled these HOL activities to occur, which has resulted in a stronger network of community involvement. Through dynamics such as these, activities to reduce the risk of trafficking have been integrated into community events (e.g., support activities were included in the festivals associated with the Buddhist religion day).

- **Capacity of Individuals in the Target Population:** Individuals within the target population become at lower risk for trafficking after participating in project-related activities. As community organizations integrate related activities into community events (as described in the HOL example above), potential victims become more educated and gain access to resources. Children under the age of 12 have learned that they can study beyond the level of basic education. Teenagers (13- to 18-years-old) can receive a Thai identify card, health insurance, and a driving license. They have also gained knowledge about protecting themselves from traffickers and the risks inherent in many of their jobs at gas stations and restaurants. Adults learned that they can have the full rights of Thai citizens, including a work permit.

Activities that reduce the risk of trafficking became more integrated into community life during the project period. Children participate in community activities, with some children representing the district in sport activities and contests. Some people in the community join the NGO partner English classes on Saturdays. Parents and guardians participate in hostel activities, and some parents regularly donate money and food to the shelters where the children stay.

2.2.5 Greatest Successes and Challenges of the Project

This evaluation identifies project successes and challenges, and notable examples from key partners are as follows:

- **House of Love.** As a result of this project, children who were not in school before were studying in vocational schools and one was in university. Some parents decided not to have their children work at night and were determined to keep their children in school. Parents with very small children were planning ahead for their children's education. The biggest challenge for HOL was helping HIV-positive children accept their status and remain healthy. Another challenge was parents who were abusive or on drugs. It was also a challenge to help people without citizenship plan for future education and their future.
- **The New Life Center Foundation.** This organization supports tribal women at risk for or victimized by labor exploitation in Thailand. NLCF's activities include providing shelter for victims and girls at risk, education, vocational training (inside and outside of NLCF), life-skills building, leadership development, and citizenship advocacy.

The final evaluation found that project activity implemented by NLCF was a best practice. This project supported 25 residents at NLCF on citizenship, educational, and vocational activities. NLCF was able to implement these project activities effectively because of its strong networks with many community resources and partners. NLCF has an 18-year history of working closely with the Department of Thai Social Welfare and

Human Security, related to all emergency referrals and special cases. NLCF also has a good relationship with government hospitals, such as Suan Prung and Suan Dok Hospitals. Suan Prung is the major state hospital for people with mental illness. On some occasions, NLCF consulted with the staff at Suan Prung related to girls with posttraumatic stress disorder and other mental disorders. Suan Dok is the major state teaching hospital in Northern Thailand. NLCF residents receive health care at Suan Dok.

NLCF has an ongoing relationship with the Hotline Foundation, which is a Thai NGO staffed by Ph.D.-level psychologists and M.A.-level social workers. The Hotline Foundation provides counseling, treatment, and shelter to victims of sexual and domestic abuse, and it provides consultation to NLCF regarding emergency referrals and clinical care on a regular basis. NLCF's strong network allows it to more effectively implement project activities in collaboration with IJM.

- **Karen Baptist Convention.** Karen Baptist Convention (KBC) has worked with IJM to effectively provide knowledge about basic human rights and prevention of trafficking to Hill Tribe people in OmKoi district. After receiving the requests of Hill Tribe people, KBC coordinates with OmKoi District Office to issue Thai citizenship identity card. The project greatly surpassed project indicators for citizenship advocacy activities, largely because of the success of KBC in collaborating with the Thai Government on the expedient processing of citizenship applications for Hill Tribe people.
- **Inter Mountain Peoples Education and Culture in Thailand.** Working with IJM staff, IMPECT provided knowledge on human rights and basic nationality law to Hill Tribe people and received applications from Hill Tribe people. IMPECT coordinated with the district officer to issue Thai citizenship identity cards to Hill Tribe people. They also managed the systematic auditing of documentation and DNA testing. The successful collaboration between IMPECT and IJM resulted in notable project successes with project citizenship-related initiatives.
- **Hope House.** This tribal children's home indicated that they have successfully carried out activities as part of the IJM project, such as providing food and shelter, formal education, and supplemental schooling (tutorials). They provided vocational training, such as computer skills, sewing, weaving, pig farming, fish farming, and agriculture. They also offered education tours, sport activities, instruction on hygiene, special English classes, and instruction on moral values.

Hope House's greatest successes and challenges include the following:

Positive

- Children developed good self-esteem because they were given equal opportunities in education in a Thai setting.
- Children acquired skills and knowledge in a practical way.

- The risk of children being victimized in child trafficking, child labor, and/or prostitution was minimized.
- Children's chances for a brighter future became greater.
- Children developed good hygienic practices, as well as moral values.

Negative

- Parents had trouble coping with the changes shown by their children (e.g., speaking in Thai, and reading books).
- Hope House refused to accept some children who did not have the necessary documents for identification.
- There remained discrimination between the Thai and tribal children.
- Parents relied too much on the hostel to provide for the children's needs.
- Communication with the parents was limited because some of the villages were too remote.

One of the best practices revealed in this evaluation was the working relationship between IJM staff and Thai policemen. Aside from collaborating on law enforcement activities, which were not funded by USDOL as part of this project, IJM also used this relationship for case referrals and identifying at-risk children.

2.2.6 Recommendations

1. Support students through secondary school to provide continuity—regardless of a student's age. This recommendation is proposed because IJM scholarship to children lasted only for one or two semesters of a scholastic year. When the scholarship terminated or children reached the age which made them ineligible for the scholarship, they could not finish the schooling and were once again at-risk.
2. Skill development programs and followup, such as a sewing or motorcycle repair project, should be provided to children. Skill development is a means to reduce risks of being trafficked because children have better access to future jobs.
3. Involve parents in shelter activities to better prepare them for their children's successes (e.g., ask parents to contribute some food for a term and encourage parents to participate in school activities). An effective way for the shelter home to survive is to ask the parents to contribute some food and rice for a term as well as encourage the parents to participate in some school activities. Parents are strategic partners in this endeavor.
4. Education should be provided to Hill Tribe people to address their communication limitations, their perception of the law, and their human rights. Hill tribe people usually

cannot speak Thai language fluently. Attending Thai school will enable them to communicate better. They can also be informed about their rights and responsibilities according to the law.

