



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Economic and Social Empowerment of Returned Victims of Trafficking

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**An independent midterm evaluation by a team of external
consultants**

Philippines and Thailand

October 2008

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by an external consultant¹. The field mission took place in October 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Acronyms and abbreviations

AP	Action programme
CSR	Corporate Social Responsibility
CTA	Chief Technical Adviser
DOLE	Department of Labour and Employment
DSDHS	Department of Social Development and Human Security
DSWD	Department of Social Welfare and Development
GO	Government organisation
HSF	United Nations Trust Fund for Human Security
IACAT	Inter-agency Council Against Trafficking
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme of the Elimination of Child Labour
MSDHS	Ministry of Social Development and Human Security
NPC	National Project Coordinator
NGO	Non-government organization
NPM	National Project Manager
POCHT	Provincial Operation Centre on Prevention and Suppression of Human Trafficking
TESDA	Technical Education and Skills Development Authority
ToR	Terms of reference
TPR	Technical progress report
UN TFHS	United Nations Trust Fund for Human Security

Implementing partners

Thailand

BATWC	Bureau of Anti Trafficking in Women and Children
FFW	The Foundation of Women
Phayao Shelter	Provincial Shelter operated by the DSWHS
POCHT Chiang Rai	Provincial Operation Centre on Prevention and Suppression of Human Trafficking - Chiang Rai
SEPOM	Self Empowerment Program of Migrant Women
YMCA	YMCA – Phayao

Philippines

Batis	Batis Centre for Women
DAWN	Development Action for Women Network
DSWD	Department of Social Welfare and Development
ECOP	Employers Confederation of the Philippines
Kanlungan	Kanlungan Centre Foundation, Inc.
OWWA	Overseas Workers Welfare Administration

Executive summary

Background

The project 'Economic and Social Empowerment of Returned Victims of Trafficking' (described in this report as 'the project') in Thailand and the Philippines is funded by the United Nations Trust Fund for Human Security (HSF) and implemented by the International Labour Organisation's International Programme on the Elimination of Child Labour (ILO/IPEC). The Project received financial support from HSF amounting to US\$ 1,923,195. The start date was 1st May 2006 and the planned completion date is 30th April 2009.

The development objective of the Project matches the goal of the HSF and is: *'To contribute to the reduction of trafficking in children and women for sexual and labour exploitation in Asia, through support to a humane reintegration process of returned trafficked victims back to their countries of origin.'*

The first immediate objectives: is *'By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-trafficking.'* A target of 1,200 - 1,500 was set.

The second immediate objective is: *'By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.'*

This interim evaluation was carried out during September 2008 by an independent consultant.

Findings

Project design and logical structure

The project has an appropriate design, seeking to provide direct assistance and to develop improved capacity, in response to a recognised need. The logical framework is coherent.

Implementation of the project (efficiency)

Project start up was very slow, taking 6 months before anything significant happened. There were no staff appointed to take responsibility specifically for this project either at the national or the bi-national level until November 2006. The preparation of action programmes (APs) also took a long time due to the need for multiple revision and most of them started June to August 2007, 13 to 15 months after the project had started.

The Programme Coordinator's post is due to end in October 2008 and there is no provision for it to continue to the end of the project.

The project is implemented through subcontract partnerships with government and non-government organisations and effectively builds strategic partnerships between these organisations. There is a significant financial contribution from the partners.

There is close monitoring of the partners by the National Project Managers (NPM). The project and some AP reports are late and do not give clear quantitative information on progress against the indicators in the logframes.

There is coordination at the regional and national levels with other organisations. The collaboration with the International Organisation for Migration (IOM), with which there are shared objectives, could be improved.

Achievement and results (effectiveness)

To date 813 victims of trafficking have participated in the project and are at various stages of receiving assistance. The type of assistance received depends on their needs and includes medical and legal referral, support for social and economic recovery and reintegration. This includes career advice, training, assistance with employment and grants for the establishment of self-employment.

Probably less than half of the participants actually returned to their home country during the period of the project. The others had returned earlier but were still in need of assistance. The majority of the participants are 30 years or older. There is an important group of younger and more recent returnees that the project is not reaching effectively.

Social empowerment activities have clearly been effective, especially where returnees have been members of a peer support group.

Economic empowerment has been through the provision of career guidance, training and grants or loans. Most of these are quite small and are providing a small income, generally insufficient as a sole income for a family. There are important non-economic benefits from these activities and they have an important contribution for the overall rehabilitation of the participant.

For capacity development the project has supported the development of a number of products:

- Provincial Career Catalogue, Phayao, Thailand.
- Skills training and job catalogue - Philippines
- Guidelines on a referral system on the recovery and reintegration of trafficked persons- Philippines
- Data collection/documentation of returned trafficked victims – Philippines
- Case Management Manual for Overseas Workers Welfare Association (OWWA) officers - Philippines
- Research on return and reintegration experiences of trafficked women- Thailand and Philippines

The above outputs are completed or in their final stages. There have been significant capacity building developments in the Philippines and the well prepared and widely accepted referral guidelines and associated client card and database are expected to improve the services provided to returnees and there is the clear potential for a common database on victims of trafficking. The OWWA manual will also improve the return and aftercare of its members.

Some outputs planned for Thailand are under preparation or development:

- Handbook on economic recovery and integration for returnees
- Skills training and job-placement catalogue
- Data collection/documentation of returned trafficked victims

Databases have been developed but there is no commonly accepted client profile.

Other significant capacity building achievements have been:

- The multi-disciplinary team (MDT) in POCHT-Chiang Rai, Thailand
- Realisation in OWWA of the special needs of returned victims of trafficking - Philippines
- An improved conceptual understanding of reintegration emphasising that it is not just about going “home” but rather a matter on being empowered economically and socially – Thailand and Philippines

Progress towards sustainability of project impacts

The social empowerment of participants should have lasting effects and benefits. The economic empowerment has certainly contributed to their overall rehabilitation and in most cases is likely to provide a moderate income for some time.

The capacity, in terms of awareness, skills and commitment, of all of the implementing partners has increased and they will continue to contribute their organisational resources to meet the needs of victims of trafficking.

In the Philippines the capacity building products will have a significant and lasting impact. The partners responsible for the two main guidelines are committed to providing training on them to their staff beyond the life of the project. ILO could increase the effect of this if financial support is provided so that other stakeholders can also participate in the training.

In Thailand there are no significant capacity building products.

With the limited reliable information on the number of victims of trafficking returning to Thailand and the Philippines each year, the need in terms of care for individual returnees is similar to what it was at the beginning of the project. In Thailand the capacity of individual partners to respond to this has increased. In the Philippines, in addition to the capacity of the individual partners, there is an improved common understanding and process among partner organisations and an agreed information base for documentation.

Recommendations

Recommendations have been made at the end of each section of the report. They are all repeated here, organised according to whom the recommendation is made.

Recommendations to UN TFHS (HSF) for future projects:

1. The higher priority given to the provision of direct services relative to the priority for capacity building to improve coordination, information and methodologies for the reintegration of returnees should be reviewed.

Recommendations to ILO and ILO/IPEC for future projects:

1. The most appropriate institutional base within ILO should be reviewed for any future projects rehabilitating trafficked returnees to Thailand and the Philippines.
2. Projects that seek to achieve both psychosocial recovery and economic reintegration of the same participants need to assess the time required to achieve these objectives.
3. Prior to any new capacity building interventions in Thailand, research and discussion should be carried out to clarify which are the responsible institutions to handle victims of trafficking.
4. The reporting period of the first action programme TPRs should be adjusted so that all partners are reporting over the same time period and this should fit with the project annual reporting period.
5. Project documents should provide more specific details on the intended target beneficiaries relating to when they returned to their home country
6. In order to provide effective assistance to *immediate* returnees more specific strategies need to be developed and more attention given to partner selection

Recommendations to ILO/IPEC regarding HSF project implementation:

1. ILO/IPEC should appoint a Programme Coordinator (at least 50% position) to cover the period November 2008 to April 2009.
2. The second project annual report (September 2007-August 2008) should be completed as soon as possible
3. A project monitoring system needs to be established immediately that will enable the project to collect and analyse the information on services provided to direct beneficiaries
4. The final project report should use the indicators in the logframe to report progress towards the objectives

5. The project should ensure that AP technical reports are submitted within one month of the reporting period and that they use the indicators in their lograme to report progress towards their objectives
6. Suitable arrangements need to be made to either manage or revise the BATWC AP that currently continues beyond the project period
7. The project should cooperate more effectively with the IOM in Thailand on the overall goal of improving the referral process and specifically on their cooperation with BATWC
8. Depending on the nature of the intervention, the project and partners should agree on a cut-off date for the recruitment of new beneficiaries even if targets have not been achieved.
9. The strategy for provision of career counselling to returnees should be reviewed in Thailand and in the Philippines
10. The project strategy and support provided for professional vocational training needs to be reviewed and emphasised with the partners
11. The project needs to obtain a commitment from partners that are using grant funds as a rotating loan, that the funds will continue to be used for the same purpose after project completion
12. The project should improve the advice and support provided by partners for self-employment preparation by using existing external expertise in this area.
13. The AP with BATWC needs to be urgently reviewed and a decision made on the development of the 'Handbook on economic recovery and integration for returnees'. It may be necessary to cancel this output from the project.
14. A consultation should be facilitated by the project between the partners on data needs, storage and analysis of information on victims of trafficking, in order to agree on a common way forwards. - Thailand only
15. Any training provided by the DSWD on the referral guidelines should include participants from NGOs and other GOs that are involved in supporting victims of trafficking – Philippines only
16. The DSWD database development and consolidation needs to ensure that OWWA data is included in the data set and analysis – Philippines only
17. Implementing partners need to be encouraged more strongly to identify and use the best sources of advice and support for the participants especially in the areas of career counselling, skill training and business/entrepreneurship training.

Recommendation to ILO Philippines:

1. Support should be provided to DSWD for their training on the referral guidelines in other parts of the Philippines so that it can include participants from NGOs and other GOs that are involved in supporting victims of trafficking (after the completion of the project)

1 Description of the Project

1.1 Project period, extensions and evaluations

The project 'Economic and Social Empowerment of Returned Victims of Trafficking' (described in this report as 'the project') is funded by the United Nations Trust Fund for Human Security (HSF) and implemented by the International Labour Organisation's International Programme on the Elimination of Child Labour (ILO/IPEC). The Project received financial support from HSF amounting to US\$ 1,923,195. The start date was 1st May 2006 and the planned completion date is 30th April 2009. There have been no extensions.

This current interim evaluation is the first independent evaluation of the Project. It has not yet been decided whether there will be an internal evaluation at the completion of the Project.

1.2 Project objectives and operational area

The **development objective** of the Project matches the goal of the HSF and is:

To contribute to the reduction of trafficking in children and women for sexual and labour exploitation in Asia, through support to a humane reintegration process of returned trafficked victims back to their countries of origin.

The Project has two **immediate objectives**:

Immediate objective 1: *By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-trafficking. This will be the main objective of this project in accordance with the strong emphasis of direct impacts on target groups by the UNTFHS.*

The planned outputs to achieve the first immediate objective are:

1. Returned trafficked victims to Thailand and the Philippines are provided with or referred to appropriate interventions upon their immediate return to home countries.
2. Returned victims are provided with long-term socio economic reintegration and empowerment programmes.

The range of planned services to returnees to achieve this objective include:

- Identification and assessment of returnees including home visits and family visits
- Development of individual treatment plans
- Provision of social services such as psycho-social counselling and health care
- Provision of legal aid and family foster care (to child victims)
- Provision of legal assistance for filing complaints against exploitation and abuse, and support for registration of children;
- Provision of small grant money for those returnees with serious financial problems.
- Undertaking family assessment at an early stage after the intake period
- Provision of career counselling and occupational guidance in accordance with local labour market demand and individual aspirations and potentials of the returnees.

- Provide vocational training opportunities to older returnees with primary school diplomas (or who have finished the NFE classes), and link up with national/local vocational training centres/institutions, where feasible;
- For those returnees without primary school diplomas, non-formal education (NFE) will be provided according to national standards and professional recommendations prior to vocational skills training.
- Job placement services will be provided to those successful graduates of vocational skills training programmes, through networking and collaboration with employers' groups.
- For those successful graduates who desire to set up their own small business, small grant seed money will be provided as appropriate;
- Provision of opportunities for the returned trafficked victims to meet with others who have shared the same experiences and to help each other in the readjustment and reintegration process (i.e. set up and strengthen peer networks);

Immediate objective 2: *By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.*

The planned outputs to achieve the second immediate objective are:

1. Gaps in the areas of existing assistance services and process for returned victims of trafficking, in particular in the areas of referral services, career counselling, vocational training and job placement, identified and recommendations/ responses provided through stakeholders consultation to determine “how-to” enhance economic and social empowerment for returned victims of trafficking
2. Materials developed in the areas of 1) career counselling/ occupational guidance and 2) referral services, and trainings conducted to concerned agencies rehabilitation centres, drop-in-centres & other service providers to returned trafficked victims; 3) Government focal agency/secretariat and/or NGOs in charge of referral services)
3. Database on Reintegration Monitoring/Tracking developed based on the existing database and become functional, which covers:
 - a) all cases of officially repatriated returnees of trafficked victims back to Thailand and the Philippines
 - b) responses (interventions) and
 - c) reintegration monitoring and follow ups
4. Good practice and lessons learned reports produced and distributed to stakeholders

Target group

The main target group of the project was approximately 1,200 to 1,500 teen-age and young women victims of trafficking returning to Thailand and the Philippines through the official repatriation assistance within the South East Asia and East Asia regions (e.g. those coming back from Japan, Malaysia, Singapore, Hong Kong, Taiwan, China and South Korea).

Project revisions

There have been no revisions made to the project objectives or timeframe.

Operational area

The Project is working in Thailand and the Philippines. In Thailand partners are carrying out interventions in Bangkok and in two northern provinces, Phayao and Chiang Rai, areas that are known as significant sources of victims of trafficking. In the Philippines all of the partners are based in Manila and the interventions are implemented in various provinces of Luzon.

