



IPEC Evaluation

Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand

P.270.16.350.051 / THA/10/50/USA

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

ILO Project Code	THA/10/50/USA
ILO Iris Code	102507
Country	Thailand
Duration	54 months (extended)
Starting Date	30 December 2010
Ending Date	30 June 2015 (extended)
Project Language	English/Thai
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor (USDOL)
Donor contribution	USDOL: US\$ 9,000,000
Evaluation dates	March – May 2015

July 2015

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the Evaluation and Impact Assessment unit of ILO FUNDAMENTALS under the authority of ILO Evaluation Office.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by the Evaluation and Impact Assessment unit (EIA) of the ILO Fundamental Principles and Rights at Work (FUNDAMENTALS) branch following a consultative and participatory approach. EIA 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 a team of external consultants¹. The field mission took place in March 2015. 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.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

¹ **International Evaluator:** Amy Jersild (Team Leader). **National Evaluators:** Nantaporn Ieumwananonthachai, and Piyanut Kotsan.

Table of contents

Acronyms	v
Executive summary	vii
Introduction.....	vii
Methodology.....	vii
Findings.....	ix
Conclusion.....	x
Recommendations.....	xi
Introduction	15
Background and Coverage of Project.....	15
Description of the project’s theory of change.....	17
Background to the evaluation.....	18
Methodology	18
Evaluation questions.....	18
Approach and rationale.....	19
Process of data collection and analysis.....	19
Limitations of the approach.....	20
Organization of the report.....	21
Part 1: Analysis of Overall Project (synthesis)	22
A. Findings.....	22
1. Relevance of project design.....	22
2. Delays to project implementation: management mishaps and insufficient political will and understanding of complexity of issues.....	23
3. Varying levels of ownership among stakeholders: uncertain relationships and roles.....	25
4. Extent of objectives and overall goal achieved: achievements and challenges.....	26
5. Collaborations on child labour: potential for sustained efforts going forward.....	31
B. Conclusions on Overall Project Achievements.....	32
1. Lessons learned.....	34
2. Good practices.....	34
C. Recommendations.....	34
Part 2: Key project strategies	37
Key strategy 1: Education services.....	37
A. Project Implementation at policy level: areas of success and challenge.....	40
B. Direct services provision: areas of success and challenge.....	42
C. Conclusion on Education Services.....	51
Key strategy 2: Industry improvement (Good Labour Practices).....	53
A. Introduction.....	53
B. GLP activities and work implemented.....	55
C. Key actors and their roles in the GLP.....	56
D. Challenges in the formulation and function of the GLP.....	57
E. The future of the GLP: considerations and recommendations.....	60

Annex 1: Map of Thailand featuring project sites	63
Annex 2: Outline of Project Logframe.....	64
Annex 3: Terms of Reference for the Evaluation	65
Annex 4: List of documents consulted.....	85
Annex 5: List of key informants interviewed.....	87
Annex 6: Schedule of visits to the provinces	90
Annex 7: Summary Matrix	92
Annex 8: AP Transitioning Classroom Approaches.....	94
Annex 9: GLP implementation timeline	95
Annex 10: Component 2 Theory of change and link to main project objective.....	97

Acronyms

AP	Action Programme
CLM	Child Labour Monitoring
COC	Code of Conduct
CTA	Chief Technical Adviser
DBMR	Direct Beneficiary Monitoring Reporting
DOF	Department of Fisheries (Thailand)
DLPW	Department of Labour Protection and Welfare
DPU	Dhurakij Pundit University
EFA	Education for All
ESAO	Education Services Area Office
FCD	Foundation for Children's Development
GLP	Good Labour Practices
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LPN	Labour Rights Promotion Network
MFA	Ministry of Foreign Affairs
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOL	Ministry of Labour
MWRN	Migrant Worker's Rights Network
NCYD	National Council for Child and Youth Development
NFE	Non-formal Education
NGO	Non-Governmental Organization
NPP	National Plan and Policy on the Worst Forms of Child Labour
OBEC	Office of National Basic Education Commission
ONIE	Office of Non-formal and Informal Education
PP	Primary Processors
PPAT	Planned Parenthood Association of Thailand
RTF	Raks Thai Foundation
RTG	Royal Thai Government
TFFA	Thailand Frozen Foods Association
TLS	Thai Labour Standards
TIP Report	Trafficking in Persons Report
TRIANGLE	ILO project Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation

TU	Trade Union
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

Executive summary

Introduction

The project “*Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand*” is a 4.5-year program funded by the United States Department of Labor (USDOL), which began on 30 December 2010, and will finish following a six-month extension on 30 June 2015. Its overall development objective is to eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry.

The Project follows some 20 years of IPEC programming in Thailand, including the previous project implemented from 2006 to 2010, called “*Support for National Action to Combat Child Labour and its Worst Forms in Thailand*”. This project provided support to the Royal Thai Government’s (RTG) efforts to develop their national plan on child labour, called National Plan and Policy (NPP), which became known as NPP1. The final evaluation of that project noted that while the development of the NPP was an important achievement, implementation is a challenge. A persistent gap between education policy and practice in regard to difficulties posed for migrant children’s access to education was one area identified as particularly problematic.

The current project focuses on child labour specifically in the shrimp industry, where both Thai and migrant child labour is found. It features three components, as outlined below in Figure 1, with the following development objectives:

- *Immediate Objective 1:* Policy and implementation frameworks strengthened to protect the rights of Thai, migrant and stateless children in relation to labour, education, employment and social protection.
- *Immediate Objective 2:* Enterprises across the shrimp industry supply chain comply with national labour laws, with special emphasis on child labour and forced labour, and institute good practices in working conditions.
- *Immediate Objective 3:* Area-based education, social protection and livelihood services provided to migrant and Thai children and their families in targeted shrimp industry areas.

Five areas were chosen for the area-based services delivered under Component 3. These sites were chosen because of their proximity to docks in the Gulf of Thailand, and where small and large industry in the shrimping supply chain are based. Annex 1 features a map of Thailand demarcating the 5 project areas of Samut Sakhon, Samut Prakan, Songkhla, Surat Thani and Nakhon Si Thammarat Provinces.

ILO IPEC’s project partners were many, including government, industry, NGOs, and research institutes. The Department of Labour Protection and Welfare (DLPW) of the MOL served as ILO IPEC’s primary partner for the project and served as chair of the project’s task force. Other primary government partnerships included the Office of Non-formal and Informal Education (ONIE) of the Ministry of Education (MOE), and the Department of Fisheries (DOF) of the Ministry of Agriculture (MOA). Collaboration with the DOF was a first for the ILO, as was partnering with the industry’s trade unions, including Thai Frozen Foods Association (TFFA).

Methodology

Based on preliminary discussions and a review of available materials, the Evaluation Team identified the following evaluation questions covering the specified main categories in the TORs of design, effectiveness and efficiency, potential impacts, relevance, and sustainability.

- Was the project logical and coherent in its design, and taking into account institutional arrangements, roles, capacity and commitment of stakeholders?

- Did the Theory of Change of each of the 3 project components hold, including how each one directly links to the reduction of hazardous child labour in the shrimp and seafood processing sector? What was the level of understanding of different stakeholders?
- How did the project as a sector-based project contribute to sector wide approaches, both in Thailand, in the type of sectors and in terms of the applicability and usefulness of sector wide approaches?
- Did the project design fit within and complement existing initiatives by other organizations to combat child labour?
- Did the strategy adopted by the project fit in with the national education, agriculture and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)?
- How has the project contributed to the DWCP?
- Assess whether or to what extent the project has achieved its immediate objectives. If not, what were the factors that contributed to project delay and were they justifiable?
- Were unplanned outputs and results identified and if so, why were they necessary? To what extent were they significant to achieve project objectives?
- Has the capacity of implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities?
- Has the project contributed and supported the enabling environment at national and local levels to effectively address child labour in the shrimp industry?
- What is the status of prevention and withdrawal of children from hazardous work?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education and poverty reduction?
- Would outcomes last after the project, based on the phase-out strategy implemented? Were these strategies articulated/explained to stakeholders?
- Were local ownership promoted? Were the linkages to broader sectoral and national action made?

Given the distinct focus on industry improvement and educational services as part of the overall program approach, the evaluation focused on these two areas to develop a case study and analysis describing the context and the basis for the work that progressed. These cases provide analysis on project attempts to link the work to other areas and outcomes achieved and serve in part to inform the articulation of the evaluation findings.

The evaluation team focused primarily on the collection of qualitative data as well as relying in part on analysis of the quantitative data in the project database on children assisted. The team also undertook a desk review of relevant project documents and reports. The evaluation team used the following methods to collect data:

- Semi-structured interviews with 20 key informants at the national level in Thailand; with an additional 3 interviews with ILO HQ and USDOL informants.
- Semi-structured interviews and focus group discussions with 14 key informants at 4 of the 5 project areas in central and southern Thailand, spending on average one-half day to one full day onsite.
- Stakeholder validation workshop on 23 March with more than 30 participants representing the MOL, MOA, MFA, NGOs, industry associations, the employer's association, trade unions, and researchers involved in the project.

- Presentation of very preliminary findings to ILO IPEC project staff for further reflection and feedback.

The evaluation team carried out analysis of the qualitative data through identifying trends and patterns emerging, and supplemented this with interviews and desk review. The evaluation team identified the following limitations to the evaluation:

- Given scheduling constraints, the evaluation team spent a total of 15 days in country collecting data, and meeting for just 1 day each with 4 of the 5 partners implementing education services outside Bangkok. More time in country would have better served the evaluation, given the complexity of the project with two major initiatives (components 2 and 3) implemented as part of the overall programme.
- The evaluation team as a whole was well experienced in the education sector in Thailand, but more limited in its overall knowledge on industry improvement.
- An overview of the project and full briefing to the evaluation team was not possible until beginning of the second and final week of data collection due to scheduling conflicts, impacting interviews during the first week.
- Although statistical data of the DBMR was available to the team, the database of case descriptive data implemented by DPU was not available to the evaluation team at the time of evaluation.
- The project itself was affected by staff turn-over from the donor down to the community level, a factor impacting project performance, as discussed below, as well as the evaluation itself and the quality of data collected.

Findings

1. Relevance of project design

Main findings:

- The project design effectively supports both RTG laws and policies on education and labour, while also contributing toward ILO programming objectives in Thailand.
- Little data existed on the prevalence and nature of Worst Forms of Child Labour (WFCL) in the shrimping industry affecting how effective the project design could be informed (some previous studies on selected geographical areas, areas, specific studies related to value chain and stakeholder consultants provided some basis for design);
- The project focus on through a single industry provides for a challenge in tracking provision of services to child labourers and their families, although attempts were made to use an area based approach in areas with high concentration of shrimp processing without being an exclusive focus

2. Delays to project implementation: management mishaps and insufficient political will and understanding of complexity

Main findings:

- Activities contributing toward only four desired outputs among a total of 15 were fully complete by the time of the evaluation, with delays due to both external and internal factors;
- Among a range of project stakeholders, the lack of political will to address the problem of child labour and the insufficient understanding of the complexity of the factors contributing to child labour, delayed project implementation, thus impacting both outputs and outcomes achieved.

3. Varying levels of ownership and understanding among stakeholders: uncertain relationships and roles

Main findings:

- The project was effectively implemented in a siloed approach with unilateral partnerships between IPEC and the stakeholders carrying more influence and purpose than the project task force itself chaired by the MOL.
- A lack of full participation in the GLP, while deemed necessary in order to move the process of its development along, resulted in the realization of a product that does not have full ownership by stakeholders.

4. Extent of objectives and overall goal achieved: achievements and challenges

Main findings:

- Despite delayed project implementation and the current status of activities, the evaluation team can point to some outputs achieved, and more broadly areas of achievement and challenges going forward.
- A significant output of the project is the GLP, which currently has high levels of enthusiasm and buy-in from the DOF and industry associations, and may well be an effective tool for raising awareness and changing business practices
- Another significant output is the implementation of various models for education access at the local level.
- Significant challenges to achieving the development objective include reaching small-scale businesses and unregistered enterprises within the shrimping supply chain, the real risk of the GLP serving interests of image over genuine change; and the actual identification and withdrawal of children working in the WFCL in the shrimping industry, which were minimal (although this reflects the actual magnitude as determined by the baseline of those children engaged in work needing withdrawal versus those at risk needing prevention services).

5. Collaborations on child labour at the local level: possible sustained efforts going forward

Main findings:

- The project has given impetus to local initiatives and collaborations that, while small in value given the size of the shrimping industry, demonstrate positive movement.
- The collaboration between NGOs and schools at the community level and the NFE enhances the sustainability of education services provided by the project.

Conclusion

The project represents a new generation of USDOL-funded child labour programming for ILO IPEC, with a combined effort at addressing both industry improvement and direct services to children. The project's 3 components focused on policy, industry improvement, and area-based direct services were intended to collectively contribute toward its development objective to eliminate WFCL in the shrimping industry. The evaluation found that activities implemented in support of this overall objective, while delayed in their implementation, did to some extent contribute toward its realization. The primary achievements the project produced which contributed toward its development objective include the following:

- A GLP in place, which has resulted in some increased levels of awareness of the child labour issue – as well as other areas of Decent Work -- among actors within the industry, workers associations, government and NGOs;
- Delivery of education and other services to several thousands of children and their families in areas where the shrimp industry is active;
- Just over 400 children can be considered withdrawn from WFCL in the shrimping industry, while education series were provided to close to 5'000 children at risk;
- An MOE-certified migrant education curriculum produced for use among NFE centers in the provinces, along with other MOE documents useful as educational tools for agencies and schools working with migrant children.

While these certain outputs and outcomes were achieved, the project experienced certain challenges that impede real progress toward realization of the development objective more fully. These include:

- ***The risk of the GLP to serve interests of image over genuine change.*** The continued insistence of the industry and the DOF to use the GLP as both an awareness raising and capacity building tool as well as a voluntary self-audit tool could impede the realization of the project development objective unless a good balance between learning and enforcement is established
- ***The lack of a clear approach to withdrawing migrant children from WFCL.*** The educational services facilitated and/or provided by partner NGOs to migrant communities proved to be effective as a preventive measure, yet additional models targeting younger migrant teenage workers who are at greatest risk of WFCL is needed. The project has not provided for specific experience and learning around withdrawal of migrant children from child labour in Thailand.
- ***The need to better link policy to practice.*** Linking Components 1 and 2, and 1 and 3 proved to be challenging, especially with regard to education. From the design of the project, the separation of the implementation of policy measure from direct service provision with its requirements of timely and urgent delivery as well as the challenges of the policy implementation environment had limited the linkage and impacts of the project initiatives, and limited the overall capacity of the project to achieve its development objective.

The evaluation team had found that achievement of project outcomes was based on several assumptions that did hold true at the project end. These related to partners' acknowledgement of the existence of child labour in the shrimp supply chain; and the political will to address the problem. Denial of the child labour problem was found at the community level, impacting activities and resulting in delays, as well as with industry actors, resulting in delayed participation in development of the GLP.

Another assumption identified, that of commitment and engagement at the local level to provide sufficient resources to children and their families was, to a certain extent, proven false. More activity and connections made at the local level among the NGOs, schools, and the NFE centers of provincial MOE resulted in collaborations and provision of some services.

Recommendations

Overall recommendations to the RTG:

1. ***The RTG National Statistics Office should implement a national study on child labour.*** An official study on the prevalence and nature of child labour, to include all children -- Thai, stateless, and non-Thai – is crucial in addressing the problem going forward. Efforts to address the problem of child labour are hampered by lack of data and government commitment.

2. ***A CLM system should be properly established and developed to include Thai, stateless and non-Thai children.*** Where in the RTG this CLM system should be housed should be carefully considered and planned. Based on learning from the project, an approach to data collection and case management should be housed within communities with support provided to volunteers from those communities to collect data. The NPP2 and its corresponding Action Plan should address the CLM to provide stronger mandate.
3. ***Identification of appropriate models for older migrant children ages 14 and above.*** A new strategy to protect children over age 14 from entering the labour force is needed, as well as a strategy to provide an alternative for those who want to leave child labour.

Specific recommendations on the GLP for all stakeholders:

4. Develop clear directions on how GLP could be used, measured and integrated with existing standards, together with all stakeholders around the table. Clarity on objectives for the GLP should be formulated and clarified in the Roadmap. All stakeholders, including trade unions, should be around the table participating in the discussion. A means by which to improve and demonstrate improved work place practices in a transparent and viable way should be explored to effectively evolve the GLP from solely a training program into both a capacity building and evaluative or auditing approach.
5. ***Active pursuit of promoting migrant workers' voice and inputs into the GLP going forward.*** The MWRN was holding three sessions with migrant workers, soliciting their inputs to the GLP. Receiving these inputs and seriously engaging with the MWRN and migrant workers in a legitimate, transparent and effective manner is imperative to the operationalizing the GLP.
6. ***Non-formal sector shrimp processing businesses must be accessed.*** The trade unions - to complement government authorities at provincial and national level such as labour inspection functions - must take a more active role in finding ways to access the small non-formal businesses in their supply chain and implement incentives for their compliance to standards.

Specific recommendations for the MOE:

7. ***Full commitment of the MOE in budgeting for implementation of the migrant curriculum and cooperation efforts at the local level.*** As discussed above, there is effort by the NFE to provide Thai language class as part of the Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years. This effort is identified as positive by the evaluation team and deserves full budget support going forward in order to further develop and sustain. The NFE was allocating funding from other budget lines to do this work, which is not sustainable going forward.
8. ***Full commitment of the MOE on scaling up good practices from the project.*** Good practices, especially the mainstreaming of transitional education to ensure a systematic approach in preparation of children and parents can only be executed with the full involvement and commitment of MOE.
9. ***Consider alternatives to Thai formal education for migrant children.*** The learnings from the project suggest that a Thai-oriented formal education should not be the sole option for migrant education since migrant children have varying needs. Other alternatives, including adjusted formal curriculum as well as various non-formal education models should be made available to suit the various needs. Further, the evaluation team advises the MOE to work across borders with ministries of labour in neighboring countries to facilitate migrant children's return to their home education system.
10. ***Persistent engagement of the parents of migrant children is important to any education strategy.*** Since parents are the main decision-makers for their children's education, it is important to work with parents to keep them informed about the activities at school and the performance of their children, through semester orientation and monthly meetings, in order to reduce the dissatisfaction that could lead to children dropping out of children from school.

Specific recommendations for ILO-IPEC:

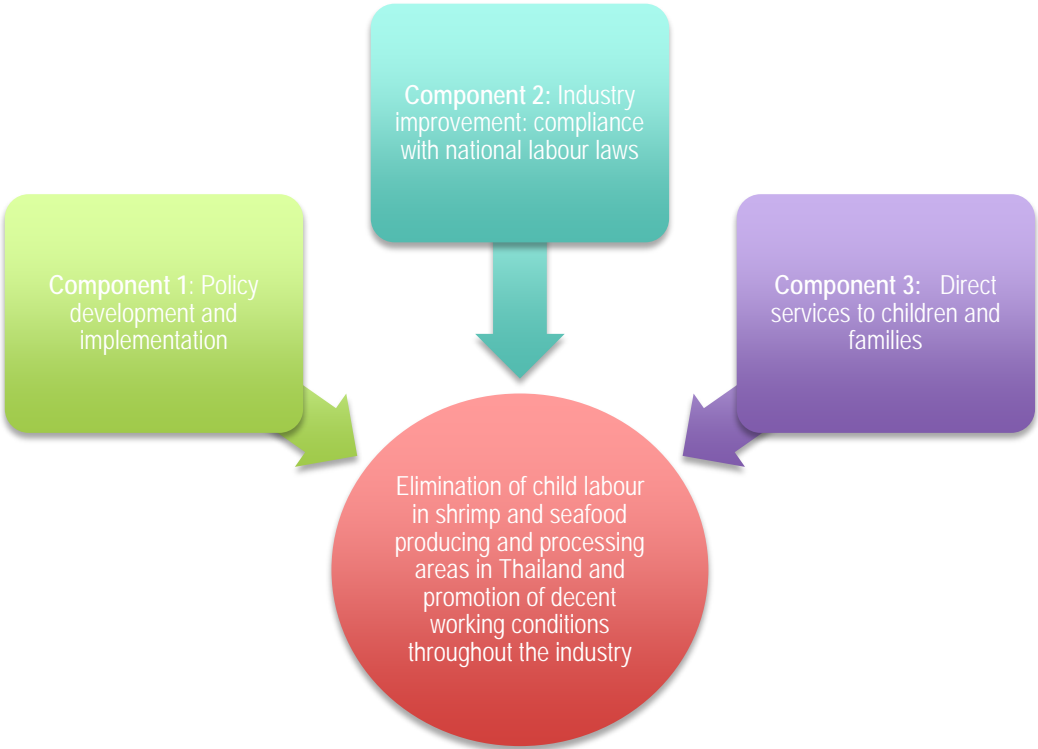
11. Consider carrying out further more thorough analysis of the child migrants' realities within their countries as part of a needs assessment (to complement already carried out surveys). While the economic aspect of child labourers tends to be the focus, the particular case of migrant children laboring in another country requires greater levels of understanding and insight into the context and what may be a feasible strategy to pursue.
12. ***Strengthen the Task Force function to ensure a more cohesive approach among the three components, and to enable greater levels of transparency.*** A stronger Task Force mandated to oversee all project components and activities would benefit the project. The GLP Task Force became a more active and relevant entity for the programme, which did not lead to a cohesive approach among all stakeholders. Challenge the lead partner agency to take their leadership role seriously in this committee, and provide greater support to enable their effective leadership.
13. ***For similar types of programmes going forward, ensuring that the project set-up has sufficient project staff with the required expertise for each of the three components from the start of project implementation (for instance by consider devoting at least one project staff to each component).*** Relationship building among the stakeholders can be nurtured through IPEC leadership, and technical assistance can be provided from the start with the intent to move activities forward at the required pace.
14. ***Facilitate furthering among stakeholders the development of the GLP, or another corresponding tool, to effectively achieve the overall aim of fostering accountability within the shrimping industry.*** While the GLP effectively serves some interests, specifically as an awareness raising tool, more comprehensive effort on behalf of the RTG and industry must be made to both eliminate child labour and improve overall work conditions.
15. ***Explore application of the GLP as part of a comprehensive approach to other industries.*** The complexity of the child labour problem goes beyond the shrimp and seafood processing industry. In order to address the child labour problem, education services are helpful to eliminate numbers of child labourers and should cover many sectors of industry. While the GLP has been designed for specifically the shrimp and seafood processing industry, its broader application could and should be looked into.

Introduction

Background and Coverage of Project

1. The project “*Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand*” is a 4.5-year program funded by the United States Department of Labor (USDOL), which began on 30 December 2010, and will finish following a six-month extension on 30 June 2015. Its overall development objective is to eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry. The Thailand project was one of many similar types of USDOL-funded interventions by IPEC, in addition to projects in Jordan and El Salvador.
2. The Project follows some 20 years of IPEC programming in Thailand, including the previous project implemented from 2006 to 2010, called “*Support for National Action to Combat Child Labour and its Worst Forms in Thailand*”. This project provided support to the Royal Thai Government’s (RTG) efforts to develop their national plan on child labour, called National Plan and Policy (NPP), which became known as NPP1. The project’s final evaluation noted that while the development of the NPP was an important achievement, implementation is a challenge. A persistent gap between education policy and practice in regard to difficulties posed for migrant children’s access to education was one area identified as particularly problematic.²
3. The current project focuses on child labour specifically in the shrimp industry, where both Thai and migrant child labour is found. It features three components, as outlined below in Figure 1.

Figure 1: Project components and overall development objective



² ILO Evaluation Summary. ‘Support for national action to combat child labour and its worst forms in Thailand’, October 2010, page 3.

4. A focus on industry improvement, Component 2, marks a significant shift in IPEC's USDOL-funded approaches to addressing child labour. The previous generation of programming focused solely on policy development and provision of direct services to child labourers and their families as part of an area-based approach.
5. Additionally, according to key ILO IPEC informants to the evaluation, the focus on a specific industry marks a departure from previous programming. The focus on shrimping came about in the context of the US Government's addition of Thai shrimp to its Executive Order List in 2009, which requires US government federal contractors to certify that they have made good faith effort to determine if forced child labour was used to produce Thai shrimp, which potentially could affect the level of imports. The USDOL describes the rationale for its inclusion on its website, citing:

There are reports that children are forced to process shrimp in Thailand. Burmese and Cambodian immigrants are particularly vulnerable to forced child labor in the shrimp industry. A UN report identified approximately 150 children working, many alongside their mothers, in Klong Yai district near the Cambodia border. Children are often forced to peel and sort shrimp. Some are forced to work long hours without breaks, physically abused, and prohibited from leaving the worksite. They frequently have their identity documents confiscated by their employers. In some cases, child workers are paid little, if at all, and their wages are deducted to repay debts related to recruitment, food, and/or lodging. The children often endure these conditions under the threat of dismissal and arrest by immigration police.³

6. With a certain level of RTG resistance to this motion, according to key ILO informants to the evaluation, the use of USDOL funds for a project to address the problem of child labour in the shrimping industry was not a quick and easy bilateral decision.
7. With the impetus for funding of the project based on this reality, project designers drew upon previous research, including a 2007 report of the previous ILO IPEC program, to help inform the project design. This research served as a basis for establishing target numbers of child labourers to withdraw from labour and to provide education, social protection and livelihood services as part of the project's Component 3. The Decent Work team of the ILO Regional Office of the Asia Pacific (ROAP) also helped to inform the design, contributing specifically to Component 2 with the intent to use the child labour focus as a means toward achieving decent work more broadly within the industry.
8. Five areas were chosen for the area-based services delivered under Component 3. These sites were chosen because of their proximity to docks in the Gulf of Thailand, and where small and large industry in the shrimping supply chain are based. Annex 1 features a map of Thailand demarcating the 5 project areas of Samut Sakhon, Samut Prakan, Songkhla, Surat Thani and Nakhon Si Thammarat Provinces.
9. ILO IPEC's project partners were many, including government, industry, NGOs, and research institutes. The Department of Labour Protection and Welfare (DLPW) of the MOL served as ILO IPEC's primary partner for the project and served as chair of the project's task force. Other primary government partnerships included the Office of Non-formal and Informal Education (ONIE) of the Ministry of Education (MOE), and the Department of Fisheries (DOF) of the Ministry of Agriculture (MOA). Collaboration with the DOF was a first for the ILO, as was partnering with the industry's trade unions, including Thai Frozen Foods Association (TFFA).
10. The ILO project *Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation*, known as TRIANGLE, was also a project partner, with shared

³Downloaded from <http://www.dol.gov/ilab/reports/child-labor/list-of-products/index-country.htm#Thailand> (April 1, 2015).