5. NGOs should report their activities to the district office before they arrange them in the communities. This practice promotes safety and security and allows the district office to support their activities. At the district level, community activities must be arranged with the acknowledgement of local officials, so that they are not considered to be illegal.
6. NGOs are active organizations that can manage activities easily, while government offices are more passive. NGOs should manage their activities following the government policy and help the government office to work with citizenship and documentation. Findings from this evaluation highlight the need for NGOs and the government to complement each others' activities. The government establishes policy and the NGOs implement the policy. NGOs cannot develop policy at the national level by themselves.

2.3 PARTNERSHIP AND COORDINATION

IJM has implemented Thailand Sex Trafficking Task Force: Prevention and Placement in collaboration with 15 NGO partners and two schools. Of these, six focused on prevention, 10 on placement, and one on both types of activities. The list of partners with their periods of funding and focus on prevention or placement is shown in Table 4.

Table 4: Project Partners with Period of Funding and Focus of Activities

Organization (ordered by year funding started)	Period of Funding	Focus of Activities	
		Prevention	Placement
1. Catholic Commission for Ethnic Groups (CEG)	2003–2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2. Development and Agriculture Project for Akha (DAPA)	2003–2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. House of Love (HOL)	2003–2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4. Inter Mountain Peoples Education and Culture in Thailand (IMPECT)	2003–2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5. Karen Baptist Convention (KBC)	2003–2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>
6. New Life Center (NLC)	2003–2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
7. Thai Lahu Foundation (TLF)	2003–2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
8. Friends of Street Kids (FSK)	2004–2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>
9. Harbor House Foundation (HHF)	2004–2005	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
10. Hope House Tribal Children's Home (HHT)	2004–2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
11. Huay Nam Khun Youth Center (HNK)	2004–2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
12. Akha Christian Church (ACC)	2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Organization (ordered by year funding started)	Period of Funding	Focus of Activities	
		Prevention	Placement
13. Alternative Education Development and Prevention for Childlife (Baan Nana)	2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
14. Baan Pasakai School	2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
15. Baandoo School	2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
16. Hill Tribes Education Center (HTEC)	2005	<input type="checkbox"/>	<input checked="" type="checkbox"/>
17. Mae Suay Law Center	2005	<input checked="" type="checkbox"/>	<input type="checkbox"/>

2.3.1 NGO Partners

IJM had effective relationships with many of its partners, working together to implement project activities. However, some NGOs reported that their partnerships with IJM were not always smooth, largely because of coordination and project management issues. The contracts with IJM for some NGOs were terminated before the expected dates (discussed under Management Issues).

The evaluation shows that many NGOs have their own informal networks that allowed them to leverage IJM funds more efficiently, especially in the exchange of information. This was the positive side of coordination among partners. However, partners sometimes competed with each other for IJM resources to serve at-risk or rescued victims of sex trafficking and to offer them the right placement (i.e., shelter, education, or vocational trainings). IJM did not establish any formal coordination between its partners. The coordination was between IJM and partner rather than partner-to-partner (discussed further under Management Issues).

2.3.2 TRAFCORD and CCPCR

This evaluation highlighted the critical role of TRAFCORD and the Coordination Center for the Protection of Children’s Rights (CCPCR) within the Department of Social Welfare and Human Security. Both organizations shared the viewpoint that IJM should make an effort to cooperate with stakeholders and partners with an awareness of Thai working culture to better ensure future project success.

TRAFCORD is a semi-governmental organization, which was established in 2003 to address human trafficking problems in Thailand. Its structure covers both national and local (provincial) actors in fighting against sex trafficking in Chiang Mai. CCPCR is a direct partner of TRAFCORD.

Since its inception, TRAFCORD has played a vital role in combating sex trafficking. At the start of Thailand Sex Trafficking Task Force: Prevention and Placement in 2003, the relationship between TRAFCORD and IJM was strained because of some of IJM’s law enforcement strategies—activities that were not funded by USDOL. In some early raids of sex establishments and rescues of trafficking victims, some people felt that IJM worked too quickly and publicly, causing subsequent cases of sex trafficking to become more complicated in their operations and

patterns. IJM tried to revise its work style to better coordinate with TRAFCORD, but the relationship between the two organizations still exists with little coordination.

CCPCR reported that a key obstacle in their coordination with IJM was that the two organizations have different approaches to the sex trafficking issue, especially concerning the criteria to determine whom the victims of trafficking are. These conceptual differences include the following:

- **Citizenship.** CCPCR argued that not all non-Thai citizens are at risk for trafficking and that efforts for citizenship granting should focus on risk reduction rather than just numbers. Their view was that IJM should put more emphasis on the quality of citizenship granting for high-risk targets. Emphasizing quality means ensuring access to educational opportunities, health care services at low or no cost, freedom to travel throughout Thailand, and the provision of ID cards. These rights all contribute to risk reduction.
- **School Scholarship.** CCPCR indicated that IJM had not clearly defined the criteria for selecting at-risk children for scholarships. The evaluators found that, to date, IJM scholarship awardees were mainly orphans of HIV-infected parents, or children from broken families.
- **Shelter.** CCPCR asserted that IJM should monitor the quality of shelter homes by ensuring that they adhere to child protection laws and register with Thai authorities. The criteria for setting up and operating a shelter home for children who are victims of trafficking cover the following:
 - **Physical safety** should be guaranteed, including space for children to play and to rest.
 - **Management** by a legal person/body (e.g., association, foundation, company) should be in place.
 - **Guardians** must be trained or have experience in supervising children for at least one to two years. A social worker or psychologist is also required.
 - **Integrated child development** (cognitive, affective, physical and vocational) should be fostered.
 - **Family tracing/contact** is recommended.

CCPCR indicated that some shelter homes run by NGOs did not meet such criteria and that IJM should pay better attention to these criteria in supporting the shelter homes.

CCPCR recommended that the activities of IJM and its partners should be a part of CCPCR provincial operation unit records. IJM could coordinate with government officials who devote themselves to combating sex trafficking, but not all officials are so devoted at that level and some corruption cases have occurred. Therefore, the partnership between IJM and the government was fragile and could be called a “cool relationship.” CCPCR also felt that when

IJM terminated contracts with partners who could not meet requirements in reporting, IJM showed a lack of care for beneficiaries.