1.3 Project implementation partners

A number of potential partners were suggested in the project document. The majority of these were selected for implementation and a few other organisations were also selected. In both countries a variety of organisational types have been selected to work as partners, some providing direct support to returnees, some providing capacity development to support organisations working with returnees, and some both. The organisations are listed in the table below with their main area of intervention (under the ILO AP) identified.

Partner	Organisation type	Providing direct support to returnees	Providing capacity development
Thailand			
FFW *	NGO	Yes	
SEPOM	NGO	Yes	
POCHT-Chiang Rai	Provincial GO	Yes	Yes
PSDHS- Phayao	Provincial GO	Yes	
YMCA Phayao	NGO	Yes	
BATWC *	Central GO	Yes	Yes
Philippines			
Kanlungan *	NGO	Yes	
Batis/Batis AWARE *	NGO	Yes	
DAWN *	NGO	Yes	
OWWA *	Workers organisation /central GO	Yes	Yes
DSWD*	Central GO		Yes
ECOP	Employers organisation	Yes	Yes

* = proposed as a partner in the project document

2 Objectives, process and methodology of the evaluation

2.1 Objectives of the evaluation

In accordance with ILO/IPEC policies and procedures and as stated in section 3.3 of the project document, the project is to undertake a mid-term evaluation ‘to assess the achievements of the project and suggest possible changes/adaptations to the project’.

This evaluation is based on the terms of reference (ToR) produced by ILO/IPEC (annex 1) for the interim evaluation. The scope and purpose of the evaluation as stated in the ToRs are given in the box below.

Scope and purpose of the evaluation (taken from the ToRs)

The scope of the evaluation will encompass the HSF Trafficking project implemented in Thailand and the Philippines with all its activities and outputs, including all action programmes. The focus is on the project as a whole rather than a series of individual evaluations of specific components or action programmes. There will be appropriate consideration of phase I achievements and the work of ILO-IPEC on trafficking in the Mekong region, in particular the TICW project.

The main purposes for which the evaluation should be conducted are to

- a. Identify and analyse achievement to date
- b. Assess the continued relevance of the strategy
- c. Assess progress towards sustainability
- d. Identify potential lessons learned and good practices
- e. Identify possible follow-up action and continued work after the project

The main user of this evaluation will be the ILO office, IPEC as a global programme, the IPEC project management, national stakeholders (provincial committees, government organizations, NGO partners, and the target groups themselves) and the donor.

In addition the evaluation ToRs included a list of specific aspects that should be addressed by the evaluation (annex 1 to the ToR). These aspects are grouped under the evaluation concerns of: validity of design and relevance, efficiency, effectiveness and sustainability.

As part of the evaluator's preparatory work an evaluation instrument was prepared and based on the document review and the evaluators experience some additional aspects were added. The evaluation instrument covers the same material as in this chapter with the addition of planned schedules and workshop outlines.

2.2 Process and methodology of the evaluation

Process

The evaluation was conducted according to the following outline process:

1. Review of project documents and reports, written outputs and other documentation by the evaluator
2. Preparation of schedules of visits and workshops
3. Preparation of the evaluation instrument (18th September 2008).
4. Consultations, interviews and field visits with key stakeholders in Thailand and the Philippines including participation in national partners' meetings
5. Informal feedback to partners following field visits
6. Debriefing with National Project Managers (NPMs) following each country visit
7. Debriefing with project staff and ILO SRO staff (6th October 2008)
8. Preparation of draft report and circulation to key stakeholders (14th October 2008)

9. Preparation of the final evaluation report considering the comments from the key stakeholders.

The evaluation was carried out by one international consultant who is independent of any organization directly related to the project.

Methodology

Following the review of documents, information was collected through informal interviews with representatives of all the main stakeholders. The people with whom discussions were held and the documents that were reviewed are listed in annexes 2 and 3. A checklist of topics to be covered for each main group of stakeholders was prepared as part of the evaluation instrument. The main stakeholder groups and a summary of the interactions that were held with them are as follows:

Returnees/beneficiaries: A few returnees who have participated in the action programmes of a number of partners in each county were met and informally interviewed. Care was taken while arranging these meetings that they will not draw any unwanted attention to the participant. These meetings were held on a neutral venue (not in the partners' office as far as possible) and the interest of the participant took priority over the need to collect information. The interviewees included returnees who participated in the following AP interventions:

- Savings and credit/self-help group members
- Vocational training recipients
- Health service recipients
- Occupational guidance recipients
- Legal advice recipients
- Recipients of grant seed money
- Peer network participants
- Family reorientation participants

With a few participants in Thailand it was also possible to carry out home visits and to look at their business enterprises.

Action programme (AP) officers and staff: The organisations carrying out the APs include central government, local government and NGOs so a wide variety of institutions are represented. It was possible to have individual meetings with all of the 12 implementing partners. For each AP visited, the evaluator talked to the staff responsible for the AP either individually or in small groups concerning project design, implementation, monitoring and sustainability, the partnership with ILO and the local and national context for returning trafficked people. Each partner was given an opportunity to speak with or email the evaluator confidentially if they wished to do so.

Partners meetings (where all the country partners were present) were held in Thailand and in the Philippines. Each partner presented their achievements and presented a self-evaluation of the constraints, sustainability, lessons learnt, good practices and the needs and potential for further work with returnees. These presentations led onto discussions on common issues and challenges and possible ways forward.

HSF Project staff: Presentations were made at the project level and at the country level in Thailand and the Philippines on the progress made towards the objectives and a self-analysis of the project's strengths and challenges, lessons learned and good practices. Interactions with the project staff were ongoing throughout the country visits and covered all of the aspects to be addressed by the evaluation. Members of the project team were encouraged to be present during most of each interview with other stakeholders to ensure that they are able to learn from the different views expressed.

National and regional stakeholders including the donor: Representatives of the donor attended both partners' meetings and it was possible to discuss the project's achievements and challenges with them. Meetings were also held with staff of other ILO trafficking projects and with the ILO Philippines Country Director to get a wider perspective of the trafficking issues and their observations on the role and performance of the project.

When possible informal feedback was given to the partners following the field visits but due to the brevity of some visits this was not always necessary or possible. At the end of each country visit a short presentation was made by the evaluator to the National Project Managers and other project staff with initial observations against the evaluation criteria. This served to provide immediate feedback, allowed for verification of the observations and gave an opportunity for further discussion on important aspects.

At the end of the overall project visit a presentation was made by the evaluator to the Project CTA, the International Programme Coordinator and to the ILO sub-regional office (6th October 2008).

The draft report was submitted on 14th October 2008 and following the receipt of comments from main stakeholders the final version was prepared on 27th April 2009.

2.3 Attribution

The prevention of trafficking and dealing with its consequences is a government priority in both the Philippines and in Thailand. Initiatives are being taken by a number of government and non-government organisations and apart from the impact of direct actions it is often difficult to attribute change or impact to the intervention of one specific organisation. For example, some of the AP partners in the north of Thailand were previously partners of the ILO TICW project and it is difficult to attribute changes in their capacity to one specific project.

Where change has been identified and reported on, especially in connection with the enabling environment, this does not imply that the ILO/IPEC project is the only or main cause. Where possible the role and contribution of the project has been identified.

3 Presentation of main findings

3.1 Project design and logical structure

3.1.1 Project relevance and overall design

Needs assessment

There is agreement among all stakeholders that the project is responding to an identified need. This has been reinforced in Thailand with the 2008 ‘Anti-Trafficking in Persons Act’ which includes provisions for assistance and protection to trafficked persons. In the Philippines the ‘National Conference on Anti-Trafficking in Persons’ held in September 2006 assessed the initial progress in the implementation of the national strategic plan of action against trafficking in persons. This project contributes to the achievement of eight strategic objectives of the national plan.

There was little quantitative information on the number of trafficked returnees on which to base the design of the project. Estimates are available on the number of expatriate workers from each country which shows that the potential number of women victims is far greater in the Philippines than in Thailand (see box). The project was designed with equal numbers of participants in each country.

Information on the number of women migrants from Thailand and Philippines

Thailand: 17% of 150,000 migrants are women. Approximately 25,500 women migrants

Philippines: 70% of 7,000,000 migrants are women. Approximately 4,900,000 women migrants

Based on: Buckley Paul, March 2007; (Draft) Working Paper on Economic and Social Empowerment of Returned Victims of Trafficking in Thailand and Philippines; ILO HSF project

There is an assumption in the project document that there would be a number of child victims among the returnees. Within the ILO administration this project is a joint IPEC and DECLARATION project, with IPEC taking the lead in implementation and technical backstopping. In reality there have been very few (probably less than 5) cases of child returnees. The most appropriate institutional base within ILO should be reviewed for any future projects aimed at rehabilitating trafficked returnees to Thailand and the Philippines (children are being trafficked into Thailand from Myanmar and Laos but these are not the target of this project).

Project strategy

The Project’s strategy of both providing direct assistance to returnees and support to capacity building at the central level and for service providers was appropriate. The project document prioritises the direct assistance objective over the capacity building one in response to the donor’s main objectives. In the absence of any other project interventions to develop the capacity for rehabilitation of returnees, appropriate support needs to be given to this.

The services suggested for the direct assistance covered the broad range of services that may be required by a returnee and there is enough flexibility to be able to respond

to the specific needs of each returnee. This includes flexibility to respond to the returnees' recovery needs and to their reintegration interests. Having the ability to respond to returnees needs on an individual basis is a significant element in the design.

An assumption in the project design was that the bulk of participants would be 'official returnees' who were already identified by the authorities. In reality this has not been the case and it has been necessary to design strategies to identify 'self-returnees' returnees/ beneficiaries.

Project duration

The project was designed for three years and the implementation of many of the programme components were to be subcontracted to implementing partners in line with usual ILO/IPEC procedures. Given the time that it takes for projects to get set up and to wind down, the project period allowed for about 24 months for APs. APs also require a lead in time before they are fully operational. For those APs providing direct assistance three sequential phases are required;

- i. identifying the participants,
- ii. addressing their psychosocial needs
- iii. and supporting their economic reintegration.

There is some overlap between phases ii and iii and the time taken for phase ii varies a lot between participants. For most participants it is optimistic to think that their psychosocial needs can be met **and** that they can be supported through training/employment or set up in self-employment within a 24 month AP. The limited time available for implementation severely constrains the sustainability of the economic reintegration.

3.1.2 Indicators of achievement and means of verification

Indicators of achievement and means of verification are clearly presented in the logical framework and they do provide a good basis for measuring progress towards the achievement of the two project objectives. One important means of verification for many of the indicators is the database, which is itself one of the project outputs. Until this output is achieved this means of verification is not available to the project.

3.1.3 Project design assumptions

There are two specific assumptions within the project document which are:

- Political stability and will so that there is political support and financial allocations to social development efforts for the most disadvantaged groups
- Official repatriation mechanism continues to function properly

These assumptions have both held true.

Recommendations relating to project design and logical structure:

Recommendations to ILO and ILO/IPEC for future projects:

1. The most appropriate institutional base within ILO should be reviewed for any future projects rehabilitating trafficked returnees to Thailand and the Philippines
2. Projects that seek to achieve both psychosocial recovery and economic reintegration of the same participants need to assess the time required to achieve these objectives

Recommendations to UN TFHS for future projects:

1. The higher priority given to the provision of direct services relative to the priority for capacity building to improve coordination, information and methodologies for the reintegration of returnees should be reviewed.

3.2 Implementation of the project (efficiency)

3.2.1 Progress of implementation

Time line of key events

Some of the main events and their dates are listed below. Issues that arise are then discussed.

Joint activities for the whole project:

- Project starts – May 2006
- TICW CTA visited potential partners - May 2006
- Acting Programme Coordinator started part time – August 2006
- 3 day partners programme and planning workshop – November 2006
- Programme Coordinator officially appointed – March 2007
- 1st Annual report – August 2007
- Interim evaluation – September 2008
- Second Annual report – in preparation at September 2008
- Programme Coordinator's contract completes – October 2008
- Planned project completion – April 2009

Thailand

- Project endorsed by Ministry of Social Development and Human Security (MSDHS) – May 2007
- National partners planning meeting – December 2006
- First AP (FFW) starts July 2007
- NPM appointed to HSF project (previously in TICW and working on both projects) – September 2007
- Partners meeting to share experience – February 2008
- Final AP (BATWC) starts – April 2008
- Partners meeting for interim evaluation – September 2008

Philippines

- Project endorsed by Department of Labour and Employment (DOLE) and Department of Social Welfare and Development (DSWD) June 2006
- NPM appointed – November 2006
- National partners planning meeting – December 2006
- National stakeholders workshop January 2007
- First AP (Kanlungan) starts - May 2007
- Partners consultation meeting on the catalogue on training - September 2007
- Partners consultation on referral guidelines and database – October 2007
- Partners consultation on career assessment tools – November 2007
- Partners consultation on referral guidelines – December 2007
- Partners meeting – February 2008
- Partners consultation on referral guidelines – February 2008
- Final AP (ECOP) starts – March 2008
- Partners meeting, discussion on research, MOU with TESDA – March 2008
- Partners consultation on referral guidelines – June 2008
- Partners meeting for interim evaluation – September 2008

Project start-up

Formal approval of the projects from the relevant government authorities in Thailand and the Philippines was achieved quickly. Between June and September 2006 there seems to have been little progress towards getting the project implemented resulting in a loss of 3 to 4 months. There were no staff appointed to take responsibility specifically for this project either at the national or the bi-national level during this period. October 2006 is when the project in practice started.

AP preparation and approval process

The 3-day partners' programme and planning workshop in November 2006 was the start of this process and national partners meetings in both countries in December 2006 followed immediately. A target was set (in the Philippines) for draft AP proposals to be prepared by January 15th 2007. The proposals required a lot of direction and support from the project in order to develop effective APs. In Thailand it was also necessary to translate them. The organisations own internal approval process also took some time in the case of government partners as draft APs underwent a series of reviews by senior officials before the AP was formally submitted to ILO. After the necessary ILO approval process the first AP started in May 2007 and the majority of them starting from June to August 2008 (see the table in section 3.2.3). The quality of the final APs is very good, and most of the partners and the AP staff have a good understanding of them.

