

INDEPENDENT EVALUATION

EVALUATION OF THE ILO SPECIAL ACTION PROGRAMME TO COMBAT FORCED LABOUR

FROM 2006 - 2009

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This is a cyclical evaluation of the SAP-FL Programme for the period of 2006 to 2009. The findings of this report represent the views of the author alone.

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LEXICON OF TERMS

DWCPs	Decent Work Country Programmes
IOM	International Organisation for Migration
IPEC	International Programme for the Elimination of Child Labour
MDGs	Millennium Development Goals
OECD/DAC	Organisation for Economic Cooperation and Development / Development Cooperation Directorate
RBSA	Regular Budget Supplementary Account
SAP-FL	Special Action Programme to Combat Forced Labour
UNODC	United Nations Office on Drugs and Crime

1 EXECUTIVE SUMMARY

- 1.1 Against a maelstrom of international and organisational changes, SAP-FL has maintained its focus on leading the elimination of forced labour globally. It has achieved remarkable results – particularly, we feel, in China, India and Brazil amongst other countries – although it has yet to sit back and consider the full impact of its achievement. SAP-FL has influenced the thinking and approaches to human trafficking for forced labour in sending and receiving countries and it is showing that it is possible to provide guidance to member states to tackle the deeply entrenched social attitudes that allow forced labour to persist.
- 1.2 The SAP-FL’s comparative advantage is its approach. This is derived from field-based operations led by a highly professional central team. This is invaluable. SAP-FL is the international knowledge base for forced labour and human trafficking.
- 1.3 This report is critical of the internal management of the SAP-FL in the period under review, and the slow systems changes of the ILO, but it is nonetheless optimistic about the programme’s achievements. We suggest that the ILO should take steps to maintain SAP-FL as a “Knowledge Programme”. This includes taking steps to ensure that a small team of highly motivated and professionally competent people is retained within the ILO. SAP-FL’s accumulated knowledge should continue to drive the ILO’s initiative and dynamism in tackling forced labour. It is a tough agenda.
- 1.4 The entire chain of managers responsible for SAP-FL will soon have changed. This is a good opportunity for the new managers to reconsider the forced labour strategy and set out a viable programme for the current Strategic Framework Period.
- 1.5 Something needs to change in the way that SAP-FL is funded. The programme is too vulnerable to donor inconsistencies caused by extra-budgetary funding and the transaction cost of reporting to 15+ funders is potentially overwhelming for a programme of this size.
- 1.6 The core donors’ approach to SAP-FL has been sympathetic and flexible. It has allowed the programme to flourish. But, donors deserve to know that the ILO is taking responsibility for the programme’s focus on managing for results.
- 1.7 We have been impressed by the energy and dynamism of this programme. A lot has been achieved in a short time. But, there is much more to do in future.

2. BACKGROUND OF THE PROGRAMME AND CONTEXT

- 2.1 The Special Action Programme to Combat Forced Labour [SAP-FL] is part of the ILO's programme to promote the Declaration on Fundamental Principles and Rights at Work. The aim of the programme is to assist countries – with the support of technical cooperation – to respect, promote and realize the principles concerning non-discrimination, freedom of association/collective bargaining and the elimination of forced labour. SAP-FL was established in early 2002, following publication of the Director-General's first global report on forced labour in June 2001. The elimination of child labour – the fourth principle of the 1998 Declaration – is addressed by a separate programme, the International Programme for the Elimination of Child Labour (IPEC).
- 2.2 Since its inception, SAP-FL has relied entirely on voluntary contributions – in the form of technical cooperation (or extra-budgetary) projects. It has proved to be a popular and relatively well-supported area of the Declaration attracting a significant amount of funding. Between December 2006 and July 2011, the "core" funding amounted to approximately USD 9 million.
- 2.3 The goal of SAP-FL has remained consistent since 2002. It acts to combat forced labour and exploitative human trafficking - areas that have been called slavery, contemporary slavery or extreme labour exploitation. Its work addresses human rights and it tackles the causes and consequences of human vulnerability and poverty. Forced labour is a contentious area that is almost impossible to eliminate unless there is a political will to do so on the part of Governments and Social Partners.
- 2.4 Preceding and during the evaluation period, there have been enormous, far-reaching, world-changing events. Global economic recession has impacted on labour markets with deeply felt consequences. In developing countries, this period has seen further promotion of the Paris Declaration and follow-up principles alongside greater pressures to collaborate within the UN system.
- 2.5 During the period under evaluation, the ILO itself has been undergoing a number of policy shifts and organisational systems modifications. There have been major policy introductions - the concept of Decent Work now firmly underpins all ILO thinking and a further Declaration on Social Justice for a Fair Globalisation was adopted. Managerially, the ILO made many changes in this period including promoting the Decent Work Country Programmes [DWCPs], establishing an additional form of funding [the Regular Budget Supplementary Account – RBSA] and making significant shifts in favour of managing for results. At the commencement of 2010, there is a new Strategic Policy Framework in