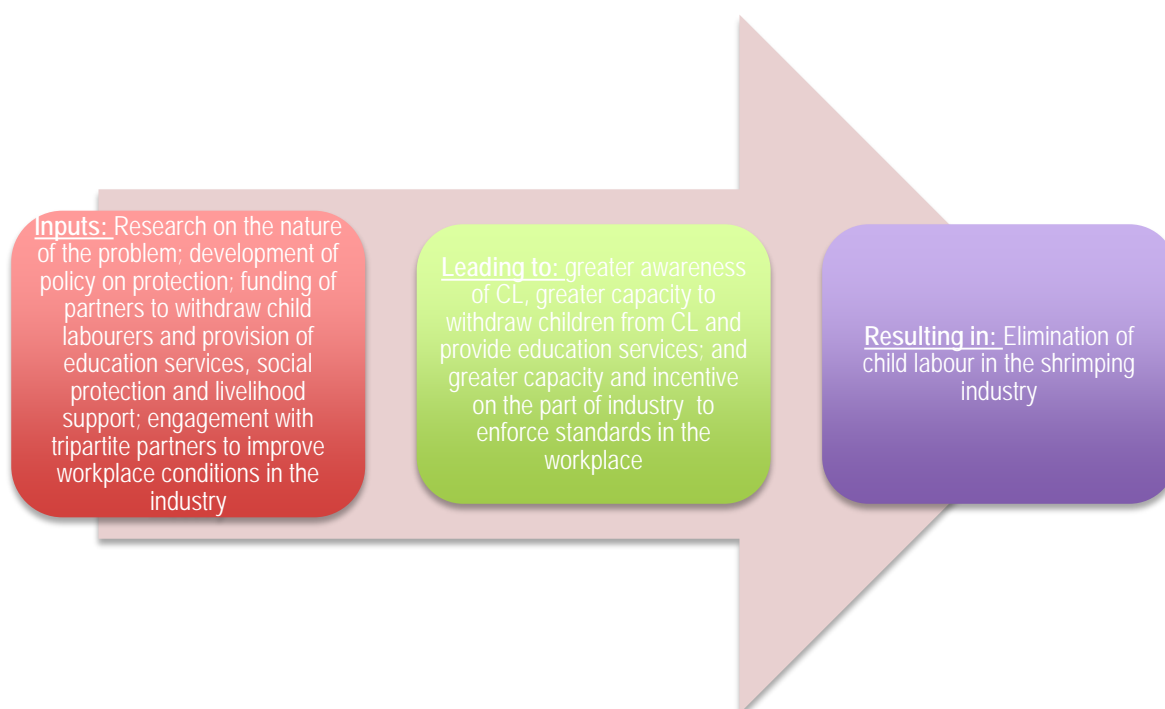
activities on training of Ministry of Labour’s (MOL) Labour Inspectorate under Component 1, as well as collaboration on what became known as the Good Labour Practices (GLP) developed as part of the strategy for industry improvement under Component 2.

Description of the project’s theory of change

11. As noted above, the Development Objective of the project is “To eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry”. The immediate objectives of the three project components are stipulated in the Project Document as follows:
 - *Immediate Objective 1:* Policy and implementation frameworks strengthened to protect the rights of Thai, migrant and stateless children in relation to labour, education, employment and social protection.
 - *Immediate Objective 2:* Enterprises across the shrimp industry supply chain comply with national labour laws, with special emphasis on child labour and forced labour, and institute good practices in working conditions.
 - *Immediate Objective 3:* Area-based education, social protection and livelihood services provided to migrant and Thai children and their families in targeted shrimp industry areas.

12. As a technical cooperation project, the inputs involved the cooperation and coordination of multiple actors: government actors representing multiple ministries; trade unions and employer federations; and local non-governmental organizations (NGOs). Specific technical inputs to the project include technical assistance by ILO-IPEC aimed to provide support to further build understanding on child labour and other labour issues; support to the RTG in the roll-out of the NPP2, improved capacity of the labour inspectorate; support to the development and maintenance of knowledge management products; and the support to the implementation of intake and referral systems by partner agencies at the community levels to provide services to child labourers and their families. Annex 2 features the project logframe in graphic format, detailing the desired inputs specific to each of the three components’ development objective, and Figure 2 below features the project logic model.

Figure 2: Project Logic Model



13. The intended outcomes are thus strengthened policies to protect children, improved working conditions across the supply chain, and the elimination of child labour among selected families. These outcomes are indicative of the following:
- Greater capacity on the part of the ILO's tripartite partners to strengthen and implement policy aimed to better protect children working in the shrimp industry through increased knowledge base on the issue and increased capacity of the labor inspectorate to monitor and regulate.
 - The RTG and industry actors' improved capacity to exhibit and promote good practice in working conditions.
 - Capacity among service providers to identify, access and provide services to child labourers at the local level.
14. The primary underlying assumption to achievement of these outcomes is that the multiple project stakeholders are willing to coordinate and address the problem of child labour as a social problem to be addressed from the local to national levels within Thailand. Additional assumptions include:
- Provision of education services to withdrawn migrant child labourers in the shrimping industry will effectively serve as an incentive to no longer work;
 - Education officers at the provincial and district levels will commit time and resources to improving and systematizing the transitional and other education improvements supported by the project; and,
 - There exists sufficient political will within the shrimping industry to address the problem of child labour.

Background to the evaluation

15. The final evaluation follows the mid-term Project Implementation Review conducted in March 2013. A summary of the main findings of the mid-term is found annexed to the final evaluation TORs, in Annex 3.

Methodology

Evaluation questions

16. Based on preliminary discussions and a review of available materials, the Evaluation Team has identified the following evaluation questions covering the specified main categories in the TORs of design, effectiveness and efficiency, potential impacts, relevance, and sustainability.
- Was the project logical and coherent in its design, and taking into account institutional arrangements, roles, capacity and commitment of stakeholders?
 - Did the Theory of Change of each of the 3 project components hold, including how each one directly links to the reduction of hazardous child labour in the shrimp and seafood processing sector? What was the level of understanding of different stakeholders?
 - How did the project as a sector-based project contribute to sector wide approaches, both in Thailand, in the type of sectors and in terms of the applicability and usefulness of sector wide approaches?
 - Did the project design fit within and complement existing initiatives by other organizations to combat child labour?

- Did the strategy adopted by the project fit in with the national education, agriculture and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)?
- How has the project contributed to the DWCP?
- Assess whether or to what extent the project has achieved its immediate objectives. If not, what were the factors that contributed to project delay and were they justifiable?
- Were unplanned outputs and results identified and if so, why were they necessary? To what extent were they significant to achieve project objectives?
- Has the capacity of implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities?
- Has the project contributed and supported the enabling environment at national and local levels to effectively address child labour in the shrimp industry?
- What is the status of prevention and withdrawal of children from hazardous work?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education and poverty reduction?
- Would outcomes last after the project, based on the phase-out strategy implemented? Were these strategies articulated/explained to stakeholders?
- Were local ownership promoted? Were the linkages to broader sectoral and national action made?

Approach and rationale

17. Given the distinct focus on industry improvement and educational services as part of the overall program approach, the evaluation focused on these two areas to develop a case study and analysis describing the context and the basis for the work that progressed. Featured in Part 2 of the report, these cases also provide analysis on project attempts to link the work to other areas and outcomes achieved. The cases in Part 2 serve in part to inform the articulation of findings found in Part 1.
18. The evaluation team focused primarily on the collection of qualitative data as well as relying in part on analysis of the quantitative data in the project database on children assisted. The team also undertook a desk review of relevant project documents and reports.

Process of data collection and analysis

19. The evaluation team used the following methods to collect data:
 - *Desk review of relevant project documentation.* A list of these materials is found in Annex 4.
 - *Semi-structured interviews with key informants at the national level.* The evaluation team interviewed RTG officials, trade associations, employer's associations and non-governmental actors. The list of key informants interviewed is found in Annex 5.
 - *Semi-structured interviews and focus group discussions with key informants at the local level.* The evaluation team visited 4 of the 5 project areas in central and southern Thailand, spending on average one-half day to one full day onsite. Key informants included non-governmental partners engaged in Component 3, and beneficiaries in the communities in which they were working, including observation of learning centers and schools, and a limited number of focus group discussions with migrant children and families. Table 1 below provides an overview of the sites visited, and the schedule for these visits is found in Annex 6.

Table 1: An overview of project sites visited by the evaluation team

	Partner	Partner approach	Child population and type of work
Samut Sakorn	<i>Labor Protection Network (LPN)</i>	<i>Formal and non-formal (transitional class and migrant children learning center)</i>	<i>90% Burmese migrants, working in peeling sheds and factories</i>
Surat Thani	<i>Raks Thai (CARE Thailand)</i>	<i>Formal and non-formal schools (i.e., public schools); livelihoods services (i.e., life skills training)</i>	<i>Mixed migrant and Thai children; working in fishing boats and peeling sheds</i>
Nakorn Si Thammarat	<i>Raks Thai (CARE Thailand)</i>	<i>Public and non-formal schools, i.e., NFE services (learning center and mobile units) and livelihoods services (i.e., life skill training on labour rights, OSH, health, occupation and revolving funds)</i>	<i>100% migrant communities living near pier and working on fishing boats and peeling sheds</i>
Songkhla	<i>Planned Parenthood Association of Thailand (PPAT)</i>	<i>Non-formal education services (learning center) and livelihoods services (i.e., community enterprises and OSH)</i>	<i>Mixed Thai and migrant working in factories</i>

- *Stakeholder validation workshop:* The 23 March full-day stakeholder workshop in Bangkok involved more than 30 project partners from the MOL, MOA, MFA, NGO representative from the Samut Sakorn area, industry associations, the employer’s association, trade unions, as well as researchers involved in the project. The evaluation team employed several data collection methods during the workshop:
 - *Survey of participants.* The evaluation team surveyed participants on their understanding or assessment of reduced child labour in the shrimping industry. Colored paper was used to distinguish stakeholder grouping, with written responses collected anonymously during the course of the workshop.
 - *Two participatory activities used to generate dialogue among participants on various themes:*
 - World Café activity on emerging themes identified by the evaluation team. In five stations around the room, participants were invited to gather and discuss various statements about the project. Participants documented their ideas on flip chart paper and conversed with others at each station in an exchange.
 - Another exercise was employed to enable participants to express their thoughts and ideas on the future of the project specific to their respective areas of work.
- *Presentation of very preliminary findings to ILO IPEC project staff for further reflection and feedback.* The Evaluation Team presented preliminary findings to IPEC project staff at the end of the field visit on 27 March. Presentation of preliminary findings served as a means to solicit feedback and further engage in dialogue.

20. The evaluation team carried out analysis of the qualitative data through identifying trends and patterns emerging. An evaluation matrix, which stipulates the questions along with indicators, data collection methods, and a summary of the evaluation findings is found in Annex 6.

Limitations of the approach

21. The evaluation team has identified the following limitations to the evaluation:

- ***Given scheduling constraints, the evaluation team spent a total of 15 days in country collecting data, and meeting for just 1 day each with 4 of the 5 partners implementing education services.*** More time in country would have better served the evaluation, given the complexity of the project with two major initiatives (components 2 and 3) implemented as part of the overall programme. Further, additional time with the Action Programme (AP) partners would have

enabled the evaluation team to further probe and understand the complexities of the approaches taken by each of the education services.

- ***The evaluation team as a whole was well experienced in the education sector in Thailand, but more limited in its overall knowledge on industry improvement.***
- ***An overview of the project and full briefing was not provided to the evaluation team until beginning of the second and final week of data collection, impacting interviews during the first week.*** Originally scheduled at the beginning of the first week, as would be appropriate, other competing interests delayed the meeting.
- ***DBMR data was only partially available to the evaluation team.*** The evaluation team received selected and compiled data by the project but did not have access to the full DBMR or a detailed DBMR report from IPEC partner Dhurakiji Pundit University (DPU), which managed the database (representing 80 % of all records). Access to this would have provided aggregated data useful for analysis, in particular for education services.
- ***The project itself was affected by staff turn-over from the donor down to the community level, a factor impacting project performance, as discussed below, as well as the evaluation itself and the quality of data collected.*** While this is a finding with its ramifications fully described below, this reality also impacted the implementation of the evaluation. While project documentation was readily available upon request throughout the evaluation, it was not uncommon during interviews for the evaluation team to receive the answer of “I don’t know, ask so-and-so.” This reality made for a certain level of inconsistency in data collection for the evaluation team. Another example was the few people in attendance at the 23 March stakeholder workshop who were active and knowledgeable participants in the project from the start. A finding also discussed below, this also impacted the level of depth the exercise was intended to achieve.

Organization of the report

22. The report is organized in two parts: Part 1 provides an overall analysis of findings of the evaluation; and Part 2 consists of the two studies featuring the project’s key strategies in the area of industry improvement and education. These studies inform the findings outlined in Part 1. Multiple annexes are found at the end of the report, including the evaluation TORs, the Summary Matrix of the evaluation findings, and other relevant data and documentation.

Part 1: Analysis of Overall Project (synthesis)

A. Findings

1. Relevance of project design

Main findings:

- The project design effectively supports both RTG laws and policies on education and labour, while also contributing toward ILO programming objectives in Thailand.
- As little data existed on the prevalence and nature of Worst Forms of Child Labour (WFCL) in the shrimping industry, the project design was not effectively informed;
- While the project as such used an area-based approach, the implementation of this from a single industry provides for a challenge in tracking provision of services to child labourers and their families.

23. With regard to project design, the evaluation team's findings include:

- **Project design support to ILO programming:** The project design effectively serves and supports ILO programming in Thailand. The project supports the global outcome on elimination of child labour, known as outcome 2.3 under Priority 2 (improving workplace conditions) of the Decent Work Thailand Country Program 2012-2016. The project design also uses child labour as a 'hook' to engage and promote decent work conditions overall in the industry. This is exemplified in the GLP itself and the areas of work it addresses, and it is an approach in alignment with the ILO's Decent Work agenda.
- **Project design support to Royal Thai Government (RTG) policies and laws:** The project supports the Royal Thai Government (RTG)'s laws and policies in a number of ways. It explicitly supports the RTG national child labour strategy reflected in the NPP through its ongoing support for national and provincial implementation of the national strategies on child labour. It supports the five key strategies of the NPP, specifically with regard to the project's specific interventions in the shrimp industry as one of the key sectors where child labour persists. It will also support the NPP in its efforts to build capacity across all work sectors.

The project contributed to Thailand's national social and economic development framework reflected in the 10th and 11th National Economic and Social Development Plan (2007-2011 and 2012-2016, respectively).⁴ The project builds upon the RTG's Education for All (EFA) policy signed into effect on 1990. Further, the project supports implementation of the Cabinet Resolution on Education for Unregistered Persons (2005), which aims at the right to education at all levels for all children in Thailand who have no legal status. The GLP as it was designed during the course of project implementation is also based upon Thai Labour Law. It effectively goes beyond Thai Labour Law to include regulations in line with international standards.

- **Project design not informed by data on child labour prevalence:** A particular challenge on the project design relates to the paucity of data available on child labour in the shrimping industry. No national survey on child labour has been done by the RTG, which gave little basis for the formulation of targets for the project. Further, there was a delay on conducting the baseline to inform the project design. No baseline data existed, nor data available specific to the prevalence and nature of Worst Forms of Child Labour (WFCL) in the project implementation areas. This unknown factor made for a challenging design process and challenging project implementation.

⁴ Project Document, page 44.

- **Project focus on single industry:** The focus on a single industry provides for challenging project implementation, given the two-prong approach of industry improvement and direct services. Child labourers do not stay in one industry; rather they work where there is opportunity. Thus tracking and tracing was problematic for effective identification and provision of services specific to those working in the shrimping industry.⁵ Indeed, at the community level, the activities of partner agencies involved in Component 3 focused instead on children within the communities, whether they worked in the shrimping industry or not.

The evaluation team identifies this as a project design issue in considering area-based versus industry-based approaches. For Component 2, industry-based makes sense for the GLP, but for Component 3, an area-based approach is more viable. The tension between the two makes for difficulty in effectively linking the two components into an overall approach.

2. *Delays to project implementation: management mishaps and insufficient political will and understanding of complexity of issues*

Main findings:

- Activities contributing toward only four desired outputs among a total of 15 were fully complete by the time of the evaluation, with delays due to both external and internal factors;
 - Among a range of project stakeholders, the lack of political will and lack of sufficient convincing data available to address the problem of child labour delayed project implementation, thus impacting both outputs and outcomes achieved.
24. There were many activities that were not yet completed at the end of the project. The draft April 2015 final Technical Progress Report details approximately one-half of Components 1 and 2 activities as ongoing, while Component 3 activities were nearly 75 percent complete.⁶

Table 2: Percentage of activities completed and ongoing by project component at time of evaluation

<i>Component</i>	<i>Total number of activities identified in Logframe</i>	<i>Percentage of activities completed</i>	<i>Percentage of activities ongoing</i>	<i>Percentage of activities not yet started</i>	<i>Number of desired outputs where all activities were complete</i>
<i>1: Policy development</i>	18	56%	44%	0	2 out of 5
<i>2: Industry improvement</i>	18	50%	50%	0	1 out of 5
<i>3: Direct services</i>	18	72%	28%	0	1 out of 5

25. Table 2 outlines those desired outputs by component, as featured in the project logframe, where 50 percent or more activities were completed, and where less than 50 percent were still considered ongoing. Under Component 1, strengthened provisions for child labour prevention within labour, education and social protection policy were ongoing, as was enhanced knowledge management on the prevalence of child labour nationally and in the shrimp and seafood industry locations. Significant numbers of activities under Component 2 were ongoing at the time of the evaluation, including feasibility of workplace/child labour monitoring system assessed and foundations for a future system developed; models of good labour practices with regard to improvement of working conditions developed and pilot tested by shrimp and seafood industry supply chain actors in selected

⁵ In terms of tracking and recordings of migrant children and communities, there was an attempt to use an “area based approach” to cover all sectors in the areas. For example, the BLS found there are more than 50% of children working in other sectors than shrimp such as services or construction.

⁶ These figures are based on “Annex A: Status of Activities”, as provided to the evaluation team by the project. The annex was part of the draft April 2015 final TPR donor report under progress at the time of the evaluation.

target provinces; and increased capacity of trade unions, migrant worker associations and young worker associations to advocate for prevention of child labour and forced labour. And, under Component 3, increased awareness of children and families of child rights and child labour in target provinces and localities were also ongoing until the end of the project as per plan so these percentages are likely to be improved on.

26. The evaluation team determined there were a number of factors that generally contributed toward delays in implementation, both internal to the ILO IPEC project involving management issues and challenges; as well as external factors. These factors combined had a cumulative effect in delaying project implementation:

- **Late start-up, staffing turnovers, and stakeholder management:** Internal factors relate to the first Chief Technical Adviser (CTA) coming on board 6 months after the project start date, delaying project implementation up to one year, according to the estimation of the first CTA himself. The project design was also loosely developed, as indicated above, particularly for Component 2, and convening of stakeholders to plan and develop the project approach took time. The revised logframe, for example, depicting specifics for Component 2 was not completed until 2013. The CTA also left the project approximately two-thirds of the way through to work on another project in Bangladesh. A new CTA with project management, ILO and subject matter experience but with no previous experience in Thailand arrived for the last year of the project. She was faced with the work of quickly developing relationships with project partners and understanding the local context.

In addition to the turnover in project management and turnover in relevant government authorities at key levels, the project experienced change in staffing at the donor level. Yearly changes in the officer overseeing the project at USDOL contributed to differences in interpretation and understanding of the realities on the ground. An appeal for an extension in 2014 took time for a response, also contributing to challenges in planning and executing work for the project.

- **Insufficient levels of political will:** Under Component 2, almost all of the desired outputs, 4 out of the 5, had activities where 50 percent or more were still ongoing. The delay in the development of the GLP as the focus of the industry improvement strategy was reportedly due to a number of factors. The placement of Thai shrimp on the Executive Order List by the USDOL was not an initiative significantly impacting the Thai economy in economic terms in and of itself. The industry was more concerned about disease impacting shrimp production, which was causing greater economic loss. Thus while there was interest to remove Thai shrimp from the Executive Order List and restore its image, the interest to participate in a project to address child labour was not a significant motivator for many stakeholders.

Greater levels of initiative among industry and DOF stakeholders to participate in the project came later in the midst of increasing numbers of media reports and the anticipation of Thailand's demotion to Tier 3 in the Trafficking in Persons (TIP) Report, which was released in June 2014. Further, the pending threat of European Union sanctions against Thailand on the basis of environmental abuses in the shrimping industry was an impetus. Evidence of greater engagement observed by the evaluation team involves government and industry interest to move the GLP forward in its development and implementation in the latter half of the project. More work was thus accomplished under Component 2 toward the end of the project, resulting in a rather immature GLP in progress that will require more time and investment beyond the project to carry it forward to fruition.

- **The 2011 floods and questions on child labour as a problem:** Similarly, a delay in finalizing contracts for Component 3 activities resulted in just two years of actual implementation of activities at the community level. The delay was due to several reasons related to questions on child labour as a problem at the local level; work impeded by the floods in 2011 and into early 2012; and later, when the Action Programmes (APs) were under way, issues of capacity in working with migrant populations and provision of education services posed particular

challenges. A baseline survey, which was scheduled to take place at the southern province project sites, was delayed due to the flooding in 2011. The development of the Child Labour Monitoring (CLM) system to enable identification of children to receive support was piloted but met with multiple challenges due to the difficulties in setting up networks within migrant communities and the surrounding areas, and the denial of child labour as a problem among stakeholders in the local area.

When contracts were finally finalized, partner NGOs effectively had just two years of operation at the community level. Further, with less time to operationalize activities, those partner NGOs that had more limited experience working with migrant children and education services had a steep learning curve to understand the issues and approaches to successfully carry out their work.

The delay in implementation and denial of child labour as a problem was also due in part to the lack of sufficient data on the nature of the problem at the start of the project. Without a national survey to reference or additional studies to better inform stakeholders on their understanding, there was broadly a rejection of the notion that child labour exists, also contributing toward delay of project implementation. This delay impacted the original intent of the IPEC project to put in place a proper M&E system supported by a baseline and plans for carrying out an impact evaluation at the project end. Lack of political will to carry out the baseline in the first year of the project created delays, as did the delayed start of the APs to effectively create the conditions necessary for data collection and evaluation at the conclusion of the project.

3. *Varying levels of ownership among stakeholders: uncertain relationships and roles*

Main findings:

- The project was effectively implemented in a siloed approach with unilateral partnerships between IPEC and the stakeholders carrying more influence and purpose than the project task force itself chaired by the MOL.
 - A lack of full participation in the GLP, while deemed necessary in order to move the process of its development along, resulted in the realization of a product that does not have full ownership by stakeholders.
27. The project was implemented effectively as separate projects. While Components 2 and 3 were loosely designed in scope initially, with the interest to engage stakeholders and further develop the strategies to industry improvement and education, the evaluation team found the links between each of the components to be weak. Project stakeholders were not aware of the activities of the other components, resulting in a siloed approach, and the project task force, chaired by the DPLW, was less effective in addressing all three components and monitoring their progress due to several reasons: the lack of a baseline and effective M&E system in place for the project, as described above; and the effectiveness of stakeholders as task force chair was not always optimum and in line with project implementation timelines. In practice decision-making effectively resided with the IPEC project. The unilateral partnerships between the project and the stakeholders made for a less effective task force and overall participation among the stakeholders outside of their 'component' of work.
28. The development of the GLP as the approach to industry improvement for the project was effectively done between IPEC, DOF and the industry, with minimal involvement by the MOL or by trade unions. The MOL's Labour Inspectorate and the TLS were viewed to be ineffective and not completely reliable, and thus there was a need for an alternative system, which became known as the GLP.⁷ While the extent to which this view of the ineffectiveness of the labour inspectorate may or may not be true is beyond this report, the evaluation team questions this perspective as a convenient

⁷ The evaluation team notes that training of the labour inspectorate is part of the IPEC project activities. The team understands these activities were implemented primarily by the TRIANGLE project. TRIANGLE staff was not available to interview with the evaluation team due to their travel schedule.

one for the DOF and industry, providing greater argument to effectively forgo MOL standards and instruments in favor of their own product unique to the shrimping industry. Further, while IPEC strategy at the time favored going beyond the MOL during the GLP development process, the outcome of visible tension between the two actors begs the question as to whether this was the best approach. The DOF publicly announced the GLP on television without consulting the MOL, which led to further tension between the two ministries.

29. With regard to trade union involvement and consultation from the start, there was reference to very little interest among trade unions in Thailand to take on the cause of migrant workers, a significant population employed in the industry. Thai law prohibits organization by foreigners, yet does not prohibit membership by foreigners in associations. Eventually there was involvement by two agencies quite late in the process, with differing accounts relayed to the evaluation team on how they became involved. One that represents workers in state enterprises, and the other a migrant worker's activist group, MWRN, which also has received project funds to run its Burmese school for children as part of Component 3 activities. Yet MWRN is now participating in the GLP Task Force meetings, and they are, at the time of the evaluation, hosting a series of consultations on the GLP with migrant workers to solicit their inputs.
30. Areas of contention over the GLP expressed to the evaluation team by stakeholders during interviews focused primarily on the following:
 - ***Difference in understanding of whether the GLP fully encompasses Thai Labour Law or does not adequately reflect it.*** At the heart of the discord between the stakeholders appeared to be differences in understanding of whether the GLP effectively reflects Thai Labour Law.
 - ***The question of a third party audit and the validity of the GLP as an instrument to effectively improve labour standards in the shrimping industry.*** Whereas the DOF and the industry were strongly in favor of voluntary participation and self-assessment, the TLS and DLPW asserted it would amount to limited value, other than a tool to raise awareness.
 - ***Anxiety exists over the future of the GLP among the industry in particular, where it is to be 'housed', and how the MOL will treat it alongside its other instruments.*** A level of distrust between the industry and the MOL in particular threatens to 'kill' the GLP in the eyes of the industry should the MOL then serve as its 'home' and change it from its current form.