The APs are referred to ILO/IPEC in Geneva for technical advice and authorisation which does take some time but this does not appear to have been unduly long. The APs in the Philippines were prepared more quickly than in Thailand. A reason for this could be that translation of drafts etc were required in Thailand but on the other hand many of the Thai partners had already worked with ILO and had experience of APs, whereas the Filipino partners (and the NPM) were new to this format. The other main difference is that the NPM in the Philippines was only responsible for this project, whereas the one in Thailand was also working on the completion of aspects of the TICW project.

The impact of the slow project start-up and the AP preparation/approval process is that practical implementation of the project only started 12 to 15 months into the project. This slow start is having a negative impact on the quality of the achievement of the project objectives due to the short time available for AP implementation.

The two APs focussing on the capacity development were almost the last to be approved (BATWC in Thailand in April 2008 and DSWD in the Philippines in August 2007) and this has meant that their capacity building outputs will only have a limited contribution within the timeframe of this project.

One AP in Thailand (BATWC) has June 2009 as its completion date, two months after the completion of the project. This date was set in order to enable the AP to implement its planned activities following very long negotiations and a late start up. Project management state that this end date will be reviewed.

3.2.2 Project staff

Although with the passage of time it is hard to be clear on all the reasons for the slow start to the project and the time required before the first AP started, the lack of project staff at the international level specifically assigned to the project and the absence of any staff at the national level for a considerable time certainly contributed to it. The project is currently fully staffed and the NPMs are contracted to the end of the project.

The Programme Coordinator's contract expires at the end of October 2008 and the budget for his position has been spent. The project document budgeted for a 50% position for the

Programme Coordinator on the assumption that another 50% position would be available. Due to the late project start a lot of the project outputs are dependent on the last six months of the project and the satisfactory achievement of these outputs is dependent on the project being fully staffed during this time.

3.2.3 Selection of partner organisations

The project has partnered with a wide range of partners in both Thailand (national and provincial government organisations (GOs), and non-government organisations (NGOs)) and in the Philippines (national GOs, NGOs and employers). The selected partners have enabled the Project to have an impact with direct beneficiaries and on capacity development in accordance with the intervention logic in the project document. Another positive aspect of the partners is the considerable financial contribution that most of them have made to the APs. With the exception of one community-based NGOs in Thailand, the partners have contributed 14% to 63% of the budget. This is a very strong indication of the shared commitment to the objectives. Some basic information on the partners and their APs are provided in the table on the following page.

In Thailand there appears to be a lack of clarity about which institution is responsible for the rehabilitation of returned victims of trafficking. Under the MSDHS there is the National Operation Centre on Prevention and Suppression of Human Trafficking (NOCHT) and the related Provincial Operation Centres on Prevention and Suppression of Human Trafficking (POCHT) in each province. Also under the MSDHS is the BATWC at the national level and it operates shelters in 7 provinces. The project has partnered with BATWC at the national level and with both a POCHT and a shelter at the provincial level. The recent guidelines in support of the 2008 anti-trafficking act identifies the BATWC for victims in Bangkok and POCHT for victims in the provinces as the responsible institutions.

All of the social workers employed by the APs are women and the majority of the staff, both those specifically employed through the AP and the regular staff of the organisation/unit are women. Some of the teams have some men on their team in a specific professional capacity. Where men are involved they are aware of the need to work alongside other staff when providing direct support to participants. This is a good team balance, with the majority women but some men getting involved in addressing these issues.

The partners, together with brief details of the action programmes are listed on the following page.

Thailand

Partner	Area of intervention	Type of organisation and location	Start date	End date	Budget US\$	
					ILO	Own
FFW	Social and Economic Empowerment and Peer Support Network for Thai Women Returning from Abroad	NGO Bangkok	July '07	Dec '08	64,880	10,228
SEPOM	Self Help Group for the Women of Chiang Rai (Mae Ying Jiang Rai)	NGO Chiang Rai	Aug '07	Feb. '09	69,713	0
POCHT-Chiang Rai	Direct assistance, peer support, and reintegration services + capacity building	GO Chiang Rai	Dec 07	March 09	59,497	98,695
Phayao shelter	Reintegration and socio-economic empowerment of rescued victims of human trafficking in Phayao Province	GO Phayao	Jan 08	March 09	53,518	44,143
YMCA Phayao	Reintegration and socio-economic empowerment of rescued girls and women of human trafficking in Phayao Province	NGO Phayao	Aug '07	Jan. '09	52,761	11,224
BATC	Capacity building, direct support and referral	GO Bangkok	April '08	June 09	62,301	43,885

Philippines

Partner	Area of intervention	Type of organisation and location	Start date	End date	Budget US\$	
					ILO	Own
Kanlungan	Strengthening Economic Reintegration and Support Systems for Victims/Survivors of Trafficking	NGO Luzon	1 May '07	31 Dec. '08	64,361	23,914
Batis/Batis AWARE	Facilitating the Economic and Social Reintegration and Empowerment of Victims/Survivors of Trafficking	NGO Luzon	1 June '07	31 Jan '09	81,652	20,663
DAWN	Empowering Returned Victims of Trafficking from Japan through the Provision of Psycho-Social and Economic Interventions	NGO Luzon	1 June '07	31 Jan '09	70,234	36,459
OWWA	Capacity building, direct support and referral	GO Nationwide	1 Dec 07	31 March 09	42,381	32,471
DSWD	Developing Systems, Tools and Capacities to Improve Delivery of Recovery and Reintegration Services to Victims of Trafficking	GO Nationwide	1 Aug '07	31 Jan '09	53,658	34,903
ECOP	Skills training and job placement	Employers Nationwide	March 08	Feb 09	30,217	21,798

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3.2.4 Monitoring and reporting

Action programme monitoring and reporting

In all of the APs providing direct support to participants, individual case files are kept and all of the organisations recognise the need for confidentiality. Some of the partners maintain a summary monitoring sheet, summarising what services each participant has received.

The AP technical progress reports (TPRs) are mainly qualitative and they do not present a summary of the number of specific services provided to the participants. Nor do they present the progress of the AP against the AP logframe indicators. The indicators that are suggested in the overall Project logframe for the assessment of the achievement of the objectives mainly have a quantitative as well as a qualitative element to them. Although this quantitative element is probably available from the AP partners, they are not reporting on them and this makes it very difficult for the project to know what services and how many services are being provided to participants.

The NPMs are in regular contact with the implementing partners and this provides a means of verifying what is submitted in their TPRs. The two APs in Bangkok have been partially monitored by the Programme Coordinator and partly by the NPM (who is based in Chiang Rai). There have been times when it has not been clear on who is responsible for the oversight of these two APs.

TPRs are being submitted on schedule by the partners in the Philippines but in Thailand there is considerable delay and currently there is one report overdue from the end of June, one from July and one from August.

TPRs are due every four months and as each AP has started at a different time the reports are also due at different times. Another consequence is that the reports are not necessarily submitted at a time to fit in with the information needs of the project annual report.

Project annual reporting

The first annual report covered the period May 2006 to August 2007. It was delayed due to priority given to other ILO work at the time. The report provides good qualitative information on progress and examples of specific activities but it does not give overall quantitative information on services provided to direct beneficiaries and it does not attempt to use the logframe indicators to report against the achievement of the immediate objectives.

The second annual report is currently being prepared for the period September 2007 to August 2008. Due to the limited quantitative information in the partners TPRs the project is currently unable to report against the quantitative indicators demonstrating progress towards the immediate objectives.

3.2.5 Collaboration and coordination (networking and linkage)

Regional

The Project has held meetings with the International Organization for Migration (IOM). Both the Project and the IOM, who runs a regional project for returning victims of trafficking from Australia to Thailand, recognize that it is in their mutual interest to cooperate. It has been agreed that the Project and IOM will work in collaboration to strengthen the capacity of BATWC.

The Project has been involved in inter-agency collaboration through the UN-Inter-agency Project to Combat Trafficking.

Philippines

In the Philippines there is a well developed coordination mechanism, the Inter-Agency Council Against Trafficking (IACAT). This agency is active and includes representatives from relevant government agencies. The DSWD is co-chair and is also one of the project's implementing partners. The DSWD is currently presenting the 'Guidelines on a referral system on the recovery and reintegration of trafficked persons', prepared under the project, to the IACAT for their approval and endorsement for use by all organisations. The NPM is regularly involved in meetings and discussions with the IACAT. The NPM also has regular interactions with the National Bureau of Investigation and the National Task Force Against Trafficking.

The process for preparing these 'guidelines' in the Philippines has involved a series of workshops involving government, non-government and employers, and as well as producing the guidelines, this has contributed to a good level of understanding and practical cooperation amongst these organisations.

A memorandum of agreement was signed with the Technical Education and Skills Development Authority (TESDA) to allow project participants preferential access to their facilities countrywide. TESDA is the primary government agency responsible for developing the skills and competencies of Filipino middle-level manpower operates 121 training sites around the country and a Women's Center in Metro Manila that provide various technical and vocational skills training programs for women.

Trade unions are not directly active in the project but the OWWA, a government-sponsored organisation responsible for workers welfare, is one of the implementing partners.

ECOP, through its partnership with the project, is mobilising regional and local chambers of commerce to be pro-active regarding the employment of project participants.

Batis Centre for Women has developed links with one of the international airports and has also collaborated with the Commission on Filipinos Overseas for the provision of arrival services and in filing legal action against the traffickers. Batis has also developed partnership with the Provincial Social Welfare and Development Office of Nueva Ecija for the conduct of local and community awareness and education on the issue of trafficking and migration.

The decent work country programme started last year and migration issues are prioritised in it. Rehabilitation of returned victims comes under the employment and migration section.

Thailand

In Thailand the Project has benefited from the networking that the TICW project has established over the years. TICW has not directly address reintegration, so there is good complementarity between these two projects. BATWC, which has an important role within the MSDHS for providing welfare services to returnees is one of the implementing partners. The IOM is also working with BATWC in order to develop guidelines for the referral and reintegration of returnees. They both have partnerships with BATWC towards the same overall goals but the link between the two UN organisations on developing a common strategy seems weak.

There are no close links with employers or trade unions.

The decent work country programme started last year and migration issues are prioritised in it. Reintegration of returned victims is included under migration strategies.

Recommendations relating to project implementation:

Recommendations to ILO/IPEC for the HSF project:

1. ILO/IPEC should appoint a Programme Coordinator (at least 50% position) to cover the period November 2008 to April 2009.
2. The second project annual report (September 2007-August 2008) should be completed as soon as possible
3. A project monitoring system needs to be established immediately that will enable the project to collect and analyse the information on services provided to direct beneficiaries
4. The final project report should use the indicators in the logframe to report progress towards the objectives
5. The project should ensure that AP technical reports are submitted within one month of the reporting period and that they use the indicators in their logframe to report progress towards their objectives
6. Suitable arrangements need to be made to either manage or revise the BATWC AP that currently continues beyond the project period
7. The project should cooperate more effectively with the IOM in Thailand on the overall goal of improving the referral process and specifically on their cooperation with BATWC

Recommendations to ILO and ILO-IPEC regarding future projects (*specifically trafficking projects in Thailand*):

3. Prior to any new capacity building interventions in Thailand, research and discussion should be carried out to clarify which are the responsible institutions to handle victims of trafficking.

Recommendations to ILO and ILO/IPEC regarding future projects (*for projects with APs*):

4. The reporting period of the first action programme TPRs should be adjusted so that all partners are reporting over the same time period and this should fit with the project annual reporting period.

3.3 Achievement and results (effectiveness)

3.3.1 Achievement of immediate objective 1:

“By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-trafficking.”

3.3.1.1 Overall picture

The project document estimated that approximately 1,200 - 1,500 returnees would be assisted by the project. The numbers receiving specific referral services or support would depend on their needs. More specific targets were established when APs were developed with the partners.

The targets set by each of the APs and the number of participants identified and included in each AP at the end of August 2008 and at the time of the evaluation visit were reported as shown in the tables below. From the visits made by the evaluator to the implementing partners and the limited meetings with beneficiaries there were no reasons identified to question these reports.

Thailand

Partner	Target number of trafficked returnees	Reached as of August 2008 (draft annual report)	Current information at the time of the evaluation (September/October 2008)
FFW	100	48 (+ 8 families)	57 (56 women + 1 man) (+ 8 families)
SEPOM	80 (80 Women + 80 families + 45 children)	85 (50 children + 65 families)	85 (+50 children +65 families)
POCHT-Chiang Rai	120 (100 women + 20 men)	80 (+49 families)	101 (81 women + 20 men)
Phayao shelter	150 (150 women + 180 families)	81 (+ 25 families)	81 (+ 25 families)
YMCA Phayao	70 (70 women + 50 families)	90 (+ 34 families)	98 (+ 34 families)
BATC	100	22	11
Total	670	406	433

The Philippines

Partner	Target number of trafficked returnees	Reached as of August 2008 (draft annual report)	Current information at the time of the evaluation (September/October 2008)
Kanlungan	80	67	67
Batis/Batis AWARE	140	99	101
DAWN	100 (+50 children)	63 (+71 children)	80 (+106 children)
OWWA	100	52	132
DSWD	0	0	0
ECOP	30	0	0
Total	450	281	380

These numbers are those who have been identified as those who are victims of trafficking and have agreed to receive assistance from the partner. The partners are aware of and use criteria to identify those who have been victims of trafficking. In line with the 2008 act on trafficking in Thailand which includes labour exploitation in the definition, some men have also been assisted.

They have become participants in the project and the aim is that by the end of the AP/project they will have 'been assisted, empowered and protected from re-trafficking'. Whether this endpoint has been/will be achieved or not is largely a subjective observation.

The referral guidelines developed by DSWD, Philippines, contains indicators for recovery and for reintegration. There are about 80 indicators covering knowledge, attitude, skill and

behaviour for nine different criteria. The aim therefore is to move participants up the scale towards the target which for most of them (and us) is somewhere to keep moving towards rather than a place to arrive at.

