



Terms of Reference

Consultancy for IJM's Thailand Complementary Measurement

1. Summary Purpose To support IJM Thailand's first round of complementary measurement for justice system Performance, survivor participation under Reliance, and stakeholders' Confidence in relation to forced labor and labor trafficking programming in Thailand.

Commissioner IJM Foundation (IJM Thailand)
Dates **September to November 2026**
Location Thailand across five locations

2. Background

[International Justice Mission \(IJM\)](#) is a global organization that protects people in poverty from violence throughout the developing world. IJM partners with local authorities to rescue victims of violence, bring criminals to justice, restore survivors, and strengthen justice systems. The largest non-profit organization of its kind, IJM combats forced labor/labor trafficking (FL/LT), sex trafficking, and gender-based violence, working with over 30 projects across South and Southeast Asia, Africa, and Latin America.

IJM Thailand focuses on protecting vulnerable migrant workers from forced labor and labor trafficking (FL/LT). From 2017 to 2021, IJM Thailand focused on FL/LT casework across Southern Thailand and national-level capacity development, with a strong emphasis on the Thai fishing industry and Thai-Cambodian cross-border casework. In 2021, the project expanded to address FL/LT across multiple sectors.

As part of IJM's global measurement framework, projects are expected to measure justice system performance through Performance Standardized Indicators (SIs), survivor participation through Reliance indicators, and Confidence through the annual Confidence Questionnaire. Over the years, routine collection of some Performance SIs and Reliance is difficult due to limitations/restrictions in access to government data, inconsistent availability of administrative data, differing data definitions, and limited disaggregation of available information. The APAC complementary measurement framework was developed to address these challenges through two primary approaches:

1. Structured qualitative data collection; and
2. Use of existing and requested aggregate government data.

Thailand is one of the first IJM APAC countries selected to pilot implementation of this complementary approach. Through this consultancy, IJM also intends to collect data on Stakeholders' Confidence using IJM's standardized Confidence Questionnaire.

This consultancy will support collection and analysis of:

- Performance Standardized themes and indicators;
- Reliance survivor participation themes and indicators (RC7, RC8, and RC9);
- Stakeholders' Confidence indicators (SC1, SC2, and SC3).

The assignment is intended to provide practical, structured evidence to support program learning, management decision-making, adaptive programming, and future measurement efforts.

3. Consultancy Objectives

The objective of this consultancy is to implement the first round of Thailand's complementary measurement approach and generate evidence on justice system performance, reliance survivor participation, and stakeholders' confidence relevant to forced labor and labor trafficking programming.

Specifically, the consultant team will:

- Adapt and implement data collection tools.
- Conduct structured qualitative data collection.
- Administer the standardized Confidence Questionnaire with selected stakeholder groups.
- Review and assess existing and requested aggregate government data.
- Analyze findings using IJM's measurement framework.
- Produce reports and supporting analytical outputs for program learning and decision-making.

4. Consultancy Scope

The consultancy scope covers the full measurement cycle, from inception and tool adaptation through data collection, analysis, reporting, and finalization. The consultant team will work closely with IJM Thailand and IJM APAC to implement a practical and context-appropriate approach that generates credible evidence on Performance, Reliance, and Stakeholders' Confidence.

4.1 Design and Inception Phase

The consultant team will:

- Review relevant project documents and measurement frameworks;
- Review Thailand's complementary measurement plan as well as relevant IJM's measurement guidance and tools;
- Review available government, administrative, and secondary data sources;
- Adapt and finalize qualitative/quantitative data collection tools;
- Develop sampling and respondent mapping plans;
- Develop an Aggregate Government Data Mapping Matrix;
- Develop a Draft Evidence Matrix and Rating Workbook;
- Participate in inception and planning sessions with IJM.

4.2 Structured Qualitative Data Collection: Performance and Reliance

The consultant team will conduct structured qualitative data collection aligned with Performance and Reliance themes.