place for 2010 –2015 which is to be implemented by a results-driven programme and budget for the 2010 –11 and subsequent biennia.

2.6 Within this maelstrom of policy and operational changes, SAP-FL has had the unchanging goal of eliminating all forms of forced labour worldwide by 2015. We think this is quite a challenge.

3. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

3.1 This is an independent evaluation of the SAP-FL programme that covers the four years [2006 to end-2009] since it was last evaluated. The purpose of the evaluation is to consider:

- > Progress and achievements of SAP-FL since the previous evaluation in terms of relevance, effectiveness, efficiency and sustainability of programme outputs and outcomes
- > The main lessons from SAP-FL's operation since 2006, taking into account the recommendations from the previous evaluation
- > Recommendations for the future operation and orientation of the SAP-FL, taking into account the current policy environment and ILO resource mobilization strategy

3.2 The evaluation looks at the totality of SAP-FL's work – including its core support received from donors but, according to the ToRs, it excludes its field-based operational projects. However, the evaluation has taken into account available summaries of lessons learned from field-based operational projects – because they are important to the dynamic of the core programme and to future choices.

3.3 Clients for this report are SAP-FL donors; members of the SAP-FL team and their collaborators; other ILO staff working on the Declaration programme and closely linked programmes (GENDER, IPEC, MIGRANT); the ILO Managers in Sector 1; PARDEV and Evaluation Departments and the ILO Social Partners – who take an active interest in this subject. This evaluation is undertaken in specific connection with the Netherlands / ILO Cooperation Programme. Other donors may also be interested in this evaluation including Irish-Aid on whom SAP-FL core funding now depends.

4. METHODOLOGY

4.1 This evaluation has followed the methods described by the ILO for evaluation studies – which are based on the OECD/DAC framework for evaluation. The Evaluation

Department offered clear verbal guidance at the outset of the assignment.

- 4.2 Evidence has been taken from reports and papers – giving special emphasis and attention to the proposal and progress documents provided to SAP-FL’s three core donors¹. Additional information has been taken from the “lesson-learning” papers provided by some (not all) operational field projects. Other sources of information are ILO publications (by SAP-FL & others), Governing Body Papers & published documents. During a week spent in Geneva and subsequently, we have also conducted a series of interviews and held electronic or phone conversations with involved people.
- 4.3 From these documents a series of tables, matrices and summaries have been produced. These now form the annexes of this report.
- 4.4 Occasionally, where the accuracy or comprehensiveness of information has been incomplete, we have “tested” points or statements on the staff of the SAP-FL team for their views. The SAP-FL team has been actively engaged. They have been very helpful. Their inputs have helped to finalise the report.
- 4.5 During the first week – spent in Geneva – we conducted a “time-line” exercise with the SAP-FL team. They constructed a time-bound history of SAP-FL events and outputs. [This is too large to be annexed – but it is available electronically]. At the end of the same week, we held a brief feed-back session in which some suggestions for future direction of the SAP-FL programme were discussed [See Annex 7].
- 4.6 The Evaluator brings a measure of prior involvement with the SAP-FL programme. The “lens” adopted to review this programme is predominantly one that draws on “managing for results”.

5 REVIEW OF THE IMPLEMENTATION PHASE [WORK DONE]

5.1 The relevance of combating Forced Labour & Human Trafficking

- 5.1.1 In 2005, the ILO published figures showing the number of victims of forced labour worldwide was 12.3 million². Of these, 9.8 million were said to be exploited by private agents including 2.4 million in forced labour as a result of human trafficking. A further 2.5 million were said to be forced to work by the State or by rebel military groups. On the basis of this evidence, it is argued that the subject of forced labour

¹ DFID; The Netherlands; Irish-Aid

² A Global Alliance against Forced Labour; Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. ILO, Geneva. 2005

remains a relevant topic in global labour markets today.