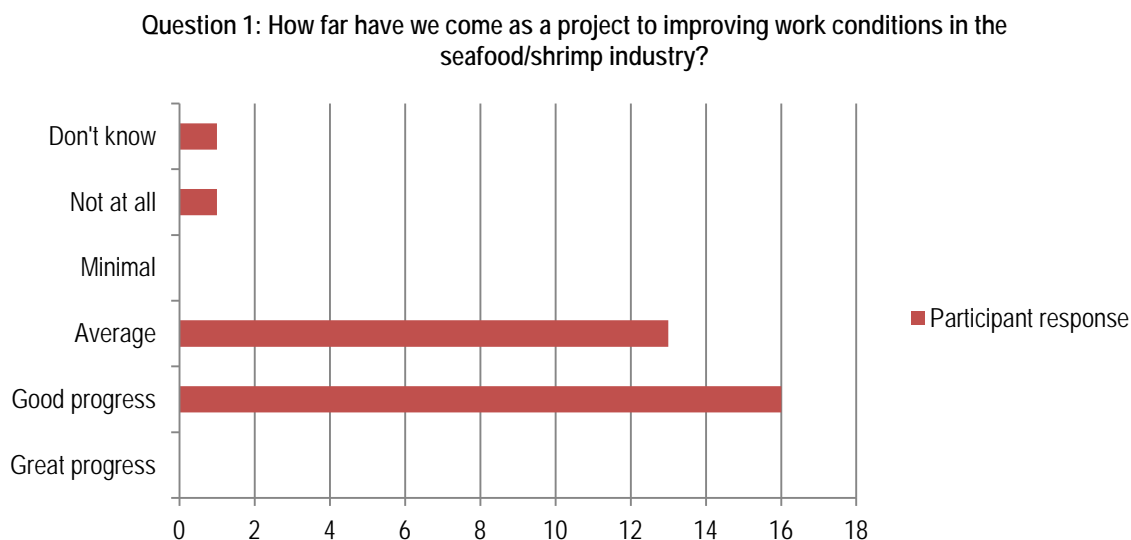
4. *Extent of objectives and overall goal achieved: achievements and challenges*

Main findings:

- Despite delayed project implementation and the current status of activities, the evaluation team can point to some outputs achieved, and more broadly areas of achievement and challenges going forward.
 - A significant output of the project is the GLP, which currently has high levels of enthusiasm and buy-in from the DOF and industry trade unions, and may well be an effective tool for raising awareness.
 - Another significant output is the implementation of various models for education access at the local level.
 - Significant challenges to achieving the development objective include reaching small-scale businesses within the shrimping supply chain, the real risk of the GLP serving interests of image over genuine change; and actual identification and withdrawal of children working in the WFCL in the shrimping industry were minimal.
31. At the task force workshop on 23 March 2015, over 30 participants representing a range of project stakeholders, including government (MOE, MOL, MOA, and Ministry of Foreign Affairs), trade

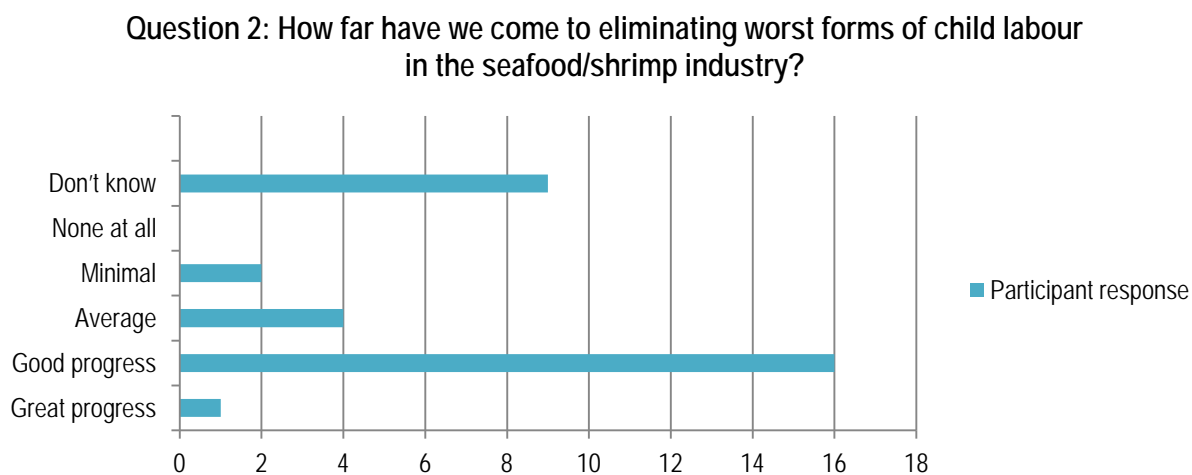
unions, NGO, and research institutions, were asked to respond to the question of how far has the project come to improving work conditions in the shrimping industry? Figure 3 below displays the response to this question.

Figure 3: Stakeholder workshop response to question on improved work conditions in the shrimping industry



32. Participants were then asked to respond to the same question but specific to child labour. Figure 4 displays the response to this question.

Figure 4: Stakeholder workshop response to question on improved work conditions in the shrimping industry



33. The lack of a baseline taken at the start of the project provides for limited understanding on achievement of overall goal. Some of those participants who responded 'Don't know' effectively acknowledged this. Several points can be observed from the above exercise: 1) While a similar number of participants assessed good progress achieved in response to each question, greater numbers of participants were not clear on the project's status with regard to elimination of child labour; and 2) Instead greater numbers of participants demonstrated greater understanding or a *thinking* of greater understanding about working conditions in the shrimping industry overall.

34. Further, where participants were asked to indicate their agency, significantly more did this in response to the first question than for the second question. While this is not a significant finding of the exercise, the anonymity on a potentially sensitive area is interesting. The exercise overall likely was influenced by the fact, learned by the evaluation team later, that a significant number of participants were relatively new to the program. While this is not an uncommon experience for partners working with the RTG, this reality also raises questions about how well the project task force functioned overall.
35. Due to the lack of a baseline to assist in understanding progress, and due to incomplete implementation of project activities as discussed above, the evaluation team can point instead to various areas of achievement that have contributed toward realization of the overall development objective as well as to challenges noted as obstacles to achievement of the objective.

A. Primary Areas of achievement contributing to realization of development objective

36. ***Achievement of primary project outputs:*** Despite delays in implementation, the project did manage to achieve the production of many documents planned. These include the following:
- Good Labour Practices (GLP)
 - Migrant Survey (June 2014)
 - Baseline Survey on Child Labour in Selected Areas where Shrimp and Seafood Related Industries are Condensed in Nakhon Si Thammarat and Songkhla Provinces (2011-2012)
 - Thailand Development Research Institute (2013). “Baseline Survey on Child Labor in Samut Sakhon and Surat Thani Provinces in Thailand”
 - ILO IPEC Guidelines for the Comprehensive Monitoring and Evaluation System for the USDOL-funded ILO/IPEC-implemented project “Combating the Worst Forms of Child Labour in Shrimp and Seafood Processing Areas in Thailand” (The Shrimp Project), 14 December 2012, (project draft version for project revision).
 - Companion to the USDOL Common Indicator Guide with Track Changes
 - E&L Selection Criterion (12 December 2013)
37. ***Increased levels of capacity to address child labour:*** Key informants described an increased level of awareness about the issue and increased levels of capacity to address the problem of child labour. While there is little to point to at this time in terms of application of this increased capacity and awareness, the participatory and output-oriented nature of the GLP training has provided some sense of improvement in this area. At the same time, the evaluation team observed a certain level of ignorance and lack of sensitivity on the issue coming through in interviews among stakeholders involved in the development of the GLP itself.
38. Additionally, the applied nature of the APs in reaching out to migrant communities and experimenting with methods on how best to communicate and build trust provides for valuable experience and learning. An outcome of this work at the local level is the successful inclusion of new actors, such as the Fishing Port Authority in Songkhla. Additionally, at the national level, the provision of an MOE-certified course to migrants is noteworthy. Finally, as project stakeholders, the documentation and dissemination of ‘good practices’ provides for a regard and value for reflective practice.
39. ***The GLP as a means toward promoting learning among the industry supply chain.*** The achievement of this product, while having created areas of division among project stakeholders, is useful for capacity building and promoting change at a certain level. The evaluation team notes the links it has helped create between enterprises and buyers; it has created awareness on WFCL among some enterprises; and for those enterprises who have gone through GLP training, and have

developed action plans to apply what they have learned, there is the possibility of improved workplace conditions for those enterprises.

40. ***Education, livelihood and protection support to children and their families, primarily as a preventive measure by the project, may mean reduced child labour in the shrimping industry, as well as other industries.*** The evaluation team observed children receiving education services through the project areas, giving some evidence of reduced probability of child labour in the shrimping industry. Livelihood support and social protection provided to families and their children complemented the education services provided. The project's struggle with its target numbers, while having not reached the total, is notable given the reduced time of project operations for the APs. Table 3 provides a summary of the target numbers of children to be reached by province and actual numbers achieved.

Table 3: Summary of DBMR target numbers by province⁸

Areas	Target	Service	Female	Male	Total	%	TOTAL
Samut Sakhon and Samut Prakarn	2,450	E1	940	822	1,762	71.92	3,170
	2,000	L1	757	651	1,408	70.40	
Southern Provinces (Surat Thani, Nakhon Si Thammarat and Songkhla)	2,700	E1	1,419	1,481	2,900	107.41	5,027
	3,075	L1	1,745	382	2,127	69.17	
Total	10,225		4,861	3,336	8,197	80.17	

41. ***Successful implementation of a variety of educational services for migrant children.*** Although the CLM was not implemented as planned and the commitment of education agencies varied from area to area, the project had successfully implemented various education models to provide alternative responses to various needs of the targeted migrant population. The success included the access to Thai formal education with some types of transitional classes for those migrant families who plan to stay long term in Thailand, the non-formal education in Burmese curriculum for those migrant families plan to go back to their countries, especially those migrant learning center that have affiliate with schools in the origin country, i.e., Myanmar, which allows children to continue education from when they left off in learning center, the non-formal education in Thai curriculum for those migrant who need transitional education for further enroll in Thai formal school, etc. As a result, migrant children were able to access education services.
42. ***Project cooperation with the MOE has yielded several documents that were observed to be used and useful.*** These include the 'Blue Book', which contains information for agencies, including schools, to provide education for migrant children. They have been used by the APs as a communication tool to advocate with school administrators to facilitate access to schools for migrant children. Another product developed in cooperation with the MOE was the Educational Institutions' Primary Education Curriculum for Migrant Children and Persons without Thai Nationality aged 6-15 years. Guidelines for the curriculum were developed and disseminated to 22 provinces. Funds can be accessed to implement should there be sufficient numbers of children. While none of the ONIE provincial offices in the project areas have accessed these funds so far, they are now available, ready for use, and known at the local level. In Nakhon Si Thammarat Province, the evaluation team noted the collaboration between PPAT and ONIE where an NFE teacher taught one time per week in their migrant learning center; and FCD also collaborated with ONIE in providing training in mobile education.

⁸ Data from a project document provided by the project to the evaluation team, entitled 'DBMR Record_Feb2015.xlsx'. E1 refers to the number of children engaged in or at high-risk of entering child labour provided education or vocational services. L1 refers to numbers of households receiving livelihoods services.

B. Challenges to achieving project development objective

43. The evaluation identified the following main challenges related to project strategy that adversely impacted achievement of outcomes:
44. **Reaching those small-scale businesses that are not registered within the shrimping supply chain through the GLP has yet to be achieved at reliable scale.** While training is underway and some primary processing businesses have participated, effectively reaching those enterprises within the supply chain where child labour may be found is a challenge going forward. This is in part due to several factors:
1. **The lack of permanence among these small businesses:** Early Mortality Syndrome in shrimp has adversely impacted the industry, spreading out to multiple areas in Thailand. In recent years it has caused a 40 percent decline in shrimp production in the country. As a result, the primary processing enterprises have fluctuated in their numbers. While the project carried out a mapping of the primary processing enterprises in Samut Sakhorn Province, which reportedly was done with threats of violence to the researchers, numbers and locations continue to change.
 2. **The lack of initiative on the part of the major players in the industry to engage and put pressure within their supply chain:** The major companies in the industry have claimed an inability to force registration and compliance upon those small and non-formal businesses within their supply chains. Trade unions indicate they cannot force and persuade those primary processing businesses when they are not members. They have failed to exert their power and influence in working toward the overall project objective and their overall best interests as an industry.
45. **The risk of the GLP to serve interests of image over genuine change:** The continued insistence by the industry on the use of the GLP as a training tool that is voluntary, and yet is to hold credibility that its application -- without an external audit -- is to assure the world of improved work conditions in the supply chain is problematic. Such a position falls short of an interest to initiate genuine change and provides a risk for all stakeholders, including ILO IPEC, to manage.
46. **Actual identification and withdrawal of children working in WFCL in the shrimping industry were minimal:** According to project records, just 8 percent of the total 5,388 children who received education or vocational training services were engaged in child labour. 92 percent, or 4,956 children were identified at high risk of entering child labour.

Table 4: Numbers of children withdrawn from child labour vs. regarded as high risk as recipients of educational services⁹

	Girls	Boys	Total	Percent
Number of children engaged in child labour who were withdrawn by the project	199	233	432	8.02%
Number of children at high risk of entering child labour	2477	2479	4956	91.98%
Totals	2676	2712	5388	

47. The evaluation team did not receive overall records to include those children who did not receive educational services, and nor were there records available on total numbers identified as compared to total numbers withdrawn. The evaluation team attributes the low rate of withdrawals due to the following factors:

- **Lack of data available from the start on the nature of the problem and its prevalence:** Without official data available on child labour from the RTG National Statistics Office, efforts to identify,

⁹ Data provided by the project to the evaluation team; the numbers represent only those children who received educational or vocational services only. They do not make up the total number of beneficiaries to the project.

withdraw, and provide services to child labourers will be impeded. Cooperation with the National Statistics Office is still forthcoming on this effort.

- ***The challenge of targeting an industry where child labour is predominantly present in non-formal primary processing enterprises.*** The partner NGOs were in a difficult position to access these primary processing enterprises. Relationship building with new actors was required, as was concern for safety.
- ***Partner NGO human resource capacity and experience.*** There were several APs with the only possible available implementing agencies having less experience working with migrant communities than would be ideal, and others less experienced working on education in their geographical areas. Greater experience and capacity in the area of case management may also have made a difference, if this had been possible to find.
- ***Lack of a proper CLM in place.*** In lieu of a proper system, many APs resorted to community outreach and mobile education. This approach may have led to greater numbers of children identified at risk to child labour, rather than children in WFCL.
- ***The likelihood of greater challenges to remove older migrant children from the workplace.*** The project implemented educational services more geared to younger children. These approaches served better for prevention use. Older teenage children face greater risk of WFCL and need additional models of educational and support services. They may have worked for longer and thus been out of school for a longer period, and they may have less interest to stop working and go to school. Parents' attitudes and the child's wishes enter in to the equation – similar to Thai children – but for migrant children other factors include language, the family's understanding of their rights, awareness of services, and issues of trust and fear within their local communities. Additional efforts, including alternative models of education as well as more integrated social protection services, relying on functional social welfare system, will be needed to effectively withdraw these children from child labor.

48. ***Ineffective linking of the components on policy to practice:*** From the design of the project, the separation of the implementation of policy measure from direct service provision – Components 1 to 2 and 1 to 3 -- had limited the linkage and impacts of the project initiatives. Although the IPEC team had acted as an intermediary to coordinate and ensure the sharing of information among the two level efforts specific to education services; the scale up of good practices, especially the mainstream of transitioning education to ensure systematic approach in preparation of children and parents can only be executed with the full involvement and commitment of MOE. The previous efforts of IPEC programming to feed good practices of APs to MOE at policy level had not resulted in any clear direction of how MOE would continue, while the extent to which MOE had reflected interest or commitment was limited. As an alternative for scaling up the modules, the project had shared good practices among stakeholders and networks, including MWG, United Nations Girls' Education Initiative (UNGEI), etc.

5. ***Collaborations on child labour: potential for sustained efforts going forward***

Main finding:

- The project has given impetus to local initiatives and collaborations that, while small in value given the size of the shrimping industry, demonstrate positive movement.
- The collaboration between NGOs and schools at the community level and the NFE enhances the sustainability of education services provided by the project.
- The momentum around the GLP, while contentious, presents an opportunity for sustained continued pressure on the shrimping industry in moving toward greater achievement of human rights.

49. The interaction and collaboration between the partner NGOs implementing Component 3 activities and the shrimping industry and related employer's associations in their respective provinces was documented by the project to include:
- Since 2009, TFFA has supported LPN activities in schools by providing salary for 4 teachers, provided 100 scholarships for migrant children, and provided 500 school uniforms for migrant children.
 - In early 2013, Narong Seafood Co. Ltd donated 70,000 Baht (approximately USD 2,333.) raised from the walk rally event organized for school uniforms for migrant children studying in Thai schools.
 - In 2013, Thai Union Food Frozen Products Company (TUF) initiated a transitional education for migrant project - to prepare them before entering Thai education system. This would provide a basic Thai class, social discipline, and social activities for these children before they reach the school age. It also supported construction of school buildings. Total budget of this initiative is 1.8 million Baht, or approximately USD 60,000.¹⁰
50. Further, the evaluation identified the following:
- Industry support of the day care center for young children at the dock in Songkhla Province. At the time of the evaluation, PPAT was in discussion with CP in Songkhla to support the day care center after the project end. They were anticipating a positive outcome to their request.
51. The initiatives are welcome collaborations and help to sustain efforts to continue services to child labourers in the shrimping industry or those at risk. Yet given the size and net worth of the shrimping industry, the contributions are arguably insignificant. Further, as in the example of CP in Songkhla, a Corporate Social Responsibility approach to provide limited funds to the daycare as a means of building image within the community can be a risk that PPAT will have to manage.
52. The NFE's collaboration with the NGOs and schools at the community level to provide non-formal classes to migrant children supports their transitioning into the public schools or, for older children, to obtain better work opportunities for those who are of working age. Their contributions and involvement helps to enhance the sustainability of the services provided. In addition, the evaluation team also noted the collaboration between LPN and the Mahachai Institute of Automotive Technology to provide MOE-certified training to migrants. These initiatives are positive outcomes of the project's work that has led to new initiatives and collaborations at the local level.
53. The GLP itself offers the possibility of sustained efforts going forward with the interest of the ILO project TRIANGLE to continue support. Its application in shrimping businesses is a start to increase awareness on greater workers' rights, particularly with the involvement and inputs from MWRN. Yet, as discussed above, its development to more adequately target PPs and to involve an auditing component – not purely awareness raising – will lead to greater levels of sustainability in addressing human rights abuses.

B. Conclusions on Overall Project Achievements

54. The project represents a new generation of USDOL-funded child labour programming for ILO IPEC, with a combined effort at addressing both industry improvement and direct services to children. The shrimping industry reportedly represented a new area for the ILO and ILO IPEC, and time was required at the start to understand the industry and make connections among the players. An effort to manage stakeholders and make progress on meeting project outputs in a rather charged political atmosphere effectively resulted in a siloed approach, and, together with an ineffective project task force, stakeholders within each of the project areas were not fully cognizant of activities

¹⁰ Project document provided to the evaluation, entitled E & L Selection Criterion_12Dec13.doc.

outside their particular ‘component’. Similarly, the focus on migrant children and their families from neighboring countries employed in the industry – another difficult issue in Thailand with a long history and well known for involving organized crime and corruption – heightened the complexity of the contextual realities in which project stakeholders worked.

55. The project’s 3 components focused on policy, industry improvement, and area-based direct services were intended to collectively contribute toward its development objective to eliminate WFCL in the shrimping industry. The evaluation found that activities implemented in support of this overall objective, while delayed in their implementation, did to some extent contribute toward its realization. The primary achievements the project produced which contributed toward its development objective include the following:
- A GLP in place, which has resulted in some increased levels of awareness of the child labour issue – as well as other areas of Decent Work -- among actors within the industry;
 - Delivery of education and other services to several thousands of children and their families in areas where the shrimp industry is active;
 - Just over 400 children were withdrawn from WFCL in the shrimping industry;
 - An MOE-certified migrant education curriculum produced for use among NFE centers in the provinces, along with other MOE documents useful as educational tools for agencies and schools working with migrant children.
56. While these certain outputs and outcomes were achieved, the project experienced certain challenges that impede real progress toward realization of the development objective more fully. These include:
- ***The risk of the GLP to serve interests of image over genuine change.*** The continued insistence of the industry and the DOF to use the GLP as both an awareness raising and capacity building tool and a voluntary self-audit tool impedes realization of the project development objective.
 - ***The lack of a clear approach to withdrawing migrant children from WFCL.*** The educational services facilitated and/or provided by partner NGOs to migrant communities proved to be effective as a preventive measure, yet additional models targeting younger migrant teenage workers who are at greatest risk of WFCL is needed. The project has not provided for specific experience and learning around withdrawal of migrant children from child labour in Thailand.
 - ***The need to better link policy to practice.*** Linking Components 1 and 2, and 1 and 3 proved to be challenging, especially with regard to education. From the design of the project, the separation of the implementation of policy measure from direct service provision had limited the linkage and impacts of the project initiatives, and limited the overall capacity of the project to achieve its development objective.
57. The team had found that achievement of project outcomes was based on several assumptions that held true at the project end. These related to partners’ acknowledgement of the existence of child labour in the shrimp supply chain; and the political will to address the problem. Denial of the child labour problem was found at the community level, impacting activities and resulting in delays, as well as with industry actors, resulting in delayed participation in development of the GLP.
58. Another assumption identified, that of commitment and engagement at the local level to provide sufficient resources to children and their families was, to a certain extent, proven false. More activity and connections made at the local level among the NGOs, schools, and the NFE centers of provincial MOE resulted in collaborations and provision of some services.

1. *Lessons learned*

- ***A more thorough analysis of the context of the target group, not only including an economic analysis, but also a social and anthropological analysis of attitudes and beliefs is necessary before designing the project.*** While there are a number of similarities between migrant child labourers and Thai child labourers, there are some distinct differences between their economic and social realities that merit further reflection, particularly for designing activities at the community level. While attention should be provided to supporting CLM and the social welfare system overall to respond to child labour, it should be well informed by an understanding on appropriate approaches to providing those services.
- ***A more thorough assessment of the level of political will present among stakeholders to acknowledge the problem of child labour and to work together to address it is advised before starting a program.*** Greater awareness and analysis about stakeholders' regard for the problem and desire to meaningfully address and participate in a project is advised from the start. This analysis should impact the project design, and indeed, whether to start the project in the first place.
- ***An approach to data collection and case management should be housed within communities with support provided to volunteers from those communities to collect data.*** A proper CLM, which is community-based, is more effective and efficient than NGO's outreach efforts to migrant communities.

2. *Good practices*

- ***Creation of the GLP as a means to engage the industry and discuss improvements.*** While the evaluation team is critical of the soft approach taken and recommends stakeholders to further develop the GLP to serve as a credible means to evaluate as well as to build capacity (see below), the GLP holds promise as a means to engage and enable collaboration among various stakeholders, including migrant workers, to begin dialogue on child labour and decent work more broadly within an industry troubled by human rights abuse.
- ***LPN's approach to building and sustaining networks within the community to support migrant children access to public schools.***
- ***The provincial-level NFE's support to local schools and the intent to work in partnership to support the learning of migrant children was effective at the community level.***
- ***The development and use of the Blue Book was effective in facilitating discussion between Education officials and civil society groups.*** The Blue Book was identified by both Education officials and Raks Thai as effective for communicating on implementation of MOE policy with regard to the migrant children population. Civil society groups used the Blue Book to address administrative barriers for schools in communities where migrant populations are concentrated.

C. *Recommendations*

Overall recommendations to the RTG:

- ***The RTG National Statistics Office should implement a national study on child labour.*** An official study on the prevalence and nature of child labour, to include all children -- Thai, stateless, and non-Thai -- is crucial in addressing the problem going forward. Efforts to address the problem of child labour are hampered by lack of data and government commitment.
- ***A CLM system should be properly established and developed to include Thai, stateless and non-Thai children.*** Where in the RTG this CLM system should be housed should be carefully considered and planned. Based on learnings from the project, an approach to data collection and case management should be housed within communities with support provided to volunteers

from those communities to collect data. The NPP2 and its corresponding Action Plan should address the CLM to provide stronger mandate.

- **Identification of appropriate models for older migrant children ages 14 and above.** A new strategy to protect children over age 14 from entering the labour force is needed, as well as a strategy to provide an alternative for those who want to leave child labour.

Specific recommendations on the GLP for all stakeholders:

- **Develop clear directions on how GLP could be used, measured and integrated with existing standards, together with all stakeholders around the table.** Clarity on objectives for the GLP should be formulated and clarified in the Roadmap. All stakeholders, including trade unions, should be around the table participating in the discussion. A means by which to improve and demonstrate improved work place practices in a transparent and viable way should be explored to effectively evolve the GLP from solely a training program into both a capacity building and evaluative or auditing approach.
- **Active pursuit of promoting migrant workers' voice and inputs into the GLP going forward.** The MWRN was holding three sessions with migrant workers, soliciting their inputs to the GLP. Receiving these inputs and seriously engaging with the MWRN and migrant workers is imperative to the operationalizing the GLP.
- **Non-formal sector shrimp processing businesses must be accessed.** The trade unions must take a more active role in finding ways to access the small non-formal businesses in their supply chain and implement incentives for their compliance to standards.

Specific recommendations for the MOE:

- **Full commitment of the MOE in budgeting for implementation of the migrant curriculum and cooperation efforts at the local level.** As discussed above, there is effort by the NFE to provide Thai language class as part of the Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years. This effort is identified as positive by the evaluation team and deserves full budget support going forward in order to further develop and sustain. The NFE was allocating funding from other budget lines to do this work, which is not sustainable going forward.
- **Full commitment of the MOE on scaling up good practices from the project.** Good practices, especially the mainstreaming of transitional education to ensure a systematic approach in preparation of children and parents can only be executed with the full involvement and commitment of MOE.
- **Consider alternatives to Thai formal education for migrant children.** The learnings from the project suggest that a Thai-oriented formal education should not be the sole option for migrant education since migrant children have varying needs. Other alternatives, including adjusted formal curriculum as well as various non-formal education models should be made available to suit the various needs. Further, the evaluation team advises the MOE to work across borders with ministries of labour in neighboring countries to facilitate migrant children's return to their home education system.
- **Persistent engagement of the parents of migrant children is important to any education strategy.** Since parents are the main decision-makers for their children's education, it is important to work with parents to keep them informed about the activities at school and the performance of their children, through semester orientation and monthly meetings, in order to reduce the dissatisfaction that could lead to children dropping out of children from school.