Participants who are identified halfway through an AP clearly have less ‘project time’ than those that started at the beginning. Although all of the partners say that they will continue to support participants that they have started working with, they are likely to have less resources with which to do this with. As all of the APs have between 3 and 6 months left out of a duration of about 18 months. There will need to be a cut off when new participants are no longer recruited as project beneficiaries.

It seems unlikely that the target number of beneficiaries will be met in Thailand. The main difficulty has been faced by the two partners in Bangkok, one of which only started in April of this year. Although Bangkok, as the main port of entry, was expected to be a good place to identify and assist new returnees, it seems that when they first return they are reluctant to ask for help and that many of them subsequently return to their home province.

In the Philippines, given that the ECOP target should get met by referrals from the other partners, the achievement is likely to be close to the overall target.

The specific interventions used to work with returnees will be discussed in the following sections. As discussed in the section on project and AP monitoring, there is currently limited information available on the numbers of returnees who have participated in specific activities.

3.3.1.2 The immediate response to trafficked victims on arrival

The nature of the response

The kind of response provided can be illustrated from OWWA’s work as all of the partners provide a similar range of services:

- Repatriation Assistance
- Legal counselling
- Medical assistance
- Stress debriefing
- Counselling
- Reintegration preparedness seminar
- Training
- Temporary shelter at OWWA
- Halfway home
- Referral to DOJ, NBI and DSWD
- Transportation assistance

The time period since returning

The project document does not specify when the project beneficiaries are expected to have returned from the destination country. Given that the first intervention is to provide assistance on ‘immediate return’ it is clear that they are expected to be new or very recent returnees. In Thailand ‘less than 10 years ago’ and in the Philippines ‘since 2000’ became the selection criteria during AP preparation, and this has then only been loosely applied in practice.

Only two of the partners have been successful in assisting immediate returnees on a large scale; OWWA beneficiaries have all been immediate returnees, usually having come into contact with OWWA, the Department of Foreign Affairs or the Labour Attaché at the embassy while in the destination country and are then met at the airport. Of the 53

participants of the FFW programme with return information, 6 returned before 2006, 16 in 2006, 10 in 2007 and 19 in 2008. No analysis of the return dates of the participants of other partners has been carried out. Return dates in the 1990s of participants who were met in group meetings were quite common. It is estimated that in Thailand less than half of the participants returned within the last three years and in the Philippines about two thirds have.

It is not suggested that the participants who have been helped are not in need. For example a partner was already in contact with a 2005 returnee and it was only with the support of the project that training and other support could be provided to assist her with economic empowerment. The issue being raised is that the more recently returnees are not being identified or assisted by many of the APs.

POCHT-Chiang Rai was successful in identifying recent returnees (and people who were currently being exploited abroad) following the formation and training of sub-district committees for 'child protection and trafficking'. After the training the committee members carried out a survey in four districts and identified 890 returned migrants, 20 of whom were victims of trafficking. The raised awareness of what 'trafficking' is, means that possible victims are identified by the local committee soon after their return.

Possible reasons for this difficulty in identifying and assisting recently arrived victims and ideas on what can be done about it are discussed in conjunction with the related issue of the age of the participants.

The age of the participants

Information on the age of the participants is collected in individual case files but is not being reported on as part of project monitoring. These comments on age are based on observation during beneficiary visits and subsequent discussions with partners and staff.

Many of the returnees who are participating in the project are 30 years or older and often have children. These 'older' returnees are also often those that have returned some years ago. These returnees do have needs but it raises the question about what is happening to the younger victims of trafficking when they return and why they are not involved in the project's activities. The younger returnees are probably the most vulnerable to being re-trafficked.

Some of the reasons given by partners and returnees themselves are:

- Despite the trafficking experience some return with money and don't feel that they have any needs
- If they have money and are not yet married and have no children then they have no interest in participating (some returnees see the APs as just providing economic assistance)
- They are more interested in re-migrating than to participate in a programme that they think is to help them settle (62% of OWWA's participants say that they want to re-migrate)
- The desire to keep their experience and situation a secret
- They are trying to start a new life and don't want to be reminded of their experiences
- Some participants have withdrawn their participation due to family pressures; either that the family can take care of them or to re-migrate

In discussions with partners on how to tackle this challenge the following suggestions were made:

- The first point of contact is critical. There is a need to increase the skills, capacity, and attitude of the social workers
- Better links with agencies in destination countries can increase the interest of returnees asking for assistance
- More awareness in sending communities can help with identifying new returnees
- The new referral system in the Philippines should help to identify new returnees and link them with service providers.

Destination countries

The project document identifies seven destination countries in South East Asia and East Asia that the project beneficiaries will be returning from. Without a systematic monitoring system it is not possible to know how many of the project participants come from those countries. Apart from DAWN that has a special focus and links with Japan, the other partners assisted returnees based on need rather than on the country they had been to. For example, information from FFW shows that 22 participants returned from the 7 selected countries and 35 from the rest of the world.

It is possible to develop links with certain countries and the organisations in them so that it is more likely that returnees from those countries will be met and be interested in receiving assistance, but it is not morally acceptable to exclude certain people from assistance based on the country they have been exploited in. The project has been appropriate in its response.

Re-migration and re-trafficking

Many returnees are, despite their previous experience, interested in re-migrating as that gives them the only or the best way of meeting their or their family's financial expectations. Although not included in the project document as a strategy, the partners have been providing advice on 'safe migration' to participants and to others who come to them for advice. For example FFW who have 57 participants has during the course of the action programme given advice to 294 enquirers who include returnees and those planning on migrating.

3.3.1.3 Legal assistance

The POCHT in Chiang Rai, developed a multi-disciplinary team (MDT) in order to improve their response to returned traffickers. A full time lawyer has been employed as part of this team. The MDT provides a one-stop legal service whereby the social worker and the lawyer, complete with computer and printer meet the returnee at a suitable location and complete all of the legal requirements and statements in one visit. The advantages of having the lawyer as part of the team have been seen as follows:

- Quick and convenient legal advice to returnees
- The knowledge and confidence of the other members of the MDT has been greatly increased – legal issues relating to trafficking are based on a number of legal acts
- Participants in any of the POCHT trainings on trafficking and migration issues (other DSWHD staff, representatives of community organisations, returnees) receive good relevant information on the legal issues

Legal advice from partner organisations includes action against traffickers, claiming compensation from government schemes, and support for divorce cases and claiming family support from foreign partners/fathers. Kanlungan, which is the main NGO partner providing legal support in the Philippines, has a network of volunteer lawyers who receive an honorarium for their work.

3.3.1.4 Medical and psycho-social recovery

During the initial assessment and as part of regular household visits for those that wanted them, medical and psycho-social needs were reviewed and referrals made as required. The partners have links with sensitive professionals to provide these services in their local areas. Support for psycho-social recovery was continued through the social empowerment interventions of the APs.

3.3.1.5 Social empowerment

All of the partners with direct beneficiaries carried out some form of social empowerment for their participants. Activities included under this broad term are:

- Peer group/self-help group/network meeting held every 1 to 3 months
- Peer groups taking responsibility for their own meetings and for the management of a rotating fund for economic recovery
- Peer group visits to see enterprise opportunities
- A monthly newsletter for participants and members of the networks
- Interactive training/discussion on life skills, self control, decision making, self-evaluation skills, personal finance and money management, gender equality in the home

Benefits identified by the participants from these activities included:

- Learning about rights as trafficking victims, legislation, support available, mutual support.
- Now stronger as a person, more open minded and able to stand on own
- Greater calmness and ability to address personal behavioural problems
- Improved parenting ability
- Confidence to be involved in the community and to take community responsibilities

Most of the partners were skilled and experienced in these types of activities and they form an essential part of the recovery and reintegration process for the returnees.

3.3.1.6 Formal education and technical/vocational training

Although most of the partners have provision for supporting this kind of education and training there has been little provided. In Thailand three returnees are being provided training in Japanese food cooking, computing and English and in the Philippines two are completing formal education and about five are about to start courses at the Technical Education and Skill Development Authority (TESDA).

An area of need that the project has recognised is career counselling for returnees to help them make decisions on this. Some materials have been produced to support this and these are reviewed under objective 2. There are also existing facilities for this (i.e. at TESDA) and the project has considered how these existing facilities can be used either to provide the necessary advice or to complement what they are doing. The project is encouraging partners to move away from small-scale and limited 'NGO in-house' skills training to referral to existing private sector and government skills training programmes.

In the Philippines a MOU has been agreed with TESDA to prioritise trafficked clients and to provide dormitory facilities for women for free.

In addition to the need for good career counselling, other reasons that were given for returnees not being attracted to vocational training were:

- The immediate need for an income
- Interest in re-migrating and the opportunities they are aware of for re-migrating are for unskilled work
- An understanding that they are too old for formal employment

There is a lack of clarity among some partners about the provision of an allowance from project funds to provide an income to participants while they in formal education or in skills training.

25 children of Filipino/Japanese couples receive education assistance from DAWN.

3.3.1.7 Support for self-employment and grants/loans for business

The need for economic integration identified in the project document is important. As well as the economic benefits, employment or self-employment helps with integration in other ways as well.

Grants/loans in the rural areas range from \$ 60 to \$600, and in urban areas go up to about \$2,000. It was not possible to visit any of the receivers of large grants.

In Northern Thailand some of the partners are using the grant money as a revolving fund as this is seen as a more effective and fairer intervention within a rural community where there are other poor families that are unable to access this benefit. Conditions are flexible (0% interest rate) and debts can be written off in specific situations. The project will need to ensure that the ongoing use of these funds after project completion is appropriate.

The comments regarding career advice in the section above also apply here. The YMCA in Northern Thailand do assist their participants in deciding what kind of business they would like to start and have produced a guide on small businesses start-up options in the area. The partners use training and exposure visits to help the participants make decisions regarding employment options. Some lessons identified by the YMCA in this area are:

- Let the returnee know what the resources are around them
- Let them choose their own job of interest. 67 returnees have chosen 23 different occupations

A challenge to this approach is the provision of technical advice to support the occupations as the staff cannot cover all the expertise required.

Support for business start up, business and technical training

The quality of preparatory training for returnees varies considerably between partners. The most intensive is by BATIS in Manila who provide a 12 day (spread over 12 weeks) entrepreneurship training. Most of the partners carry out this training with their own facilities.

There is a need in both Thailand and the Philippines to improve the quality of this support and existing experience and advice in other organisations should be accessed for this.

The main financial management challenge facing the participants is to keep the capital secure from being spent on immediate household needs. In 'buy and sell' type businesses the capital is circulating quickly and is subject to emergency needs within the households. In enterprises where there is a regular income for a fixed period following the investment (like mushroom farming) a proportion of that income has to be put aside for the next investment.

Effect of loans/grants

Most of the enterprises supported by this project have started recently and there are only initial results being reported by some participants.

When returnees are living with their families in northern Thailand, most of them are also engaged in regular farming activities. The income from the IG activity is ‘additional income’ to the family’s farm income. Incomes of around \$40 to \$100/month were being reported. These would not be sufficient if they were the main source of income for the returnee. Similar incomes of \$50 to \$190 were reported from returnees setting up ‘buy and sell’ enterprises in the Philippines.

Some other (non-economic) benefits are:

- Having the loan is a clear incentive for some returnees to stay at home, with their families – not to re-migrate
- The loan acts as an incentive for some returnees to participate in the partners activities for trafficked people and therefore enables them to access the other services too
- The economic activities help families to work together and with the outside community, contributing to the whole integration process
- Participants are learning to “persist despite the difficulties”

If incomes are not sufficient to meet family needs, there is the possibility that the participant will consider re-migrating in order to increase their income, as that is the reason why they migrated in the first place.

Cooperatives

Some of the partners are also involving returnees in cooperatives or joint enterprises. This includes a registered cooperative supported by DAWN and a Japanese restaurant supported by SEPOM. Some participants are cautious about starting a business on their own.

3.3.1.8 Employment opportunities

Until now there may only be one participant who has been employed. Almost all of the returnees are unskilled and the lack of employment opportunities was one of the factors causing them to migrate in the first place. Many of the participants believe that if they are over 35 then there are restrictions on their possible employment.

The most likely potential for employment is through ECOP in the Philippines which is trying to facilitate businesses to sponsor the training of returnees and possibly employ them through their corporate social responsibility (CSR) programmes. Some companies offering a variety of skills training programs have already pledged their commitment to actively participate in the program. It is not yet clear how interested the returnees are in participating in this.

Recommendations regarding project effectiveness (objective 1):

Recommendations to ILO/IPEC for the HSF project:

8. Depending on the nature of the intervention, the project and partners should agree on a cut-off date for the recruitment of new beneficiaries even if targets have not been achieved.
9. The strategy for provision of career counselling to returnees should be reviewed in Thailand and in the Philippines
10. The project strategy and support provided for professional vocational training needs to be reviewed and emphasised with the partners
11. The project needs to obtain a commitment from partners that are using grant funds as a rotating loan, that the funds will continue to be used for the same purpose after project completion
12. The project should improve the advice and support provided by partners for self-employment preparation by using existing external expertise in this area.

Recommendation to ILO and ILO/IPEC for future projects (relating to design/implementation of future rehabilitation projects):

5. Project documents should provide more specific details on the intended target beneficiaries relating to when they returned to their home country
6. In order to provide effective assistance to *immediate* returnees more specific strategies need to be developed and more attention given to partner selection

3.3.2 Achievement of immediate objective 2:

“By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.”

3.3.2.1 Project-supported guidelines, manuals and data management systems

The following capacity building outputs were expected to be developed as outputs from the project:

Guidelines on a referral system on the recovery and reintegration of trafficked persons - Thailand

Although the project was planning to provide support for organizing the central referral system, the IOM already has an agreement with BATWC to develop a manual on this. There is certainly a clear need for this as the present referral practice results in a lot of duplication and confusion.

Provincial Career Catalogue, Phayao - Thailand

YMCA have published a Career Catalogue for Phayao province in North Thailand. This contains details on a large number of possible self-employment opportunities (raising different animal and plant products, cooking and preserving, sewing etc) including sections for each on instructions, success factors, challenges and risks. The basic material has been used by YMCA in encouraging their participants to initiate enterprises in at least 23 activities. It has only just been published (September 2008) and is likely to be of use to other partners in Northern Thailand.