2.3.3 Other Stakeholders

There are many organizations involved in fighting sex trafficking in Northern Thailand, both before and during the USDOL-IJM program. IJM must cooperate with these organizations. IJM has developed a good partnership with immigration police in some border areas where cross-border sex trafficking takes place frequently. IJM's skills in deterrence activities (not USDOL-funded) are widely recognized. Some NGOs who are non-partners have also praised IJM for its efficiency. However, some stakeholders chose not to be IJM partners, even though they were invited to tender proposals, because they were able to find other sources of funding. Disincentives for partnering with IJM included the high turnover of IJM staff, the need for frequent visits, and the reporting burden.

IJM and its partners emphasized activities with direct beneficiaries, so villagers, schools, and temples were not integral parts of their operations. Parental participation in preventing trafficking was not apparent. Only local slum community members and some parents in slums in Chiang Mai participated in referring children to HOL and attending meetings to plan for the children's care, health, and education. The program also had limited opportunities to coordinate with governmental organizations and NGOs in Burma in sex trafficking, although some at-risk/rescued groups were from Burma. NGOs in Takhilek (in Burma) and in Maesai (in Thailand) both accepted the gaps.

2.3.4 Recommendations

1. IJM should create horizontal partnerships among its partners. Such partnerships would be more participatory, allowing partners to participate in designing project activities and setting reporting dates. Some partners expressed their wish that IJM would consider their input for criteria (e.g., age requirements), period of scholarships, role of parents in contributing to the shelter home (HHT), and vocational training for income generation by children (NLCF). These partners noted that they were experienced and could offer valuable suggestions.
2. Local participation and local networks should be strengthened. Parental participation in preventing trafficking should be emphasized.

2.4 MANAGEMENT ISSUES

During the three-year period of the project, IJM managed the project by inviting NGOs to be its partners, and then coordinating and funding partners. Steps in this management process included the following:

- IJM informed prospective partners and sent written invitations;
- Interested partners submitted proposals;

- IJM visited and screened prospective partners;
- Selected partners signed contracts and received contracts;
- Partners submitted quarterly reports;
- IJM conducted visits to partners; and
- IJM conducted followup visits, phone calls, and correspondences.

Through such procedures, issues in management arose for both IJM and partners.

2.4.1 Management issues for IJM

The management strength in the IJM program was its frequent followup of partners' activities and its capacity to keep good records and reports of beneficiaries. All partners confirmed that they received regular followup from IJM. This enabled IJM to monitor the performance and achievement of each partner according to its mandate and objectives. By checking IJM documents, the evaluator recognized IJM's capacity for keeping the master list of beneficiaries as well as technical and progress reports from partners.

The lack of flexibility in administering accounting/financial reports from partners is a management area that could have been improved. However, the evaluators recognized that all project partners must adhere to USDOL and U.S. Government requirements for keeping detailed financial records and submitting reports. Because contracts with partners were used for various activities and beneficiaries, sometimes financial (and technical) records could not correspond one-by-one to beneficiaries (e.g., the purchase of five pupils' sportswear and shoes was presented in a single receipt, not five). If partners could confirm that contracts were used according to the intended purpose and they had acceptable receipts, IJM should not have demanded that they prepare extra financial records for each individual child. USDOL should provide more flexibility, if needed, to decrease the reporting burden.

In some cases, IJM was required to terminate a contract because a partner did not fulfill reporting requirements and could not assure IJM that USDOL funds were being used appropriately. One clear example was the termination of the contract with HHF because of concerns about financial mismanagement. IJM supported the education of 25 children and attempted to work with HHF staff before and after termination to ensure that the children could continue their education. However, IJM lost contact with two of the former beneficiaries.

2.4.2 IJM's Ability to Measure and Track Its Indicators

In the original proposal, IJM included two sets of indicators to measure the achievement of prevention and placement activities—

Prevention

1. Number of awareness-raising presentations made at populations centers, villages, and at or near the border
2. Number of at-risk children and families documented for citizenship application/work permits
3. Number of at-risk children and families granted citizenship/work permits or other elevated status through documentation assistance and/or advocacy

Placement

4. Number of at-risk and removed victims placed in school
5. Number of at-risk and removed victims placed in vocational training
6. Number of at-risk and removed victims placed in employment
7. Number of at-risk and removed victims provided legal services
8. Number of at-risk and removed victims reintegrated into their home village

The eight indicators were to be verified by IJM weekly reports, case reports, cases tracked in the CTS database, and followup reports. In actuality, these indicators could not be monitored so often, and difficulties related to tracking indicators are discussed below. After the midterm revision and final completion of the project, IJM revised some indicators to make them more relevant to the circumstances in the field and to the possibility of the partners' achievements.

This evaluation identified the following four key issues related to the measurement and tracking of indicators:

1. **Work permits.** There are no final outcomes on the application and granting of work permits. Only completed applications for citizenship and obtained citizenships were reported. Beneficiaries who were Hill Tribe children were not eligible to register for work permits, nor are other at-risk groups such as street children or children whose parents died of HIV/AIDS. Consequently, indicators on work permits could not be met, but in the final report, figures for work permits and citizenship were combined. IJM could fulfill only the citizenship component in this indicator. Using a combined indicator masked the reality that the project fell short in terms of the number of work permits.
2. **Time required to gain citizenship.** Hill Tribe people in Thailand must follow an extensive process to become citizens, and the resulting timeframe makes it difficult for IJM to track successes during the project period. They are indigenous people and did not have access to citizenship before 1984-85. According to Thai law, they must submit a request for proof of their nationality, and they must prepare a series of identity documents to attach to the request form. Because many applicants are illiterate, they need NGOs and

district volunteers to assist them. District officials must then verify the documents and approve the registration of the applicant. According to the regulations, proof of nationality should be processed and completed within three months, but, in reality, this process takes three to five years in some areas because of the limited number of district officials and insufficient documentation.