Methods may include:

- Key informant interviews (KIIs);
- In-depth interviews;
- Focused group discussions.

Potential respondents for Performance and Reliance data collection may include:

Law Enforcement

- Royal Thai Police
- Department of Special Investigation (DSI)
- Labor inspectors
- Referral actors such as NGOs, community groups,
- Relevant government agencies such as Department of Provincial Administration

Legal

- Office of Attorney General
- Court of Justice
- Provincial courts
- Legal support NGOs

Social Services (Aftercare)

- Ministry of Social Development and Human Security (MSDHS)
- Provincial Social Development and Human Security Office (PSDHS)
- TIP Shelters
- Service providers, social service case managers
- NGOs and community-based organizations

Reliance

- Burmese and Cambodian Survivors who have been active in the system where ethical and feasible, and only with prior approval from the organizations supporting the survivors
- Legal representatives or authorized representatives
- Shelter managers
- Service providers
- NGOs and CSOs working with survivors

Respondents should be selected to ensure diversity across organizational role, geographic coverage, level of responsibility, and stakeholder perspective, and relevance to the Performance and Reliance themes. The consultant team should ensure sufficient representation from national-level and provincial-level actors and include an appropriate mix of government, NGO, service-provider, and survivor-facing perspectives to support triangulation and interpretation of findings. Where feasible and appropriate, respondent selection should also consider gender, inclusion, and safeguarding considerations. The final respondent selection and distribution should be reviewed and approved by IJM during the inception phase.

It is expected that the consultant team will collect data (either remote or in person) from approximately 150 respondents for this study (majority of whom should be engaged for Stakeholders' Confidence as well).

4.3 Use of Existing and Requested Aggregate Government Data: Performance and Reliance
Thailand will pilot APAC's approach on the use of existing and requested aggregate government data. This component is a core part of the consultancy.

The consultant team will:

- Map available government and administrative data sources;
- Review publicly available reports, dashboards, and administrative summaries;
- Identify opportunities to obtain relevant aggregate information through government partners;
- Compare available data against Performance and Reliance themes;
- Assess:
 - definitions;
 - reporting frequency;
 - geographic coverage;
 - data quality;
 - disaggregation;
 - availability and accessibility.
- Determine whether data should be classified as:
 - direct SI evidence;
 - proxy evidence; or
 - contextual/triangulating evidence.
- Document limitations and recommendations for future measurement efforts.

4.4 Structured Questionnaire: Confidence

The consultant team will conduct quantitative data collection aligned with Stakeholders' Confidence (SC) in the justice system in response to forced labor and labor trafficking.

Methods may include:

- Stakeholder interviews, which will follow a standardized SC Questionnaire;
- Self-completed online survey, using the same standardized SC Questionnaire;
- Interviews with migrant worker leaders, survivor leaders, and community-based organizations.

Potential stakeholder group may include:

- Government Department and Government Officers
- International Development Organizations
- National level non-governmental organizations and their leaders
- Policy experts
- Legal and Human Rights Advocates
- Religious Leaders
- Survivor Leaders from local and global survivor networks
- Community Leaders

The consultant team should update the existing stakeholder list and work with IJM during inception to confirm the stakeholder quotas, geographic distribution, justice system institutions to be included, and respondent selection criteria. The final sample should ensure appropriate diversity across stakeholder type, geographic coverage, level of engagement with forced labor and labor trafficking issues, and justice system perspective.

At minimum, the Confidence component should include approximately 100 key stakeholders distributed across at least five stakeholder groups, unless otherwise agreed with IJM. The consultant team should plan to collect both quantitative ratings and qualitative explanatory comments. Quantitative responses will be used to calculate the three Confidence indicators, while qualitative notes should help IJM interpret why stakeholders express confidence, neutrality, or lack of confidence, and identify perceived service delivery gaps, barriers, and opportunities for justice system strengthening.