Handbook on economic recovery and integration for returnees - Thailand

This is an expected output from the AP with BATWC and was planned to include aptitude tests, career counselling, job placement guidance, safe migrant practices and money management. It was intended that this handbook would be useful for the Philippines as well. The AP started in May 2008 and work on this handbook has not commenced yet. Discussions have been held with a possible consultant but they are not available to do the work. This handbook needs to be developed using a consultative approach with experienced implementers and there is not sufficient remaining time in the project to do this well. The associated training module and training have not been implemented.

The AP with BATWC needs to be reviewed. A decision needs to be made on the preparation of this handbook within this project. It may be possible to access similar material that has been prepared for other target groups.

Skills training and job-placement catalogue - Thailand

This is also an expected output from the BATWC AP and no progress has been made on it yet. As this will not require so much consultation it may still be possible to produce this within the project. Although not quite the same, the Provincial Career Catalogue developed by YMCA in Phayao province meets some of the needs that this other catalogue was expected to fulfil.

Data collection/documentation of returned trafficked victims – Thailand

The POCHT Chiang Rai AP is developing a database and this has been completed and is ready for data entry to begin. It has been designed to link with the provincial social development database that was developed with the assistance of the TICW project to assist with the prevention of trafficking.

The consultation on the data that should be collected during a case assessment was only among provincial stakeholders and focused on the members of the POCHT team. The resulting data collection form has many fields and it looks unlikely that other project partners are going to take it up as a common database on returned victims of trafficking. Concerns expressed by other partners about the POCHT database include:

- The complexity of the database
- If information is only partially completed, analysis of data loses its quantitative significance
- Although planned to be a national database, its ownership is with a provincial government department
- Concerns about confidentiality issues (it also contains data on traffickers)
- Two of the other partners have almost completed their own database development (not with the support of the HSF project)

A commonly agreed basic data set is an important part of a referral system and is needed before information on returnees being assisted by different organisations can be analysed. The goal of having a common data platform for information on returnees in Thailand is unlikely to be achieved by this project.

Skills training and job catalogue - Philippines

This has been developed by the project as a direct output (not using an AP) with the assistance of a consultant. It contains an aptitude test and a listing of technical and vocational training. It is almost ready to be distributed as a final version. Partners have made use of the aptitude tests with their participants but have not made use of the information on the availability of skills training. This is partly due to the limited interest by participants in formal skills training that was reported earlier and due to reluctance by partners to refer to other

agencies. This may be improved by the planned training on career counselling for social workers and case managers.

Guidelines on a referral system on the recovery and reintegration of trafficked persons - Philippines

The final version of these guidelines are complete and they were officially launched with the partners the week following the evaluation visit. They are the result of extensive consultation among the partners, facilitated by the DSWD, and there is common agreement that they will make a significant contribution to an effective response to returned victims of trafficking. The Department of Foreign Affairs are also planning to use them. They will soon be presented to the IACAT for their approval which will give them additional authority nationally. It is expected that there will be a number of positive impacts from using these guidelines including the early identification and support for returnees.

The guidelines include detailed indicators of successful recovery and reintegration, identifying the expected knowledge, skills, attitudes and behaviour of both the client and the case manager.

The guidelines include a number of formats for managing information on trafficked persons. The initial form, the 'client card', was first developed by the project team and revised through consultation. This is now in use by all of the partners providing a common data template. The second form, the 'intake form' has also been subject to consultation and although there is general agreement on what should be in it, a number of partners still prefer their own version.

The training module on the guidelines and the subsequent training will be provided to partner staff of the project later this year. The DSWD plans to provide the training to their staff in the other regions of the Philippines next year using their own resources. Since one of the key strengths of these guidelines is the consultative way that they were developed involving different stakeholders, it is important that the training is also provided to multi-stakeholder groups, so that the emphasis on common understanding and referral support can be realised in practice.

Data collection/documentation of returned trafficked victims – Philippines

The 'Client Card' has been agreed by all of the partners as the basic data set. The first draft was developed by the project team and it has then gone through the same consultative process as the guidelines so that the same form is now accepted by all partners. This is already in use by all of the partners and the same documentation is now being collected for every case.

DSWD has managed the development of a database that records the profile of the participants and tracks the interventions. This database uses the client card as the basic data set. The database was presented to the partners in the week following the evaluation and it is expected that data entry by the partners will soon be carried out and this will be able to generate useful information based on the profiles of returnees and the record of services provided to those who have been reached by the project.

OWWA are the only partner that are using a different data base. They say that this is also based on the 'Client Card' and it should therefore be possible to analyse this data together with the DSWD database.

Case Management Manual for OWWA officers - Philippines

This manual has recently been finalized and OWWA are now preparing to carry out the training to their staff. The manual manages a coordinated response for victims of trafficking from either the OWWA overseas welfare officer or the embassy Labour attaché, to the Head Office and until the victim has been reunited with their family. The manual should also be useful for the Department of Foreign Affairs and embassy labour attachés.

The process ensures an individualized treatment plan. Following the process in the manual should enable better identification of victims of trafficking and will also generate better data on their numbers.

Research on return and reintegration experiences of trafficked women

The project is carrying out individual case study research on the experiences of 60 returned victims of trafficking (30 in Thailand, 30 in the Philippines). The case work has been completed and draft from each country submitted. It is planned to produce and publish a synthesis report with the title “Going back – Moving on”.

3.3.2.2 Referrals to service providers and their coordination

Project partners regularly refer participants to specialist providers for health (physical and mental) and for legal assistance. The numbers are known by each partner but are not accumulated on a project-wide basis. Some of the referrals for legal services are to other project partners as some of the partners have specific expertise and resources in this area. The partners have good local contacts for the provision of health services and this response seems to be sensitive to the particular needs of the returnees. From the meetings with beneficiaries this process appears to be working well with referrals occurring in response to needs.

In the area of career counselling, skill training and preparation for self-employment/business there is some referral and use of outside resources but some partners prefer to use their existing in-house services, even when more professional support is available, often free of charge. Partners need to be looking for the best interest of the participants in all of the services that are provided to them.

3.3.2.3 The capacity of service providers to reintegrate victims of trafficking

In addition to the capacity building as a result of the products (manuals, databases etc) that are being developed with the support of the project, there have also been some other significant changes. Although there is some overlap with sustainability of the impact of the project, some developments that were observed will be presented here.

The multi-disciplinary team (MDT) in POCHT-Chiang Rai has already been described in section 3.3.1.3 on legal assistance. The presence of the lawyer is one aspect of this team, but it is also important to recognise the clear concept of a team with different skills working together for a common goal. The capacity in terms of knowledge, skills and attitude of this organisation has developed as a result of it.

Some partners have developed the capacity of community organisations and networks to assist in the identification of trafficked victims and to assist with their rehabilitation. Probably the most established of these are the sub-district committees for child protection and trafficking supported by the POCHT-Chiang Rai. The knowledge of trafficking issues and their commitment to help those who have been affected has been established in these communities.

OWWA has for a long time been involved in assisting the return of trafficked victims as part of its service to returning overseas workers. They have now come to a realisation that returnees who are the victims of trafficking require special attention and that the ‘return’ is not complete just because the victim has been safely returned to their home. OWWA are currently developing a concept paper on the need for a special service to victims of trafficking, to present to their management. An immediate action that they are planning is to continue to employ a social worker after the AP is completed and have recommended that the necessary salary is included in their budget.

The NGO partners all have their origins and main area of experience in the care of people in need. They have used social interventions with the support of medical referral when needed. For most of them the concept of economic recovery as a part of reintegration is new. Through working in this project some of them have developed a more holistic view of 'reintegration' and are clearly stating the need to institutionalise the concept of economic assistance to clients within their organisation.

A number of partners reported that the project has helped them to form partnerships with other organisations and to expand their referral network

The ECOP AP only started in March 2008 and is too soon to say that they have developed an institutional interest and commitment amongst their members to provide training and employment to returnees. There is a strong likelihood that their members will be willing to offer preferential training and employment opportunities to returned victims of trafficking and to include this within their CSR policies.

Recommendations regarding project effectiveness (objective 2):

Recommendations to ILO/IPEC for the HSF project:

Thailand

12. The AP with BATWC needs to be urgently reviewed and a decision made on the development of the 'Handbook on economic recovery and integration for returnees'. It may be necessary to cancel this output from the project.

14. A consultation should be facilitated by the project between the partners on data needs, storage and analysis of information on victims of trafficking, in order to agree on a common way forwards.

Philippines

15. Any training provided by the DSWD on the referral guidelines should include participants from NGOs and other GOs that are involved in supporting victims of trafficking

16. The DSWD database development and consolidation needs to ensure that OWWA data is included in the data set and analysis

Thailand and the Philippines

17. Implementing partners need to be encouraged more strongly to identify and use the best sources of advice and support for the participants especially in the areas of career counselling, skill training and business/entrepreneurship training.

Recommendation to ILO Philippines:

1. Support should be provided to DSWD for their training on the referral guidelines in other parts of the Philippines so that it can include participants from NGOs and other GOs that are involved in supporting victims of trafficking (after the completion of the project)

3.3.3 Achievement of the development objective (Goal)

'To contribute to the reduction of trafficking in children and women for sexual and labour exploitation in Asia, through support to a humane reintegration process of returned trafficked victims back to their countries of origin.'

3.3.3.1 Availability of information on trafficked returnees

Thailand

Information on the number of returnees, whether trafficked or not, and what happens to them is very limited and it is not possible to make any observations on changes in these numbers. By the end of the project there may be some information from project partners on the returnees that they have provided assistance to but it is unlikely that this information will be available in a consolidated form.

Philippines

There is some information on returning migrants but it is held by different organizations and there does not appear to be effective consolidation of the information held by DSWD, OWWA and the Department of Foreign Affairs. How many of these are victims of trafficking is not known.

More trafficked returnees are being identified/assisted but this is not necessarily due to a greater number. There is more attention being given to returnees who have been trafficked and the crackdown in Malaysia on illegal migrants has also affected the inflow.

Deployments of new migrants to Japan has reduced. In 2004 it was 80,000 and in 2007 5,000 but during the same period there has been an increase in spouse visas for marriage.

From among the project partners OWWA had got good records of those it has assisted and these will soon be entered into a database to make analysis easier. Information that will inform future interventions is already available from them, for example that 62% of returned victims want to re-migrate.

The DSWD database and associated client card should within the next two months be able to provide consolidated information on all of the returnees assisted by this project (with the possible exception of OWWA).

Thailand and the Philippines

Most participants in the project, when asked if they know of other people in a similar situation to them but not receiving assistance, respond that they know a number.

The project sponsored research, “Going back – Moving on”, will give qualitative information on the situation and the needs of the returnees and this will be useful for developing future interventions.

3.4 Sustainability of project impacts

3.4.1 Sustainability of the impact on participants

Recovery and reintegration is an ongoing process and although it may not be possible to claim that the goal has been achieved in any specific individual, progress that has been made should usually be able to be maintained.

Sustainability of economic reintegration is subject to a number of factors, some out of the control of the participant. There are some instances already of where the investment capital has been used for household purposes and also instances where technical and business skills are developing. Most of the businesses have only recently been started. It is likely that most of the self-employment businesses will;

- Certainly contribute to the participants overall rehabilitation
- Probably contribute a small to moderate income for some time

Factors that will contribute to the sustainability of the social and economic reintegration of the participants are;

- Ongoing low-key support from the organization involved. It seems likely that this will be available from most of the project partners beyond the period of the project
- A strong peer support group. Some of these (BATIS Aware, SEPOM) are quite capable and have their own financial resources.

3.4.2 Continuation of partners' services

For participants

All the partners that are providing direct services to participants have said that they will continue to provide some support to them. The lack of funds will limit some interventions although they may also be able to access funds from other sources. The YMCA in northern Thailand has obtained 200,000 baht from the provincial DSDHS office to carry out project interventions with 21 returnees who were outside of the project criteria.

For capacity building

In the Philippines the two partners with the main capacity building outputs, DSWD and OWWA are both committed to extending the training on these outputs to all of their appropriate staff, not just to those specified in the project, from their own resources. The referral guidelines, produced by DSWD, is the output of most use to other stakeholders and this report recommends that ILO support DSWD to include other stakeholders in the training it intends to provide for its own staff.

In Thailand it looks unlikely that there will be any significant material capacity building outputs completed.

3.4.3 Sustainability of the impact on the capacity of partner organisations

Section 3.3.2.1 reported on the physical outputs of the project in terms of manuals and data management systems. Those that are going to have an ongoing impact on partner organisations are:

- Provincial career catalogue, Phayao, Thailand. This will continue to be a useful guide for participants in poverty reduction activities in northern Thailand
- Guidelines on a referral system on the recovery and reintegration of trafficked persons, the Philippines. This has been accepted as the official guidelines on this process and will be of use to all organisations involved with reintegration
- Client card, the Philippines. This is part of the guidelines above and has been accepted for use by all the project partners. It provides a common basis for basic data collection, entry and analysis. With its incorporation within the guidelines it has the potential to be taken up by other organisations working towards the same goal
- DSWD database for trafficked returnees, the Philippines. Using the client card as its basis, this database should be able to give the DSWD a tool to collect and analyse data from all organisations working for reintegration of trafficked returnees.
- Case Management Manual for OWWA officers, the Philippines. This manual will provide OWWA staff, Ministry of Foreign Affairs staff and embassy labour attachés with a common process and guide to work with trafficked returnees.

- The project-sponsored research on returnees, ‘Going back – Moving on’, will give qualitative information on the situation and the needs of returnees and will be useful for developing future interventions.