- 3. Involvement of partners in prevention efforts.** If beneficiaries were documented for citizenship during the three-year period of the IJM project, IJM cannot claim these achievements without recognizing the contributions of other stakeholders. NGOs worked with IJM to organize forums where Hill Tribe people can learn about the process for proving their nationality. IJM has acknowledged the important policy work of many NGOs, academics, and others in the legal status documentation field. The USDOL-IJM project did fund citizenship projects of KBC, the Thailand Cultural Environment Fund, IMPECT, and DAPA, but citizen applications result from a combination of efforts and stakeholders, including activities and partners not funded by USDOL. This dynamic presented a major challenge in accurately counting project achievements.

IJM established a process for tracking prevention indicators. Each partner was required under its subcontract with IJM to file monthly reports for its USDOL-IJM project activities. One form listed the number of applications prepared and filed with the district office under the USDOL-IJM program in each village. If any application filed under the USDOL-IJM program was later approved, the partner was required to file another form updating the status of that application. When the partners submitted their monthly reports, IJM staff compiled the results for each partner with the reports from the different districts. If USDOL-IJM funded only a percentage of the partner's citizenship advocacy in a given area, IJM counted the same percentage of the results from that area toward its objectives. So, for example, USDOL-IJM funding constituted only two-thirds of the KBC project, and it was impossible to say which applications were funded by the USDOL-IJM program and which were funded by other sources. Therefore, IJM counted two-thirds of the results from the first KBC project toward IJM's program objectives.

- 4. Placement in vocational training.** The project proposal states that 75 at-risk and or removed minors would be assisted and reintegrated into their village. The result of this indicator shows that 48 minors were assisted and reintegrated, and only 10 minors compared with a target of 100 were placed in vocational training. IJM reported that there was a shortage of high-quality vocational training opportunities available in Northern Thailand, making placement in schools a more viable option. For this reason, the number of children placed in schools exceeded the target, while the number placed in vocational training fell short.

IJM met almost of its stated indicators. Aside from the issues described above, IJM reached a higher target number than proposed.

2.4.3 Management Issues at the Partner Level

NGOs that collaborate with IJM have different levels of capacity to fulfill management and reporting requirements. Some are well established with a record of long-term activities and successes, while some are very small and new. Their skills for managing IJM funds vary. The new and small organizations needed more technical and managerial support from IJM, yet more established NGOs with high personnel turnover rates (like Baan Nana and HHF) also needed assistance. These organizations faced limitations in meeting IJM requirements, especially related to the accounting and financial reports.

In some cases, IJM supported partners in developing project management capacity. For example, KBC used IJM funds to purchase a computer for the Omkoi District Office and to fund a staff position to enter application data into the computer. This support was dedicated to citizenship and application verification procedures. This model in the Omkoi district was successful, and KBC planned to reproduce this model in other district offices in Chiang Mai where there is a high number of citizenship applications. Helping partners build capacity should be an indicator of project success, and the early termination of contracts in analogous future projects should be avoided if at all possible.

Evidence from partners indicate that small organizations had limited resources to continue their activities and were dependent on IJM contracts. More established NGOs were better able to locate additional funds. The requirement to leverage nonproject resources should not be applicable to all partners, especially the smaller ones.

NGO partners did offer some suggestions for diminishing or clarifying the reporting burden. Many NGOs requested that all report forms be provided in Thai to make reporting easier. Others expressed concern that contract requirements were not clearly defined at the beginning of the contract, and that additional requirements were placed on them as the term of the contract progressed.

2.4.4 Recommendations

1. Report forms for partners should be prepared in Thai.
2. Partners, especially schools and shelter homes, should be informed about their obligations at the commencement of the contract and no additional requirements should be requested.
3. Before terminating contracts, IJM and USDOL must look carefully at the consequences for beneficiaries who will lose services. Technical assistance should be provided where possible to help partners comply with contract requirements.
4. The indicators and targets for project success should be set after thorough examination of local realities to ensure their relevance and ability to be achieved.

2.5 IMPACTS AND SUSTAINABILITY

2.5.1 Impacts

Impacts were examined at three levels related to: beneficiaries, partners, and stakeholders and networks in Thailand.

Beneficiaries

Major impacts on beneficiaries, especially children in the project, are their increased awareness of the hazards of sex trafficking and vulnerable situations. They learned about protecting themselves from trafficking. They also learned about child rights and the worst forms of child labor. Children developed greater self-esteem. Impacts on parents and teachers were less obvious. Only a few cases in some areas indicated a strong awareness among teachers and parents of the hazards of sex trafficking. Most parents and teachers were not fully aware of these situations and their roles in combating them. It should be noted that many at-risk children have no parents, as many of their parents have died of AIDS. Thus, to include parents as direct beneficiaries may not be relevant to all target children.

The impact in terms of citizenship granting was also less obvious. The number of Hill Tribe children who entered into the process of applying for citizenship was high (5,053) and so was the number granted citizenship (4,864), but the high numbers do not reflect IJM's total achievement. The application for and granting of citizenship is a slow process that can last up to 15 years. Because the process of registering citizens began before IJM started its work in 2003, not all of the outcomes can be attributed to IJM's efforts, and IJM has no way to confirm how many are a direct result of project activities. Furthermore, the impact of citizenship on trafficking is not direct, yet citizenship can provide access to educational opportunities, health care services, an identification card and driver's license, and the right to move freely. These rights, in turn, often lead to a reduced risk for trafficking. IJM has played a role in facilitating the citizenship-granting process, but it should also have focused more on additional services to ensure access to the rights that should accompany citizenship.

Partner Organizations

Impacts on partner organizations were not as successful as on beneficiaries. While established partners benefited from IJM funds by strengthening their existing activities, newer partners were quite dependent. IJM funds enabled newer partners to start their activities, but without continued IJM support, their continuation is in question. Schools in Chiang Rai, HTEC, and HHT are examples of these less established organizations. A lack of funds and a high personnel turnover rate are the two greatest challenges facing smaller NGOs. In this regard, continued supports (for longer than one year or one semester), as well as capacity building services, are needed. IJM should enhance local capacity, especially in project management skills. Nonetheless, some partners say that IJM has been understanding in dealing with obstacles. During the project period, IJM tried to adapt its practices to have a greater positive impact on partners. Unfortunately, the adapted strategy took place in the later stages of the project and did not affect impacts on partners.