4.5 Analysis and Synthesis

The consultant team will analyze and synthesize data using IJM's measurement framework, APAC complementary measurement guidance, and agreed analysis tools. The analysis should clearly distinguish between evidence from interviews, questionnaire responses, documents, and aggregate data sources, and should identify patterns, gaps, and limitations across evidence sources.

The consultant team will:

- Organize and code qualitative evidence using an agreed coding framework;
- Document coding decisions, evidence sources, and analytical assumptions;
- Synthesize findings across sources;
- Complete the Evidence Matrix and Rating Workbook;
- Assess aggregate data sources, and identify their relevance, quality, limitations, and usability for Performance and Reliance themes;
- Analyze Confidence Questionnaire results, including SC1, SC2, and SC3, and synthesize qualitative explanatory comments with IJM's analysis framework;
- Evaluate evidence strength and limitations;
- Document triangulation;
- Assess direction of change where feasible;
- Identify implications for IJM Thailand's program learning, adaptive management, and future measurement practice;
- Support validation discussions with IJM.

4.6 Reporting and Finalization

The consultant team will prepare reporting products that support IJM Thailand's program learning, adaptive management, and future measurement practice:

- Preliminary findings presentation;
- Draft Report Package;
- Final Report Package;
- Supporting materials.

4.7 Geographic Coverage

This consultancy is expected to generate evidence reflecting both national-level and sub-national perspectives. At minimum, data collection shall include:

- Bangkok (national-level stakeholders and institutions);
- Province 1: Pathum Thani
- Province 2: Sumat Sakhon
- Province 3: Chonburi
- Province 4: Rayong

The consultant team should ensure appropriate representation across:

- national-level actors;
- provincial-level actors;
- frontline practitioners;
- migrant worker communities;
- civil society organizations;
- service providers.

The final geographic coverage and respondent distribution plan must be approved by IJM during the inception phase. The consultant team should ensure sufficient representation across national

and provincial contexts and assess whether findings differ across geographic levels where relevant.

5. Key Deliverables and Timeline

The key outputs and timeline for the consultancy are as follows (a more detailed timeline will be shared and agreed with the consultant team during the contract negotiation process):

Key Outputs/Deliverables	Indicative Timeframe
Contract signed	September 2026
Inception Report Package	September 2026
Completion of Data Collection and Aggregate Data Review	October 2026
Preliminary Findings Presentation	October 2026
Draft Report Package	October-November 2026
Final Report Package	November 2026

The anticipated level of effort is approximately 50 consultant-days. The assignment is expected to involve travel, data collection costs, and translation support.

The following supporting materials must be submitted to IJM in editable format:

- Final data collection tools;
- Raw Datasets;
- Cleaned datasets;
- Interview notes/transcripts;
- Coding files;
- Evidence Matrix;
- Rating Workbook;
- Aggregate Government Data Mapping Matrix;
- Draft and final presentations;
- Draft and final reports;
- Data analysis outputs;
- Supporting analytical documentation.

All materials must be submitted securely, with appropriate confidentiality protection and removal or anonymization of personally identifiable information unless otherwise approved by IJM. All products and results arising from these studies shall be the sole property of IJM. Consultants are prohibited from presenting, publishing, or otherwise using the results for personal or private purposes without IJM's prior written consent.

The Consultant Team will work under the overall management of IJM Thailand's Program Measurement Associate and IJM APAC's Program Measurement Manager, and collaborate with the project team. Regular coordination meetings will be held throughout the consultancy. IJM will provide relevant measurement guidance, approved tools and templates, available background documents, and support for stakeholder coordination where appropriate. The consultant team will be responsible for adapting tools to the Thailand context, maintaining data quality and confidentiality, documenting limitations, and seeking IJM approval before any major methodological, geographic, or respondent changes. This consultancy will be undertaken in accordance with IJM's protocols and guidelines. Consent and confidentiality will be obtained and ensured throughout the data gathering phase.