Section 3.3.2.3 identified some important project outputs relating to raising the capacity of partner organizations to reintegrate returnees. It is expected that these increased capacities will continue to work for the benefit of returnees. In summary these are;

- The MDT in POCHT-Chiang Rai. Some members of this team are supported by the AP and their positions are only temporary. One impact that comes from this MDT that will remain and will be extended to all other provinces is the provision of legal support for the POCHT. Arising from this experience the MSDHS has allocated a monthly budget of 8,000 baht for the employment of a lawyer for each POCHT
- Community organisations and networks that have been established and equipped to assist in the identification of trafficked victims and to assist with their rehabilitation. Although there will be a drop in activity, the knowledge about trafficking and the commitment to help the victims will remain in the community.
- OWWA is considering special provisions for returnees who are victims of trafficking and will employ a social worker to work with them
- Realisation among NGO partners that economic interventions are essential for the recovery and reintegration of returned victims of trafficking.
- If the ECOP AP is successful and employers include preferential training and employment opportunities for returned victims of trafficking within their CSR policies there will be an ongoing positive impact from this.

3.4.4 Strategies for sustainability

The strategy for sustainability submitted in the project document is mainly to do with the documentation and dissemination of good practices of effective intervention models, lessons learnt and case studies. There has been some identification of good practices at partners’ meetings and in the annual report. A bi-country end of project partners meeting is planned and a report on good practices. The sustainable impacts of the project, identified in the earlier section of this chapter are more inclusive and more meaningful, than what was suggested in the project document.

Some of the AP proposals contain a more thorough strategy for sustainability. These include the development of effective tools and practices and also recognise the changes that will occur in individuals and the importance of peer groups to sustain that change. They also recognise the importance of the partner network and the experience they have shared in tackling these issues together.

Those partners aiming to develop manuals and guidelines see these outputs and the associated training as the main way of having a sustainable impact.

The findings of this evaluation are in line with the strategies outlined in most of the AP proposals, as long as the APs have delivered their planned outputs.

3.4.5 The current situation in relation to the original needs assessment

In many ways the need is still very similar to that identified at the beginning of the project. There are still a largely unknown number of women being trafficked from Thailand and the Philippines to many countries in the world. When they return to their country of origin they require a variety of services to help them recover and reintegrate. By the end of the project, around 1,000 women and a few men will have been assisted and this will have been in fulfilment of the priority immediate objective. There will probably be an equal number requiring assistance over the next three years. It should also be noted that rehabilitation is an

ongoing process, and those that have been assisted by this project will continue to benefit from some ongoing support and encouragement.

What has changed is the capacity of service providers to respond to the needs of the returnees. These changes have been identified in this report. In Thailand they are mainly in relation to the capacity and skills of service providers. In the Philippines there has in addition been significant developments that will help in the coordination and quantitative documentation of this work.

There are no significant new needs that have been identified during the progress of the project.

There are still needs in Thailand to strengthen the referral process; its coordination and documentation. What these needs are will depend partly on the outcome of an IOM project with BATWC. This evaluation suggests that there is some ambiguity about which organisation in Thailand is responsible to take responsibility for these issues nationwide and has recommended that this is clarified before further work is done.

4 Recommendations

Recommendations have been made at the end of each section of the report. They are all repeated here, organised according to whom the recommendation is made.

Recommendations to UN TFHS for future projects:

1. The higher priority given to the provision of direct services relative to the priority for capacity building to improve coordination, information and methodologies for the reintegration of returnees should be reviewed.

Recommendations to ILO and ILO/IPEC for future projects:

1. The most appropriate institutional base within ILO should be reviewed for any future projects rehabilitating trafficked returnees to Thailand and the Philippines
2. Projects that seek to achieve both psychosocial recovery and economic reintegration of the same participants need to assess the time required to achieve these objectives
3. Prior to any new capacity building interventions in Thailand, research and discussion should be carried out to clarify which are the responsible institutions to handle victims of trafficking.
4. The reporting period of the first action programme TPRs should be adjusted so that all partners are reporting over the same time period and this should fit with the project annual reporting period.
5. Project documents should provide more specific details on the intended target beneficiaries relating to when they returned to their home country
6. In order to provide effective assistance to *immediate* returnees more specific strategies need to be developed and more attention given to partner selection

Recommendations to ILO/IPEC regarding project implementation:

1. ILO/IPEC should appoint a Programme Coordinator (at least 50% position) to cover the period November 2008 to April 2009.
2. The second project annual report (September 2007-August 2008) should be completed as soon as possible
3. A project monitoring system needs to be established immediately that will enable the project to collect and analyse the information on services provided to direct beneficiaries

4. The final project report should use the indicators in the logframe to report progress towards the objectives
5. The project should ensure that AP technical reports are submitted within one month of the reporting period and that they use the indicators in their logframe to report progress towards their objectives
6. Suitable arrangements need to be made to either manage or revise the BATWC AP that currently continues beyond the project period
7. The project should cooperate more effectively with the IOM in Thailand on the overall goal of improving the referral process and specifically on their cooperation with BATWC
8. Depending on the nature of the intervention, the project and partners should agree on a cut-off date for the recruitment of new beneficiaries even if targets have not been achieved.
9. The strategy for provision of career counselling to returnees should be reviewed in Thailand and in the Philippines
10. The project strategy and support provided for professional vocational training needs to be reviewed and emphasised with the partners
11. The project needs to obtain a commitment from partners that are using grant funds as a rotating loan, that the funds will continue to be used for the same purpose after project completion
12. The project should improve the advice and support provided by partners for self-employment preparation by using existing external expertise in this area.
13. The AP with BATWC needs to be urgently reviewed and a decision made on the development of the 'Handbook on economic recovery and integration for returnees'. It may be necessary to cancel this output from the project.
14. A consultation should be facilitated by the project between the partners on data needs, storage and analysis of information on victims of trafficking, in order to agree on a common way forwards. - Thailand only
15. Any training provided by the DSWD on the referral guidelines should include participants from NGOs and other GOs that are involved in supporting victims of trafficking – Philippines only
16. The DSWD database development and consolidation needs to ensure that OWWA data is included in the data set and analysis – Philippines only
17. Implementing partners need to be encouraged more strongly to identify and use the best sources of advice and support for the participants especially in the areas of career counselling, skill training and business/entrepreneurship training.

Recommendation to ILO Philippines:

1. Support should be provided to DSWD for their training on the referral guidelines in other parts of the Philippines so that it can include participants from NGOs and other GOs that are involved in supporting victims of trafficking (after the completion of the project)

5 Lessons learned and potential good practices

5.1 Lessons learnt:

Some of these lessons had already been identified by the project and others became apparent during the course of the evaluation.

- Economic enterprises need to be preceded by psycho-social recovery and that may take considerable time. Projects and APs seeking to provide recovery and reintegration services need to be planned with a timeframe that is appropriate
- If project staff are not recruited and appointed to work on a specific project, there are likely to be delays in the implementation of that project
- APs that have capacity building objectives that will support and enhance the outputs of direct implementation APs should be prioritised for an early start
- Flexibility is absolute key for successful direct assistance. Victims of trafficking return from a myriad of different situations, different countries and different sectors. Each returnee has specific needs and concerns and has specific strengths and resources. Those must determine the type of assistance provided. Thus, service providers must be prepared to address different needs and situations
- Economic empowerment incentives/resources need to be enough to offer an attractive alternative to re-migrating
- Economic empowerment activities that involve the family can have a very important contribution to re-integration, not just to the family, but to the wider community
- Skills training courses offered by partners are, although with good intentions, often limited both in terms variety and quality. It is important to link skills training to private sector and out-side ‘Real life’ on the job training (as in the skills training catalogue approach)
- Returnees are still subject to the same economic pressure that led them to migrate in the first place and re-migration, with as many safeguards as possible, needs to be offered as an option.
- Reintegration and settling in the community can be supported by assistance to family members. Many women migrate for the sake of their family. Interventions to family members can also assist the reintegration process. It is important to care for the whole family, not just the returnee. Having a supportive family is important for self-esteem and for reintegration
- More awareness in sending communities can help with the identification of new returnees and facilitate their participation in re-integration quickly
- When developing data collection formats and a database that are expected to be used by different organizations it is essential that real and effective consultation with those organisations takes place.

5.2 Potential good practices

The following potential good practices have been identified during the evaluation. They may not necessarily be new but within this specific context and the needs being addressed they have clearly been effective.

Economic empowerment for the reintegration of victims of trafficking

Grants or loans for income generating activities or for the establishment of small businesses can have a number of positive impacts:

- Migrant workers migrate mainly for economic reasons and when they return these economic pressures are still there. If they are not met in a safe environment there is a high chance of further exploitation

- The availability of economic empowerment activities can be a strong motivation for participating in the 'reintegration group' and therefore accessing the other services which the returnees may not immediately recognise that they are in need of.
- Involvement in economic activities requires participation in the wider community and contributes significant to social reintegration
- Involvement in economic activities can be a strong incentive to settle in one location, improving social rehabilitation and reducing the risk of further exploitation
- When the activity is carried out as a family there can be additional family reintegration benefits

Multi-disciplinary team (MDT)

Multi-disciplinary team (MDT) of professionals working together on the identification, recovery and rehabilitation of returned trafficked victims. The presence of a lawyer on the team can give the whole team a better understanding of legal issues and greater confidence in this area.

District protection committee/community watch network

District and sub-district committee/community watch network can be very effective for prevention and suppression of human trafficking and for identifying returnees. If good training is provided the community themselves can take responsibility for awareness raising, protection and for the quick identification of returnees who may be victims of trafficking.

Consultative process for guideline development

Supporting the national responsible institution to use a consultative process, involving all the main partners and representatives of stakeholder groups that may use the guidelines, in its development. Particular attention being given to the content and agreement of client cards (basic profiles) that will form the basis of a common database.

Using the corporate social responsibility (CSR) of businesses

CSR of businesses can be utilised to provide preferential treatment or opportunities to abused groups. This can be particularly effective where there is a link, even if quite distant, between the business and the abused groups. For example where there is a business owned in a destination country and operating in the home country of trafficked victims.

Appendix 1: Terms of Reference



International Labour Organization
International Programme on the Elimination of Child Labour
ILO/IPEC

Terms of Reference
for
Interim Evaluation
of ILO/IPEC Project

Final
version
September
2008

Economic and Social Empowerment of Returned Victims of
Trafficking
RAS/05/03/HSF
(HSF Second Project)

ILO Project Code	RAS/05/03/HSF
ILO Project Number	P.270.03.300.003
ILO Iris Code	100449
Duration	36 months
Starting Date	01 May 2006
Ending Date	30 April 2009
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	UN Trust Fund for Human Security
Donor contribution	US\$ 1,923,195
Preparation of TORs	January, 2008
Evaluation	September-October

Background

Background to Project and Status

1. From the perspective of the ILO, the elimination of forced labour, child labour and human trafficking is part of its work on standards and fundamental principles and rights at work. The political will and commitment of individual governments to address child labour, forced labour and human trafficking — in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society— is the basis for ILO action. ILO support at the country level is based on a phased, multi-sector strategy. This strategy includes raising awareness on the negative consequences of child labour and forced labour, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programmes (AP) to prevent human trafficking and children from entering into child labour and remove labourers from hazardous work and provide them with appropriate alternatives.
2. ILO Decent Work Country Programmes (DWCPs) are being introduced in the ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent partners with a broader UN and international development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
3. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and to which it contributes. DWCP are beginning to be gradually introduced in various countries planning and implementing frameworks.
4. The fulfilment of the core labour standards and fundamental principles and rights at work including the elimination of forced labour, child labour and trafficking should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by regional and national projects should be analyzed.

Support from Human Security Fund against Trafficking

5. Trafficking in children and women constitutes a serious violation of human rights. The ILO Convention No 182 on the Worst Forms of Child Labour includes trafficking in children as one of the priorities for urgent action. The ILO Convention No 29 on Forced Labour calls on States to suppress “any work or service which has been exacted under the menace of any penalty, and for which the person has not offered himself voluntarily.”
6. The 2000 UN Protocol to prevent, suppress and punish trafficking in persons (“Palermo Protocol”) affirmed that *effective action to prevent and combat trafficking in persons, especially women and children, requires a comprehensive international approach in the countries of origin, transit and destination that includes measures to prevent such trafficking, to punish the traffickers and to protect the victims of such trafficking, including by protecting their internationally recognized human rights.*
7. Following the 1st World Congress against Commercial Sexual Exploitation of Children, Stockholm, 1996, the ILO-IPEC has taken concerted efforts to combat trafficking in children and women for labour exploitation. In particular in the Mekong Sub-region, since 2000, the ILO-IPEC has been implementing sub-regional programmes to combat

trafficking under its *Mekong Sub-Regional Project to Combat Trafficking in Children and Women* (hereafter referred to as the *TICW project*).

8. The first phase of the TICW project (2000-2003) was funded by DFID and initiated innovative approaches in areas such as participatory methods and prevention through community development. The total budget for the sub-Regional project was 4.4 million US dollars. Based on models developed during the first phase, and in line with the recommendations from the mid-term evaluation, the second phase of the project was developed (TICW/DFID phase 2) with a budget of 6.6 million British pounds. The second phase which started in May 2003 and will end in October 2008, has continued to focus on prevention as a means to contribute to the elimination of labour exploitation of children and women, and in particular the trafficking in children and women in the Greater Mekong sub-Region through the development, implementation and monitoring of effective and integrated sub-Regional and national strategies and action.
9. Taking fully in to account these experiences and under the overall framework of the TICW Phase II project, a three-year project of “**Prevention of Trafficking in Children and Women at a Community Level in Cambodia and Viet Nam**” (TICW/HSF Project)” was developed with the funding of US\$1,179,092 from United Nations Trust Fund for Human Security and implemented from May 2003 to 31 October 2006. A mid-term evaluation of this first HSF project was carried out in September 2005 and a final evaluation in October 2006.