Organizations working on prevention as well as placement with IJM operate individually under loose, informal networks. This lack of horizontal coordination among partners meant that lessons learned and good practices were not shared. Some organizations even competed with each other for resources to reach the same target beneficiaries. IJM did not develop an approach to link partners together. One partner (HHF) observed that sex trafficking is an international issue that needs mutual understanding and commitment. Partners who work on the issue should develop common policies and consolidate. By building trust, each partner will be more likely to share its experiences.

Some partners remarked on the constraints of cross-border collaboration with IJM activities. The nature of sex trafficking involves the place of origin, the transportation of victims, and the exploitation of victims in the place of destination. Many victims of trafficking are girls from Burma. Cross-border cooperation is required to address the total process and the root causes of trafficking, but IJM and its partners were only able to operate in Thailand and there was no push for a cross-border partnership strategy. If a partner, such as FSK, were to initiate a cross-border trafficking suppression, it would be in conflict with the contract with IJM.

Stakeholders and Anti-trafficking Networks in Thailand

IJM's goal was to reduce human trafficking, and it had positive impacts on NGO networks in this area. IJM directly addressed the needs of trafficking victims and vulnerable groups, and it drew on an extensive network of NGOs for technical support. However, IJM also had negative impacts on some governmental organizations and NGOs because of previous actions related to investigations (activities that are not supported by USDOL funding). IJM had used the American or "fast track" style in raiding to rescue victims, and IJM's performance intimidated some stakeholders, leading to poor coordination and a negative image. Some stakeholders believe that IJM's work style has at times made other investigative attempts' success more difficult because perpetrators changed their tactics. For example, recruiters have changed their strategies by keeping children in different locations. Sex trafficking victims were put into mobile brothels for which raids are not efficient. Given the negative reputation that IJM developed, TRAFCORD chose to stop working cooperatively with IJM. However, TRAFCORD was considering reviving this working relationship at the time of this report. IJM's negative image related to investigation has not been constructive for overall anti-trafficking attempts, and IJM worked during the USDOL-IJM project period to cooperate more with local people, NGOs, and local officials to overcome any negative impact.

IJM may have also developed a negative reputation through its reporting of progress toward meeting targets, which may have included information about trafficking and child rights violation cases. The evaluators heard anecdotally that the reporting of trafficking information and human rights abuses by IJM to USDOL was believed by some stakeholders to be connected to the poor U.S. ranking of Thailand's efforts on human trafficking and to have influenced Thai-U.S. political and trade relationships. Although IJM and USDOL publicly denied such assertions at the stakeholder workshop on February 3, 2006, the evaluators believe the rumor did create a negative image for IJM.

2.5.2 External Factors

It would be unfair to IJM to assess the impacts of the project without addressing external factors. The taskforce administering this project operated in a situation where many risk factors existed related to narcotics, HIV/AIDS, and minority problems in Northern Thailand.

Narcotics. Located near Burma and China, Northern Thailand has had a decades-long history of involvement in the drug trade and drug use. Foreigners are aware of the Golden Triangle in Chiang Rai Province as being one of the largest drug producing areas during the past three to four decades. Although Thailand, Burma, China, and the United States cooperate in an effort to suppress the production, smuggling, and consumption of drugs in the region, the problems continue. Minorities and the Hill Tribes have become involved in this notorious trade. Some beneficiaries of the IJM project had parents who were drug addicts or who had died of drug use. Some children were even addicts themselves. Some of the parents of drug-addicted children cared little about their children's future, and some parents readily sold their children. In Chiang Rai, Akha adults and children are vulnerable to drugs, making them a high-risk group. The problem of drugs is closely linked to child trafficking.

HIV/AIDS. Northern Thailand has a remarkably high rate of HIV-infected people. Many NGO operations in the North involve the issues of AIDS, commercial sex work, and human trafficking because they are interrelated. Some NGOs also cover related children's issues, such as child prostitutes and orphans of HIV-infected parents. The high rate of HIV among parents makes their children an at-risk group for sex trafficking. In some cases, children are HIV positive themselves. At a shelter home in Mae Sai, an evaluator observed numerous entertainment and sex establishments surrounding the shelter home, making it more difficult for the partner organization (FSK) to conduct activities in such an unfriendly environment. FSK was aware of the threat and challenge.

Minorities and Citizenship. There are more than six ethnic minority groups in Northern Thailand. Many of them do not have Thai nationality. Some are in the process of application and others are not eligible. With such uncertainty, many minorities have a fragile legal status, making them vulnerable to abuse, including sex trafficking, by other people. IJM is working under these circumstances.

The citizenship-granting process is slow, and IJM cannot speed up the Ministry of Interior screening process. In Chiang Rai, tens of thousands Akha Hill Tribe people are waiting for citizenship granting. Akha children make up the majority of beneficiaries of IJM's prevention strategy, though it is not confirmed whether they are the most at-risk group for sex trafficking because of their lack of Thai citizenship. Some Akha children whose parents are drug addicts and who crossed the Mae Sai Bridge (between Thailand and Burma) to be street kids in Thailand are obviously a high-risk group for sex trafficking. Hill Tribe minority children without parents are a true at-risk group, yet not all Hill Tribe children without nationality are vulnerable to sex trafficking.

An NGO in Takhilek, a border town in Burma, informed the evaluator in an interview and site visit that in Burma ethnic Shan girls are more often trafficked than Akha girls because they are

more attractive. In Thailand, Shan girls are culturally and physically similar to the Thais and they do not face the same risks that they do in Burma. They can mix themselves with Thais and escape from citizenship problems. In this respect, vulnerability varies and is related to physical and cultural attributes of the individual.

These external factors provide the context in which the IJM project in Northern Thailand operated. They confirm the relevance of some of IJM's activities, especially the need to protect certain at-risk groups. They also provide clues for appropriate targeting strategies for IJM or other project implementers in the future. Some partners are able to specifically define their targets. For example, NLCF uses "at-risk" to refer to tribal girls (representing the six major tribal groups in Northern Thailand) who—

- Are orphans/have one parent only/have a stepparent
- Have attended school for only one to two years/are undereducated/have never been to school
- Have been candidates for arranged marriage between ages 11 and 15
- Have been married between ages 12 and 15 and whose husband subsequently left them
- Came from villages with high rates of drug addiction
- Have been addicted to drugs (e.g., opium, heroin, and methamphetamines)
- Have been forced to work to support an adult in the extended family

It was important that IJM operated with a profound knowledge and understanding of the current situation. In the second and third year of its operation, IJM learned how to adapt its strategies to better address sex trafficking in Northern Thailand.