Specific recommendations for ILO-IPEC:

- ***Consider carrying out a more thorough analysis of the child migrants' realities within their countries as part of a needs assessment.*** While the economic aspect of child labourers tends to be the focus, the particular case of migrant children laboring in another country requires greater levels of understanding and insight into the context and what may be a feasible strategy to pursue.
- ***Strengthen the Task Force function to ensure a more cohesive approach among the three components, and to enable greater levels of transparency.*** A stronger Task Force mandated to oversee all project components and activities would benefit the project. The GLP Task Force became a more active and relevant entity for the programme, which did not lead to a cohesive approach among all stakeholders. Challenge the lead partner agency to take their leadership role seriously in this committee, and provide greater support to enable their effective leadership.
- ***For similar types of programmes going forward, consider devoting at least one project staff with the required expertise to each of the three components from the start of project implementation.*** Relationship building among the stakeholders can be nurtured through IPEC leadership, and technical assistance can be provided from the start with the intent to move activities forward at the required pace.
- ***Facilitate furthering among stakeholders the development of the GLP, or another corresponding tool, to effectively achieve the overall aim of fostering accountability within the shrimping industry.*** While the GLP effectively serves some interests, specifically as an awareness raising tool, more comprehensive effort on behalf of the RTG and industry must be made to both eliminate child labour and improve overall work conditions.
- ***Explore application of the GLP as part of a comprehensive approach to other industries.*** The complexity of the child labour problem goes beyond the shrimp and seafood processing industry. In order to address the child labour problem, education services are helpful to eliminate number of child labour and should cover many sectors of industry. While the GLP has been designed for specifically the shrimp and seafood processing industry, its broader application could and should be looked into.

Part 2: Key project strategies

Key strategy 1: Education services

“I would have been working in a shrimp peeling shed, if I have not had been studying now.”

-- A 14-year old Burmese girl studying at Grade 6 in a school in Samut Sakhon Province¹¹

Overall context

59. An effective approach to tackle child labour is generally acknowledged to be improving access to quality education, ensuring that it attracts and retains children, and that children are successfully integrated in the classroom and freed from labour.¹² Yet these strategies have proven to be a challenge for migrant children, where concerns for stigmatization and discrimination due to legal status, as well as cultural and language differences, require greater efforts to ensure success.
60. Child labour is an issue for both Thai and migrant children in the Thai shrimp and seafood industry. Yet due to the industry’s heavy reliance on migrant labour from neighboring Myanmar, Cambodia and Lao PDR, combined with migrant children’s limited access to both formal and non-formal education in comparison to Thai children, the strategy of the ILO IPEC project “Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand” has been to focus specifically on migrant children.
61. This section will focus primarily on the project’s efforts to prevent and withdraw migrant children from labour through access to education opportunities, and its contribution to the implementation of the Education for All Policy (EFA) in Thailand. The study will provide information about the situation of education services for migrant children in Thailand, the project approach and strategy, and an analysis of the project activities.

Situation of education services for migrant children in Thailand

62. In 1990 Thailand adopted the policy of Education For All, supported by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The Cabinet Resolution on Education for Unregistered Persons, signed in 2005, provided the right to education for all children without legal status in Thailand. Accordingly, such children can enrol in public schools certified by the Ministry of Education, although the benefit towards refugee children has been limited by their confinement within strict residential area.¹³
63. In terms of non-formal education, the Migrant Education Integration Initiative (MEII) estimated that in 2013, there were more than 150 migrant learning centres across the country, especially in those areas with high concentrations of migrant workers, such as Ranong, Samut Sakorn and Tak Provinces¹⁴. These centers were organized by NGOs and religious organizations. The Mekong Migrant Network has estimated that there were approximately 100,000 migrant children enrolled in informal education in 2011¹⁵.

¹¹ Vanaspong, C., “A Study on Impact of education services on the life of migrant children of Samut Sakorn 2014” (page 15).

¹² Combating child labour through education: IPEC (2008).

¹³ Vungsiriphisal, P., Humanitarian Assistance for Displaced Persons from Myanmar: Royal Thai Government Policy and Donor, INGO, NGO and UN Agency Delivery, (2014).

¹⁴ Migrant Education Integration Initiative Phase 2 Report Research Committee, September 2013.

¹⁵ Mekong Migrant Network, Migration in Thailand: Timeline of Facts and Figures, January 2013.

64. However, according to Ministry of Foreign Affairs' 2011 Right to Education for migrants, refugees and asylum seekers, many challenges still exist even though the necessary laws and policies are in place¹⁶. Despite existing efforts to provide various kinds of education for migrant children, it was estimated by the Labor Rights Promotion Network Foundation (LPN) that in 2013 only one third of migrant children were enrolled in either formal or informal schools. Further, Dhurakij Pundit University's (DPU) 2013 study on migrant children and education estimated the number of migrant children in Thailand to be from 12,000 – 15,000. Given their high levels of mobility estimates are at roughly 50 percent, or approximately 4 to 5 thousand migrant children in Thailand, who do not receive any kind of education.¹⁷
65. The Ministry of Foreign Affairs document notes there is a lack of recognition of migrants' right to education by relevant state agencies, and problem of the enforcement in some areas due to inadequate coordinating mechanisms across agencies and networks at the national and provincial levels. The second is the limited awareness of migrant families regarding their children's right to education in Thailand. Several barriers to migrant families accessing education for their children have been commonly identified as due to their mobility and inability to plan long-term; their desire to avoid harassment by the police, particularly in the case of undocumented migrants; and in some instances the lack of value for education for their children, or a lack of value for education in the Thai language for their children – an issue related to their mobility and inability to plan long-term.¹⁸

Project approach at policy and implementation level: strategy and theory of change

66. The overall project was designed to “eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry”. Component 3 of the project intended to contribute toward this goal through education efforts at both the policy and implementation levels. The development objective for the project's Component 3 was ‘Area-based education, social protection and livelihoods services provided to migrant and Thai children and their families in targeted shrimp industry areas.’ As indicated above, this section focuses specifically on education services.
67. At the policy level, the project aimed at strengthening provisions for child labour prevention within education policy through the advocacy for the effective implementation of the EFA resolution (2005) addressing obstacles for stateless children and children without birth registration to access education. The project also aimed to promote MOE approval of the proposed regulation to recognise non-formal learning centres. Another aspect of this work involved advocating for education policy to include the integration of child labour and youth employment modules in life skills curriculum in school and vocational colleges.
68. The activities were revised during the mid-term review to focus specifically on advocacy for the effective implementation of the EFA resolution (2005) addressing obstacles for Stateless children and children without birth registration to access education, in particular with MOE at the National and provincial levels. It was believed the provision for child labour prevention within education policy would help strengthen policy and implementation frameworks to protect the rights of Thai, stateless and migrant children in relation to education, and contribute to the result of the elimination of child labour and provision of decent working conditions. It was developed under the assumption that MOE would commit to systematise the implementation of its Education For All policy.
69. At the implementation level, within targeted provincial areas, transitional and mainstream education services were provided to selected children and families. It was assumed that education officers at provincial and district levels will commit time and resources to improving and systematizing the

¹⁶ Ministry of Foreign Affairs' 2011 Right to Education for migrants, refugees and asylum seekers.

¹⁷ Srakaew, S., *Education for Migrant Children, turning a crisis to opportunity unlocking child labour in Thailand*, May 2013 (page 3).

¹⁸ Ministry of Foreign Affairs' 2011 Right to Education for migrants, refugees and asylum seekers.

transitional and other education improvements supported by the project. The strategy intended to improve access to education services of children through:

1. The identification of beneficiaries through participatory Child Labour Monitoring (CLM) and the external industry-based monitoring system and prepare their profiles;
 2. The development of education service models for children 5-14 years, tailored to the needs of migrant and Thai children, offering transitional programs for migrant children to assist in formal schooling and work with schools and the province/district offices of education to enhance access by migrant children;
 3. The development of a range of education and employment preparation services for migrant and Thai children aged 15-17 years, including non-formal education skills training and vocational training provision aligned with job market opportunities based on labour market research;
 4. The assistance in the registration of migrant dependents and in obtaining an education ID number in order to reduce the vulnerability of children, especially those without legal status; and
 5. The collaboration with the Provincial Office of Education to build capacity to systematise the education models developed, with attention to the development of non-formal education and accreditation of learning centres providing transitional education.
70. The ability of the Child Labour Monitoring (CLM) system to identify beneficiaries was a critical step for the success of other education activities to further respond to the needs of children and their families. Accurate identification was a prerequisite to ensuring that children who are below legal working age are withdrawn from work and have access to education services, and are prevented from entering into other unacceptable forms of work. The CLM also enabled the project to target their work to prevent child labour through raising awareness and providing targeted education.
71. However, during the project's midterm review, activities 1, 4 and 5 were revised due to the limited progress in CLM implementation and limited scope for the remaining timeframe. The activities were revised as follows:

Table 5: Revised activities

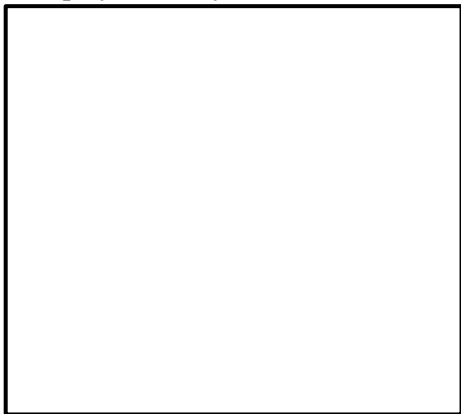
Activity Number	Original activity	Revised activity at mid-term
1	<i>The identification of beneficiaries through participatory Child Labour Monitoring (CLM) and the external industry-based monitoring system and prepare their profiles.</i>	<i>The identification of beneficiaries based on the baseline research and other available information.</i>
4	<i>The assistance in the registration of migrant dependents and in obtaining an education ID number in order to reduce the vulnerability of children, especially those without legal status.</i>	<i>The assistance in obtaining an education ID number for migrant children.</i>
5	<i>The collaboration with the Provincial Office of Education to build capacity to systematise the education models developed, with attention to the development of non-formal education and accreditation of learning centres providing transitional education.</i>	<i>The collaboration with Provincial Office of Education to address obstacles for migrant and Thai children in accessing education and to assist the Office to institutionalize the programs developed.</i>

72. It was intended that the results from the above activities, as they were originally conceived, both at the policy level and implementation level, together with the provision of social protection, livelihood support, and area-based education services to child labourers and their families would lead to, together with the outcomes of the first two components, the elimination of child labour and provision of decent working conditions throughout the shrimping industry.

A. *Project Implementation at policy level: areas of success and challenge*

73. The progress with Ministry of Education at national level included collaboration with the Office of National Basic Education Commission (OBEC) and Office of Non-formal and Informal Education (ONIE) in the following ways:

- **Policy dialogue:** The project had continued dialogue with Deputy Secretary General of OBEC to share information and discuss on inclusive education policy for migrant children, and jointly organized policy forum on education and identity of migrant children, and national seminar to review and develop guidelines on management of education for children without Thai nationality.
- **Development of guidelines:** The support provided to OBEC include the printing and translating of an already developed Handbook and Guideline on Education Provision for Persons without Legal Status or Non Thai Persons or “Blue Book” into English and Burmese language. The Blue Book serves as a guideline to enroll students in compliance with MOE policy. The document had been useful for APs to use as communication tool with school administrator in their respective areas to help facilitate access for migrant children.
- **Supporting further expansion of ONIE’s mandate:** The project had also taken opportunity from the expansion of ONIE’s roles and responsibility from The Cabinet Resolution on Education for Unregistered Persons (2005) which aims at the right to education at all levels for all children in Thailand that have no legal status. The Non-Formal and Informal Education Centre for the Special Target Groups was assigned to provide education for non-Thai children age 6-15, who cannot attend formal school.
- **Development of non-formal curriculum:** One of the major milestones of the project was the joint development of the Educational Institutions’ Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years based on the strands of learning and learning standards in the Non-Formal Basic Education Curriculum 2008. The curriculum consists of six semesters, fourteen requirements (Learning skills, Thai language, Basic English, Mathematic, Sciences, Vocational channel, Occupational skills, Career development, Sufficiency economy, Hygienic and health, Arts study, Social study, Religion and civil duty, and Development of self-community-society), and nine elective subjects namely: Basic Knowledge (Thai language subject 1-3, and Asean Study subject, Life Skills (Moral Study, and Health subject), Social Development (Basic Law subject, Culture subject, and Child Rights and Protection subject).
- **Development of curriculum guidelines:** In addition, the guidelines for the curriculum were developed and disseminated for 22 targeted provinces through capacity building sessions to enhance the effective teaching and learning activities suitable to actual situation and real needs, and promote the implementation of this curriculum for migrant population. The curriculum was piloted in migrant-concentrated provinces such as Maesot, Tak, Ranong, and Phang-Nga. For the implementation in other provinces, the readiness of the provincial office of non-formal and informal education (NFE) and the minimum number of attendance, which was calculated at 20 students per class are prerequisite. In Nakhonsrithammarat Province, as part of the collaboration with local NGOs -- although the number of students interested has not been sufficient to justify the cost in offering the curriculum -- the NFE has started providing some basic transitioning class on Thai language for migrant children, using its own funding allocated from other budget line.



74. Later in 2014, together with Migrant Working Group¹⁹ (MWG) and ONIE, the project conducted a national seminar on non-formal education service for migrant children in collaboration. Although it is not clear to the evaluation team whether IPEC had supported the initiative, ONIE was working on the certification process for migrant learning centers. There are more than 150 educational centres for migrants run by NGOs, which are scattered in different areas and provide diverse programmes, teaching and learning methods, teaching content and curriculum. To provide a more systematic management of education in these centres, the Ministerial Regulation on the Management of Education arranged by NGOs for persons with no status was drafted in 2011, and still pending for approval by the Cabinet. The draft regulation will enable learning centres to have the same standards and curriculum and could further help students who graduate from such educational centres to be able to transfer to formal schools for higher education.²⁰
75. While the Ministerial Regulation is not yet in place, ONIE has suggested an alternative approach through coordination of administrative system between ONIE and migrant learning centers. While the children will attend the migrant learning centers in their communities, which provide convenience and comfort for avoiding travel without legal status, they could register with NFE and take standard or NFE exam at the end of semester or academic year to ensure standard quality before the certificate can be issued. For this purpose, the curriculum provided by migrant learning center will have to be standardized and offer Thai language class as the children will also have to pass an exam on Thai, to receive the certificate.
76. From the design of the project, the separation of the implementation of policy measure from direct service provision had limited the linkage and impacts of the project initiatives. Although the IPEC team had acted as an intermediary to coordinate and ensure the sharing of information among the two level efforts; the scale up of good practices, especially the mainstream of transitioning education to ensure systematic approach in preparation of children and parents can only be executed with the full involvement and commitment of MOE. However, the assumption that MOE would commit to systematize the implementation of its Education For All policy did not hold true. The previous efforts to feed good practices of APs to MOE at policy level had not resulted in any clear direction of how MOE would continue, while the extent to which MOE had reflected interest or commitment was limited. As an alternative for scaling up the modules, the project had shared good practices among stakeholders and networks, including MWG and United Nations Girls' Education Initiative (UNGEI), etc.
77. For OBEC, the printing and dissemination of Blue Book, though useful, is still merely a guideline. Therefore, more efforts are needed on dissemination, enforcement, attitude building, and overall system support for school with limitations such as the lack of technical knowledge to provide education for migrant children and capacity limitation which resulted in children having to attend other schools outside their residential area. This created concern for parents about the risk of being arrested during travel to and from school.
78. For ONIE, the development of the Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years, has not only provided all government ONIE teachers with age-appropriate material for teaching non-national children for the first time, but it has given the ONIE office a basis on which it can further create opportunities for young migrants and stateless students. The effort to promote its implementation, however, was limited by the timing of policy development. The curriculum was developed around mid 2013, after the finalizing of APs's proposals focused on formal system approach in mid 2012, which limited the adaptation of work plan to focus on the newly developed curriculum. The current effort of NFE to provide Thai language class as part of the transitioning into teaching curriculum on Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years poses a

¹⁹ An informal network of organizations that work to protect the rights and improve the quality of life for Burmese and other migrant workers in Thailand.

²⁰ Ministry of Foreign Affairs' 2011 *Right to Education for migrants, refugees and asylum seekers*.

question as to its level of sustainability since there is no budget support, and NFE had to allocate funding from other budget lines.

B. Direct services provision: areas of success and challenge

79. Based on the project design for education service delivery, counterparts were selected using an area-based approach. The following six Action Programmes (APs) were identified to work in the five main provinces:

- Labor Rights Promotion Network Foundation (LPN), with previous work experience on migrant education, focused on Samut Sakorn Province with Burmese migrant population.
- The Planned Parenthood Association of Thailand (PPAT), with experience from previous IPEC project on (Thai) child labour, focused on Songkhla and Nakhon Si Thammarat Provinces with Cambodian and Burmese migrant populations.
- Rak Thai Foundation (RTF), with previous work experience on migrant health, focused on Surat Thani and Nakhon Si Thammarat Provinces with Burmese, Lao, and Cambodian migrant population.
- Foundation for Child Development (FCD), with previous work experience in child development using community based approach, focused on Samut Prakarn and Samut Sakorn Provinces with Burmese migrant population.
- Migrant Worker Rights Network (MWRN), with current work on migrant learning center, focused on Samut Sakorn province with mainly Burmese migrant population.
- National Centre for Youth Development (NCYD), with previous experience in youth career development, focused in all target areas.

80. In addition, Khonkaen University was part of the implementing team, focusing on CLM.

81. Most of the APs had just two years to implement their education activities. This was a challenge considering the sensitivity of the migrant issue in Thailand, the limited experience of some partners on the issue, and the requirement to change attitude of multiple stakeholders from children, parents, migrant communities, teachers, school administrators, district and provincial education agencies, employers. Migrant parents are reluctant to pursue education because of their legal status or their lack of knowledge of their entitlement to education services in Thailand. Thai parents do not want their children to go to school with migrant children, while migrant communities value work and earning as part of being “a good child”. Teachers have limited capacity, particularly language skills, to deal with migrant children. School administrators and district and provincial education agencies are concerned with limited seat capacity and school performance evaluation, which are linked to student performance and drop-out rates.²¹

“it is highly difficult to bring children out of work without provision of education and livelihood alternatives.”

FCD Technical Report 2014-

82. Table 6 below provides the number of children identified either engaged in or at high-risk of entering child labour by province. Since the figures were not disaggregated in the DBMR periodical report, only internal IPEC data was available, which was not exactly consistent with the TPR due to period overlapped.

²¹ MWG website on migrant education and necessity to legalized migrant learning center, http://www.mwgthailand.org/autopagev4/show_page.php?topic_id=125&auto_id=8&TopicPk, searched on April 14, 15.

Table 6: Number of children engaged in or at high-risk of entering child labor provided education or vocational services²²

APs	Implementing Provinces	Total	Girls	Boys
MWRN	Samut Sakhon	151	91	60
LPN	Samut Sakhon	854	386	468
FCD	Samut Sakhon and Samut Prakarn	655	391	264
PPAT	Songkhla and Nakhon Si Thammarat	1318	687	631
RTF	Surat Thani and Nakhon Si Thammarat	1482	667	815
NCYD	Samut Prakarn, Samut Sakhon, Songkhla, and Surat Thani	202	137	65
TOTAL		4,662	2,359	2,303

83. The figures in Table 6 show that more than 60 percent of children identified were from the southern provinces, from two AP partners, which were Rak Thai Foundation and The Planned Parenthood Association of Thailand. The other four AP partners provided services to a total of 1,862 children or 39.9%.

1. Identification of child labourers: the Child Labour Monitoring System (CLM)

84. As noted above, in the initial design of the project, it was expected that beneficiaries for education services were to be identified through participatory CLM. These children identified in child labour or at risk to child labour would be referred to formal education, non-formal education or transitional learning centres, skills training and job-finding support depending on the age of the child and their education needs. However, the piloting of CLM by Khonkaen University was delayed due to the unanticipated amount of time needed to set up a network and the time-intensive process to create awareness on WFCL and CLM. Actual implementation of the CLM was only in 4 sub-districts in the 2 provinces of Samut Sakhon and Songkhla. The approach to identification of beneficiaries was thus modified during the mid-term project revision to use baseline research and other available information, as noted above.

85. The project was met with high resistance on the part of many stakeholders to consider child labour as a local issue. In these circumstances, an approach to addressing education and health needs within the targeted communities was more viable. APs had used different approaches to reach out and identify its own beneficiaries, by linking the efforts with other activities to raise awareness on child rights including right to education and to attend school in Thailand. The activities included community outreach campaigns, mobile education to provide learning for life skills and Occupation Safety and Health (OSH) knowledge, provision of health services, formation of youth groups and adult core groups to relay their knowledge to vulnerable children and youth, and provision of community centers, which also functioned as a creative space and learning center for children to gather and have class.

One of the most potent means of addressing child labour is to regularly check the places where girls and boys may be working. Child labour monitoring (CLM) is the active process that ensures that such observation is put in place and is coordinated in an appropriate manner. Its overall objective is to ensure that as a consequence of monitoring children and young legally employed workers are safe from exploitation and hazards at work. The active scrutiny of child labour at the local level is supported by a referral system which establishes a link between appropriate services and ex-child labourers.

International Labour Organization (ILO)

²² IPEC internal DBMR record for reporting purpose (Aggregated data by withdrawal or prevention of child labor/ types of education/ ages of beneficiaries; are not available) shared with the evaluation team in May 2015.

86. The initial design of the education approach relied on the implementation of CLM to identify beneficiaries for receiving alternative education services. The delayed implementation of CLM had resulted in the adaptation of APs to identify its own beneficiaries, using its high presence in the area, through various approaches which should be incorporated into the design of CLM in the future, such as the collaboration with awareness raising initiatives, the use of health and education approach to gain trust and allow access to the community, the creation of community spaces, the formulation of youth and adult group in the community, and the use of mobile education. The effectiveness of these approaches was, however, limited as it was not deemed sufficient to change attitudes of parents who are the decision-makers for their children's education. An effective CLM will help enhance the ability of APs to reach out to target population, without requiring a strong presence in the area.

2. Access to Educational Services: Formal vs. Non-formal

87. The project was developed to deliver model education services to children withdrawn from work or identified for prevention, for children in two age groups: 5 to 14 and 15 to 17, with a tailored responses to the needs of each group. While the services for children age 5-14 years had focused on education, the services for youth aged 15-17 years had focused on education as well as employment preparation. In this analysis the forms of education services provided can be classified according to best known statement from the work of Coombs and Ahmed as follows: formal education, informal education, and non-formal education.²³

88. As initially designed, the education model used varied between different age group. For small children age 5-14 years old, the efforts would focus on access to formal and non-formal (including transitioning) education. For older children age 15-17 years old, the efforts would focus more on adult education and vocational training.

89. The number of beneficiaries who received education services from the project is presented below. Note that since the availability of DPU's DBMR aggregated data to the evaluation team is limited, most analyzed information will be based on IPEC internal beneficiary records, which was not aggregated to provide information whether the child was withdrawn from CL. In addition, the evaluation team was informed by IPEC as well as AP partners that the data recorded in DBMR was lower than the actual implementation due to pp9plimitation in data collection process.

90. Table 7 shows the numbers of children beneficiaries disaggregated into types of education services provided, including formal education, non-formal education, and vocational services.

²³ Coombs and Ahmed 1974, http://www.infed.org/foundations/informal_nonformal.htm. Coombs and Ahmed have articulated the following definitions: Formal education as the hierarchically structured, chronologically graded 'education system', running from primary school through the university and including, in addition to general academic studies, a variety of specialised programmes and institutions for full-time technical and professional training; Informal education as the truly lifelong process whereby every individual acquires attitudes, values, skills and knowledge from daily experience and the educative influences and resources in his or her environment - from family and neighbours, from work and play, from the market place, the library and the mass media; and non-formal education: any organised educational activity outside the established formal system - whether operating separately or as an important feature of some broader activity - that is intended to serve identifiable learning clientele and learning objectives. The distinction made is largely administrative. Since informal education is mostly organized on a personal basis, it is irrelevant for this context, while we will focus on formal and non-formal education. Formal education is linked with schools and training institutions while non-formal with community groups and other organizations.

Table 7: Number of children enrolled in various kinds of education services²⁴

	Number of children enrolled in formal education services (E2)		Number of children enrolled in non-formal education services (E3)		Number of children enrolled in vocational services (E4)		Total	
	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys
TOTAL ENROLLED Life of project	722	762	1,627	1,713	82	39	2,431	2,514
TOTAL		1,484		3,340		121		4,945
Percentage (%)		30.01		67.54		2.45		100

91. From available aggregated data on the type of education services provided, there were 1,484 children or 30 percent of children beneficiaries who enrolled in formal education. The majority of children, total of 3,340 children or 67.54% enrolled in non-formal education services, which include day care services, Burmese curriculum education, and transitioning classes provided by APs. Only 121 children or 2.45 percent of children beneficiaries enrolled in vocational services which directly targeted young adults. While those children enrolled in formal and non-formal education services were equally distributed between girls and boys, the children enrolled in vocational services were mostly girls. However, it was not clear to the evaluation team about what kind of services were included for vocational services.

3. Provision of education services for children 5-14 years

92. Since the needs of each child and family are different, partner APs developed various models of education services for children 5-14 years old, including those in formal education, non-formal education, and transitional education.

93. **Formal Education:** Many APs, including LPN, PPAT, RTF, and FCD, covering all target areas, had provided services to ensure that children have access to formal education, through the establishment of a referral mechanism with schools. Table 7 above shows there were 1,484 children beneficiaries who enrolled in formal education services, which included those children registered in formal schools by LPN from the previous project, with continuing support provided during the project period.

