Trust, Collaboration, and Patience: How JICA and the Royal Thai Government Strengthened Capacity to Combat Trafficking in Persons in Thailand

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Outline

1. Introduction
2. Motivation for Conducting Process Analysis
3. Methodology
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5. Lessons Learned
1. Introduction

◆ Development Challenge: Human Trafficking

■ Definition

【Human Rights Violations】
- Destroying lives
- Undermining families and communities
- Weakening the rule of law
- Strengthening transnational organized crime networks
1. Introduction (cont.)

◆ Trafficking in Persons (TIP) in Thailand

- Source, destination, and transit country
- Male, Female, and child victims
- Foreign, Thai and non-Thai residents

Full scope of human trafficking is very difficult to grasp

Sex Trafficking

Forced Begging

Commercial fishing and related processing industries

Agriculture

Factories

Domestic Servitude

Forced Labor
1. Introduction (cont.)

◆ Addressing Human Trafficking in Thailand

■ Development of Multi-Disciplinary Teams (MDTs)

*BATWC (Bureau of Anti-Trafficking in Women and Children at the Department of Social Development and Welfare, Ministry of Social Development and Human Security) : National level leading agency of the project (currently changed the name as the Division of Anti-Trafficking in Persons (DATIP))
1. Introduction (cont.)

◆ Addressing Human Trafficking in Thailand

Providing comprehensive services

1. Introduction (cont.)

JICA and the Royal Thai Government agreed to collaborate to improve the capacity of MDTs.

Delivery Challenges

Effective coordination among and high engagement of each MDT member were required to provide comprehensive services.

- Rescue and Intake
  - MDT Members
    - Police
    - NGO
  - Bio-social assessment
    - Medical care, social and economical support
    - Legal support
    - Educational/vocational training

- Victim Identification
  - MDT Members
    - Immigration
    - BATWC
  - Medical staff
    - NGO
    - Shelter Staff

- Protection and Rehabilitation
  - MDT Members
    - Prosecution
    - Labor Inspectorate
    - Ministry of Foreign Affairs
    - BATWC

- Repatriation and Reintegration
  - MDT Members
    - Ministry of Foreign Affairs
    - BATWC

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1. Introduction (Cont.)

Project on Strengthening of MDTs for Protection of Trafficked Persons in Thailand

- Logic Model of the Project

**Delivery Strategies**
1. Trainings/workshops
2. Operational guidelines for MDTs
3. Support for case managers
4. Victim centered approaches strengths

**Outcome**
1. Functions of the central MDT are strengthened
2. Functions of provincial MDTs in selected provinces are strengthened
3. Lessons learned from MDT approaches are shared amongst selected countries

Thai Government provides effective protection for TIP victims at central and provincial levels through MDTs

**Theory of Change:**
Improving knowledge, relationships among MDT members, and raising the profile of lead agency to strengthen anti-TIP coordination
2. Motivation for Conducting Process Analysis

**Background**

- Identifying useful lessons for the new projects
- Subsequent projects planned to expand reach to other Mekong regions
- Examination of potential obstacles and difficulties during project implementation needed to be examined for efficiency and effectiveness
3. Methodology

◆ Researcher
  ◆ Lauren Damme
    ■ Mansfield Fellow (2016-2017) from U.S Department of Labor
    ■ Background in TIP issues and qualitative research

◆ Methodology
  ■ Qualitative and Cross-sectional study
    ■ Conduct documents review and background research develop hypotheses about delivery challenges
    ■ Set minimum standards of validation for a delivery challenge
    ■ Develop sensitive questionnaires for semi-structured interviews with stakeholders against validity of hypotheses
    ■ Triangulate evidence
    ■ Draft case study
3. Methodology (cont.)