- 5.1.2 This view is reinforced by the range and diversity of actors and countries that have voluntarily provided financial support or participated in the SAP-FL programming agenda in the 2006-2010 period. SAP-FL has received financial support from around 15 different donor sources and has been participating in operational projects in nearly 30 different countries. This demonstrates that Forced Labour is a relevant and significant current concern.
- 5.1.3 What has been less clear in the evaluation period, was the place and relevance of a programme eliminating forced labour to the ILO. The policy framework of the Declaration and its follow-up Action Plans are perfectly clear but during its eight-year life, up until the end of 2009, SAP-FL has not been allocated any regular budget resources by the ILO. We wonder if this signals ambiguity on the part of the Office? We anticipate that this will now have to be reviewed because the Strategic Policy Framework for 2010-15 identifies forced labour as one of ILO's nineteen outcomes.

5.2 The relevance of the Design of the SAP-FL Programme

- 5.2.1 The overall ILO goal is that all forms of forced labour globally are eliminated by 2015³. This is consistent with the timing and objectives of the MDGs⁴. Forced labour and human trafficking are human rights concerns that arise from the causes and consequences of poverty and vulnerability. Forced Labour and human trafficking affect men, women and children. The elimination of forced labour globally has the potential to contribute to the achievement of the MDGs.
- 5.2.2 Five years after the publication of the ILO's global estimate of the numbers involved in forced labour, and with a further five years to go, we have no recent evidence on which to judge whether the 2015 target will be met.⁵ This is disappointing because

³ Taken from GB.294/TC/2 Follow-up to the ILO Declaration on Fundamental Principles & Rights at Work: Technical Cooperation priorities and action plans regarding elimination of all forms of forced or compulsory labour, Geneva, November 2005

⁴ Millennium Development Goals

⁵ Comment from Michaëlle de Cock (SAP-FL Team): At the time of the publication of the global estimate in 2005, we said that the same methodology could not be used for 2009 GR to produce a new global estimate (In short, the increased awareness on FL would have increased the number of reports and we would not be able to know which part of the increase is due to awareness and which part is due to new cases).

Global estimate was useful to raise global awareness and to show that it was possible to fight against FL. But in order to design efficient actions, the level of precision needed is different. The priority had to be given to national estimates and this is why we started the research on survey tools for country surveys.

the subject is relevant to the fulfilment of global policy. [But, see Para 6.4 below]. We suspect that the 2015 deadline may be an over-ambitious target that will need to be adjusted but, like the MDGs, it does lend a sense of urgency to the global elimination of forced labour.

- 5.2.3 Eliminating forced labour and human trafficking is directly relevant to the ILO's policies on Decent Work^[Refer to Annex 9], the Declaration on Fundamental Principles and Rights at Work and the 2008 Declaration on Social Justice for a Fair Globalization^[Refer to Annex 8] [See para2.5]. As noted above [Para 5.1.3], forced labour will remain relevant as it is now one of the nineteen outcomes identified by the ILO for its strategy for 2010-2015.
- 5.2.4 In the 2005 Action Plan follow-up to the Forced Labour Global Report, the outline design of the SAP-FL programme is identified. [These objectives are listed in paragraph 5.3.11] The outline was, and still remains, relevant to the design of the ILO's ambition to eliminate forced labour and human trafficking.

5.3 The Effectiveness of the SAP-FL Core Programme

- 5.3.1 The SAP-FL agenda was designed to tackle the global elimination of forced labour. Annex 1 presents the combined objectives of the core SAP-FL programme. These have been derived from the three proposals made for core funding⁶. Each proposal is prefaced by a statement – repeated from the 2005 Global Report – that the overall aim of SAP-FL is to build a “global alliance”. The list of objectives showed slight variation when presented to each donor and, over time, they further “evolved” during project reviews. The Netherlands and the Irish-Aid core funding each mention additional requirements for country involvement. With careful scrutiny, it is possible to identify nine “core” objectives [summarised in Para 6.3]. They all appear to be relevant to the SAP-FL goal and they are fully in line with the 2005 Action Plan⁷.