94. The APs had used the “Blue Book”, to address administrative barriers for schools in communities where migrant populations are concentrated. The more experienced organizations, such as LPN, had also provided further support to affiliated schools to reduce problems during the enrolment process, by providing information on how to acquire subsidies and support from the MOE, support children to take examinations to be placed in a formal class, building capacity of school personnel to work with migrant children and parents, and conduct meetings for school administrators and teachers to share experience working with migrant children. As some parents would only allow their children to go to school if it was ensured that their children can communicate in their national language, some AP such as LPN had worked with schools to provide Burmese language class as part of the curriculum. To provide children with uninterrupted and quality education, transportation services and scholarship were provided, with additional support from other sources such as police collaboration and private funding. After the enrolment, APs supported the schools by making home visit and follow up for children who had missed classes or demonstrated a tendency to drop out, since the drop out rate is one of the evaluation criteria by which a school’s performance is judged.

²⁴ Thailand Beneficiary Reporting Tables TPR 1410 - 29 Oct 14 (Aggregated data by APs or implementing area is not available).

95. In order to create an enabling environment and support for keeping children in school, many initiatives were put in place. Obtaining an education ID number was one of the designed activities in the log frame as it helps reduce the vulnerability and risk of being identified as illegal migrants and deported. APs also worked with school to organize non-discrimination cohabitation of migrant and Thai students.
96. Formal education has been seemingly effective in providing migrant children with a safe learning environment and preventing them from engaging in child labour. Many of the migrant children who attend formal school have good performance, and some have ranked 1 or 2 in class. One major benefit of public formal education is that it helps children to read and write Thai, which is helpful to living in Thailand. But efforts are needed to facilitate access as well as create an enabling environment. The establishment of referral mechanism through prior agreement with school and provision of support to build school capacity had been effective in providing migrant with access to education.
97. Yet since there was no enforcement mechanism from the Ministry of Education, the search for a champion within the schools with the right attitude was crucial. Sometimes, discriminatory attitudes by the schools led to migrant students turned away, or information was simply insufficient on how to acquire subsidies and support from the MOE. The creation of enabling environment should address the needs of children, parents, as well as school. In order to reach out to those parents who want their children to be further educated at home, the offering of ethnic language class in the school, which can be an extra-curricular class, could enhance the enrolment.
98. In addition, quality education must not stop at primary level if young people are to be adequately prepared for the labour market and for decent work within it, rather than being confined to low-skilled, unprotected jobs in the informal economy. Although there is no transferring system across border, the existing mechanism allowed schools to provide special exams for some high performing students to skip class to the next grade level, which helped accommodate those children who had studied in different curricula.
99. The lack of a transfer system for continuing education across border resulted in most migrant children who applied for formal school to start from grade one despite their age, and often together with other small children. As the objective of working with migrant child labourers or at risk groups between the ages of 5 and 14 is to provide formal education through the support of a transitional education program, it is quite difficult for youth age 10 or more to spend their teenage years with small kids. In the ILO IPEC drafted report, “A Study on Impact of education services on the lives of migrant children of Samut Sakorn” there was cited a story about one boy who decided to drop out because he did not feel like hanging out with small friends.²⁵
100. Another main challenge is the high drop out rate of migrant students due to economic instability of families, including broken families and the mobility of parents requiring them to move to other jobs. Since schools are evaluated in part on the basis of their drop-out rates, it could prevent the enrolment of migrant children who have higher tendencies to drop out and migrate to other area. In a “Study on Impact of education services on the life of migrant children of Samut Sakorn”²⁶ eight children who enrolled in public formal education through the previous IPEC project in Samut Sakorn Province were traced. The study found that three out of the eight children were still in school and had been studying for 4-5 years by the time of the tracing. The five children who dropped out had studied in school for a period ranging between 3 months to 4 years. Although a safe assumption for why the children had dropped out may be due to their family’s mobility, four out of the five traced actually dropped out to help their families earn a living or take care of younger siblings. At the time of the

²⁵ Vanaspong, C., A Study on Impact of education services on the life of migrant children of Samut Sakorn, June 2014, (page 10).

²⁶ Vanaspong, C., A Study on Impact of education services on the life of migrant children of Samut Sakorn, June 2014.

study, four children, age 13-17, had dropped out of school and were working either in peeling sheds or shops. The other drop-out, an 18 years old male, was in-between jobs and wanted to enroll in NFE.

101. The study suggested that an increase in the capacity of teachers to monitor can prevent migrant children from dropping out of school. Teachers will need more capacity to support and link to other resources to prevent the drop out of both Thai and migrant children. However, even with the high drop-out rate, migrant children reportedly still gained from attending formal school, even for a short period of time, as many of them had improved their Thai language skills which helped expand their job opportunity, and avoided WFCL.²⁷
102. Another burden was the cost of education as FCD had estimated the minimum amount needed for a quality education (without transport cost) at Baht 7,000 (or USD 213) per semester per child. While IPEC had provided some sort of scholarship, and there were additional scholarship from other private agencies, it raised a concern on the sustainability after the project ended.
103. Some schools operate at full capacity, especially those located in the inner city, which prevent them from receiving more children, Thai or migrant. For migrant families to send their children to school in an outer area is not an option since their concern for children being detained during the travel to and from school will be magnified, as well as an increase in transportation cost that can add to the family's other burden cost of education.
104. The learnings from the project suggest that a Thai-oriented formal education should not be the sole option for migrant education since migrant children have varying needs. Other alternatives, including adjusted formal curriculum as well as various non-formal education models should be made available to suit the various needs.
105. In addition, since parents are the main decision maker for their children's education, it was also considered important to work with parents to keep them informed about the activities at school and the performance of their children, through semester orientation and monthly meetings, in order to reduce the dissatisfaction that could lead to the drop out of children from school.
106. **Transitioning Education:** The evaluation team identified one of the critical elements that created an enabling environment for children in formal education to be the provision of transitioning classes. These classes served as a means to increase student performance on necessary skills such as Thai language, which is one of the criteria for acceptance into school. It was clear a lack of Thai language skills impedes adaptation and contributes to increased drop-out rates among the migrant children. Various models of transitioning classes used by the APs and the evaluation team's assessment on their level of sustainability include²⁸:
 - **Model 1:** Transitioning classes through non-formal education facility such as migrant learning/day care center. The purpose of the center could be merely a day care center, or a migrant learning center using either Thai or Burmese (or other) curriculum; that also provide Thai language to support children who want to enroll into Thai schools. All APs have used this approach for transitioning classes. This model helped release schools' burden in providing transitioning classes, but the funding has to be externally sourced, which raises concerns for sustainability.
 - **Model 2:** Transitioning classes housed within school and provided by independent agency, such as an NGO, with the purpose to prepare children to enroll in Thai schools by teaching Thai and

²⁷ Vanaspong, C., A Study on Impact of education services on the life of migrant children of Samut Sakorn, June 2014, (page 13).

²⁸ Adjusted from document on transitioning education model which was provided by Chitraporn Vanaspong (the name of the document was not available).

other basic subjects as needed. The reliance on both external funding and an external agent to implement the transitioning classes raises concerns for sustainability.

- **Model 3:** School-operated transitioning classes in which schools enroll migrant children in the same process as enrolling Thai children, then refer migrant children to school-operated transitional center with an assigned Burmese speaking teacher. Children have to pass an exam to enter the formal education system. The schools bear the cost of the transitioning classes and the Burmese-speaking teacher.

“Preparation for a formal environment is a crucial factor in the success of an education activity. It was clear that more students required preparation or the preparatory work needed to last longer. Where they were in place, the preparation eased students into the regular routine and classroom acceptance. Many migrant students were well accepted by Thai students and some even selected as student president. They have participated in various education competitions, including the arts, and proven to be polite, humble and willing to participate in school activities. Overall, however, preparation classes were insufficient in number or teachers or were unavailable for the need and that part of the process needs greater accommodation in programmes to enroll migrant children”.

See the Change, Good practices towards removing and preventing children from working in Thailand's seafood industry, ILO 2014

- **Model 4:** No transitional classroom to prepare students prior to enrolment into the school system; migrant students are enrolled directly into formal class and they and their families rely on the effectiveness of the schools to provide the necessary academic support. The capacity to effectively support children to keep up with the Thai curriculum would widely vary by school, but it provided financial sustainability for both schools and children as the children are entitled to budget per head from the beginning.²⁹

107. Model 1 as an approach to transitioning classrooms featured in all APs. Some added Thai language class into existing migrant learning centers, while others set up mobile education or day care centers that offered Thai language as well as other skills for classroom adjustment. LPN, with previous experience in migrant education, worked with its local partners to provide all transitioning education models. Details on the nature of each of the models of transitioning classrooms implemented by the APs are found in Annex 8.

Table 8: Models of Transitional Education provided by Aps

	Model 1	Model 2	Model 3	Model 4
PPAT		X		
RTF		X		
FCD		X		
LPN	X		X	X

108. Various models of transitioning education have its pros and cons, differing in their abilities to help prepare the children for formal education in a school setting; the organization providing transition; and related budget burden. Models 1, 2, and 3, differ in responsible agencies, but help provide adaptation of children into school settings, however, there is concern about financial sustainability as there is still no statutory budget to support such services. Model 4, while requiring no additional budget, does not support children to keep up with education in school.

²⁹ Schools received budget per student when they attend regular class, not when they are in transitioning class.

109. In order to move towards Education For All, it would be important for Ministry of Education to allocate sufficient budget for transitioning education for migrant children. For technical capacity, the Ministry of Education can either develop its internal capacity to expand the Model 3; or outsource such services to independent agencies in Model 1 and 2 with budget provision. For long-term implication, addition supports to follow up on children and families after they start school will be needed to ensure their continuity of education.
110. Although the performance of many migrant children who were transitioned through non-formal education facility was well perceived by teachers as evidenced by class rankings in many cases, the number and percentage of children who managed to attend and remain in formal public school at the end of the project is still very low, accounting for less than 10 percent of the children in the learning/transitioning centers³⁰. This might partly be accounted for by the fact that many parents prefer to provide their children with other alternative types of education, such as continued study in the migrant learning center in their country of origin curriculum and language. This was found in one such case in Kanom District in Nakornsrihammarat Province, where the evaluation team met many parents who preferred that their children study in the Burmese curriculum so that they can continue their studies when the family was to return to Myanmar.
111. **Non-formal education:** From its definition as any organized educational activity outside the established formal system, the transitioning education mentioned above in Model 1, 2, and 3 would also be considered non-formal education. Table 7, above, indicates the numbers of children enrolled in non-formal education services were 3,340 children with 1,627 girls and 1,713 boys. The non-formal education includes day care center organized by PPAT, mobile education offered by FCD, migrant learning center supported by RTF and collaborated by LPN, and transitioning classes set up by LPN, either operated by LPN or by the school itself.
112. In addition, the non-formal education for migrant children includes the education provided by government NFE unit and education provided by non-government organizations or civil societies that operate either as day care center or learning centers. Migrant learning centers in Thailand vary widely with regard to the content they teach: the use of Thai, Burmese or other national curriculum, the language of instruction, the methods of assessment, and educational objectives and standards.³¹ Other than those non-formal education centers functioned as transitioning classes mentioned above, the project also provided non-formal education through MWRN, which offered Burmese curriculum learning center in Buddhist temple. Parents who plan to migrate back to Myanmar would prefer to send their children to these migrant learning centers so that they can transfer and continue the education back home.
113. For government provision of the non-formal education, none of the NFE in targeted areas had yet provided Primary Education Curriculum for migrant children and persons without Thai nationality aged 6-15 years, but had supported APs in providing some classes in the learning center, such as Thai class and Computer class.
114. Since the Draft Ministerial Regulation on the management of education arranged by NGOs for persons with no status is pending for approval by the Cabinet, none of the Learning Centers have been certified by the authorities, which raised concern on transferability to other area, including cross border, and education setting. Although the long-term provision of non-formal education is still unclear, an immediate function of non-formal learning centers as transitioning classes to enroll in formal education had been effective in preparing migrant children for Thai school, as reflected in high performance of migrant students³².

³⁰ From the evaluation team's interview with one of the APs in the south, May 2015.

³¹ Migrant Education Integration Initiative Phase 2 Report Research Committee, September 2013.

³² From interviewed with one of the AP in the south, May 2015.

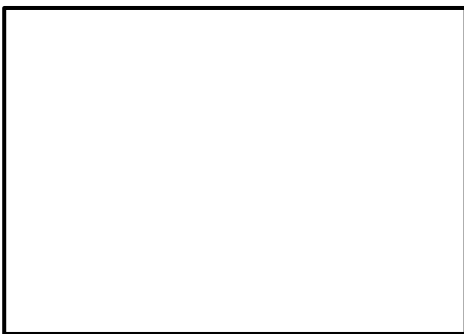
115. The project, through close collaboration with implementing partners, had provided new in- depth understanding of education for migrant children. Various education models were offered to provide flexibility and effectiveness in serving different needs. However, vulnerabilities and responses specific to age group 12-15 were not fully addressed by the project in the context of a functioning CLM system. Migrant parents had assured the relevance of services offered by APs and suggested that there should be an official unit which functioned mainly on referring migrant children to Thai formal schools that have a full understanding in referral mechanism.

4. Provision of education services for children 15-17 years old

116. Since the disaggregate data by age of beneficiaries is not available, it is not possible for evaluation team to estimate the extent of efforts to target this group of young adult. Only figure from Table 7 that demonstrated limit success in enrolling children in vocational services to 121 beneficiaries, in which 82 were girls and 39 were boys; which accounts for only 2.45% of total number of children that received education services from the project.

117. Although the project was designed to provide adult education for children age 15 or above , for some APs such as PPAT and RTF, the cut off age for adult education start from 12, in which the children or young adult would be referred to NFE for skills and vocational training. In addition, LPN worked in collaboration with NFE to conduct Sunday Class for young workers to provide life skills and language skills for those children at various ages who could not attend schools. The evaluation team noted the innovative approach to migrant skill training organized by LPN, in collaboration with NFE and Mahachai Institute of Automotive Technology (MIAT) to conduct vocational skills training with the provision of MOE recognized certificate which helped raising standard of trainees to semi-skill labour for migrant young adult. LPN also conducted learning centers for both children and adults providing skills on Thai language and culture, while FCD organized life skills and vocational skill training session. NCYD, using different approach, provided catalyst to school and teachers in implementing area consist of Samut Prakarn, Songkhla, and Surat Thani; by organizing workshop on career development innovation targeting school principals, teachers, and children (13-18 years old). The approach helped expose children to extensive information on career paths, create self-realization, career perspective and life skills related to effective decision-making among the students³³.

118. Children age 15-17 years old are becoming independent and are less influenced by their parents. However, working with the children themselves still post many difficulties, including the inability to identify their real ages from the false reporting age and the inability to access them, especially those who are working with no time to participate in project activities. Various approaches that take into account the interest, needs, and timing are needed. Some of the training administration will have to be adjusted to increase effectiveness, including the preparation of Thai language proficiency to ensure completion of training. Since prospective employers funded the initiative, it was considered sustainable.



Work with Provincial Office of Education

119. The assumption in the design of the project that education officers at provincial and district levels will commit time and resources to improving and systematizing the transitional and other education improvements supported by the project did not hold true in all targeted areas. The Education Services Area Office (ESAO) in some provinces, such as Surat Thani, played a vital role in both supporting schools that were ready to receive migrant children, and supporting individuals, NGOs,

³³ NCYD Final Technical Report, Dec 2014.

and the business sector to provide complimentary education for migrant children. Yet some ESAOs defined its functions merely to provide technical support to school administrators and orientation to teachers. In some area, some APs had to work directly with teachers to help push project initiatives. It took a school champion to change the attitude of ESAO in one area to accept enrolment of migrant children into Thai schools. This finding was reflected in the project's midterm review, and resulted in the revision of activity 5 to limit the extent of expectation from collaboration with Provincial Office of Education.

120. The evaluation team noted that the support of NFEs were more substantive towards many of the APs activities on provision of language classes, skills and vocational training, and life skill training. An example includes the NFE in Khanom District, Nakhon Si Thammarat Province, which provided positive and important support by designing a teaching plan and conducting classes for illiterate children at the Children Learning Center (CLC) once every week.

C. Conclusion on Education Services

121. Although the CLM was not implemented as planned and the commitment of education agencies varied from area to area, the project had successfully implemented various education models to provide alternative responses to various needs of targeted migrant population. The success included the access to Thai formal education with some types of transitional classes for those migrant families who plan to stay long-term in Thailand. Non-formal education in the Burmese curriculum in migrant learning centers affiliated with schools in Myanmar were especially successful to enable children to continue their education after leaving the learning center. The non-formal education provided in the Thai curriculum also enabled child migrants to better access education and enroll in the Thai formal schools.
122. A very small study on the impact of education services on the lives of migrant children in Samut Sakorn from 2013 to 2014³⁴ suggests that education is a useful tool to withdraw children from, and prevent children from entering, child labour. It was illustrated through one of the statement by a child who is still attending school that “I would have been working in a shrimp peeling shed, if I have not had been studying like now.” Most of the children, even those who dropped out, mentioned that their lives would have been different without their ability to read and write Thai. Some of the children who dropped out were interested in attending Sunday school to study Thai and English language, life skills, etc.
123. Most education efforts, however, effectively address prevention rather than withdrawal and rehabilitation of former migrant child labourers.
124. Table 9 below shows that there were few cases of children withdrawn from child labour by the project. Most beneficiaries, almost 92 percent, were children at high risk of entering child labour; while only 8 percent were children engaged in child labour and withdrawn by the project. These figures reflected the success of the APs' work more on prevention efforts, with little success in withdrawing children from child labour.

³⁴ Vanaspong, C., “A Study on Impact of education services on the life of migrant children of Samut Sakorn”, 2014.

Table 9: Number of children engaged in or at high-risk of entering child labor provided education or vocational services between October 1, 2011 and September 30, 2014³⁵

	Girls	Boys	Total	Percent
Number of children engaged in child labour who were withdrawn by the project	199	233	432	8.02%
Number of children at high risk of entering child labour	2477	2479	4956	91.98%
Totals	2676	2712	5388	

125. This provided limited project-specific experience and learning around withdrawal of children from child labour, although this partly reflects that the given incidence of around 10 % as per the baseline, the focus of the project ended up being less on withdrawal of children in child labour than on prevention of children at risk. The use of special transitional education as a bridge for former child labourers to enter or re-enter into the formal education system, and the special support services to ensure that they remain there and are able to learn effectively and progress within the system, were limited. The education approaches undertaken by the project were more suitable for younger children as a mean to prevent child labour. Efforts to raise awareness tend to reach only those who are interested and who have the inclination to place their children in public schooling. Efforts to raise awareness as a mean to change attitudes and behaviours on the part of child labourers and their parents have not resulted in significant change.
126. In order to withdraw children from labour, more than awareness raising and basic outreach is needed. Initiatives need to be based on a thorough analysis of socio-economic and political circumstances in which migrant child labour exists. Research suggests that human behaviour is difficult to change, especially in an environment that does not support change. Therefore efforts are needed to focus not only on the behaviour choices of each individual but also on factors that influence those choices. Efforts to change behaviour are more likely to be successful when the multiple levels of influence are addressed at the same time.
127. In the project's theory of change, it was expected that access to education services will lead to the elimination of child labour, there are several factors that still need to be considered. The project, while deemed successful in enabling access to education by at risk children, there are still challenges to retain children in school. In addition, the number of children engaged in child labour provided education or vocation services (in Table 9) only accounted for 8% of the total number of children provided education or vocation services during the life of the project; which is consistent with the fact that withdrawal of children from using labor is difficult and complex, and prevention can be much more effective.
128. Additional efforts, including alternative models of education (especially for teenage migrants who are most at risk) as well as more integrated social protection services, will be needed to effectively withdraw children from child labor. An integrated approach through social work may be considered, linking with the provision of livelihood, transportation, health, and legal services. Such an approach may better address such disparities for children related to gender, by ensuring that girls are not being left as care taker at home; disability, by ensuring enough facility for Thai as well as migrant children with disability; race by ensuring mixes of races and equal access to education especially the learning center; and religion, by ensuring the provision of learning centers in religiously appropriate spaces.

³⁵ Thailand Beneficiary Reporting Tables TPR 1410 - 29 Oct 14 (Aggregated data by APs or implementing area is not available). Note that there is a discrepancy between the total numbers of children for the same reporting period; while reported in Table 7 as 4,945 children, the total number in Table 9 was 5,388 children. This is due to the a lack of identification of some children by the APs as to which type of education services were provided - formal education (E2), informal education (E3) or vocational services (E4).

129. In addition, support mechanisms such as livelihood, health, pre-school daycare, legal, counseling services and alternative forms of education should be provided to family in integrative approach. Parents object to sending children to school can link directly with the drop out rate, for example, if parents would like to send their children to school because they want to avoid police raid, sooner or later, they will have their children drop out from education system. To support children's access to school and prevent drop out, it is important to make changes at the attitude level, through constant outreach that emphasizes the negative impact of child labour and the importance of finishing school at the compulsory level. Further, activities to involve parents in their children's education are crucial. Some APs organized semester or monthly meeting with parents and home visit. And since the value of being a good child for many migrant children is to work and help their family to earn, a change in community attitude is needed to promote education for migrant children.
130. IPEC has positively increased capacity of partners and some local stakeholders at provincial, district, and community levels, both in public and private sectors, on the issue of child labour and education for migrant children. There were platforms for exchange of idea and sharing of information among AP partners through network establishment, regular meetings, as well as field visits. Business actors, employers, and related agencies such as Fishing Market Organization, Thai Frozen Food Association, Local Fisherman Association, Academic Training Institutions, and Sub-district Administration Organizations were included to provide support in various forms such as funding, learning equipment, spaces, and access to other available services, etc. These stakeholders are valuable in education initiatives, which help ensure progress of Education For All. However, the active involvement of Ministry of Education as statutory provider is important for the scale-up and sustainability. For the best interests of the child, the work at the policy level should focus on ensuring sufficient transitional services and access to education of migrant children in Thailand, as well as coordinate with the education services in country of origin for possible transfer of education credits.

Key strategy 2: Industry improvement (Good Labour Practices)

Yeesib is the nickname of a young boy aged 12-13 years old. However, if anyone asks him he would say that he is older than 16. He was one of the children who attended a learning centre for migrant children implemented by Rak Thai Foundation. When his mother passed away from an AIDs-related illness a few years ago, he dropped out of class to take care of his 9-year old brother and 2-year old sister. He has been working different jobs, mostly in non-formal sectors of the shrimp processing industry, where he can easily escape the eyes of regulators.³⁶

A. Introduction

131. The Thai fisheries industry is of vital importance to the country's economy. Thailand is one of the world's top ten fishing nations in terms of total catch. According to UNFAO, in 2010 Thailand was the third top exporter of fish and fisheries products, with a value of \$7 billion US (up from \$4 billion US in 2000). Tuna, shrimp and fish are the major products exported.³⁷
132. The supply chain of the shrimping industry involves multiple actors and sub-industries; fishing, aquamarine farming, primary processing, and packing/processing for local and export markets related industries employ millions of workers throughout the country. The opportunities for work in the fishing sector have also attracted more than 2 million migrant workers from Lao, PDR, Cambodia, and Burma. These illegal migrants enter the workforce through informal brokers and recruiting arrangements; they can be found at all points along the supply chain.

³⁶ Story from the AP – reference to be inserted...

³⁷ http://www.ilo.org/asia/whatwedo/projects/WCMS_161095/lang--en/index.htm.

133. In recent years there have been more news articles published on the Thai shrimping industry. Among these, between 2012 and 2014, the Bangkok Post and The Guardian featured the following headlines focused on labour exploitation in the industry:

“US human trafficking laws might make Thai exports to the US more difficult, if action is not taken soon.”

“Shrimping sector faces clampdown for abuses”³⁸

“Revealed: Asian slave labour producing prawns for supermarkets in US, UK”³⁹

“Thai ‘ghost ships’ that enslave and even kill workers are linked to global shrimp supply chain”⁴⁰

134. And finally, “*Child migrant labour risks US anger*”, the title of an article published in the Bangkok Post, dated 20 December 2012, conveys the problem of child labour brought to the attention of the media.⁴¹ While Thai Labour Protection Law specifies that child workers of legal age must not be subject to abuse or hazardous conditions, such as excessive working hours, and that children younger than 15 must be removed from the workplace, problems persist with enforcement.
135. According to the reports from many media agencies, the specific problem of child labour (above and under legal working age) resides mostly in the small-scale informal enterprises that constitute primary processing (sorting, peeling and de-veining shrimp). The shrimp come from the boats, where older children are also known to be employed, to the peeling sheds, and from the sheds they are sold to large factories for processing. There are also a number of children working in hazardous conditions in fishing, fish docks and markets, aquamarine farms, informal small processing businesses other than shrimp, and also in larger packing and processing factories.⁴²
136. Component 2 of the project addresses the main objective of the project that focuses on ensuring that enterprises throughout the shrimp industry supply chain comply with national labour laws and international labour standards, in particular those relating to child labour and forced labour, and to introduce good practices in working conditions. The approach to Component 2 was at the start of the project, loosely defined. It was not until 2013 when a clearer strategy was formulated and the project log frame was revised to reflect a clearer and more informed plan.
137. The theory of change for Component 2 involved articulation of a strategy to track and identify the ad hoc small-scale enterprises with GPS, and then register them with the government. Through the creation of the Good Labour Practice (GLP), described in detail below, capacity building aimed at increasing greater levels of awareness and understanding on the issue of child labour would then lead to improved capacity of the enterprises to improve work conditions. See Annex 8 for a graphic depicting the theory of change.
138. The GLP was developed specifically to combat child labour and the mistreatment of migrant labour in the shrimp and seafood sector workplaces. As outlined in the project summary, the GLP guidelines “aim at promoting existing laws and regulation on child labour, forced labour and working conditions and promoting generally a culture of compliance within the industry.” The objective was to educate supply chain owners and employers about WFCL and GLP, so that they could and would apply the relevant protections to their workplace systematically. This was expected

³⁸ Bangkok Post (20 December 2012). “Child labour in Thailand”, <http://www.bangkokpost.com/print/327173/>.

³⁹ <http://www.theguardian.com/global-development/2014/jun/10/supermarket-prawns-thailand-produced-slave-labour>.