6. Payment Schedule

The consultant team will be paid as follows:

Milestone	Payment
Approval of Inception Report Package	30%
Approval of Draft Report Package	40%
Approval of Final Report Package including supporting materials	30%

7. Ethics, Safeguarding, and Data Protection

The consultant team must comply with IJM requirements regarding:

- safeguarding;
- confidentiality;
- data protection;
- informed consent;
- survivor-centered practice;
- trauma-informed approaches;
- safe referral and response procedures.

Any engagement with survivors or other vulnerable participants must be approved in advance by IJM. The consultant team must apply survivor-centered and trauma-informed, including informed consent, confidentiality, safe interview procedures, appropriate interpretation, and referral support where needed.

8. Consultant Requirements

The consultant team should include:

- One senior consultant/team lead.
- One junior consultant/supporting researcher.

Applicants should demonstrate:

Required

- Strong qualitative research and evaluation experience;
- Strong analytical and report-writing skills;
- Experience interviewing government stakeholders;
- Experience conducting survivor-sensitive and trauma-informed qualitative research;
- Strong analytical, synthesis, and report-writing skills;
- Strong project management and coordination skills;
- Experience working in Thailand;
- Capacity to conduct data collection in Thai and produce high-quality written deliverables in English;
- Commitment to safeguarding, confidentiality, informed consent, and data protection.

Preferred

- Experience in forced labor, labor trafficking, or migration.
- Knowledge of Thailand's justice system and relevant government structures.
- Experience working with vulnerable populations.
- Experience with government administrative data.
- Experience with public statistics and government reporting systems.

9. Application Process

Interested consultant teams must submit their applications to tyingcharoen@ijm.org and tbormann@ijm.org on or before **23:59 on August 24, 2026 (GMT+7)**, with the subject line **[IJM Thailand Complementary Measurement]**.

Applications must be submitted in English and should include the following. IJM encourages concise, practical submissions. Applicants are not expected to submit a fully developed inception plan or final tools at this stage; rather, proposals should provide enough information for IJM to assess the team's understanding of the assignment, relevant experience, availability, proposed approach, and budget assumptions. IJM will provide the selected consultant team with relevant draft methodologies, tools, templates, and measurement guidance upon contract signing.

1. A brief technical proposal of not more than five pages, excluding CVs and annexes, that includes:
 - brief understanding of the assignment;
 - initial proposed approach to methodology, data collection, analysis, and reporting, recognizing that details will be refined with IJM during inception;
 - indicative workplan and confirmation of availability during the expected consultancy period;
 - proposed team composition, roles, and approximate level of effort;
 - brief safeguarding, ethics, confidentiality, and data protection approach; and
 - relevant qualifications and experience of the consultant team, particularly in qualitative research, justice system or forced labor/labor trafficking programming, survivor-sensitive research, government stakeholders, administrative data, and work in Thailand;
 - CVs for all proposed team members, clearly indicating relevant experience, language capacity, and proposed role on the assignment.
2. A financial proposal with a detailed, itemized budget, including:
 - daily rate and number of days for each team member;
 - travel, accommodation, per diem, and local transport costs;
 - research participant-related costs, such as transport reimbursement, communication costs, venue costs, refreshments, interpretation, or accessibility support, where applicable;
 - Translation for respondents of Burmese and Cambodian nationalities, transcription, data entry, data management, and analysis costs;
 - administrative or overhead costs, if applicable; and
 - any assumptions, exclusions, taxes, or additional costs that IJM should consider.

IJM holds strict safeguarding principles and a zero tolerance to violations of the Safeguarding Policy, Protection against Sexual Exploitation, Abuse and Harassment Policy and Code of Conduct. Parallel to technical competence, recruitment, selection and hiring decisions will give due emphasis to assessing the candidates value congruence and thorough background, police clearance and reference check processes.

Annex A. Illustrative Measurement Framework and Topics

This annex provides illustrative measurement themes and framework elements to help interested consultants understand the expected scope of the assignment, while recognizing that IJM will provide full internal guidance, tools, and detailed templates to the selected consultant team during inception.