In short, ILO and international community still use the 12.3 million figure, waiting for more national figures to be published...

⁶ Core funding was provided by DFID, the Netherlands & Irish-Aid.

⁷ GB.294/TC/2

- 5.3.2 The problem is that although the objectives are ranged in a “framework”⁸, the hierarchical relationships between the goal, the output and the input/ activity levels⁹ that should represent the logic of cause and effect - are not as obvious as they ought to be. There is no clearly stated “purpose” level statement that encapsulates exactly what SAP-FL set out to achieve. [As we might reasonably expect of a logical framework from the early “noughties”]. Nor can we identify any time, quality or quantity targets within the framework. The difficulty that this presents to an evaluation is that we do not really know what result were expected, nor what SAP-FL wanted to measure, or how.
- 5.3.3 Without clear targets to report against, the progress reports produced for the three core donors over this period are difficult to follow. They are not systematic and they confuse inputs, activities and outputs. They are further compromised by a written style that resembles writing a story (or a speech), uses excessive amounts of anecdotal information and mixes input or activity with output reporting. We have had great difficulty in identifying examples of progress reports alluding to outcomes or impact. This makes it extremely difficult to evaluate what has been achieved.
- 5.3.4 We suspect that the 2005 Evaluation report¹⁰ did a disservice to SAP-FL by “fudging” the requirement for a clear strategy. If SAP-FL had had a clear strategy with a disciplined logical framework and, better still, a time-bound business plan that matched against budgets, it might have been easier to follow the results chain envisaged by SAP-FL. Then, we might not encounter remarks – as for example made in the Irish-Aid Self-Evaluation 2009, which said :

“It is very challenging to apply existing results-based management tools, like the logical project framework analysis including specific indicators and targets, to a programme like SAP-FL, whose activities necessarily evolve over time in response to changing conditions, demands and opportunities”.

We recognise that it was not ILO management practice – during this period – to develop fully fledged strategic or business planning documentation¹¹. We also believe that the ILO did not require a clear fit between the use of planning frameworks and the managing –for–results agenda that was being proposed in the GB over the evaluation period. We suspect that SAP-FL is not alone in not having

⁸ We do not know whether other programme areas of the ILO were using a full logical framework between the years of 2006 – 2009 or whether the framework used in the SAP-FL proposals was a standard approach for the ILO at that time.

⁹ Referred to in a results framework as Input→Output→Outcome→Impact

¹⁰ Independent Final Evaluation of the Special Action Programme to Combat Forced Labour (SAP-FL) of the Declaration Programme, March 30th 2006

¹¹ SAP-FL programme have argued that they did comply with the management requirements of the ILO’s planning and accountability mechanisms of the period.

identified the results it proposed to achieve. Nevertheless, we argue that it could have been possible to specify desired results for SAP-FL. We understand that the volume / quality of any planned results would have had to change to reflect the amount of funding support SAP-FL could attract. But, it would have been possible to adjust quality/quantity targets as new funding opportunities arose.

- 5.3.5 The stated objective of the SAP-FL programme is to take a lead in eliminating forced labour. There is a key phrase in the 2005 Action Plan: *All activities, spearheaded by the DECLARATION SAP-FL programme...* By implication, SAP-FL needed to build / maintain its own capacity in order to **spearhead** anything. It planned to do this by demonstrating that there were successful approaches to eliminating forced labour. This needed to happen before SAP-FL could scale- up to achieve its global goal of eliminating forced labour by 2015. We believe this means that the SAP-FL was, and remains, essentially a “knowledge programme¹²”. The goal level statement makes it clear that the ILO did not expect to act alone to eliminate all forced labour. So the question remains – exactly what was the SAP-FL contribution to be?
- 5.3.6 This makes us think that the logical framework’s missing purpose level statement ought perhaps to have been something along the lines of:
By 2010, the SAP-FL HQ Unit has attracted national and international support to manage, test and publicise best practices that demonstrate how to eliminate forced labour and human trafficking.
The indicators of this should have been that i) “x” best practices approaches & “y” knowledge products were identified and placed in the public domain and ii) “z” measurable national & global support / alliances had been made effective and iii) ILO [SAP-FL] was internationally acknowledged for its leading role.
- 5.3.7 SAP-FL could have been more articulate about its “knowledge” role. This would have had the effect of giving it more of an identity and allowing it to build a unique reputation. Within a “knowledge” role, SAP-FL could have made the relationship between its “core” and its operational projects more explicit. The first evaluation advised SAP-FL not to become a “project factory”. It may not have been clear why SAP-FL would take on operational activities. SAP-FL should perhaps have been more explicit that its projects were the means of testing an approach to tackling FL & HT.