⁴⁰ The Guardian, Revealed: Asian slave labour producing prawns for supermarkets in US, UK, Published:10/06/2014,<http://www.theguardian.com/>.

⁴¹ <http://www.bangkokpost.com/business/news/327055/child-migrant-labour-risks-us-anger>.

⁴² http://www.ilo.org/asia/whatwedo/projects/WCMS_161095/lang--en/index.htm.

to have a positive impact on workplace conditions and improve the situation for vulnerable workers, both adults and children.

139. The guidelines were developed jointly by DLPW and DOF; DLPW has the mandate to address labour issues, while DOF plays the role of technical agency in supporting the fishery industry.⁴³ The GLP comprises a combination of existing standards from Thai labour law and regulations from international standards, and good practices based on international and Thai factories' own initiative. The guidelines are supplemented with a training programme that assists individual businesses – factories and informal small subcontractors – in applying the guidelines to improve working conditions in their workplaces and, hopefully, instituting long-term changes in attitudes and processes in their enterprises.⁴⁴ Adherence to the GLP is on a voluntary basis, with the concept of auditing a contentious topic among stakeholders.
140. The GLP initiative has the potential to draw out various key actors to engage in the IPEC project, including the entire supply chain from buyers to the non-formal peeling sheds, NGOs, and labour unions and affiliated business associations. The level of engagement can reach to actors throughout the process, from think tanks to the actual work of implementation. Traditionally, as an intergovernmental organization focused on labour, partners have included its tripartite membership - - the Ministry of Labour, labour unions, and trade associations. Through the GLP, the ILO is creating relationships within the wider shrimping industry and its supply chain.

B. GLP activities and work implemented

141. There are multiple partners engaged on the GLP with a wide range of interests, including the Ministry of Labour: Department of Labour Protection and Welfare, Ministry of Agriculture: Department of Fisheries, Thai Frozen Foods Association (TFFA), Thai Food Processors' Association (TFPA), Thai Tuna Industry Association (TTIA), Thai Shrimp Association, the National Fisheries Association of Thailand (NFAT), Thai Overseas Fisheries Association (TOFA), Thai Feed Mill Association and Thai Fishmeal Producers Association, Buyer References Groups and Thai Labour Unions.
142. The project has two Task Forces: one for the overall project and the other specific to the GLP development and implementation. The GLP Taskforce was established in March 2013, and was originally comprised of government and industry representatives. DLPW took the lead role in managing the development of the GLP guidelines. In November 2014, there was the agreement that Government, industry, trade unions, buyers and NGOs will participate.
143. At the 24 March 2014 meeting of the GLP Taskforce, four sub-committees were established, which would revise and finalize GLP guidelines for factories, primary processing enterprises, marine shrimp farms and fishing vessels. They also discussed implementing a roadmap of the issues of working conditions and child labour in shrimp and seafood primary processing establishments. The Taskforce also determined that it is important to establish baseline indicators for the GLP programme measurement.
144. Although the project started on December 2010, the GLP process has only been actively implemented since 2013. Based on the GLP Programme Chronological record⁴⁵ guidelines for Primary Processors (PPs) and factories were technically reviewed and improved between April and mid-August 2013, demonstrating that the GLP has been implemented quite actively since 2013. The GLP programme was officially launched right after that on 16 September 2013 with the media and over 300 industry representatives in attendance.

⁴³ Good Labour Practices (GLP) training and capacity building programme overview for shrimp and seafood processing sector in Thailand, Aug 2013, DPWL, DOF, and ILO.

⁴⁴ Sea the change, Good practices towards removing and preventing children from working in Thailand's seafood industry, page 7, January 2015.

⁴⁵ GLP Programme: Chronological record (March 2015), Norjinkham, Mongolmaa, ILO.

145. The GLP prioritised development of the guidelines and training to interested PPs and factories. Since 2013, there were representatives from 124 PPs who attended a 2-day training; representatives from 54 of the 124 PPs attended the first follow-up training, while 22 attended the second follow-up training. GLP trainers visited just seven PPs. Representatives from 68 factories attended a 5-day training; representatives from 55 of the factories submitted their action plans to the TTFA, and just five of them were visited by the GLP trainers.⁴⁶ Reportedly participants learned through the facilitated process so they were able to thoroughly assess and identify problems or areas of improvement by using the GLP assessment form.⁴⁷
146. Each enterprise, both Primary Processors (PPs) and factories, were then asked to create their action plans to fill the identified gaps. Since the training took only 2 days and 5 days respectively for PPs and factories, they could not identify all areas, so they were encouraged to call a meeting with all concerned people, including workers' representatives in the workplace, and collaboratively identify the issues and create action plans together. The action plans were not formalized officially. Only some enterprises that were interested in applying the GLP incorporated it into their action plan. According to the project report “Sea the change, good practices towards removing and preventing children from working in Thailand’s seafood industry”, the master trainer had the necessary skills to create a safe environment and make participants feel comfortable talking about the issues and their practices without feeling blamed.⁴⁸
147. In March 2015 at the time the evaluation team was collecting data, Trade Unions (TUs) and migrant workers were just then organizing to provide their inputs to help when the project was nearing its end. Stakeholders to the GLP implemented all activities during the second half of the project, and thus the final results of the GLP work are not yet fully realised and reported. The GLP guidelines are still undergoing revision and development.
148. As a result of the training provided to the 178 seafood businesses, there was a new coalition formed in November 2013, called “Thai Fishery Producers Coalition against Illegal Use of Labour - Child Labour, Forced Labour and Human Trafficking” (TFPC) in November 2013. Members of the coalition include Thai Frozen Foods Association (TFFA), Thai Food Processors’ Association (TFPA); Thai Tuna Industry Association (TTIA); Thai Shrimp Association, the National Fisheries Association of Thailand (NFAT); Thai Overseas Fisheries Association (TOFA); and Thai Feed Mill Association and Thai Fishmeal Producers Association. The evaluation team understood the activity of this coalition so far to include participation in development of the GLP guidelines.
149. The March 2015 GLP Taskforce meeting, which the evaluation team observed, was well attended. The agenda of the meeting included review of the GLP Roadmap and Plan for Implementation; discussion and update on the existing GLP programme; discussion and endorsement of the GLP Guidelines; discussion on prospects of institutionalization of the GLP programme (GLP roadmap 2015-2017); and joint action framework. It was the first meeting Trade Unions and NGOs were invited to join.

C. *Key actors and their roles in the GLP*

150. Given the complexities created by the multiple actors and varied interests, this section will provide an overview of the main players and their interests, their role in the GLP to date, their concerns about the GLP going forward, as expressed to the evaluation team, and their own role and influence in the process.

⁴⁶ GLP Progress Report (undated).

⁴⁷ Based on key informant interview (March 2015).

⁴⁸ “Sea the change: Good practices towards removing and preventing children from working in Thailand’s seafood industry, Combating the Worst Forms of Child Labour in Shrimp and Seafood Processing Areas in Thailand”. Draft report on good practices and lessons learned, Karen Emmons, The ILO-IPEC Project, January 2015.

151. **Department of Labour Protection and Welfare:** The DLPW plays a key role for the GLP programme in providing technical support on reviewing the GLP guidelines and coordinating the stakeholders' engagements. Under the Taskforces cooperation, the DLPW works as the secretariat and works with ILO on this project. Areas of contention existed between the DLPW and DOF, as further discussed below, in terms of role and influence. The DLPW's capacity to lead the GLP taskforce also became an issue identified by the evaluation team, perhaps due to both insufficient leadership and commitment on behalf of the DLPW as well as an intent on behalf of the DOF and ILO to move the process forward behind the scenes.
152. **Department of Fisheries:** The DOF has been a key driver behind the development of the GLP programme; the organization was engaged in the development and piloting of the GLP guidelines for the marine shrimp farms. It has also been a crucial player for engaging the private sector actors and facilitating their commitment to the GLP process. In 2014 DOF developed an Action Programme in Addressing Labour Issues and Promoting Better Working Conditions in the Thai Fishery Industry.
153. **Buyers:** Buyers have shown interest in supporting the GLP and have participated in two multi-stakeholder meetings, including the March 24, 2015 GLP Taskforce meeting. Their participation is facilitated by the ILO, which first needs to work with their partners in order to create a proposal. Feedback from the buyers at the March 24, 2015 meeting was the need to see strong support from government since it is hard to see how to measure the GLP on a voluntary basis. Because businesses are opting-in voluntarily, buyers also expect to see a real commitment to the GLP and a culture change as well.
154. **Advocacy Groups and NGO Involvement:** Trade Unions (TUs), migrant's worker networks, and NGOs have been included in the GLP TF only since October 2014. Trade Unions were not included in GLP development from the start, as there was not a logical forum identified. While migrant workers can join a trade union in Thailand, they are not legally able to start one. The project and GLP stakeholders were not able to successfully identify a logical trade union to provide inputs to the process. In March 2015 TUs and migrant workers were only then organizing to provide their inputs to the GLP. These include:
- Consultation with migrant workers to get their input into GLP guidelines.
 - Developing instructional approach of TUs and MWRN for implementation of the GLP road map.
 - Finalizing and printing of awareness-raising materials for workers. Project support was provided in drafting material on the following three topics: General Rights of Workers under Thai Laws; Collective Bargaining rights; and Rights to Complain.
155. TUs, migrant workers and NGO representatives participated in three panels of the Multi-Stakeholders Forum on Labour Condition in Thailand's Fisheries Sector in May 2014 and concluded together issuing a statement concerning working conditions in the fishery and seafood processing sectors. Again following the Multi-Stakeholders Forum, the labour groups and NGOs jointly released a public statement drawing on their key recommendations made at the forum. Among their expressed concerns was poor law enforcement of legal standards and poor labour inspections.⁴⁹

D. Challenges in the formulation and function of the GLP

"We don't have any power to force the stakeholder to adopt GLP, to use it or not – it's voluntary. And that's good. But now the transition is going to the RTG to be in charge of GLP. This way might mean the GLP will be accepted by the NGOs and they're happy with

⁴⁹ GLP Programme: Chronological record (March 2015), Norjinkham, Mongolmaa, ILO.

it. That would be brilliant for us. If accepted by the buyer/supermarket, then that's great"⁵⁰

*"GLP is more tailor-made to this type of industry and different from what we've done before. We want the GLP to be accepted at the international level by the international buyer."*⁵¹

156. The evaluation team identified several challenges in the formulation of the GLP and its function going forward. These include the lack of clear understanding of the purpose and function of the GLP, differing opinions on how it will be implemented, and differences over the GLP as solely a capacity building tool versus a capacity building tool plus an evaluative tool. These differences in opinion ultimately relate to the potential effectiveness of the GLP as a means toward eliminating child labour and promoting good labour practices within the industry.

- ***Unclear leadership and cooperation:*** Although the DLPW's role is that of secretariat of the GLP taskforce, they were not in a strong position to take on the secretariat role. The evaluation team identified possible issues related to capacity and senior management prioritization within DLPW; initial discord over the function and future application of the GLP, given the DLPW's work on the Thai Labour Standards (TLS) as an auditing tool; and a lack of trust among the key players. DLPW staff reportedly were not in a position to lead and nor was their information complete; they learned what was going on from ILO IPEC reports. In order to do their job effectively they needed more information and the ability to participate more in the decision-making processes. A lack of cooperation between the DLPW and DOF was apparent in the announcement of the GLP to the media; the DOF took a lead role while the DLPW was not aware. Further, there was visible contention between the two agencies in the March 2015 taskforce meeting.
- ***Effective targeting of those enterprises where child labour practices exist:*** The 178 enterprises that participated in training did not have child labour practices within their workplace. The effort of the GLP taskforce to effectively reach and engage the informal enterprises within the supply chain has yet to be realized at a significant scale. One key informant from the DLPW noted to the evaluation team, "The GLP is good for the good ones", indicating their approval of the approach and content of the GLP yet questioning how it may be effectively used.

Most of the enterprises that are involved and show interest in GLP are exporters of shrimp and seafood. Enterprises farther down the supply chain, such as peeling sheds or fishing boats, are currently unreachable. It is hard to find, access, and assess a high number of PPs and informal sectors. There is no proper list and mapping of all PP that could be traced, and therefore there are many unregistered PPs that could not be reached. There are also a number of participants from enterprises that repeatedly attend the same type of trainings. It is also hard to track if members of employers who attend the training still outsource their works to unregistered PPs. The PPs that do join the training are those that are related to export of seafood product.

- ***The GLP as an auditing tool: its relation to the Thai Labour Standards (TLS):*** Although the DLPW has been a key player role in GLP Taskforce, the challenge has been to clarify the direction of GLP and its relation to the TLS, a tool developed and implemented by the Ministry of Labour. Representatives of the DLPW raised concerns about how GLP could comply with their existing TLS.

In July and August 2014, the DLPW restructured a number of portfolios in the Department. This resulted in transferring the responsibilities for the GLP programme to the Thai Labour Standards (TLS) team. The project team has been briefing and supporting the TLS team to see the links between GLP and the TLS. However, there was substantial resistance and frustrations as GLP was seen as competing against the TLS. After a series of meetings and briefings, the TLS team is

⁵⁰ Informant to the evaluation, March 2015.

⁵¹ Informant to the evaluation, March 2015.

currently taking the lead on GLP.⁵² As the GLP will be housed in the DLPW in the future, there is the question of how labour inspectors will use and regard the GLP in their work. The GLP's relation to the TLS, how labour inspectors are to address the GLP in their work, and to what degree will an auditing function be part of the GLP are all issues to address going forward.

As for the industry and DOF, there was contention based on the popular view that the TLS itself is not effectively applied, and that there is a need for an industry-specific approach such as the GLP. The industry and DOF were highly in favour of a fully participatory process without any auditing function. Instead, the declared adoption of the GLP after undergoing training, should and would be significant enough for international buyers and foreign governments to understand a given enterprise within the supply chain is child labour-free.

The employers and enterprises are open to GLP because in comparison to TLS, the guidelines are in a friendlier format as compared to TLS. The "ILO stamp" that accompanies the GLP is helpful for the private sector to show buyers that they have adopted standards from international organization like ILO.

- ***Further discussion and understanding on work standards in the shrimping industry.*** Based on the discussion from GLP TF meeting in March 2014, there are a number of challenges such as the issue of working conditions at fishing vessels; the need to further fine-tune the GLP guidelines for fishing vessels and for the marine shrimp farms; and finding complementarity between the GLP initiative and Code of Conduct (COC) initiatives for addressing working conditions on fishing vessels.

These discussions have once again brought up many institutional and systemic challenges that are to be addressed beyond the GLP initiative. As an example, a member of the GLP TF mentioned that the GLP focus in the guidelines, such as on the number of working hours for young workers, is not practical; when fishermen are on the sea, they could wait a whole day or work nonstop for long hours, depending on how the catch goes.

- ***The erosion of protection and rights of workers within the shrimping industry based on exploitative recruiting practices, low wages, and lack of genuine organizing remains an issue to meaningful address:*** In their issued statement, they also reflected that realistically the seafood industry does not provide a real living wage for workers. The channel for recruitment of migrant workers is inefficient and controlled by labour brokers leading to extortionate practices and violations of worker rights. In this case, the link to subcontractors of workers is prevalent and weakens protection and rights of workers.⁵³

The statement also included concerns about the overall financial burden on workers from recruitment, document costs, safety equipment and uniform during employment. There were concerns that repatriation funds were too high and not fairly shared between employers and workers.

The GLP guidelines for primary processors and factories were technically reviewed and improved between April and mid-August 2013. It was originally designed for industry side only. However the involvement of TUs and Migrant workers has just engaged in GLP processes as of May 2014. The addition of TUs and Migrant Labour Network involvement on the GLP was done hastily and their interests thus far addressed only partially. The concern for genuine organizing among workers remains, with the belief that there can be no real change without freedom of association and collective bargaining.⁵⁴

The workshops conducted by the TUs to consolidate input from migrant workers to feed into GLP guidelines took place in March 2015. The GLP TF meetings were mostly concerned with

⁵² GLP Programme: Chronological record (March 2015), Norjinkham, Mongolmaa, ILO.

⁵³ GLP Programme and engagement of TUs&Migrant workers, page 1-2, March 2015, Norjinkham, Mongolmaa.

⁵⁴ GLP Programme and engagement of TUs and Migrant workers, page 1-2, March 2015, Norjinkham, Mongolmaa.

the establishment of the four sub-committees, which would revise and finalize GLP guidelines for factories, primary processing establishments, marine shrimp farms and fishing vessels. There is a concern that they should ensure that the voices of migrant workers have been heard through the presentation of TUs and Migrant Worker Networks in the near future. Business associations have had a disproportionately larger voice in the process, with very little emphasis on the concerns of migrant workers. There should be a platform or opportunity to ensure that statement of TUs, Migrant Workers and NGOs are being heard.

- **Challenge in changing attitudes and raising awareness among stakeholders:** Despite stakeholder involvement in the development of the GLP and its initial round of training, certain levels of misunderstanding were evident to the evaluation team. At the end of the project many members from project key actors in government and private sectors still refused to acknowledge that WFCL was a problem in the sectors of shrimp and seafood processing and questioned its definition.

“What is the dividing line? If kids follow their parents to the peeling shed and do some work – is that WFCL?”

“What if it part of learning experiences? Can’t some children follow their parents into the fishing boats?”

The GLP guidelines include a clear explanation on how to identify forced labour, bonded labour, human trafficking, child labour, and minimum age. The remarks made above to the evaluation team during interviews reflected a common sentiment among many government sectors and private sectors informants who were GLP stakeholders. It is very interesting to see why this type of questions has emerged especially from those who attended to the GLP implementing processes, drafted guidelines and participated in GLP trainings.

E. *The future of the GLP: considerations and recommendations*

“Previously we’ve had standards forced upon us... ISO, etc. This GLP is a different standard – not forcing people, but it’s what you should do.”

“The ILO should adequately ensure that the government can understand and implement the principles of the GLP before it is passed under their control.”

157. There are a series of Training of Trainers on GLP but as there seems to only be a handful of enterprises now applying it in the workplace as of now, it is hard to trace the effectiveness of GLP after training. As the GLP was only recently officially launched, and prematurely at best, more time is needed to understand how effective a tool it can be for addressing child labour and for workplace issues more broadly. Yet the evaluation team identifies the following positive aspects of the GLP, which can help contribute toward the project’s overall development objective:

- The GLP is a good start and could contribute to eliminate WFCL because it includes specific guidelines on child labour.
- The training process is not a lecture style; rather it is an active learning environment for participants to become aware of issues of child labour and migrant workers.
- The GLP is considered a constructive training program, and the focus is on awareness-raising rather than just getting the employer certified.
- In comparison to Thai Labour Standards (TLS), GLP designed to fit more with shrimp and seafood industry.

158. Yet the evaluation believes it is too soon to say definitively whether the GLP is practical and that it will contribute to the reduction or elimination of child labour. The launch of the GLP was hurried, and it was rolled out before it was mature and stable. There was a lack of clarity on strategy for the GLP from the start; the direction of GLP continues to be unclear although the spirit of the initiative -

voluntary, and friendlier to the enterprises - remains. The following factors may continue to shape and influence the GLP going forwards:

1. Changes in Leadership

159. A number of private sector organizations have cooperated with the GLP because it was launched with an open and friendly approach. However, in the final period of project, the TLS section within the DLPW will lead the GLP process. The TLS will likely use a very different implementation style from what is currently employed, and the standards of the GLP may well be enhanced. Yet movement from DLPW may result in a loss of the child labour focus; and businesses do not always feel comfortable cooperating with the TLS. ILO-IPEC, which introduced the GLP, should clarify the standing point of the GLP and inclusion of child labour in its approach.

2. Internal Coordination and Definition of Roles

160. One important issue that emerged was the coordination and distribution of work between the Department of Fisheries and the Ministry of Labour. These two government organizations were in charge of GLP and found it challenging to work together. They both want to play a key role but both still have limited resources and capacity within their own department to implement the GLP.

3. No Method to Assure Accountability

161. While the trainings and the GLP guidelines in theory educate stakeholders on the rights of migrant workers, on issues of gender perspective and on child labour, there is no set of systems to track and monitor whether the partners of projects (both government and private sectors) will ensure all parties have put the guidelines into practice, and whether the application of those guidelines then results in greater enjoyment of rights and decent work conditions more broadly.
162. Specifically, we cannot indicate the status of prevention and withdrawal of children from hazardous work because there is no linkage of DBMR and tracking with results of GLP.
163. Capacity is another issue. DOF is considered the partner of ILO-IPEC project. They were actively involved on development of GLP guidelines and mapping PP. However there is still need for capacity building and technical support to increase effectiveness of implementation for DOF authorities on child labour and introducing GLP guidelines through their partners and related working sectors of DOF.

4. Many private sector duty bearers are slipping through the cracks

164. Most of the enterprises that are involved and show interest in the GLP are exporters of shrimp and seafood. Enterprises farther down the supply chain, such as peeling sheds or fishing boats, are currently unreachable. It is hard to find, access and assess a high number of PPs. There is no proper list and mapping of all PPs that could be reached, and therefore there are many unregistered PPs that could not be reached. There are also a number of participants from enterprise that keep repeatedly attending the same type of GLP training. It is also hard to track if members of employers who attend the training still outsource their work to unregistered PPs. The PPs that do join the training are those that are related to the export of seafood products.
165. The evaluation team puts forth the following recommendations:
- **Positive approach:** The approach of GLP is “voluntary and friendly”, working off of positive reinforcement. It is helpful to use this positive reinforcement to initiate and create awareness on WFCL and how to apply principle in to practice through more widespread numbers of supply chains in shrimp and seafood processing industry.

- **Clear roles and M&E plan:** There should be clear action on setting indicators to monitor the implementation of the GLP. Clear role and scope of responsibility and agreement on the terms of cooperation among each of the key actors in GLP TF is also necessary.
 - **Effective targeting:** In order to reach informal sectors (PPs), there should be involvement of PP associations (overseen by the district administration office.). The mapping of PP is very important and has to be done by an effective tracking system. Then link to the capacity building programme for MOL staff to be effective inspector.
 - **Civil society participation:** The importance of civil society should be considered and NGO/unions should be part of the engagement so they can help create awareness to private sectors. However this requires more attention by ILO to show recognition and value of private sector involvement.
 - **Determine the GLP's applicability to child labour in other sectors:** The complexity of the child labour problem goes beyond the shrimp and seafood processing industry. In order to address the child labour problem, education services are helpful to eliminate number of child labour and should cover many sectors of industry. While the GLP has been designed for specifically the shrimp and seafood processing industry, its broader application could and should be looked into.
166. The GLP is an innovative approach to industry improvement involving multiple stakeholders and leadership. The GLP can increase awareness about law and its application issues. The work of GLP is still in progress; therefore, immediate objective has not yet been fully achieved. However, the current GLP format has not created room for workers to empower themselves. There is much more focus on the employer's side only. The delayed engagement of migrant workers into GLP development needs to be followed up, and it must be ensured that their input is included in the GLP guidelines.
167. The GLP has the potential to be a platform where employers and employee could have a dialogue and the buyer can pressure supply chains.⁵⁵ However as it stands right now, both government and private sectors seem to use GLP as just Public Relation (PR) to regain their reputation back from buyers and the international community.
168. There are also some contentious issues on enforcement/evidence, whether it fully represents Thai law and the relationship to TLS. However, members of enterprises see TLS is only suitable for the big and formal factories, while the small-scale enterprises have limited capacity to meet TLS. A number of enterprise representatives and migrants workers mentioned that in big factories there is no need to worry about WFCL. The main concern should be small-scale enterprises and informal sector. However, there are many unregistered PPs that could not be reached by the MOL inspector, which poses a long-term challenge, despite advances made in mapping PPs. Considering the failure of all these enforcement mechanisms, the voluntary-based GLP might be one of the more effective options.
169. Although the GLP is a good start for the improvement of industry in shrimp and seafood processing, the complexity of the WFCL problem requires more than a focus on currently inaccessible duty bearers such as illegal and small PPs, fishing boats, brokers and recruiters, or even by the parents or caretakers of children. There is no baseline information or studies that can be used to compare progress on this matter. All the key actors who have direct responsibility for the problem and implement the GLP are still not clear on the direction and have not set up a concrete action plan together to assess the effectiveness of the GLP, although the GLP RoadMap adopted in November 2014 is intended to provide some of that direction.

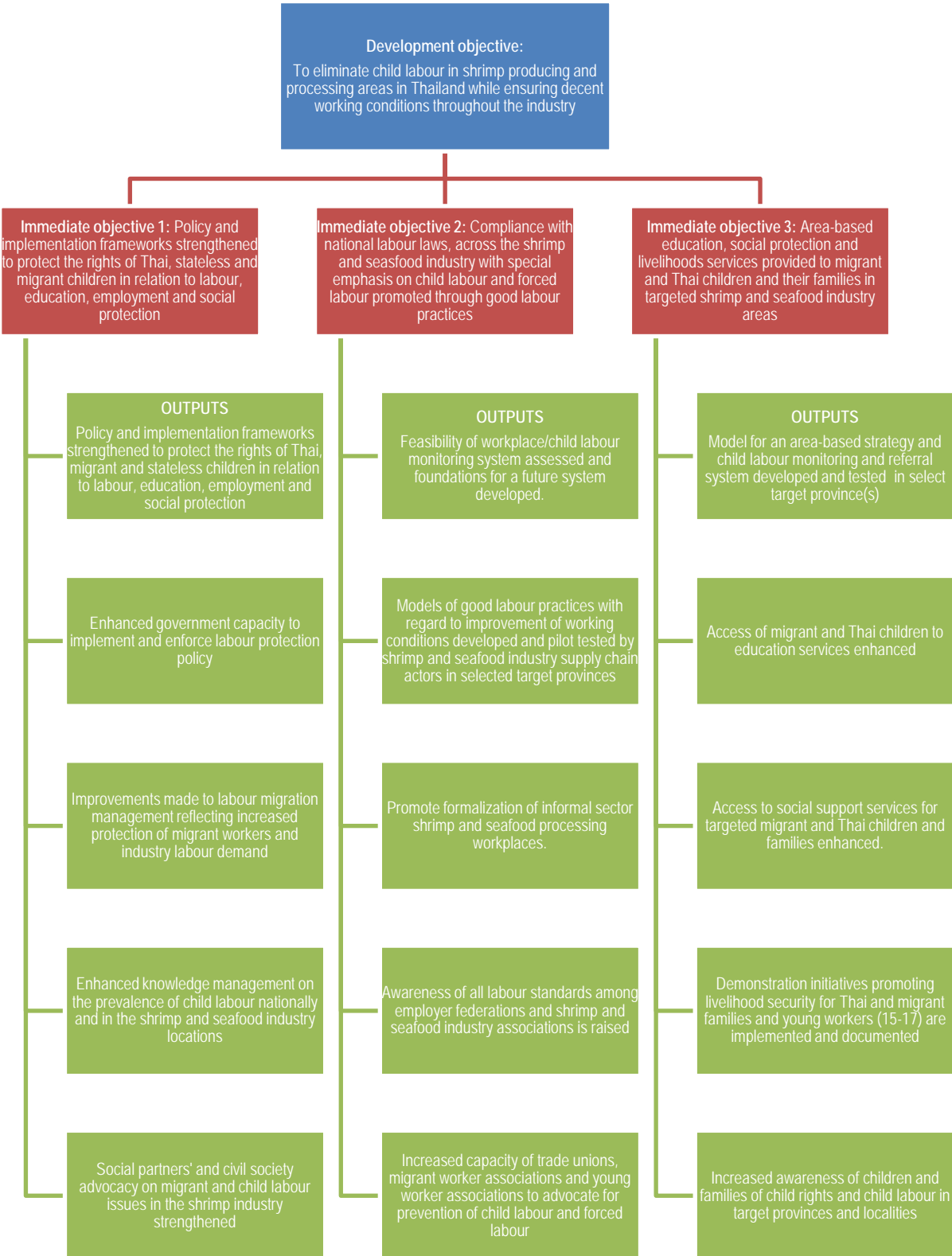
⁵⁵ GLP Programme and engagement of TUs and Migrant workers, page 5, March 2015, Norjinkham, Mongolmaa.