A1. Performance Themes

Performance themes should be organized around the justice system behaviors, practices, bottlenecks, and outcomes that IJM's Performance Standardized Indicators are intended to measure. Consistent with APAC's consolidated complementary measurement approach, the consultant team should use these themes—not individual indicators—as the primary structure for organizing structured qualitative evidence, assessing available aggregate government or administrative data, identifying relevant proxy or contextual evidence, and assessing evidence strength, direction of change, and implications for Thailand's forced labor and labor trafficking response.

Investigation

- **Incident identification, registration, and victim relief** — how suspected forced labor and labor trafficking cases are detected, reported, documented, registered, referred, and acted upon; how victims are identified, protected, relieved from harm, and connected to immediate support; and what comparable aggregate reporting or administrative information may be available.
- **Quality and progression of investigations** — the quality, consistency, and completeness of investigation practices, including statement-taking, non-testimonial evidence, forensic or technical analysis, logical lines of inquiry, documentation, victim-sensitive practice, suspect identification, arrests, referral to prosecution, filing thresholds, handoff processes, and bottlenecks affecting case progression.
- **Timeliness and barriers in investigation processes** — delays across investigation stages, forensic turnaround, resource constraints, coordination delays, case complexity, procedural barriers, and the availability of aggregate timeline or administrative data where feasible.

Legal

- **Referral, charging, and case acceptance** — how referred cases move into legal proceedings; prosecutorial review and acceptance thresholds; referral quality; charging decisions; legal classification; interpretation of relevant law; use of alternative or lesser charges; and sufficiency of evidence.
- **Suspect restraint and procedural safeguards** — pre-trial custody, suspect restraint, bail or release conditions, risk considerations, procedural requirements, and practical barriers affecting the restraint or management of suspects during legal proceedings.
- **Case outcomes and accountability** — convictions, acquittals, dismissals, withdrawals, judgment pathways, accountability outcomes, final judgment types, overturned convictions, appeals, retrials, evidentiary weaknesses, procedural errors, and available aggregate or public reporting on legal outcomes.
- **Timeliness and barriers in legal processes** — court delays, adjournments, backlog, witness availability, procedural bottlenecks, and the availability of prosecution or court timeline data.

Social Services (Aftercare)

- **Trauma-informed and survivor-centered interactions** — communication, emotional safety, physical safety, respect and dignity, survivor-centered practice, and available TIC-I/TIC-O or partner evidence where feasible.
- **Case management and service coordination** — needs assessment, care planning, referral, follow-up, documentation, service coordination, continuity of support, and coordination across government and non-government actors.
- **Restoration, reintegration, and long-term support** — survivor access to services, recovery, reintegration, safety, stability, long-term support, and the availability, accessibility, and quality of restoration services, including safe shelter, psychosocial support, legal assistance, and reintegration support.

Illustrative topics may include how cases are detected, registered, referred, investigated, prosecuted, adjudicated, and supported through aftercare; where delays or bottlenecks occur; how consistently actors follow expected procedures; how coordination functions across agencies and service providers; whether survivor-centered and trauma-informed practices are applied; what barriers affect case progression and survivor access to protection and support; and what changes have occurred over time.

The consultant team should not treat these themes as a checklist only. Rather, they should use them to identify patterns across stakeholder perspectives, available documentation, and aggregate data, and to explain what the evidence suggests about system functionality, bottlenecks, and opportunities for strengthening Thailand's response to forced labor and labor trafficking.

A2. Reliance Themes

Reliance themes focus on survivor participation in key investigation, legal, and aftercare processes. Consistent with APAC's consolidated complementary measurement approach, the consultant team should organize structured qualitative evidence around RC7, RC8, and RC9, assessing the key moments where survivor participation is expected, whether participation occurs directly or through legal or authorized representation, what barriers affect safe and meaningful participation, what supports enable continued engagement, and whether there is evidence of change over time.