2.5.3 Sustainability

Sustainability is a weak area of the project. Many local implementing agencies did not have the capacity to develop and continue effective action against child trafficking once the IJM project ended. One partner (DAPA) said that it should not have to depend on IJM funding like a drug addict. NGOs should thoroughly consider the implications of entering into a partnership with donors like IJM. If such a partnership leads to a lapse in services at the end of the project, these NGOs risk losing their credibility with the public.

In its early years of operations, IJM and its partners emphasized the fulfillment of their objectives in risk reduction, so there were limited plans for sustainability. In the third year of the project, IJM and its partners became more aware of the importance of sustainability, but the available funding and time, and the work plan did not allow them to explore possibilities to make their activities more sustainable. Now, for example, scholarships for students will be terminated according to IJM funding rather than according to the scholastic year, leaving students in trouble and helpless. Financial support to the shelter home was costly and few partners thought about

cost-sharing strategies to ensure independence once IJM funding was gone. In its proposal, IJM stated that it would emphasize the sustainability of long-term reduction of trafficking and the strategy of transitioning itself to national leadership. IJM was successful in establishing itself as an NGO with legal expertise to assist at-risk groups, and such expertise in sustainable, but the activities that partners performed using IJM funds had to be sustained by the partners' own commitment. While some partners, like KBC and IMPECT, can continue to run their activities, others cannot. Many of the shelter homes, educational scholarships, and vocational trainings might prove unsustainable.

IJM indicated that there were nine new project proposals from partners submitted to IJM for further support. Although the high number of proposals reflects the need for continued assistance from IJM, it can also be seen as an increased capacity of partners to develop new proposals for funding.

The issue of sustainability should be examined further to ensure the continuation of activities. Such continuity requires not only financial support but also local participation and commitment to fight sex trafficking. Both IJM and some partners have been partly successful in these areas.

2.5.4 Recommendations

1. The application process for citizenship should be made more systematic, with clear contribution from IJM and stakeholders, and long-term followup should be included.
2. Encouraging and supporting linkages among partners is an important step in developing local capacity to carry on project activities after the grant period.
3. Public perception of IJM activities is an important factor for sustainability. IJM should therefore consider its whole range of activities and ensure that it is not perceived as harmful to Thailand by using all means of public relations and communication.
4. IJM and implementers of future projects need to develop a clear sustainability plan, analyzing and developing the short-term and long-term sustainability of IJM, partner institutions, and beneficiaries.

III CONCLUSIONS AND RECOMMENDATIONS

3.1 CONCLUSIONS

The project period for Thailand Sex Trafficking Task Force: Prevention and Placement ended on 30 June 2006. The project results, lessons learned, and recommendations highlighted in this evaluation provide valuable information to guide the effective implementation of future projects. Reducing the worst forms of child labor in Northern Thailand remains a critical issue, and the legacy of the USDOL-IJM project can inform follow-on activities conducted by IJM or other stakeholders.

3.1.1 Program and Project Design

The project design was appropriate for achieving stated objectives, given the time and resources available. The prevention and placement strategies were generally relevant and effective for reducing the risk of child trafficking in the local context. IJM worked closely with partners to fill existing gaps in services and to expand current efforts related to awareness raising, citizenship application, and education to prevent trafficking. The use of IJM's existing network was a strong element of the project design. Collaborating with NGOs that already had strong links to community leaders and resources was an effective strategy for magnifying project results. In terms of placement activities, IJM worked with and supported shelter homes and providers of educational and vocational activities. However, these project activities were costly and less likely to be sustainable beyond the project period. The target group that benefited from this project included many categories of at-risk children.

3.1.2 Implementation

Activities implemented as part of Thailand Sex Trafficking Task Force: Prevention and Placement met or exceeded many project targets. Efforts focused on citizenship and documentation activities resulted in impressive numbers of applications for citizenship, but citizenship-related outcomes take time to occur and the process requires an extended effort beyond the project period. Placement activities to keep children in safe shelters and to enroll them in education programs were highly successful, but appropriate vocational training opportunities for the target group were difficult to find. In some cases, the project did increase the capacity of government agencies, particularly by supporting or identifying promising practices in district offices that could be replicated. Less evidence was available about whether or not the project directly enhanced the capacity of community organizations or individuals.

3.1.3 Partnership and Coordination

IJM created partnerships with local NGOs who were working on human trafficking, and implemented this project in collaboration with 15 NGO partners and 2 schools. Partners were often able to leverage their own networks to maximize the effective use of project resources, but partnerships were not always smooth because of coordination problems. In most cases, this poor coordination resulted from partners' inability to meet IJM management requirements and IJM's limited technical support to assist partners in overcoming these problems. Coordination with

some stakeholders, especially TRAFCORD and CCPCR, was minimal. TRAFCORD expected to continue developing its relationship with IJM, but CCPCR raised serious questions about the IJM criteria for determining victims of sex trafficking and the standards of some of its activities.

3.1.4 Management Issues

IJM carefully tracked project activities and kept up-to-date records on beneficiaries. Partners confirmed that activities funded by the project were regularly monitored by IJM. However, partners expressed concern about the lack of flexibility in the required financial reports. These requirements were a result of USDOL regulations, and IJM likely had little recourse to decrease this reporting burden. During the three years of the project, IJM was able to measure and track most indicators of achievement through the reporting arrangement established with partners. Four factors introduced complications into the system for tracking results: the lack of information on work permits, the long process and extensive time required to gain citizenship, the involvement of multiple partners in prevention efforts, and the fact that the IJM project funded only a fraction of partner's ongoing efforts.