HSF Second Project - Support to Economic and Social Empowerment of returned victims of trafficking in Thailand and the Philippines

10. In the context of further HSF support, a second HSF project has been developed and implemented.
11. In Southeast Asia, Thailand and the Philippines are among the countries facing serious problems of trafficking in persons. In both countries, many of the women migrating have been recruited not knowing the living and working conditions they would need to endure nor the extent of debt that they would have to bear. Deception is the most common method used to lure victims, using false promises related to the nature of work, the income and working conditions.
12. The return and reintegration process, among all the stages of the migration process, is the least subject to policy interventions and, in many ways, the least studied and understood. It is becoming quite clear that the return and reintegration process is not as straightforward as it appears. Among the main problems that women face upon their return are: psycho-social effects, social reintegration, financial difficulties, and lack of job opportunities.
13. Given the recent emphasis for law enforcement and policy changes in many destination countries in Asia, there have been more cases of repatriation than before. The ILO supports a humane reintegration process of returned trafficked victims back to their countries of origin that clearly emphasizes their long-term economic and social empowerment and the provision of core social services to victims. Considering the ILO’s labour mandate, strong emphasis is placed on the area on assuring economic and occupational aspects of reintegration in full recognition of the returnees’ self-reliance and resilience.
14. This second HSF project contributes to the reduction of trafficking in children and women for sexual and labour exploitation in Asia, through support to a humane reintegration process of returned trafficked victims back to their countries of origin. The Immediate Objectives are:
 - **Immediate Objective 1:** By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-

trafficking. This will be the main objective of this project in accordance with the strong emphasis of direct impacts on target groups by the UN Trust Fund for Human Security (UNTFHS).

- **Immediate Objective 2:** By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.
15. The first stage of project support worked closely with the local agencies providing immediate assistance to returned victims, such as legal aid, counselling, and referral to social services. In particular, the project plans to support:
- Provision of sufficient and effective referral services with the help of continuously updated information on the kinds of government and non-governmental assistance and support available for returned migrants that match the needs of returnees;
 - Provision of social services such as psycho-social counselling and health care in order to recover from the traumatic experience and medical problems;
 - Provision of small grant money for those returnees with serious financial problems.
16. The second stage of support involved a longer-term reintegration process of the trafficked victims back to their countries of origin, based on individual needs and aspirations. ILO mobilized its expertise to give strong emphasis to the long-term economic reinsertion of returnees with a view to achieving self-reliance. Support services for trafficked victims included the following activities:
- Continuous provision of referral services based on information on the kinds of assistance and support available for returned migrants, including enrolment in local level training programs and other employment services;
 - Continuous provision of social services such as psycho-social counselling and health services according to individual needs as recovery is often a long process;
 - Provision of career counselling and occupational guidance in accordance with local labour market demand and individual aspirations and potentials of the returnees. In case the returned victims do not wish to go back to their communities of origin, city-based occupational guidance and training were provided;
 - In order to ensure that returnees become self-sustaining, and avoid being trafficked again, implement several income generation activities. This included small-scale savings and credit schemes (i.e. set up and strengthen Self-Help Groups; set up small business), and a variety of vocational skills training ranging from basic mathematics, computer courses and business skills. For those returnees without primary school diplomas, non-formal education was provided prior to vocational skills training. Job placement services were provided to those successful graduates of vocational skills training programmes, through networking and collaboration with employers' groups. For those successful graduates who desired to set up their own small business, small grant seed money were provided as appropriate;
 - Provision of opportunities for the trafficked victims to meet with others who shared the same experiences and to help each other in the readjustment and reintegration process (i.e. set up and strengthen peer networks);
 - Provision of legal assistance for filing complaints against exploitation and abuse, and support for registration of children.
17. As appropriate, the support involved the return of the trafficked victims to their families and communities of origin. Community services for trafficked victims and their families included the following activities:

- Provision of family reorientation and value programme in order to rebuild the family relationships, and to remove stigmatization and rejection by families and communities. It will include practical life skills such as building planning skills and basic mathematics. Community-based awareness raising programme will be included to prevent re-trafficking.
18. In each country, the project provided technical advisory and capacity building services for organizing the central referral mechanism for returned trafficked victims, including the systematic data collection/documentation of returned trafficked victims' cases and follow-ups, as well as training for civil society groups so that an effective mechanism for the victims' reintegration will be enhanced and become more sustainable.
 19. The project involved both central and local governments, business and employers' groups, NGOs, and other civil society groups working with trafficked victims and/or irregular migrants to assess reintegration needs and target assistance, in particular in the areas of career counselling, vocational training and job placement.
 20. In the first year of the project's operation, the project developed career counselling and occupational guidance materials and provide training to concerned agencies.
 21. During the project implementation, a need was identified for networking between the two target countries and with the major destination countries. For the purpose of further capacity building of concerned agencies, study visits are planned to enhance more collaboration and further enhancement of necessary interventions for trafficked victims.
 22. Throughout the project's duration, the cases and the follow-up to them were documented so as to provide a basis for systematic assessment of reintegration needs and targeting of assistance.

Current Status of Phase II

23. Progress reports generally indicate that the project is on track towards the attainment of its objectives. Among the milestones is the development of six Action Programmes (APs) in Thailand and seven APs in the Philippines. As per August 2008 approximately 687 Women had been reached and offered assistance.. Key areas of interventions, identified jointly with potential project partners and stakeholders during programme and planning meetings include: strengthening peer-support groups for returnees, mapping of returnees and basic needs assessment in selected communities, mobilization of returnees and improving network and collaboration between various stakeholders (both government organizations and NGO's); identifying employment and skills training options at provincial and local level; establishment of women's resources centres for returnees and improving referral systems and legal complaint mechanisms.
24. As a part of project AP's peer support groups for returned migrants and victims of trafficking has been established at the local level. Regular group meetings have taken place to empower returnees through social activities.
25. In order to respond to the challenges of facilitating economic livelihood reintegration of returned victims based on the individual needs and aspirations, a process was initiated to develop a skills training and job options catalogue. The main aim of the catalogue is that it will become a tool for implementing partners and their case workers in developing individual/group economic livelihood reintegration plan for the returnees and ensure that they receive the appropriate skills, vocational and enterprise development trainings that are linked to a market demand.

Background to the evaluation

26. In line with ILO evaluation policy, at least one independent evaluation has to be conducted at during the course of the project. Such an evaluation is best done two-thirds into the project so that sufficient implementation has taken place to progress and achievement to be analysed and so that any findings can be part of the consideration for follow-up action. Ongoing project monitoring and project reviews have provided continuous assessment of progress and the relevance of the strategy.
27. It is now proposed to carry out an independent interim evaluation. According to the established ILO-IPEC approach to evaluation and in line with the project documents, this has been decided in consultation with partners and key stakeholders, including the donor. The Design, Evaluation and Documentation (DED) Section of ILO/IPEC will coordinate the consultations, planning, and coordination of the evaluations.

Scope and Purpose

28. The scope of the evaluation will encompass the HSF Trafficking project implemented in Thailand and the Philippines with all its activities and outputs, including all action programmes. The focus is on the project as a whole rather than a series of individual evaluations of specific components or action programmes. There will be appropriate consideration of phase I achievements and the work of ILO-IPEC on trafficking in the Mekong region, in particular the TICW project.
29. The main purposes for which the evaluation should be conducted are to
 - a. Identify and analyse achievement to date
 - b. Assess the continued relevance of the strategy
 - c. Assess progress towards sustainability
 - d. Identify potential lessons learned and good practices
 - e. Identify possible follow-up action and continued work after the project
30. The main user of this evaluation will be the ILO office, IPEC as a global programme, the IPEC project management, national stakeholders (provincial committees, government organizations, NGO partners, and the target groups themselves) and the donor.

Suggested Aspects to be Addressed

31. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.
32. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard
33. In line with the results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the

achievement of the Immediate Objectives of the project using data from the logical framework indicators. Answers to the key questions will be interpreted in light of relevance, efficiency, effectiveness, and sustainability—core values of ILO-IPEC.

34. The main categories of the suggested aspects for the evaluation to address are given below. The current proposed suggested aspects are given in Annex I. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.

II. Validity of Design and Relevance

III. Implementation (Efficiency)

IV. Achievement and Results (Effectiveness)

V. Sustainability

VI. Special concerns

Evaluation Methodology

35. The following is the suggested methodology for the mid-term evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.

36. An international evaluator will be hired as lead evaluator for the evaluation. One of the first tasks of the team leader will be to conduct a **desk review** of appropriate material including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes, and relevant material from secondary sources (see table). This includes baselines and any government documents.

Sources of Information

Available at HQ and to be supplied by DED	Project documents DED Guidelines and ILO guidelines Mid-term country review/evaluation (if any) Evaluation reports of Phase I
Available in project office and to be supplied by project management	Progress reports/Status reports Evaluation and similar reports at the action programme level Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries Country level planning documents Strategic Programme Impact Framework (SPIF) or other strategic planning documents Master list and records of beneficiaries Action Programme Progress Reports Baseline reports and information Documents related to
To be located as appropriate	Relevant national development programme and policy documents PRPS documents such as strategies, monitoring plans and reports, costing Relevant documents on the development situation in Thailand and Philippines in the context of trafficking in persons Studies, reports and other relevant outputs from the project

37. The evaluator is required to interview donor representatives through conference call early in the evaluation process as appropriate. The evaluation team will also interview key people from the IPEC team, such as the Sub-Regional Office Director, in the regional office in Bangkok, Thailand and the TICW (Mekong) project team. Both will preferably happen during the desk review phase
38. Based upon the desk review and the conference calls, the leader evaluator will prepare a brief document indicating the methodological approach to the evaluation (the “evaluation instrument”), to be discussed and approved by DED prior to the commencement of the field fieldwork.
39. The evaluation will include field-work in selected locations of Thailand and the Philippines. The evaluator will conduct interviews with governmental agencies, trade unions and employers’ organizations, and NGOs at national, provincial, and district levels. He or she will also carry out site visits to Action Programs that are currently being implemented or have been recently closed.
40. The evaluation process will include a one day stakeholder workshop in each country to present the preliminary findings, conclusions and recommendations to IPEC staff and key partners for feedback. The participants of the workshop will include those interviewed during the fieldwork and other key stakeholders of the project. The results of this meeting should be taken into consideration for the preparation of the draft report.
41. Proposed participants at the workshop will be the direct key stakeholders in the project but should to the extent possible also include other national and international development partners.
42. Project management will provide a list of key stakeholders for possible participation in these workshops. These lists will also serve as list of potential key informants to consult. Project management will prepare a suggested schedule of visits. The final list of participants, interviews and visits will be determined by the evaluation team in consultation with DED.
43. Annex II contains the overall evaluation schedule. Project management will prepare a proposed programme for the in-country visits, including proposed project sites and Action Programmes to visit. The evaluation schedule can be revised in agreement with IPEC-DED, project management and ILO office in New Delhi and as practically feasible.

Expected Outputs of the Evaluation

44. The evaluation report in draft form and in English should be presented to IPEC DED one week after the in-country work. After a methodology review by DED, the reports will be circulated to all relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final draft of the report.
45. The length of the report should not exceed 40 pages (excluding annexes). It is suggested to structure the report as follows:
 - Executive Summary with key findings, conclusions and recommendations
 - Description of the project
 - Clearly identified findings
 - Clearly identified conclusions and recommendations
 - Lessons learned

- Potential good practices and effective models of intervention.
 - Appropriate annexes including TOR
 - Standard evaluation instrument matrix
46. The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.
47. The procedure for final report submission is described below:
- The evaluator will submit a draft report to IPEC DED in Geneva
 - IPEC DED will circulate a copy to key stakeholders for comments on factual issues, findings, conclusions and recommendations as the start of the feedback process
 - IPEC DED will consolidate the comments and send these to the evaluator by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders
 - The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.
48. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Resources and Management

49. The evaluation will be carried out by a one international. The lead evaluator should have extensive experience in the evaluation of social development interventions, advanced degree in social sciences, economics or similar and preferable specific training on evaluation theory and methods. Working experience on issues related to child labour, education and children's welfare in a developing country context would be desirable. Full command of English as a working language will be required. The following table outlines the responsibilities and required profile of the team members.

Responsibilities and Profile of evaluation team

International Evaluator (team leader)	
Responsibility	Profile
<ul style="list-style-type: none"> • Desk review • Analysing the documents, direct observation, interview notes, and information from the questionnaires • Prepare an evaluation plan • Act as independent evaluation consultant for the evaluation of the project and covering other evaluation related issues during a two-week in-country field visit. • Prepare evaluation report 	<ul style="list-style-type: none"> ▪ Advanced degree in social sciences, economics or similar ▪ Extensive experience in evaluation of development projects, in particular with local development projects ▪ Relevant experience in the region ▪ Familiarity with and knowledge of specific thematic areas, such as child labour, migration, education and trafficking preferable ▪ Experience working with local organisations/local partners agencies ▪ Experience in UN system or similar international development experience, including evaluations of technical cooperation projects funding by multilateral and bilateral donors ▪ Experience evaluating gender issues ▪ Understanding of the ILO's tri-partite structure

50. The following are the resources needed for this evaluation (for detailed information see the Evaluation Timeline below):

- Fees for one international consultant during 25 working days
- International travel to and from the Philippines and Thailand
- In-country travel expenses and daily subsistence allowances for consultant during field mission
- Other local cost as required
- Evaluation workshop expenses

51. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by project management and the project team ts and the IPEC project team as a whole

Annex I: SUGGESTED ASPECTS TO ADDRESS

Validity of Design and Relevance

- Was the project design logical and coherent? Were relevant indicators of achievement and means of verification properly designed?
- Were the strategies relevant for creating an enabling environment and for carrying out targeted interventions for the elimination of the Worst Forms of Child Labour in the state?
- How well has the project coordinated and collaborated with other child-focused interventions supported by IPEC or other organizations in the two countries?
- The relevance of the project's design in ensuring that returned victims can reintegrate and readjust to living in their home countries, and any modifications that have been made to the original approach based on implementation experiences.

II. Implementation (efficiency)

- Was the project implemented as it was planned?
- Was the project able to leverage additional resources?
- How were actors such as the government, trade unions, employers' organizations, etc. able to participate in terms of project implementation? How did this participation affect the outcomes of the project?

Achievement and Results (Effectiveness)

- The extent to which partnerships have been created and are effective in contributing to the humane reintegration of trafficking victims.
- The specific interventions of action programmes implemented by local partners and other activities of the programme and the effectiveness of these interventions.
- The relevance and utility of the processes and approaches developed by the project, and an analysis of the appropriateness and effectiveness of the way in which these have been used

For immediate objective 1: By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-trafficking.