Annex 1: Map of Thailand featuring project sites



Base 803132AI (C00152) 5-05

Annex 2: Outline of Project Logframe



Annex 3: Terms of Reference for the Evaluation



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

Version
26.02.2015

Terms of Reference

Independent Final Evaluation of the Project

“Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand”

Final independent evaluation

(including particular study on focus area on effectiveness of education strategies and industry improvement)

by external evaluation team

ILO Project Code	THA/10/50/USA
ILO Iris Code	102507
Country	Thailand
Duration	54 months (extended)
Starting Date	30 December 2010
Ending Date	30 June 2015 (extended)
Project Language	English/Thai
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor (USDOL)
Donor contribution	USDOL: US\$ 9,000,000
Evaluation dates	March – May 2015

Abbreviations

AP	Action Programme
CL	Child Labour
CMES	Comprehensive Monitoring and Evaluation System
CTA	Chief Technical Advisor
DoF	Department of Fisheries
DWCP	Decent Work Country Programmes
EFE	Expanded Final Evaluation
EIA	Evaluation and Impact Assessment section of FPWR-IPEC
FCD	Foundation for Child Development
FPWR	Fundamentals Principles and Rights for Work (also ILO Branch in Governance and Tripartite Department)
GLP	Good Labour Practice
GAP	Global Action Plan
HCL	Hazardous Child Labour
HH	Household
HQ	Headquarters
IABA	Integrated Area base Approach
IE	Impact Evaluation
ILO	International Labour Organization
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour
LPN	Labour Rights Promotion Network Foundation
MoE	Ministry of Education
MoL	Ministry of Labour
NAP	National Action Plan
NC	National consultant
NCYD	National Council for Child and Youth Development
OSH	Occupational Safety and health
PIR	Project Implementation Review
PPAT	Planned Parenthood Association of Thailand
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TFFA	Thai Frozen Foods Association
TL	Team leader
ToC	Theory of change
UCW	Understanding Children Work Inter-agency Program (ILO-UNICEF-World Bank)
UN	United Nations
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC)⁵⁶ is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of ILO-IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.
3. Starting in 2001, IPEC has promoted the implementation of such national frameworks through the national Time Bound Programme (TBP) approach which has evolved into the current NAPs. The NAP is the framework to operationalize the national CL labour policy as a statement of a country's course or approach to dealing with the problem of CL. It is intended to be a set of coherent and complementary policies, strategies and interventions with the long-term purpose of reducing and eventually eliminating CL.
4. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, reinforced this emphasis by calling on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016.
5. The NAPs incorporate lessons learned from the earlier TBPs, especially in terms of process, the importance of institutions, and the role IPEC and other ILO units can play to ensure broad mobilization and sustainability. The recent experience has emphasized the facilitation and enhancement of national ownership, using a participatory approach involving government departments, the social partners and other key stakeholders at national, sub-national and sectorial levels.
6. NAPs are designed to be based on existing and planned interventions in all relevant social and economic sectors, with linkages to UNDAF and other UN programmes. They represent a programme framework, not a standalone project. The NAP formulation and implementation is a national responsibility, requiring national leadership and ownership, as well as national resource mobilization.
7. ILO-IPEC works with all countries; and sub-regional and regional bodies, towards the elimination of child labour, depending on comparative advantage and the availability of resources. The orientation is towards support in favour of *enabling environment* or upstream activities (especially policy advice, advocacy, knowledge development and sharing, and capacity building), with *direct actions*

⁵⁶ IPEC is part of the Fundamental Principles and Rights for Work Branch of the Governance and Tripartism Department at ILO.

emphasizing the development of mechanisms that ensure mainstreaming into the work of mandated institutions

8. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards 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 the Programme should be analysed.

Background to Project

9. Thailand ratified ILO Convention 182 on the WFCL in 2001 and Convention 138 on minimum age of work in 2004. Other positive aspects of government policy include compulsory schooling to age 15, accessible health care, limits on work for children age 15 to 17, agreements with neighbouring countries on regularising migrant workers and addressing trafficking, and a cabinet resolution to extend education to all children regardless of nationality or legal status.
10. The adoption of the National Policy and Plan on the Worst Forms of Child Labour (NPP) in 2009 marked a significant benchmark in the efforts of the RTG to combat child labour. Under the leadership of the Ministry of Labour the multi-agency National Committee on the Elimination of the Worst Forms of Child Labour was established, with the Bureau of Labour Protection within the Department of Labour Protection and Welfare as secretariat. Under the NPP the establishment of Operational Centres for Women and Child Workers at provincial level has been approved by Cabinet to render the plan operational.
11. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents, as well as partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
12. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and an implementation plan that complements and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to gradually be introduced in various countries. The DWCP document for Thailand 2012 – 2016 has been prepared in draft and can be viewed at <https://www.ilo.org/intranet/english/bureau/program/dwcp/download/thailand2012-16.pdf>
13. Thailand has made strong progress over the last two decades to reduce child labour, although its use still persists. Economic development and the impact of globalisation has generated an increased demand for cheap labour, which has led to increased use of migrant child labour, which makes up a high proportion of child labour. Child labour predominates in informal businesses across the economy, and some takes the worst forms as defined in C.182.
14. ILO-IPEC has been working towards the elimination of child labour in Thailand since 1992. ILO-IPEC support has included support to national policy development and implementation, research on the worst forms of child labour in six provinces and direct action focused on various target populations in selected provinces including child victims of trafficking, children used in begging, children in agriculture and child domestic labourers. ILO-IPEC has implemented seven USDOL-funded projects that have included activities in Thailand as well as projects supported by other donors focused on child labour, trafficking and labour migration. Most recently ILO-IPEC has implemented the WFCL Thailand Project (2006-2011) under USDOL funding.
15. The current ILO-IPEC Project THA/10/50/USA ‘Combating the Worst Forms of Child Labour in Shrimp and Seafood Processing Areas in Thailand’ started its operations in January 2011 until June

2015. The Development Objective of the project is “To eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry”.
16. The Development Objective of the project is “To eliminate child labour in shrimp producing and processing areas in Thailand while ensuring decent working conditions throughout the industry”.
17. The project has the following three immediate objectives:
- Immediate Objective 1: Policy and implementation frameworks strengthened to protect the rights of Thai, migrant and stateless children in relation to labour, education, employment and social protection.
 - Immediate Objective 2: Enterprises across the shrimp industry supply chain comply with national labour laws, with special emphasis on child labour and forced labour, and institute good practices in working conditions.
 - Immediate Objective 3: Area-based education, social protection and livelihoods services provided to migrant and Thai children and their families in targeted shrimp industry areas.
18. Below is a project implementation status overview as of January 2015 as reported by the project:
- NPP II development and implementation support:
 - ILO technical support provided as requested by DLPW to draft the NPPII implementation and M&E framework to ensure that the NPP II becomes implementable and measurable.
 - Policy advocacy for greater access for migrant children to education services with MOE:
 - “Education for Child Labour and Migrant Children: Information kits for Schools and Teachers” developed in English version and translated into Thai and further distributed among educators.
 - Supported the Office of the Permanent Secretary, MOE in translating the “Handbook and Guidelines for Providing Education for Persons without Legal Status or Thai Citizenship” into English.
 - Supported Office of Non-formal and Informal Education (ONIE) in the printing of a teachers’ handbook to promote context appropriate learning for migrant people and non-Thai persons, as well as 10 lessons planned which will help ONIE teachers in better teaching in classes with migrant children and strengthen the implementation of the Curriculum.
 - Lessons and information from the project’s education work disseminated to audiences concerned with promoting gender equality in education.
 - Good Labour Practices (GLP) programme fully developed:
 - The GLP programme is now overseen by a fully tripartite plus, Task Force.
 - The establishment of buyer reference group(s) to support the development of the GLP is underway.
 - A workshop organized to develop a three year roadmap conducted for the GLP in order for all stakeholders to develop a common vision and plan for the GLP after the end of the project.
 - GLP Roadmap and implementation plan drafted and presented to the new Task Force members.
 - CLM project completed with mixed results.
 - Lessons learned and good practices generated to consolidate the knowledge base under the project:
 - The collection, development and analysis of good practises and lessons learned started in with partners coming together in June 2014 to analyse their work and propose good practises.
 - On-going project studies finalised and the additional researches that can be undertaken, using existing data from the project baselines on CL and the Migrant Children Survey in Samut Sakhon discussed and preliminary agreed with Asia Foundation. Also a desk study on ethnicity, gender and migration in relation to child labour is being completed.

- Implementation of direct support:
 - Action programmes are completed. Two partners will undertake short follow-up projects to consolidate results further.
 - A partner workshop in early July 2014 during which partners introduced to sustainability plans and progress on finalization of activities followed-up.
 - The Action Programmes are extended to allow for more follow-up and continued on DBMR system.

Background to the final evaluation

19. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Evaluation and Impact Assessment (EIA) unit of ILO/FPRW/ IPEC provides an independent evaluation function for all ILO/IPEC projects.
20. The project document states that there will be an in mid-term and final independent evaluation as part of a Comprehensive Monitoring and Evaluation Strategy (CMES). This was also initially to include a statistically robust impact evaluation (IE) of selected intervention and an expended final evaluation (EFE) with sub-studies and repeat baseline and follow-up studies. The CMES was designed and initially resourced accordingly.
21. Based on the initial implementation process, it was decided to carry out the mid-term evaluation as a Project Implementation Review in September 2012, focusing on a review of the implementation process review and identifying required adjustment in strategy and implementation process.
22. Following the PIR, further discussions and evolution of the project, including the changes and uncertainty of implementation context in Thailand as a result of broader political developments, further assessment was made of the possibilities for the IE and for the EFE given the numbers of beneficiaries to reach and required to make such evaluation methodologies possible. Concept notes were prepared in assess the feasibility for detailed sub-studies, including comparative studies looking at cohorts of beneficiaries reached in this and past project. It was concluded that a more limited final evaluation was the most feasible and appropriate to carry out.
23. Based on the consultation on the concept notes and sub-sequent discussions, the present Terms of Reference are prepared, including with further inputs from key stakeholders received by IPEC-EIA in the consultation process and on standard issues to be covered by an independent final evaluation.

II. Purpose and Scope

Purpose

24. The main purposes of the final evaluation, at project and program levels are:
 - a. Determine project effectiveness at national and local levels: achievement of Project objectives at outcome and impact levels, and understanding how and why have/have not been achieved. Identify relevant unintended/unexpected changes effects at outcome and impact levels;
 - b. Assess the project implementation efficiency;
 - c. Establish the relevance of the project outcomes and the level of sustainability attained;
 - d. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting the NPPs and other relevant sectoral and national strategies and frameworks as part of national efforts, at national and local levels toward the sustainability of the project outcomes and initial impacts; and,
 - e. To identify emerging potential good practices for key stakeholders.

25. The final evaluation should provide all stakeholders (i.e. the national and sub national/local stakeholders, the project management team, the donor and IPEC) with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.
26. Particular focus areas of for analysis have been identified as effectiveness of education strategies and Industry Improvement. These are two main components of the project and were identified in the PIR as useful areas for further study to show contribution of the project, for the implementation of the Education for All Policy in Thailand and the continuation of the Good Labour Practices programmes respectively. These were also originally under consideration for more detailed sub-studies.

Scope

27. The evaluation will focus on the ILO/IPEC project mentioned above, its achievements and its contribution to the overall national and local efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (I.e. action programmes). In analysing and documenting how outcomes have been achieved or not, an integral step will be the assessment of main activities leading to these outcomes (i.e. their relevance for the outcomes).
28. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, sustainability of outcomes and impact, lessons learnt, replicability and recommendations for current and future programmes.
29. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
30. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if this would be the case).

III. Suggested Aspects to be Addressed

31. 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.
32. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit), 2013.
33. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”⁵⁷ All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

⁵⁷ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm .

34. In line with 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.
35. Annex I contains specific suggested aspects for the evaluation to address. 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 Evaluation and Impact Assessment unit (EIA). It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
36. Below are the main categories that need to be addressed:
 - Design
 - Effectiveness and efficiency of the project (Implementation of the process and achievement of objectives)
 - Potential impacts
 - Relevance
 - Sustainability
 - Special aspects to be addressed

IV. Expected Outputs of the Evaluation

37. The expected outputs to be delivered by the evaluation team are:
 1. Inception report: this report based on the Desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible. The report will include the points defined in the EIA Inception Report outline. It will cover how the more detailed analysis on the focus areas will be integrated in the analysis and reporting. It will include also the outline of the evaluation report and the distribution of responsibilities within the whole assignment.
 2. Quantitative and qualitative data collected in the field.
 3. Stakeholders' workshops, as part of the in-country field work to gather collective stakeholder views, present proposed focus of the evaluation and as part of full data collection.
 4. Draft evaluation report for the project: the evaluation report should include and reflect on findings from the fieldwork, the sub study and the stakeholders' workshops.
 5. Feedback from the team leader to the sub-studies consultants data analysis and reporting
 6. Final evaluation report after comments from stakeholders consolidated by EIA and provided to the evaluation team.
38. Draft and Final evaluation reports include the following sections:
 - ✓ Executive Summary with key findings, conclusions, recommendations, lessons and good practices
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.

- ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)
39. The entire draft and final reports (including key annexes) have to be submitted by the evaluation team in English. Translation into Thai will be considered separately.
 40. The total length of the report should be a maximum of 30-40 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.
 41. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
 42. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
 43. The draft reports will be circulated to key stakeholders (project management, ILO-IPEC, ILO Regional, all participants present at the stakeholders' evaluation workshop, donor and others as identified by EIA) for their review. Comments from stakeholders will be consolidated by EIA and provided to the team leader. In preparing the final report, the team leader should consider these comments, incorporating as appropriate and providing a brief note explaining the reasons for not doing it when this last case applies.

V. Evaluation Methodology

44. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
45. The evaluation will be carried out by an external independent evaluation team consisting of an international team leader and two national evaluation consultants, supporting the team leader and with specific responsibility for the two focus areas of effectiveness of education strategies and industry improvement respectively.
46. The preparatory phase, before the field work, will include the following activities: a) desk review of project information, b) interviews with donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls interviews from home; and c) preparation of the Inception report.
47. The desk review covers the review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources.
48. The Inception report indicating the methodological approach to the evaluation will include all aspects of operational planning of the evaluation. The Inception report is an internal report, based on an EIA

template. The report should be discussed and approved by EIA prior to the commencement of the field mission.

49. The evaluation team will undertake field visits to selected field locations in Thailand to interview local and national stakeholders. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) parents and teacher as appropriate and do observations on the field.
50. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than average cases for understanding how process worked and which results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Locations next to and locations not so close to main roads
51. The national workshop will be attended by ILO-IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, to present the preliminary findings, conclusions and recommendations and to obtain feedback. These meetings will take place toward in Bangkok on 24 March in the middle of the field work.
52. The evaluation team will be responsible for organizing the methodology of the workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
53. The team leader has the ultimate responsibility of the whole process. He/she will be responsible for drafting and finalizing the evaluation reports, with support from national consultants. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate.
54. The evaluation will be carried out with the technical support of the FPRW(IPEC)-EIA unit and with the logistical support of the project and ILO Office.
55. EIA will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.
56. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Focus Areas

57. As an integral part of the evaluation, the two national consultants will particularly focus on addressing the suggested aspects within the two focus areas on Effectiveness of Education and Industry Improvement. This will be done in accordance with the evaluation instrument (inception report) prepared by the evaluation team, and presented initially as a specific detailed section or chapter in the evaluation report. Detailed discussions with the project team are expected in forming these sections. Further use and presentation of this work can be considered outside the evaluation.

Focus on the effectiveness of education strategies

58. The project has supported a number of different education models as part of its direct support to children at risk or in child labour (component 3 of the project). In addition, the project has worked with the Ministry of Education to strengthen capacity and create a more enabling environment for the inclusion of migrant children in schools in line with the RTG Education for All Policy (under component 1). The policy level work on education was identified as a priority during the PIR. A series of question has therefore been identified in the Annex on Suggested Aspects to assess the projects contribution to the implementation of the Education for All Policy in Thailand.

Focus on Industry Improvement

59. The project's component 2 focussed on promoting good labour practises in the industry supply chain, primarily through the Good Labour Practices (GLP) Programme, a voluntary industry improvement programme based on training, self-assessment and facilitation of changes to recruitment/HR and OSH systems and processes in factories, primary processing units and shrimp farms. The approach is new and, until this project, untested in the Thai context and in the seafood and fishing supply chain. The project and its partners are working to consolidate the GLP programme and prepare for the continuation of the GLP Programme beyond the scope of the project. Hence, the project would find it useful for the future direction of the GLP if the evaluation could address the questions listed in annex on suggested aspects.

The team responsibilities and profile

60. One Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> Leading desk review of programme documents Development of the evaluation instrument Briefing with ILO/IPEC-EIA Interviews with IPEC HQ officers, donor Technical guidance to evaluation team members for the evaluation, including the detailed analysis of focus areas Undertake country visit to Thailand Facilitate stakeholders' workshop in Bangkok Draft evaluation reports Final evaluation reports 	<ul style="list-style-type: none"> Not have been involved in the project. Relevant background in social and/or economic development. Experience in the design, management and evaluation of complex multinational development projects, in particular with policy level work, institutional building and local development projects as team leader and at the UN system or other international context as team leader Experience in applied research will be an asset Relevant sub-regional and/or national experience Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. Experience at policy level and in the area of education and legal issues would also be appreciated. Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular UNDAF. Fluency in English, some knowledge of Thai preferred Experience facilitating workshops for evaluation findings.

61. Two National Consultants (one for focus area on Education Strategies and one for focus area on industry improvement)

Responsibilities	Profile
<ul style="list-style-type: none"> Desk review of documents Contribute to the development of the evaluation instrument, including specifically on focus area under responsibility Organize and participate in interviews of stakeholders and field visits in the country 	<ul style="list-style-type: none"> No prior involvement with the project if possible Relevant background in country social and/or economic development. Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects.

<ul style="list-style-type: none"> • Co-facilitate stakeholders' workshop (under the international team member leadership) • Prepare specific text or detailed notes on focus area as identified in the evaluation instrument (inception report) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in English essential • Knowledge of any local languages an asset • Experience in the UN system or similar international development experience desirable.
---	---

Evaluation Timetable and Schedule

62. The evaluation process will be implemented in March – May 2015 with the phases:

Phase	Responsible Person	Tasks	No of days		
			TL	NC 1	NC 2
1 – Planning and preparatory	Evaluation team leader and evaluation team	<ul style="list-style-type: none"> ○ Briefing with ILO/IPEC-EIA ○ Desk Review of programme related documents ○ Briefing with the donor, ILO regional office and IPEC HQ ○ Preparation of Inception report 	5	3	3
II (a) – In-country work	Evaluation team	<ul style="list-style-type: none"> ○ Interviews with programme staff and partners ○ Field visits ○ Workshop with key stakeholders 	15	15	15
II (b) – Work on Focus Area		<ul style="list-style-type: none"> ○ Further Work on focus areas 		5	5
III – First draft	Evaluation team leader with support from evaluation team	<ul style="list-style-type: none"> ○ Draft (based on consultations from field visits, desk review and workshops, integration of work on focus areas) 	10	5	5
	National consultants	<ul style="list-style-type: none"> ○ Preparation of section on focus areas 		5	5
IV – Comments	EIA and stakeholders	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	0	0	0
V – Second and Final Draft	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the report including explanations for comments that were not included 	5	2	2
TOTAL			40	35	35

63. Summary schedule of evaluation and assignment of evaluation team is as follows:

Phase	Duration (days)	Dates
I	5	Prior to 16 March 2015
II(a)	15	16-29 March 2015
II (b)	5	30 March to 3 April 2015
III	10	30 March to 10 April 2015
IV		13-27 April 2015
V	5	27 April to 1 May 2015

64. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by EIA	<ul style="list-style-type: none"> • Project document • EIA Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Other studies and research undertaken • Action Programmes • Project files • National Action Plans • Baseline studies • Comprehensive Monitoring and Evaluation System documents including initial consideration of Impact evaluation design

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Implementing government and non-governmental agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders at country and district levels (e.g. representatives from Department Labour, Social Development, etc.)
- Policy makers
- Industry and sector representatives (as appropriate)
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL
- US Embassy staff

Final Report Submission Procedure

65. The process for both reports is as follows:

- The evaluator will submit the draft report to ILO-FPRW(IPEC)/EIA in Geneva.
- EIA will forward a copy to key stakeholders for comments on factual issues and for clarifications.
- EIA will consolidate the comments and send these to the evaluator by date agreed between EIA and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to EIA who will then officially forward it to stakeholders, including the donor in accordance with the established procedure.

VI. Resources and Management

Resources

66. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 40 work days.
 - Fees for DSA in project locations.
 - Travel from consultant's home residence to Thailand in line with ILO regulations and rules.

- For the national consultants in Thailand for work as evaluation team member with specific responsibility for focus areas:
 - Fees for 35 days.
 - Fees for local DSA in project location.

- For the field phase:
 - Local travel in-country supported by the project.
 - Stakeholder workshop in Bangkok

A detailed budget is available separately.

Management

67. The evaluation team will report to ILO-FPRW(IPEC) EIA in headquarters and should discuss any technical and methodological matters with EIA, should issues arise.

68. IPEC project officials and the ILO Office in Bangkok will provide administrative and logistical support during the evaluation mission.

ANNEX I (of TORs): Suggested Aspects to Address

Design

- How was previous IPEC experience in Thailand utilized during the design phase and how was it being used during the implementation of the project;
- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Assess whether the project design was logical and coherent:
 - Were the objectives and targets of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including financial and human resources)?
 - Were the linkages between inputs, activities, outputs and objectives clear and logical?
 - Were the different components of the project clearly and realistically complementing each other?
- Assess whether the project design took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the external logic of the project: degree to which the project fits into existing mainstreaming activities that would impact on child labour.
- How well did the project design take into account local, national and sub-regional efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the project.
- Has the project included a gender dimension?
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?
- Assess whether the problems and needs were adequately analysed. Based on the findings of the needs assessment, did the design of the project's direct service component lead to relevant and appropriate interventions to reduce hazardous child labour and improve livelihoods in the shrimp and seafood processing sector in a sustainable way?
- Was the strategy for transferring models of intervention, promising practices, and lessons learned clearly defined in the Project Document?
- Did the "theory of change" of the different project components still hold, including how each one directly links to the reduction of hazardous child labour in the shrimp and seafood processing sector? What was the level of understanding of different stakeholders?
- Was the strategy for sustainability of project results defined clearly at the design stage of the project?
- Did the project design fit within and complement existing initiatives by other organizations to combat child labour?

Effectiveness and efficiency of the project (Implementation of the process and achievement of objectives)

General

- Assess whether the project has achieved its immediate objectives. If not, what were the factors that contributed to the project delay and were they justifiable (i.e. shortened length of service)?
- Examine delivery of project outputs in terms of quality and quantity
- Assess the effectiveness of the project. In general, did the results obtained justify the costs incurred?
- How did any project delays have implications in effectiveness in beneficiary services?

- Were unplanned outputs and results been identified and if so, why were they necessary and to what extent were these significant to achieve project objectives?
- Assess the project's gender mainstreaming activities (including framework applied)
- How effective were the APs, and any research and policy activities, and how were they contributing to the project meeting its immediate objectives?
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities?
- How has the project responded to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?
- Have there been any changes to external factors and the related assumptions in design?
- Assess the process for documenting and disseminating models: scale-up, lessons, etc.
- How has the strategy being implemented and coordinated? Have there been any changes in strategies?
- What was the possible effect of any significant delays in implementation and to the sequencing of events?
- Were measures adopted by the Project Management to overcome any constraints to implementation?
- How effective were the time spent by project staff working with the relevant government agencies and industry groups been as an approach for getting these groups on board? What has been learned from this process?
- Were appropriate monitoring and evaluation tools developed and were the strategies in place for their utilization (comprehensive monitoring and evaluation system (CMES), the project work plan and the project monitoring plan (PMP))
- How did the development and use of the CMES contributed to the understanding of the project by project staff?
- Please review and comment on the initial plans for conducting the planned impact evaluation (IE) of the education component? How could such a study have been interesting to key stakeholders?
- Please assess the usefulness of the household baseline survey in identifying children engaging (or at risk of) the worst forms of child labour in the shrimp and seafood processing industry in the targeted areas to have met project objectives for children withdrawn and prevented?
- Was the approach to management of information on child beneficiaries (the direct beneficiary monitoring and reporting (DBMR) system) appropriate and in place, and role of both the implementing agencies and the IPEC office clear?
- What groundwork was laid to prepare communities for service provision and other project activities? How did communities respond? Were there any unforeseen results that may require adjustments to project strategies?
- Were project partners (government, industry, service providers (NGOs)) able to fulfil the roles expected in the project strategy? Are there any capacity challenges?
- Were the correct linkages made with other ILO project and other projects in the country?
- How did the process to engage relevant government agencies and industry groups work?
- What is the status of prevention and withdrawal of children from hazardous work?