3.1.5 Impacts and Sustainability

IJM has been successful in raising awareness about the risks of trafficking among minors. Children learned about self-protection, child rights, and the worst forms of child labor. The project impacts on parents were less obvious. Although the project exceeded targets related to citizenship applications and documentation, the results of these efforts remain unclear. The process to become a citizen and gain rights that reduce the risk of trafficking is a long one that is influenced by a range of factors. While established partners benefited from project funds in strengthening their existing activities, newer partners became dependent on this support. IJM's management efforts focused very little on capacity building and horizontal coordination among partners.

The impacts of the IJM project on sex trafficking in Northern Thailand occurred within the context of three negative variables. The spread of narcotics and HIV/AIDS has made the suppression of sex trafficking more difficult, and the issue of minorities' citizenship and their lack of rights has also been detrimental to IJM's efforts.

The sustainability of activities provided by partner organizations is a weak point of the project. Most local NGOs have a limited ability to maintain activities without IJM funds, and planning for sustainability did not appear to receive attention until the final year of the project. IJM itself can survive because it has multiple donors, but some partners will struggle to sustain their activities without IJM funding. This dynamic should be considered in planning and implementing future projects.

3.1.6 Lessons Learned

There are many lessons that IJM, its partners, USDOL, and other stakeholders can learn from this endeavor. Local NGO partners learned about strategies to work with children, parents, and communities. They learned about adaptation of target groups and the costs of shelter homes.

They also discovered the role of media in helping disseminate their activities and the need to coordinate with other NGOs and with government agencies.

IJM learned how to administer funds more efficiently and flexibly. These lessons resulted in the adaptation of IJM's strategy to improve partner relations and increase the number of target beneficiaries.

IJM and stakeholders learned that experiences and best practices should be shared and disseminated to maximize their effectiveness. They also learned that the principles of trust and respect for each other must be observed. Particularly important is the recognition that achievements can and should be coowned when they are the result of efforts by multiple stakeholders. Finally, the project highlighted a need for cross-border cooperation.

3.2 RECOMMENDATIONS

The findings discussed throughout this report provide important guidance for future projects delivering prevention and/or placement activities to decrease the worst forms of child labor. Based on these findings, the evaluators have compiled specific recommendations as listed below.

3.2.1 Program and Project Design

- The project design should define the priority subsets within the target group to reach as many at-risk minors as possible. Some populations are more difficult to reach and some require special methods of interventions. The project activities cannot always accommodate such variations and the design should reflect the most effective use of resources.
- The age criteria for services provided to minors should be flexible. These children comprise a disadvantaged group and require additional consideration regarding the appropriate level for placement in educational programs and accompanying support to ensure that the placements are successful. For example, education should be provided up to a certain level rather than up to a certain age.

3.2.2 Implementation

- The program should support students through secondary school to provide continuity—regardless of a student's age.
- Skill development programs and followup activities, such as a sewing or motorcycle repair project, should be provided to children.
- Involving parents in shelter activities will better prepare them for their children's successes. Suggestions include asking parents to contribute some food for a term and encouraging parents to participate in school activities.

- Education should be provided to Hill Tribe people to address their communication limitations, their perceptions of the law, and their human rights.
- NGOs should report their activities to the district office before they arrange them in the communities. This practice promotes safety and security and allows the district office to support their activities.
- NGOs are active organizations and are often able to manage activities more easily than government offices. NGOs should manage their activities in accordance with the government policy to expedite work related to citizenship and documentation.

3.2.3 Partnership and Coordination

- IJM should foster more horizontal partnerships among IJM partners. Such partnerships would be more participatory, allowing stakeholders to participate in designing project activities and setting reporting dates. Some partners expressed their wish that IJM consider their input for criteria, such as age requirements, period of scholarships, role of parents in contributing to the shelter home, and vocational training.
- Local participation and local networks should be strengthened. Parental participation in preventing trafficking should be emphasized.

3.2.4 Management Issues

- Report forms for partners should be prepared in Thai.
- Partners, especially schools and shelter homes, should be informed about their obligations at the commencement of the contract and no additional requirements should be requested.
- Before terminating contracts, IJM and USDOL must look carefully at the consequences for beneficiaries who will lose services.
- Technical assistance should be provided where possible to help partners comply with contractual requirements.
- The indicators and targets for project success should be set after thorough examination of local realities to ensure their relevance and ability to be achieved.

3.2.5 Impacts and Sustainability

- The application process for citizenship should be made more systematic, with clear contributions from IJM and stakeholders, and long-term followup should be included.
- Encouraging and supporting linkages among partners will help develop local capacity so that project activities can be sustained beyond the grant period.

- Public perception of IJM activities is an important factor for sustainability. IJM should consider its whole range of activities, and by using all means of public relations and communication, ensure that it is not perceived as harmful to Thailand.
- IJM and implementers of future projects need to develop a clear sustainability plan, analyzing and developing the short-term and long-term sustainability of IJM, partner institutions, and beneficiaries.

3.3 FUTURE PROSPECTS

Information elicited from stakeholders during this evaluation provided some general wisdom on how to work most effectively to reduce child trafficking in the future. Three areas to consider in particular that extend beyond this specific project include the following:

1. **Working more efficiently in a Thai cultural context.** Many partners and stakeholders felt that there were ways in which IJM could have worked more efficiently with Thai Government agencies. A project implementer must try to understand the system without being co-opted by it and also try to understand Thai culture. Assertiveness is important to ensure that the principles of the organization are maintained, and this may prove helpful in recruiting external forces, such as senior government officials, to negotiate between partners. On the other hand, NGOs should not be too dependent on the larger system. They should create their own systems that are flexible and realistic and not harmful to others. Criticizing the operations of government agencies or sending complaints to officials may provide negative results (especially in citizenship application), so the cultural context should be considered before taking such action.
2. **Crossing borders.** Migration has become a challenge to organizations working with children. NGOs must be involved in international politics and international relations in their activities with children, so that they can help implement effective solutions. Cross-border cooperation with Burma is possible, at least through official channels. There are cases of trafficked minors being moved from the government shelter home in Chiang Mai to the shelter home in Burma under the monitoring of the Department of Social Welfare and Human Security. Because examples of this sort are few, they highlight a critical weakness in the current arrangements.
3. **Promising conditions to improve future prospects.** Sustainable prevention of trafficking depends on strong community networks, both within and between communities. It requires a long-term process for building security in the community. Sustainable prevention will only exist if a new generation of youth in the community can be influenced and those youths can network actively to multiply the impact. Some positive examples of this necessary dynamic do exist in Thailand and provide hope for the future. These examples include Youth-net, Child Voice Radio, and Child Help line at DEPDC.