- How many women victims of trafficking returning to Thailand and the Philippines received an immediate response upon their return? What was the nature of the response? Was the response relevant? Efficient? Effective? Sustainable?
- How many women victims of trafficking returning to Thailand and the Philippines received educational opportunities, vocational training, and income generation activities? What was the nature of the educational opportunities? Were the opportunities relevant? Efficient? Effective? Sustainable?
- How many victims successfully set up businesses through the assistance from the project? What services were provided to support business development? Were the services relevant? Efficient? Effective? Sustainable?
- How many victims have successfully got local employment opportunities through the assistance from the project? What was the nature of the opportunities? Were the opportunities relevant? Efficient? Effective? Sustainable?

For immediate objective 2: By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.

- How many referrals to existing service providers were made as a result of the project? How were services coordinated?
- How many partner agencies used the project's manuals and guidelines in the project implementation and monitoring of their programs? What training, if any, was done to teach partner agencies how to use the materials?
- How much information on trafficked returnees has become available as a result of the project? What was the quality of the information?
- How much information on trafficked returnees is used by concerned agencies? How was the information used? What was the impact?

Sustainability

- Identify and assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and its component Action Programmes to ensure sustainability.
- Do the problems and needs that the project sought to address still remain? During the project implementation were any new needs identified that should be addressed?
- What actions are still necessary to support in order to strengthen the national and local actors and institutions?
- What additional action, resources and initiatives would be necessary to guarantee the sustainability of the results and effect of the project after it is finalized?

Special Concerns

- The ways in which gender was considered in the design and execution of the project and the effectiveness of these strategies in developing humane responses to women and that have been victims of trafficking, particularly for sexual exploitation.
- Relations between the project and the decent work country programmes in the Philippines and Thailand.

Annex II: SUMMARY OF METHODOLOGY AND TIME SCHEDULE BY PHASE

<i>Phases</i>	<i>Tasks</i>	<i>Responsible</i>	<i>Dates</i>	<i>Outputs</i>
Phase One: Preparatory	Briefing with IPEC DED and preparatory desk review Design of the evaluation instrument	International consultant with DED support	(5 days) 13-17 September	Evaluation instrument
Phase Two: Data collection and in- country visits	Field work, interviews and data collection as part of normal final evaluation & Stakeholder evaluation workshop – Thailand Stakeholder evaluation workshop – Philippines	International consultants with DED support	18 September – 3 October 2008 (20 days) Thailand: 18 – 27 Sep Philippines: 28 Sep – 6 Oct	Data Feedback preliminary findings, conclusions and recommendations Short briefing note and workshop programme
Phase Three: Report writing	Preparation and commenting on reports as per normal procedures Consultation with key stakeholder on preliminary findings and to identify further issues for the final evaluation	International consultant with DED support	Report writing: 8- 12 October 2008 (5 day) Submission of draft report: 13 October 2008	Draft version evaluation report
Phase Four: Review and Comments by Key Stakeholders	Commenting on reports as per normal procedures Preparation of consolidated comments	Key stakeholders IPEC-DED	13 October – 7 November 2008	Consolidated comments
Phase IV: Preparation of second and final version of report	Review and consideration of consolidated comments Preparation of final version of report	International Consultant	Revisions: 10-14 November 2008 (5) Submission of final version report: 14 November, 2008	Final version evaluation report

Appendix 2: People and organisations consulted

Participants (returnees/beneficiaries) Thailand

Provincial Operational Centre for the Prevention and Suppression of Human Trafficking, Social Development Human Security Office, Chiang Rai (POCHT-Chiang Rai)

Ms Kesorn (returned from Taiwan)
Ms Somnai (returned from Taiwan)
Ms Sopara (returned from Taiwan)
Mr Prasit (returned from Libya)
Ms Chanson (returned from Singapore)

Y.M.C.A. Foundation Bangkok, Phayao Branch (YMCA Phayao)

Group meeting with 8 returnees and site visit to IG activities of 2 of them

Phayao Shelter for Children and Family, Department of Social Development and Welfare, Phayao (Phayao Shelter)

Group meeting with 7 returnees
Amy, 16 yr old daughter of returnee (Japanese father)

Self empowerment program of migrant women SEPOM)

Group meeting of 9 self-help group (SHG) leaders
Field visit to SHG members and site visit to their IG activities; Ms Sophit, Ms Somkid, Ms Arunee

Participants (returnees/beneficiaries) Philippines

DAWN

Ms. Evangeline Cerezo
Ms. Maria Dolores Alnas
Ms. Rosalina Dagami
Ms. Jennifer Mitsura
Ms. A. Yambao
Ms. Rosalie Akose
Ms. Carlota Santos
Ms. Mary Jane Kuraoka

KANLUNGAN

Ms. Dina Haduca
Ms. Nilda Marcedonio
Jeanette Dy
Ms. Michelle Casado
Ms. Cresencia Roque
Ms. Evelyn Lurcha
Ms. Arlene Banson

BATIS Centre and BATIS-AWARE

Ms. Ana Katrina Marilag – Batis Centre,
Ms. Marilyn Pagadua – BATIS AWARE,
Ms. Gemma Lazarra - BATIS AWARE,

Ms. Emerlina C. Alferez - BATIS AWARE,
Ms. Amparo Bagum - BATIS AWARE, Client
Ms. Rosario E. Solano – BATIS AWARE
Ms. Cristina Herzano – BATIS AWARE
Ms. Virigina D. Angeles – BATIS AWARE
Ms. Carmela Anteza – BATIS AWARE

Other organisations but not implementing partners -Thailand

Doingam sub-district committee for child protection and anti-trafficking
Chair-lady Mrs K Kannikar and 11 members (7 women and 4 men)

Members of the community of Maeloo district

Ms Rampeung
Ms Amphai

Women Development Centre, Phayao

Ms Ali

Implementing Partners -Thailand

Foundation for Women (FFW)

Ms Siriporn, Head
Ms Matthana

Self Empowerment Program of Migrant Women (SEPOM)

Ms Sirinun Singkham, SEPOM Kitchen
Ms Warunee, Field Worker, SEPOM

Operational Centre for the Prevention and Suppression of Human Trafficking, Social Development Human Security Office, Chiang Rai (OC-CRSDHS)

Mr Samphan Suwanthub, Head, Social Development Human Security Office, Chiang Rai
Ms Supranee Somna, OC-CRSDHS
Mr Vimol Ruksakul, lawyer, OC-CRSDHS
Ms Anongluckrattana Photachai, OC-CRSDHS
Ms Sikharin Singsakorn, Project Coordinator, OC-CRSDHS

Phayao Shelter for Children and Family, Department of Social Development and Welfare, Phayao (Phayao Shelter)

Ms Anira Thinon, Head, Phayao Shelter for Children and Family
Ms Jaroensri Chaikat, Social Worker, Phayao Shelter for Children and Family
Ms Aree Oay-hom, Project Coordinator, Phayao Shelter for Children and Family
Ms Supaporn Chanma, Volunteer, Phayao Shelter for Children and Family
Mr Tui,

Y.M.C.A. Foundation Bangkok, Phayao Branch (YMCA Phayao)

Ms Seangwan Maneewan, Project Coordinator, YMCA Phayao
Mr Krisana Kanjana, Field Officer, Y.M.C.A. Phayao
Ms Nisamanee Hwangvonakul, Field Officer, Y.M.C.A. Phayao
Ms Thantika Ratchanetr, Field Officer, Y.M.C.A. Phayao

Bureau of Anti-Trafficking in Women and Children, Department of Social Development and Welfare (BATWC)

Ms Patcharee Naewpanich, Project Manager/Case Manager, BATWC

Ms Phatarawadee Praphaphatana, Project Coordinator, BATWC

Implementing Partners –Philippines

OWWA

Ms. Vivian F. Tornea – Director, OWWA

Ms. Joyce Dalisay – Regular OWWA Project Team

Mr. Ross Octaviano – Regular OWWA Project Team

Ms. Cynthia Agbuyos – Regular OWWA Project Team

Ms. Carmelita Mag-Uyon – Regular OWWA Project Team

Ms. Concepcion Burgos – Project Assistant

Ms. Gerlita Endrade – Social Worker

ECOP

Atty. Vicente Leogardo – Director General

Mr. Roland Moya – Deputy Director General

Mr. Robert Ella – Communication

Ms. Rhodora Buenventura – Project Manager

Ms. Alma Sanqui – Project Admin Assistant

DAWN

Ms. Mirriam R. Orig – Social Worker

Ms. Maricris Tenorio – Admin Assistant

Ms. Mary Joy Barcelona – ALP Coordinator

Ms. Liza S. Garcia – Research & Advocacy Officer

KANLUNGAN

Ms. Roryvie Iumin – Case Manager

Ms. Nena Fernandez – Managing Trustee

Atty. Germaine Leonin – Executive Director

BATIS Centre and BATIS-AWARE

Ms. Babie Lloren – President, BATIS-AWARE

Ms. Andrea Anolin – Executive Director, BATIS Centre

Ms. Berryl Cruspero – Social Worker

Ms. Alona Tagami – BATIS AWARE Peer Counselor

Ms. Lara Javier – BATIS Centre Admin Finance

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Appendix 3: Documents reviewed

- Buckley Paul, March 2007; (Draft) Working Paper on Economic and Social Empowerment of Returned Victims of Trafficking in Thailand and Philippines; ILO HSF project
- Edralin, D; 2008?, Catalogue of skills of livelihood training programmes and other support services, ILO/IPEC HSF Project
- HSF/ILO, 2008: Summary report on 1st Partners' Meeting; coordination, sharing information, good practices and lessons learned, 26-28 March 2008. ILO
- Mekong sub-regional project to combat trafficking in women and children, 2008; Meeting the Challenge: proven practices for human trafficking prevention in the Greater Mekong sub-region, ILO/IPEC
- Ministry of Labour (Thailand), 2008: Operational guidelines on the prevention and suppression of trafficking for labour purposes, and assistance and protection for trafficked persons
- Ministry of Labour (Thailand), May 2008: Anti trafficking in persons act, BE 2551
- Overseas Workers welfare Administration, September 2008; Case Management Manual for trafficked and severely exploited migrant workers: a guide manual for guide OWWA case Officers, OWWA, DOLE, Philippines
- Social Technology Bureau, DSWD (Philippines), June 2008, Guidelines on a referral system on the recovery and reintegration of trafficked persons, draft June 2008, ILO/IPEC HSF Project

Appendix 4: Evaluation matrix

This matrix is based on the ‘suggested aspects to be addressed’ in annex I of the evaluation ToRs

Validity of Design and Relevance

Was the project design logical and coherent? Were relevant indicators of achievement and means of verification properly designed?	3.1.1 3.1.2
Were the strategies relevant for creating an enabling environment and for carrying out targeted interventions for the elimination of the Worst Forms of Child Labour in the state?	Not applicable. See 3.1.1
How well has the project coordinated and collaborated with other child-focused interventions supported by IPEC or other organizations in the two countries?	3.2.5
The relevance of the project’s design in ensuring that returned victims can reintegrate and readjust to living in their home countries, and any modifications that have been made to the original approach based on implementation experiences.	3.1.1

Implementation (efficiency)

Was the project implemented as it was planned?	3.2.1
Was the project able to leverage additional resources?	3.2.3
How were actors such as the government, trade unions, employers’ organizations, etc. able to participate in terms of project implementation? How did this participation affect the outcomes of the project?	3.2.5

Achievement and Results (Effectiveness)

The extent to which partnerships have been created and are effective in contributing to the humane reintegration of trafficking victims.	3.2.5 3.3.2.2
The specific interventions of action programmes implemented by local partners and other activities of the programme and the effectiveness of these interventions.	3.3.1 3.3.2
The relevance and utility of the processes and approaches developed by the project, and an analysis of the appropriateness and effectiveness of the way in which these have been used	3.3.1 3.3.2
For immediate objective 1: By the end of the project, returned trafficked victims to Thailand and the Philippines will have been assisted, empowered and protected from re-trafficking.	
How many women victims of trafficking returning to Thailand and the Philippines received an immediate response upon their return? What was the nature of the response? Was the response relevant? Efficient? Effective? Sustainable?	3.3.1
How many women victims of trafficking returning to Thailand and the Philippines received educational opportunities, vocational training, and income generation activities? What was the nature of the educational opportunities? Were the opportunities relevant? Efficient? Effective? Sustainable?	3.3.1
How many victims successfully set up businesses through the assistance from the project? What services were provided to support business development? Were the services relevant? Efficient? Effective? Sustainable?	3.3.1

How many victims have successfully got local employment opportunities through the assistance from the project? What was the nature of the opportunities? Were the opportunities relevant? Efficient? Effective? Sustainable?	3.3.1
For immediate objective 2: By the end of the project, the capacities of service providers to reintegrate child, adolescent and young adult victims of trafficking will have been improved in Thailand and the Philippines, in particular in the areas of referral services, career counselling and case documentation.	
How many referrals to existing service providers were made as a result of the project? How were services coordinated?	3.3.2.2
How many partner agencies used the project's manuals and guidelines in the project implementation and monitoring of their programs? What training, if any, was done to teach partner agencies how to use the materials?	3.3.2.1
How much information on trafficked returnees has become available as a result of the project? What was the quality of the information?	3.3.2.1
How much information on trafficked returnees is used by concerned agencies? How was the information used? What was the impact?	3.3.2.1

Sustainability

Identify and assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and its component Action Programmes to ensure sustainability.	3.3.2.3 3.4.4
Do the problems and needs that the project sought to address still remain? During the project implementation were any new needs identified that should be addressed?	3.4.5
What actions are still necessary to support in order to strengthen the national and local actors and institutions?	3.4.5
What additional action, resources and initiatives would be necessary to guarantee the sustainability of the results and effect of the project after it is finalized?	3.4.5

Special Concerns

The ways in which gender was considered in the design and execution of the project and the effectiveness of these strategies in developing humane responses to women and that have been victims of trafficking, particularly for sexual exploitation.	3.2.3 3.3.1.1
Relations between the project and the decent work country programmes in the Philippines and Thailand.	3.2.5