¹² For the purposes of this report, we understand a “knowledge programme” to be the “brain” that manages the “body” of work. “Knowledge Programme” is a term commonly used within development agencies to indicate the complementary functions required to analyse, synthesis, make sense of, and judge information arising from research and field-based operations before communicating that information onwards in another format. The term suggests that a knowledge programme adds value to the disparate, occasionally opposing, experience of field-based operations.

- 5.3.8 Developing the idea of SAP-FL as a knowledge unit would have helped to consolidate SAP-FL's comparative advantage – within the ILO – which has been that its “knowledge” is based on practice and field operations. This distinguishes SAP-FL's role from the work of some other ILO departments. It also differentiates the approach of SAP-FL from the role of NORMES.
- 5.3.9 The point at which the work of NORMES and SAP-FL converge is worth mentioning. We understand that the two forced labour conventions have had one of the highest rates of ratification. But, the real value of the differences in approach is that after NORMES has encouraged ratification, SAP-FL can take over by helping Member States to make good their commitment with effective practices. This signifies a growing awareness of the issues and the success of the combination of the NORMES and Declaration approach.
- 5.3.10 An illustration of SAP-FL's core work on knowledge is its achievements in policy development. SAP-FL has been operating in some “fuzzy” definitional areas around trafficking in particular. But, their collaborative work has led to further international clarification of the terms of human trafficking. Along with ILO partner departments (primarily MIGRANT and IPEC) and with external agencies (largely IOM¹³ and UNODC¹⁴), SAP-FL has provided inputs that have helped to extend concepts of human trafficking beyond the populist view that trafficking equates solely to sexual exploitation of women. SAP-FL work has raised awareness of men as victims of forced labour in human trafficking. In this period, there has also been collaborative progress with IPEC to define trafficking of children.[See Annex 6 for a fuller explanation of policy development].
- 5.3.11 For the main part, SAP-FL looked as though it was guiding a process rather than managing for distinctive outcomes. “Managing process” is an instrument from the nineties – which has been superseded first by use of logical frameworks and now by results frameworks. This might explain the lack of clearly articulated results. Additionally SAP-FL had not set out all the risks and assumptions that the programme was making. But, there was a strategy of sorts and we know that in 2005, SAP-FL intended to concentrate on :
- Persuading Member States with significant forced labour to adopt policies and action plans
 - Building capacity and reliable methodologies to develop national statistics
 - Carrying out research
 - Developing, testing and placing training and advocacy materials in the public

¹³ IOM = International Organisation for Migration

¹⁴ UNODC = United Nations Office on Drugs and Crime

domain

- Building capacity for employers' and workers' organisations
- Using media and other communications channels to galvanise other key actors

5.3.12 These objectives provide us with the “backbone” of a strategic approach. Indeed, these are what the inputs, activities and the outputs have been achieving. They were well chosen and they are most certainly contributing to eliminating global forced labour. But, we do not know how much, of what quality or to which timeframe these objectives were undertaken. We find it difficult to estimate how far SAP-FL has got in the absence of a disciplined logical / results framework. [We review further information about achievements in section 6 below.]

5.4 The role and function of the field-based projects [Effectiveness]

5.4.1 This evaluation was not required to review field-based TC operations. But, it would be incomplete without mention of field-based projects as the effective implementation of the overall SAP-FL programme has relied strongly on its operational projects. There are few streams of work that have not depended on having a field presence.

5.4.2 From the time of the 2005 Action Plan, SAP-FL identified a need to be involved in “direct action and support to victims”¹⁵. The proposal was for two types of operational projects; those that tackled forced labour, poverty and discrimination in developing countries and those that tackled forced labour, migration and trafficking. We think this may possibly have led to some confusion over the contribution that field projects needed to make to the overall programme. The role of SAP-FL is not in directly solving problems, rather SAP-FL leads the understanding of “how-to” solve problems for the ILO’s member states. In “business speak” the SAP-FL product is an **approach**. But, it is an approach that is well tested, continuously up-dated, made publicly available and supported by expertise.