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IV LESSONS LEARNED

As the three-year project with USDOL support ends in 2006, some lessons have been learned by both IJM and partner organizations. They are as follows:

4.1 LESSON LEARNED BY PARTNERS

In operating activities to combat sex trafficking, local NGOs have learned many lessons related to education, working with parents and communities, setting targets, providing shelter homes, using the media effectively, and coordinating with other organizations.

1. **Education.** Most partners agreed that education (both basic and vocational) is the best investment in a child's long-term future, but the duration of support for a child's education must not be too short. Usually, a period of one year can ensure results in child development. If support is provided up to a certain grade level (e.g., grade 6 for primary school and grade 9 for junior high school), children will benefit the most.
2. **Parents and communities.** Working with parents, especially those who are drug addicts and abuse their children, can be difficult and may require more time. It is important to monitor children in the family and community. NGOs need to work with parents and communities for best results, but many families have their own limitations and NGOs must recognize this. Rehabilitation and reintegration take time. Workers need a long period of time to succeed. Hill Tribe children need extra inputs in their education to ensure their self-confidence. Members of the local community can play such a role.
3. **Targets.** If IJM and partners have specific targets for beneficiaries, activities directed at these groups in specific areas are most efficient. For example, beneficiaries who are victims of trafficking that were rescued in raids are few but the at-risk groups who could benefit from prevention activities are higher in number. Also, the number of beneficiaries who actually obtain citizenship is smaller than the number who apply. Therefore, target groups and target numbers are helpful, but they should be established with the mutual consent of the three parties: USDOL, IJM, and partners.
4. **Shelter homes.** One activity in the placement strategy is to provide shelter homes to at-risk and rescued victims of trafficking. This activity is expensive because there are many costs involved in setting up and running a shelter home. These services should be monitored carefully with technical support as needed to avoid termination of a contract if at all possible. Termination of a contract with a shelter home can severely affect the viability and security of the home and will have a direct negative impact on the intended beneficiaries.
5. **Media.** Some partners learned to use media to raise public awareness of the shelter home and to raise funding through donation. Media contributions in disseminating activities to the public and raising funds should be noted.

6. **Coordination.** NGOs must learn to work together and to cooperate with government agencies. Frequent meetings can build understanding and trust and can facilitate mutual assistance to victims. For difficult-to-reach target groups, international and cross-border networks are useful.

4.2 LESSONS LEARNED BY IJM

1. **Management of funds.** Partners vary according to their size, experiences, funding, and scope of activities. IJM has learned from this project that it should customize its approach to dealing with these different partners. Some small partners, such as schools and new NGOs, often need IJM technical support. All forms of reports should be prepared or translated into Thai language, and accounting reports should be more flexible. A teacher who tried very hard to meet IJM requirements in reporting expenses for school children was hurt to receive a letter reporting that contracts that were “improperly used/undocumented must be reimbursed to IJM.” Many partners would like IJM to play the role of supporter (especially in technical aspects) rather than just manager. Some were confused as to whether IJM was a donor or an actor in the combat against sex trafficking. Some even proposed that USDOL could fund NGOs directly, not through IJM.
2. **Adaptation strategy.** IJM reported that it would place greater emphasis on partner relations in the next proposal. It also planned to adapt its target to cover migrant people. During the last three years, IJM has tried to adapt itself through the recruitment of relevant and competent staff, communication with partners in Thai, reaching out to more small NGOs and other partners in Chiang Rai, and altering its style of confidential investigative measures. For such reasons, some stakeholders, such as TRAFCORD, expect to cooperate more with IJM in the future.

4.3 LESSONS LEARNED BY IJM AND STAKEHOLDERS

1. **Shared Experiences.** Partner organizations suggest that their experiences should be shared, which would further the goal of combating sex trafficking. Partners expected to learn more from each other and from IJM. Some stakeholders, such as the Development Education Program for Daughters and Communities (DEPCD), indicate that IJM possessed exceptional skills in the investigation and followup of trafficking cases as well as curative measures in sex trafficking. Such skills should be shared with local NGOs working on human trafficking.
2. **Trust and Respect.** IJM should adhere to the principle of trust and respect when working with partners. IJM and some stakeholders had different working styles and different methods of approaching sex trafficking. At times these differences have led to a strained relationship. It is possible that IJM might have seemed too achievement-oriented and intimidating to some partners because of a lack of understanding. Though IJM acknowledged that they should not, “Discredit the idol of Thailand,” the sentiment may be too extreme. It should be said, “Don’t discredit an organization or a person aggressively in public.” Though there are organizations and persons that deserve being

discredited (e.g., corrupt officials, inefficient partners), this should not be done publicly and aggressively, according to Thai culture.

3. **Co-ownership of Achievement.** As discussed previously, the high target number achieved through the IJM's citizenship program is an outcome of many actors over a long period of time. The results should be coowned by these many actors and donors and should not be claimed as achievements by IJM alone. IJM should acknowledge the donors and stakeholders that have contributed to the progress of the citizenship program. Such acknowledgement can create a more positive and enabling environment for future partnership with stakeholders both with the government and NGOs.
4. **Need for Cross-border Cooperation.** Many trafficking cases come from Burma, and IJM, as a U.S.-funded agency, had originally planned to coordinate with stakeholders in Burma, but the plan was not realized. The fight against sex trafficking could be achieved only halfway. IJM and its partners could not address the root causes of trafficking in places of origin (i.e., in Burma). New forms of recruitment offer sex services to clients on the Burmese side instead of bringing victims to the Thai side of the border, making it more difficult to prevent or investigate cases. One partner indicated that border communities in both countries considered street children, who are an at-risk group, to be a burden and unwelcome. These kids can easily become prey to recruiters and traffickers. Without cross-border coordination, the situation will worsen. There are NGOs who are working on trafficking in Takhilek (Burma), and in future project design, IJM should plan to overcome the limitations to coordinate across borders more efficiently.