◆ Minimum Standards for Validation/Inclusion

■ Purpose: to ensure this case study is reasonably certain to be true, and not the opinion of any single individual or organization

■ The minimum standards for delivery challenge group 1,2 (before/during):
  ● A minimum of 6 sources, at least 1 source from each of 3 out of 4 of the following groups:
    ➢ JICA staff
    ➢ External experts/consultants (Thai and Japanese)
    ➢ Government of Thailand staff
    ➢ 2007-2008 interview groups or other project documents

■ The minimum standards for delivery challenge group 3 (only project management issues):
  ● A minimum of 3 sources from 2 of the following groups:
    ➢ JICA staff
    ➢ External experts/consultants (Thai and Japanese)
    ➢ Government of Thailand staff
4. Results

Delivery Challenges

1. Inter-agency Coordination
   a. Unbalanced power among agencies
   b. Bureaucratic structure
   c. Disincentives to collaborate
   d. Low capacity/resources for outreach

2. Capacity to Provide Effective Services
   a. Lack of clarity on roles and responsibilities
   b. Difficulty in identifying victims
   c. Complexity of laws
   d. Government personnel turnover
   e. Complexity to process Thai returnees

3. Project Design and Management
   a. Building interpersonal relationships between donor government and partner government
   b. Traditional project design
   c. Lack of useful M&E system

These challenges had been identified prior to the project, and the Project specifically worked on them using several strategies.

Newly identified challenges
4. Results (cont.)

◆ Addressing Challenge 1
(Inter-agency coordination)

- Agency leader pressuring front-line staff to coordinate
- Leading agency’s director attending full duration to encourage attendance

- Workshops or meetings in isolated locations to ensure full attendance
- Repeated exposure over a number of years
4. Results (cont.)

◆ Addressing Challenge 2  (Capacity to provide effective services)

- With significant time and resource

  Multi-stakeholder Coalitions

  - The engagement of prosecutors and lawyers helps to build understanding amongst other staff of the types of information they needed to collect from victims to help them prosecute and gain access to services

  Developing Practical Operational Guideline

  - Clarify definition of “MDT”, the roles and responsibilities of each member in buy-in form
  - Maintain anti-TIP knowledge and collaboration even in staff turnover

  Using Victim-Centered Approach

  - Some agencies appreciated each other’s strengths and rely on each other to fill gaps in capacity (e.g. police would reach out to social workers or NGO staff to interview victims because they appreciated their capacity to build the rapport necessary to collect information)

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4. Results (cont.)

◆ Addressing Challenge 3 (Project design and management)

- Placing JICA Project staff directly into C/P agency’s office

The process of Working

- Multi-levels works

Project staff worked directly with provincial partners to move substantive activities forward, which allowed the project to create numerous achievements, which further deepened external partner support.

- Having JICA’s experts unfamiliar with anti-TIP and MDTs led to greater buy-in from Thai side staff

Research, consultation, listening, co-development, collaborative planning, execution, evaluation

- Allowing for daily exposure and relationship-building between staff from both sides

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4. Results (cont.)

Remaining delivery challenge 3.3 *(Relevant and useful project M&E system)*

- No specialist has M&E expertise
- No previous experience or examples
- No effective intra-agency communications
- Project staff unaware any assistance to be specifically requested, and JICA HQ may not have known it was needed

The area of required further improvement

Lack of buy-in from project staff
5. Lesson Learned from the Results

Interpersonal relationships matter

- Especially in politically sensitive situations and within hierarchical structures
- **Patience** as well as **concerted effort** and **resources** are required
  - C/P’s openness to working with donor agency
  - Donor agency’s **mutual and collaborative learning approach**

Remaining foundational delivery challenge
(relevant and useful M&E system)

- **Quality and relevancy of goals and indicators** affect the quality of project management and its outcomes
- **JICA’s intra-agency communication** is the area of required further improvement
5. Lesson Learned from the Experience of this Analysis

◆ New findings from this process analysis

From 5 DAC Evaluation Criteria

- Project results (degree of effectiveness) were clearly shown by pre/post comparison

- Some of the indicators were not relevant to assess the true effect of project and no data collection system was developed

From process analysis

- Degree of contribution and creativity
  - Lead agency’s director attended full duration of events to encourage attendance
  - Pick isolated locations as event venues

- Factors of success and failures
  - Factors of not being successfully create effective M&E system

How these results had achieved was unclear
Why this was happened was unclear
5. Lesson Learned from the Experience of this Analysis

◆ Analyzed by external researcher
  ◎ Identify the strengths/weaknesses as well as uniqueness of JICA’s approach from fresh point of view
  ▲ Difficulty in consensus-building among JICA’s internal stakeholders

◆ Utilization of GDI method to the sensitive Development Challenge
  ◎ Share the new delivery knowledge related to TIPs to developmental society
  ▲ GDI’s “challenge based” (deficit based) structure might not always produce positive discussion among stakeholders

➢ No obvious turning point but rather changes happen incrementally and simultaneously
Thank you