5.4.3 For example, the core work listed in Para 5.3.10 above on shaping policy has been successfully rolled out to provide improved law enforcement and labour justice responses. In turn, these advances have contributed to an improved basis for prosecutions of traffickers alongside a series of capacity building events for relevant national and international agencies. This stream of work is accompanied by a series

¹⁵ GB.294/TC/2

of well received publications. Whilst this work was led by experts in the HQ based team, much of the research took place through operational programmes in-country. It is the symbiosis of core and field work that appears to have made the SAP-FL effective. [We note that, in global terms, the modest funding levels have always meant that the volume of this activity is relatively small.]

- 5.4.4 A second example is the way SAP-FL field-based, project-funded activities have built national capacities for information, data and statistics on forced labour. This demonstrates the symbiosis between field and core work. Using SAP-FL expertise, Governments and the social partners have been guided towards producing greatly-improved information about the size and scope of the forced labour issues they confront. This allows member states to develop appropriate national and sectoral action plans. This same field-based project work has strongly contributed to the iteration of techniques and methods¹⁶ that will, in future, deliver national and international trends/ statistics on forced labour.
- 5.4.5 The important point to make concerns the symbiosis of field-based operational projects and the objectives of the SAP-FL “knowledge” programme. This has a direct bearing on the effectiveness of the SAP-FL. “Knowledge” can be said to provide logic across the ILO for work on eliminating forced labour and human trafficking. We wish to highlight the following issues:
- Operational projects have been immensely important to developing , testing and publicising the key objectives [targets] of SAP-FL
 - SAP-FL appears to have been very tactical at blending “core” and “project” funding to achieve its ends [referred to in reports as “flexibility”].
 - SAP-FL progress reporting has included outputs from both field-based and core supported activities in almost all accounts [see Annex 1]
 - Operational projects contributed strongly to credible learning & knowledge achieved by SAP-FL.
 - While all field-operations appear to have contributed to SAP-FL’s knowledge base, a number of projects have been undertaken in direct response to donor funding opportunities – they were not necessarily pre-planned by SAP-FL as part of a research programme .
 - SAP-FL has been pretty haphazard at extracting the knowledge and lessons learned. We consider that insufficient thought went into designing individual projects’ evaluation / lesson learning contributions to the overall strategy.

¹⁶ The “Delphi” technique.

- 5.4.6 Ultimately, the comparative advantage that the SAP-FL “knowledge-base” has acquired – the SAP-FL approach - stems directly from combining a lead from the centre with field-based operational research, testing and experience.
- 5.4.7 Most likely SAP-FL heeded the warning raised in the 2005 Independent Evaluation that it should avoid becoming a “project factory”. SAP-FL proved to be successful in attracting operational project funding and during the period of 2006 –2010 it has been involved in close to 25 separate projects covering a total of nearly 30 countries. While this level of field-based activity demonstrates the level of global demand for managing forced labour and human trafficking projects– it does not necessarily provide an accurate picture of how a comprehensively designed SAP-FL programme might have prioritised project selection or how the broad lesson learning might best have been accomplished.
- 5.4.8 It is our contention that the contribution of field-based operations might have been more effective – certainly, more effectively captured - if there had been closer attention to the overall strategy design and management issues. But, we understand the pressures on SAP-FL to respond to donors’ individual priorities for project funding.

5.5 The management of the SAP-FL Programme (Efficiency)

- 5.5.1 Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs¹⁷. During the period under review, the ILO did not systematically measure value for money and did not require managers to report on efficiency. Today, we understand that regular budget commitments are subject to greater stringency but even now, TC budgets do not require the same level of results-based management.
- 5.5.2 The 2005 Independent Evaluation found that measuring efficiency was difficult and did not make a judgement. This position has not changed in the intervening period and it is unproductive to repeat what has already been said in this report about the lack of strategy and disciplined framework, targets and measurement coherence for the programme. This raises a question about why this has persisted for two cyclical evaluations?
- 5.5.3 We believe the reason is a combination of systems and management failures. During this time frame, there has been extensive GB discussions and piloting of systems to improve results-based management in the ILO. There has also been some training