Enabling environment (Capacity Building)

- Analyse the level and nature of the project's contribution and support to the enabling environment at national and local levels.
- Assess how much has the project contributed to build the capacity of government agencies on the national and local levels to coordinate quality services to migrant workers?
- Examine any network that has been built between organizations and government agencies working to address child labour on the national state, and local levels.
- How effective has the project been at stimulating interest and participation in the project at the local, national and sub-regional levels?
- How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other projects launched in support of the NPP process thus far)?

- Assess the relevance of the leveraged resources
- How well has the project coordinated and collaborated with other child-focused interventions supported by other organizations?
- How successful has the project been in mainstreaming the issue of child labour into on-going efforts in areas such as education and poverty reduction?
- How relevant and effective were the studies commissioned by the project in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national and regional level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the state and national levels, such as national data collection and poverty monitoring or similar process (such as CLMS)
- Assess the extent to which the ILO/IPEC project has been able to mobilize resources, policies, projects, partners and activities to be part of the NPP.

Direct Targeted Action

- Assess the effectiveness of the different action projects implemented and their contribution to the immediate objectives of the project.
- Has the capacity of community local and national levels agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Has the entire target population been reached?
- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects
- Identify whether actions have been taken to ensure the access of girls, indigenous people, migrant children and other vulnerable groups to services and resources.
- In cases where the action programs linked beneficiaries with existing programs, assess the value-added of the project's interventions.
- How effective was the project in improving and diversifying livelihoods for parents and children above the legal minimum working age? (i.e. improving small producers' production techniques, diversifying their sources of income, improving their marketing and business skills, improving access to agricultural and other inputs, supporting cooperative development, and supporting access to microfinance).

Potential impact

- Assess the major high level changes that the project has contributed towards the project development objective at national, and local levels
- Has the project generated unintended impacts on child labour prevention and elimination?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries and stakeholders.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess validity of the project approach and strategies and its potential to be replicated and scaled up.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How is this project supporting and contributing towards the formulation of the NPP?
- How did the strategy used in this project fit in with the national education, agriculture and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)?

- How is this project contributing to the DWCP?

Sustainability

- Examine if outcomes would last after project, based on the phase out strategy implemented.
- Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability (e.g. government involvement).
- Assess whether these strategies had been articulated/explained to stakeholders.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national and local stakeholders (government and implementing agencies) and to encourage ownership of the project to partners.
- Assess project success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour towards the formulation and further support of the NPP.
- Analyse the level of private sector / employers' organizations support towards the NPP, paying specific attention to how these groups participated in project activities.
- Assess the degree to which the project has worked with a gender perspective, reflected in project design and implementation, with focus on sustainability of project outcomes.
- How were the results and outcomes of the project sustained and what are the prospects for further use? What effort was made towards that? What were the measures and processes adopted?
- Were local ownership promoted? Were the linkages to broader sectoral and national action made?
- Was there a phase-out strategy for the project in place and implemented? Were sufficiently clearly articulated and progress made towards this goal?

Specific Aspects to be addressed:

General

- What has been the answer to and progress in applying the Mid-term PIR recommendations? Were midterm project implementation recommendations implemented in a timely and appropriate fashion?
- Assess the validity of the agreed Theory of Change (ToC) at the beginning of the project and the utilization of a ToC to guide the project implementation in terms of contributing to better results (i.e. ownership of project implementation and project results)
- How did the project as a sector based project contribute to sector wide approaches, both in Thailand, in the type of sectors and in terms of the applicability and usefulness of sector wide approaches?

Focus on the Effectiveness of education strategies

- How did the inclusion of policy level education work after the PIR impact on project effectiveness in terms of providing access to education for migrant children? Specifically, has the development of the "Blue Book", training for Ministry Officials and other policy level work made it easier for schools to accept migrant children and for NGOs to support enrolment of children in various forms of education? How did inputs from the project tie in with other initiatives?
- Conversely, how did the experiences from direct service provision to children in project component 3 feed into the policy level work?
- Assess the effectiveness of the different education models used by different partners under component 3 (non-formal education, transitional education, formal education etc.). To what extent were the different models effective in providing access to education to different groups of children? Were all models able to provide children with sustained quality education? How did inputs from the project tie in with other initiatives?
- Gather and assess children's and parent's perspectives on how (if at all) education is/has become a real alternative to child labour among target communities. I.e. conduct a qualitative assessment of the extent to which beneficiaries perceive to have substantially changed their lives, out-look and opportunities as a result of the education support received (by themselves or their children)

Focus Area on Industry Improvement (Global Labour Practices programme):

- Assess the emerging results and impact of the GLP
- Assess the effectiveness of the GLP in mobilising the industry for changes to practises, including description and analysis of the process involved in conceptualising and establishing GLP as a new approach to improving labour conditions
- Assess the sustainability prospects of the GLP Programme and provide recommendations for the future priorities and directions of the GLP for use by programming by both ILO and the GLP partners. Specific recommendations for Government, industry, trade unions, NGOs and Buyers, as well as ILO, could be considered.

Annex II (of TORs) Mid-term Project Implementation Review recommendations

1. **Maintain and Refine Strategic Focus:** Project management maintains strategic focus, ensures realistic planning, and continuously makes the connection between the contributions from the project activities and the identified priority areas; good labour practice programme development; provision of an appropriate range of education and livelihood services; child labour monitoring; documentation, analysis and conceptualisation of good practice models.
2. **Respond to Implementing Partner Concerns:** Project management needs to provide the necessary support to implementing partners to enable them to deliver quality services to the planned number of beneficiaries within the project time frame. Support also needs to be provided to enable them to effectively monitor the delivery and effect of these services.
3. **Build capacity and Provide Support to Stakeholders:** More strategic considerations need to be put into the types of capacity building and the thematic areas that ought to be proactively and specifically targeted for each stakeholder (or group of stakeholders) involved in the implementation. The principal capacity building needs identified during the stakeholder review are beneficiary monitoring, service provision strategy and organisational development and resource mobilisation for direct action implementing partners and capacity building for labour inspectors.
4. **Respond to Stakeholder Priorities, Needs and Concerns:** Project management needs to ensure that priorities of beneficiaries and stakeholders are responded to in a way that is compatible with the current project strategy, resources and capacity. This includes the specific needs of targeted beneficiaries, and the expressed needs of the Department of Fisheries, the Ministry of Labour and of the TFFA.
5. **Include the Ministry of Education:** Project management needs to place more emphasis on promoting the inclusion of the Ministry of Education in project supported fora and activities.
6. **Integrate Learning in Project Implementation:** The capturing of learning and good practices needs to be integrated into the project's way of working, both at the level of the implementing partners involved in service provision and at the level of private and public sector actors who are likely to become involved in good labour practice development. It is important for all parties that are actively involved in implementation to initiate a process of regular documentation, recording of learning and development of good practice models from the beginning of the second project phase (implementation of core project activities).
7. **Review Appropriateness of M&E System and Process:** Project management needs to integrate monitoring and learning as part of the implementation process. The CMES will need to be revised in accordance with the revised logical framework that will be developed as an outcome of this PIR. It is recommended that an impact assessment of the project is factored into the evaluation process post-project, as the greatest impact of such a complex and systemic project is likely to materialise in the longer term. The intervention to be assessed by the IE should be decided based on a more detailed assessment of the needs of the beneficiaries. The IE should include a qualitative component.

Consolidate Impact for Long-Term Sustainability: Project management should consolidate impact for sustainability by promoting: adherence of line ministries to the principles of good labour practice and the mission of eliminating child labour; organisational sustainability of implementing partners acting as drivers of the process, the creation of local, active networks with representation by all key stakeholders, and the establishment of good practice models that allow for replication and scale-up.

Annex 4: List of documents consulted

1. Project documentation and outputs, including

- Project Document (Dec 2010).
- “A Study on Impact of education services on the life of migrant children of Samut Sakorn 2013-2014?” by Chitrapon Vanaspong, ILO IPEC consultant.
- “Sea the Change” – Good practices and lessons learned (January 2015).
- Good Labour Practices (GLP).
- GLP documentation -- Progress Report (draft, undated, 13 pages); GLP Chronological Record (by March 2014); GLP Implementation Framework (28 Nov 2014; in Thai); GLP consolidation concept note draft (August 2014); GLP for PP; GLP Roadmap (Nov 2014); GLP Training Programme Outline; GLP Guideline Factory Draft; GLP toolkit.
- TORs and Final Reports from FCD, LPN, NCYD, PPAT, and Raks Thai.
- Technical Progress Reports (April 2011, October 2011, April 2012, October 2012, April 2013, October 2013, April 2014, October 2014).
- Migrant Survey (June 2014).
- Baseline Survey on Child Labour in Selected Areas where Shrimp and Seafood Related Industries are Condensed in Nakhon Si Thammarat and Songkhla Provinces (2011-2012).
- Thailand Development Research Institute (2013). “Baseline Survey on Child Labor in Samut Sakhon and Surat Thani Provinces in Thailand”.
- DLPW Draft Theory of Change (Excel document).
- ILO IPEC Guidelines for the Comprehensive Monitoring and Evaluation System for the USDOL-funded ILO/IPEC-implemented project “Combating the Worst Forms of Child Labour in Shrimp and Seafood Processing Areas in Thailand” (The Shrimp Project), 14 December 2012, (project draft version for project revision).
- Companion to the USDOL Common Indicator Guide with Track Changes.
- E&L Selection Criterion (12 December 2013).
- DBMR records (April-Sept 2014).

2. General ILO and ILO IPEC documentation, including

- ILO Director-General’s Programme and Budget Proposals for 2014-15

3. Documentation and articles on migrant (child) labour, education, and the fishing and shrimping industry in Thailand, including

- Sompong Srakaew, “Education for Migrant Children: Turning a Crisis to Opportunity (and) Unlocking Child Labor in Thailand” (May 22, 2014).
- Labor Protection Network documents in both Thai and English, including those entitled “Labour and Seafarers Action Center 2 – LPN.pdf”, “Labour and Seafarers Action Model 1 LPN.pdf”, “Labour Center Model 1”, “labour Center Model 2”, “Labour Center LPN and TFFA.pdf”, Labour Rights Promotion Network Foundation (LPN 2015)”, “Thinking process on social work of helping laborers”.

- News articles and stories on Thailand's shrimp industry; and presentations delivered at UN agencies on the shrimp industry and labour practices.

Annex 5: List of key informants interviewed

Date	Key informant	Organization
16.03.15	Ms Simrin Singh Senior Specialist on Child Labour ILO DWT for East and South-East Asia and the Pacific Ms Birgitte Poulson-Krogh Programme Manager ILO IPEC Thailand	ILO
	Mr Maurizio Bussi Director ILO DWT for East and South-East Asia and the Pacific	ILO
	Ms Chitrapon Vanaspong ILO IPEC Consultant	ILO IPEC
17.03.15	Ms Benjamas Jattanond Director of Woman and Child Labourers, and Labour Protection Networks Group, Bureau of Labour Protection, Department of Labour Protection and Welfare, Ms Chattewee ARIN Labour Officer Bureau of Labour Protection, Department of Labour Protection and Welfare Email: chatteweew@gmail.com	DPLW – MOL
	Mr Praphan Simasanti Labour Specialist Mr Arthon Prompatanapak Assistant Managing Director Narong Seafood Company	TTFA
	Ms Korrawan Mr Pira	DLPW (TLS team), MOL
	Ms Kanokwan Moratsatian	The Foundation for Child Development
18.03.15	Mr Sompong Srakaew Ms Dawan Khonthong	LPN
	Mr. Prasarn Sarawong Principal	Watprasritsuttharam Primary School
	Mr. Saw Kyi Lin	MWRN
19.03.15	Mr Prayut Lakkum Director	NFE, MOE, Bangkok
20.03.15	Mr. Sakorn Satalalai Project Manager Mr. Mahamad Yusoh Salae Senior Officer	PPAT
	Mr. Chaiyuth Thomgrajang Chief	Songkhla Fishing Port Authority

Date	Key informant	Organization
21.03.15	Ms. Saengtawan Ngamkahlong Ms. Watcharabhorn Sa-nguansin Mr. Watcharapol Booranet Ms. Arom Konchom	Raks Thai
	Mr. Waesai Waesamoh Representative from Migrant workers community in Raks Thai area: parents of children; Burmese student (from migrant family); and teachers	
22.03.15	Ms. Saengtawan Ngamkahlong Ms. Watcharabhorn Sa-nguansin Mr. Watcharapol Booranet Ms. Arom Konchom	Raks Thai
	Teachers, Parents (Migrant Community)	
23.03.15	Task Force Stakeholder Workshop	
24.03.15	Tuomo Poutianinen	ILO
	Ms Chattewee ARIN	DPLW, MOL
	Observation of GLP TF meeting	
	Herve Berger	ILO HQ, Geneva
	Pamela J. Wharton International Relations Officer - Asia, Middle East & North Africa, and Europe Division Office of Child Labor, Forced Labor and Human Trafficking International Labor Affairs Bureau , U.S. Department of Labor Tel: 202-693-4853	USDOL
25.03.15	Dr. Waraporn Prompoj Deputy Director General Department of Fisheries	DOF, MOA
	Kiatanantha Lounkaew, Ph.D. Director of Dhurakij Pundit University Research Center (DPURC) Dhurakij Pundit University 110/1-4 Prachachuen Rd. Laksi, Bangkok Thailand 10210	DPU
26.03.15	Mr Kornchai Kaewmahawong Director Employer' Confederation of Thailand	ECOT
	Ms Sinee Chuangcham Researcher Research and Development Institute Tel: +66-4336-2043	Khon Kaen University
	Ms Mongolmaa Norjinkham Project Officer	ILO IPEC
	Ms Aphitchaya Nguanbanchong M&E Officer	ILO IPEC

Date	Key informant	Organization
27.03.15	ILO IPEC stakeholder debrief meeting	IPEC project staff, Country Director, CL technical specialist
01.04.15	Sirinan Kittisuksathit, Ph.D Deputy Director Institute for Population and Social Research Mahidol University	Mahidol University

Annex 6: Schedule of visits to the provinces

Date/Time	Program	Venue	Remarks
20 March 2015, Friday			
Depart		Airport	
10.00-12.00	Meeting with PPAT ประชุมร่วมกับทีม PPAT		
12.00-13.30	Lunch พั๊กกลางวัน		
13.30	Visit PPAT Learning Center เยี่ยมชมศูนย์การเรียนรู้ PPAT	PPAT Learning Center	
15.00	Visit Songkhla fishing pier and migrant communities ลงพื้นที่สะพานปลาและชุมชนแรงงานในพื้นที่ พูดคุยกับผู้ปกครองเด็กๆ	Songkhla Fish Market	
17.30	Arrive and check-in at the BP Samila Beach Hotel	BP Samila Beach Hotel 074-440 222	
21 March 2015, Saturday			
08.30	check-out from the hotel and depart to Surat Thani เดินทางไป จ.สุราษฎร์ธานี		
12.30	Arrive and lunch		
13.30-16.00	Visit Ban Soi Song School <ul style="list-style-type: none"> ▪ Meet with school principal/teachers ▪ Meet with migrant students Visit migrant community <ul style="list-style-type: none"> ▪ Meet with migrant mother-leaders เยี่ยมชมโรงเรียนบ้านซอย 2 <ul style="list-style-type: none"> ▪ ขอเข้าพบและพูดคุยหารือกับผู้ผู้อำนวยการโรงเรียน/ครู ▪ พูดคุยกับเด็กๆ ผู้ได้รับผลประโยชน์ เยี่ยมชมชุมชนแรงงาน <ul style="list-style-type: none"> ▪ พูดคุยกับแกนนำแม่ 		
16.30	Travel to Kanom District, Nakorn Si Thammarat Check-in at the Kanom Golden Beach Hotel เดินทางไป อ.ขนอม จ.นครศรีธรรมราช เข้าพักที่โรงแรมขนอมโกลด์บีช	Kanom Golden Beach Hotel	
22 March 2015, Sunday			
08.30	Check-out from the hotel เดินทางออกจากโรงแรม	Kanom Golden Beach Hotel	
9.00-12.00	Meeting with Raks Thai Visit Raks Thai Learning Center Visit Raks Thai communities ประชุมร่วมกับทีมรักษ์ไทย เยี่ยมชมศูนย์การเรียนรู้เด็ก เยี่ยมชมชุมชนแรงงาน	Raks Thai Learning Center ศูนย์การเรียนรู้เด็ก	

Date/Time	Program	Venue	Remarks
12.00-13.00	Lunch พั๊กกลางวัน		
13.00 – 14.00	Observe Raks Thai Mobile Education Unit สังเกตการณ์การจัดกิจกรรมศูนย์การเรียนรู้เคลื่อนที่		
14.30 – 15.30	Meeting with Director of Non-Formal Education (NFE)Office	NFE Office	Venue tbc*
16.00	Depart for Surat Thani Airport เดินทางไปสนามบินสุราษฎร์ธานี		

Annex 7: Summary Matrix

Evaluation Criteria	Evaluation question (from TORs or otherwise identified)	Summary Findings
Relevance	<ul style="list-style-type: none"> • Was the project logical and coherent in its design, and taking into account institutional arrangements, roles, capacity and commitment of stakeholders? • Did the Theory of Change of each of the 3 project components hold, including how each one directly links to the reduction of hazardous child labour in the shrimp and seafood processing sector? What was the level of understanding of different stakeholders? • How did the project as a sector-based project contribute to sector wide approaches, both in Thailand, in the type of sectors and in terms of the applicability and usefulness of sector wide approaches? • Did the project design fit within and complement existing initiatives by other organizations to combat child labour? • Did the strategy adopted by the project fit in with the national education, agriculture and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)? • How has the project contributed to the DWCP? 	<p>The project design was logical and coherent, reflecting ILO programming objectives, including outcome 2.3 under Priority 2 of the Decent Work Thailand Country Program 2012-2016. It also supports RTG policies and laws. The level of commitment of stakeholders was not fully taken into consideration at the start of the project. Many of the underlying assumptions for each of the component's TOC were proven true during the course of project implementation. The evaluation was not able to determine the activity of other organizations to combat child labour. The project strategy did not fully take into account the socio-economic and political realities within the country in addressing migrant child labour. The delay in outputs achieved by the project has yielded limited outcomes for learning.</p>
Effectiveness and Efficiency	<ul style="list-style-type: none"> • Assess whether or to what extent the project has achieved its immediate objectives. If not, what were the factors that contributed to project delay and were they justifiable? • Were unplanned outputs and results identified and if so, why were they necessary? To what extent were they significant to achieve project objectives? • Has the capacity of implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? • Has the project contributed and supported the enabling environment at national and local levels to effectively address child labour in the shrimp industry? • What is the status of prevention and withdrawal of children from hazardous work? 	<p>The project experienced across all 3 components an average of 60 percent of its 54 activities. Thus 40 percent of activities designed to contribute toward project objectives were still ongoing at the end of the project. Delays include a lack of understanding and acknowledgement of the child labour problem, a lack of willingness to address migrant labour, and internal management issues in the ILO. The project was effectively implemented in a siloed approach with unilateral partnerships between IPEC and stakeholders carrying more influence and purpose than the project task force itself chaired by the MOL. A significant output of the project is the GLP, and the implementation of various models for education access at the local level. Yet significant challenges to achieving the development objective include reaching small-scale businesses within the shrimping supply chain; the real risk of the GLP serving interests of image over genuine change; and actual identification of children working in the WFCL in the shrimping industry were minimal. Actual identification and withdrawal of children working in the shrimping industry were minimal, at just 8 percent of the total 5,388 children who received services by the project.</p>

Evaluation Criteria	Evaluation question (from TORs or otherwise identified)	Summary Findings
Sustainability	<ul style="list-style-type: none"> • How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education and poverty reduction? • Would outcomes last after the project, based on the phase-out strategy implemented? Were these strategies articulated/explained to stakeholders? • Were local ownership promoted? Were the linkages to broader sectoral and national action made? 	<p>The project achieved a certain level of success with regard to support to the non-formal education division within MOE. NFE support to the independent learning centers enhanced the resource efficiency of the project, while also ensuring sustainability in the long run. The project has given impetus to local initiatives and collaborations that, while small in value given the size of the shrimping industry, demonstrate some movement. The momentum around the GLP, while contentious, presents an opportunity for sustained continued pressure on the shrimping industry in moving toward greater achievement of human rights. Challenges that impede real progress include the risk of the GLP to serve interests of image over genuine change; the lack of a clear approach to withdrawing migrant children from WFCL; and the need to better link policy to practice.</p>

Annex 8: AP Transitioning Classroom Approaches

- **PPAT** set up one Thai learning center near the fishing port area of Songkhla for providing safe spaces for children and preparing migrant children, mainly Cambodian, before entering primary school. The preparation courses included Thai literacy, numeric skills, painting, sculpturing and personal hygiene. The center also provides a safe space for children.
- **RTF** supported existing community administered children learning center using Burmese curriculum, to prepare children for enrolling into Thai formal school by collaborate with NFE to provide Thai language class for three hours per week.
- **FCD** set up a community center that collaborate with the NFE and volunteers to provide some standard class in early childhood development centers to pre-school children, which also help prepare children to enroll in Thai formal school.
- **LPN** provided all transitioning education models, as it has involved with migrant education for many years. For Model 1, LPN worked with St. Anna Learning Center to prepare children to enroll into Thai schools by teaching Thai, Burmese language and other basic subjects as needed. Model 2 was initiated and has been supported by IPEC since its previous project, in which LPN operates transitioning classes within school facility that provides migrant children with Thai language skills, follow the learning MOE curriculum, and additional life skills. Model 3 was initiated jointly with one school in Samut Sakhon that provides its own transitioning center and allocates a Burmese speaking teacher to teach in the center. The students in Model 2 and 3 have to go through an examination conducted by schools to enter the formal education system. Sometimes, Model 4 was used for school that does not provide any transitioning classes.

Annex 9: GLP implementation timeline

Summarized of training series, time line and who has been engaged in the training of GLP

*Trainings, develop and testing guidelines:*⁵⁸

- The first initial activities was started in 2011 by ILO staff provided training for 50 members of the Thai Frozen Foods Association (TFFA). Then after that TFFA conducted series of trainings on child labour and labour trafficking for its 200 members.

Development and testing of guidelines:

- On 12 February 2013 was the first technical meeting on GLP Programme for shrimp and seafood industry was to review on primary processing sectors and training programme. Then the GLP training programme start next day in Samut Sakorn (13-14 February 2013) and Surat Thani.(19-20 February,2013).
- Technical meeting were organized on 27 -28 March 2013 in Bangkok to review the draft GLP guidelines for primary processing workplaces on GLP program concept and the existing tools. The key actors who engaged were representatives of DLPW, DOF, TFFA, TFPA and other primary processing industry representatives, Trade Union, Human Rights groups, NGO's and migrant workers/rights organizations.
- Final Draft of GLP Guidelines for primary processing industry and (2) introduce the GLP Training program for the first year was agreed on August 2013.

GLP training for primary processing:

- Within 6 months from October 2013 to March 2014, the GLP training were conducted for a total of 81 primary processing enterprises:

GLP training for factories

- A technical meeting to review the draft GLP guidelines for factories was organized on 20th of February 2013.
- The first pilot 5-days training for shrimp processing/packing factories covering 17 factories during Oct-Nov 2013.
- By the end of December 2013. The total number of factories trained by the end of 2013 is 31 (17 shrimp processing and 14 tuna processing factories).

Training of trainers

- The initial trainers and resource persons for the GLP training program were 16 staff of the DOF, DLPW and master trainer came from an enterprise consultant to assist in developing training materials and protocols.
- Three TOT training sessions were conducted in September 2013.
- In February 2014, GLP Training tools was reviewed. (The complete set of tools included: registration form, self-assessment form, action plan, evaluation form, indicators of progress and follow-up form) Some selected participants from primary processing establishments (PPs) and processing factories that took part in the test-run training were also invited to provide practical comments.

⁵⁸ GLP Programme: Chronological record (March 2014), Norjinkham, Mongolmaa ,ILO.

GLP Guidelines development and training for marine shrimp farms

- Technical work was conducted in early 2012 concerning the development of the Hazardous Child Labour (HCL) list for this sector. The consultations consisted of orientation sessions for farmers, covering child labour and forced labour issues, and a collection of inputs from shrimp farmers in assessing hazards and risks at the farm level.
- August-September 2013, four aquamarine shrimp farmer consultations/training were organized in Chonburi , Chumporn , Songkhla and Phuket (26-27 Sep), for 200 participants from 22 coastal province by DLPW and DOF .The consultations were mainly focused on discuss farmers' roles in addressing child and forced labour and the development of GLP guidelines for aquamarine shrimp farms. The inputs from these training and consultations were used for developing the GLP guidelines. Also these inputs informed the finalization of the DLPW Guidelines on Hazardous Child Labour in the sector.
- A consultation meeting with FAO was organized on 17 October 2013 to seek and discuss technical inputs from FAO concerning the GLP guidelines for the aquaculture farming sector.
- Four consultation with marine shrimp farmers were conducted in November 2014 in the following provinces to pilot test the draft GLP guidelines for shrimp farms.
- The finalisation of GLP guidelines for marine shrimp farms meeting took place in December 2014 at DLPW.

GLP guidelines development for fishing vessels (undertaken under the ILO project GMS-TRIANGLE)

- The project started working on GLP in Jan 2013, but it slowed down from end of 2013. National Fishery Association of Thailand (NFAT) chose to pursue the Code of Conduct (COC) as they viewed the GLP too demanding to comply with, and which they could not control.
- The project has also started working on strategies on vessels registration and conducting the inter-ministerial team inspections. Attention is paid on benefitting from the close links and relationships between local authorities and vessels.

Annex 10: Component 2 Theory of change and link to main project objective