- **RC7 – Survivor participation in investigation processes:** survivor participation in key investigation moments; ability to provide information and evidence; direct participation or participation through legal or authorized representation; barriers to safe and meaningful participation; and support that enables continued engagement.
- **RC8 – Survivor participation in legal processes:** survivor participation in key court or legal moments; ability to testify, provide evidence, or be represented; availability of legal representation or authorized support; barriers to sustained participation; and supports that enable survivors to remain engaged through case resolution.
- **RC9 – Survivor participation in aftercare processes:** survivor participation in key aftercare moments; needs assessment; trauma recovery sessions; assessment for case closure; care planning; direct participation or participation through legal or authorized representation; and supports and barriers to engagement.

Illustrative Reliance topics may include:

- expected survivor participation moments across investigation, legal, and aftercare processes, including whether participation occurs directly or through legal, authorized, or support representatives;
- barriers and supports affecting safe and meaningful participation, including information, interpretation, accompaniment, representation, safety, cost, distance, work obligations, documentation, immigration concerns, psychosocial support, shelter, transport, and trauma-informed practice; and
- differences in survivor participation across stages, including whether participation creates additional burden, risk, or retraumatization, how those risks are mitigated, and whether participation has changed over time.

A3. Thailand-Specific Themes: to be further discussed and finalized

- Cross-border cooperation
- Victim compensation and restoration pathways
- Labor inspection and victim identification effectiveness
- Government evidence-based decision-making
- Government accessibility, responsiveness, and trust-building for migrant workers

A4. Stakeholders' Confidence Component

Stakeholders' Confidence refers to key stakeholders' confidence in the justice system to protect vulnerable people from forced labor and labor trafficking. The consultant team will generate results for three standardized indicators:

- **SC1: Confidence in overall justice system effectiveness** — the extent to which key stakeholders are confident that the justice system, as a whole, protects vulnerable people from forced labor and labor trafficking and contributes to deterring these crimes.
- **SC2: Confidence in justice system efficiency** — the extent to which key stakeholders are confident that selected justice system institutions can carry out their mandates independently, accessibly, and in a timely manner.
- **SC3: Confidence in justice system fairness** — the extent to which key stakeholders are confident that selected justice system institutions treat people equally, without discrimination, and with dignity.

Illustrative areas to be covered through the standardized questionnaire may include:

- system coordination across relevant justice system actors;
- respect for rule of law in forced labor and labor trafficking matters;
- perceived public support for justice system responses;
- perceived effectiveness in deterring forced labor and labor trafficking;
- institutional independence, timeliness of service delivery, public access, and political support; and
- non-discrimination and respect for the dignity of persons interacting with justice system institutions.

Annex B. Inception Report Package Requirements

The Inception Report Package is intended to confirm the consultant team's proposed methodology, tools, respondent coverage, analytical approach, and safeguards before data collection begins.

The Inception Report Package must include:

1. Methodology and workplan.
2. Sampling strategy.
3. Respondent mapping plan.
4. Draft data collection tools.
5. Geographic Coverage and Respondent Distribution Plan.
6. Aggregate Government Data Mapping Matrix.
7. Draft Evidence Matrix and Rating Workbook.
8. Data quality assurance and triangulation plan.
9. Ethics and safeguarding approach.
10. Reporting plan.

Draft Evidence Matrix, Rating Workbook, and Confidence analysis plan should include:

- Performance themes;
- RC7, RC8, RC9 Reliance themes;
- Thailand-specific themes;
- Confidence analysis plan, including how SC1, SC2, and SC3 will be calculated and how qualitative explanatory comments will be summarized, based on IJM's framework.
- anticipated evidence sources;
- coding framework structure;
- rating approach;
- direction-of-change structure;
- draft reporting format.

Aggregate Government Data Mapping Matrix: At minimum

Theme	Potential Data Source	Data Owner	Frequency	Availability	Potential Use
Example	Example	Example	Example	Example	SI / Proxy / Contextual