¹⁷ DAC Criteria for Evaluating Development Assistance –OECD.

available to staff to explain the ILO thinking on managing -for- results. But, during the evaluation period, none of this had been systematically introduced into ILO management practice. From 2010, ILO has taken steps to institutionalise managing for results across all sectors and departments effective from this biennium. [Although we have been given to understand that this does not yet apply to extra-budgetary funding]. We believe that the first SAP-FL evaluation report could have signalled stronger warnings about managing for results and the need to capture data and learn lessons. The first evaluation's main message was to carry on as before. Between 2006 and 2009 no management action was taken to correct or strengthen direction of the programme or the capture of results.

- 5.5.4 This does not mean that the programme has been unsuccessful – indeed we have every reason to believe that the agenda is effective and relevant and has moved on considerably. But, it does demonstrate a disregard for planning and measurement instruments within the SAP-FL programme. Consequently, eight years into the SAP-FL programme we do not have sufficient evidence to make a judgement about how well money was spent.
- 5.5.5 One area where we can comment on efficiency is that current senior managers with responsibility for the SAP-FL programme, staff of other ILO departments and representatives of the social partners all recognise the expertise and professional capability and motivation of the SAP-FL team members. It was remarked in the last evaluation study and has been repeated in interviews for this evaluation, that staff who are contracted on temporary appointments are perceived to demonstrate higher levels of performance than their colleagues funded by regular budget. We are convinced that the current SAP-FL team are highly motivated and very committed to the challenge of eliminating forced labour. They are the holders of the “knowledge” acquired and therefore they are key to the ILO's future performance on forced labour. It is not obvious to us that this motivation is because none of them are permanent employees of the ILO. We are more inclined to think that they are the right people for the jobs.

5.6 Sustainability of the SAP-FL Core Programme

- 5.6.1 Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. It is useful to consider the following questions:
- > to what extent did the benefits of a programme or project continue after donor funding ceased?

- > What are the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?¹⁸

5.6.2 Here we intend to examine three areas of sustainability. [The issue of environmental sustainability does not seem relevant]. We consider both the sustainability of the SAP-FL programme and the sustainability of eliminating forced labour as an ILO concern. The three are :

- 1) Sustainability of expertise
- 2) Sustainability of knowledge
- 3) Sustainability of funding support

5.6.3 Expertise : As noted, SAP-FL expertise has shaped policy, provided legal interpretation & practice, developed data & information systems, managed operational experience and approaches and developed networks / communities of practise. And, as noted above [Para 5.5.5] the accumulated expertise is held by people who are not permanently members of the ILO staff. Sustainability of the SAP-FL knowledge programme therefore rests upon whether the ILO continues to contract this team of experts. Turn-over of staff has been high in the last five years with SAP-FL losing a number of experienced and effective team members. This is said to be the direct result of employment insecurity.

5.6.4 Knowledge : This evaluation asserts that “knowledge” is the primary product of the SAP-FL programme. There is an advanced level of SAP-FL knowledge now. But to remain relevant it needs to continue to evolve and adapt. This implies that there needs to be holders, managers or guides to that knowledge. Anything that is published will be sustainable once it is in the public domain. But, knowledge depends on continuous iteration and adaptation. We must expect that the current published data will have a “limited shelf-life”.

5.6.5 Funding : The changes introduced in internal ILO management systems for the Strategic Framework 2010- 2015 make a statement about sustainability complicated. On the one hand, the elimination of forced labour is a targeted outcome of the ILO through to 2015 – meaning that sustainability should be assured. On the other hand, the potential for diminishing TC funding - largely displaced by RBSA - could mean that funding for the knowledge role of the HQ-based SAP-FL is not assured. In which case, sustainability is compromised.

5.6.6 Sustainability of delivering a continuing programme on the elimination of forced labour hinges on whether further funding is forthcoming. At the time of writing, TC

¹⁸ From the DAC Criteria for Evaluating Development Assistance

funding to the SAP-FL exists until July 2011. Beyond that, it is not obvious that SAP-FL can continue. SAP-FL is the product of TC funding – which by its nature is insecure and inconsistent.

- 5.6.7 One of the complications is that SAP-FL is something of an untitled entity. De facto, SAP-FL comprises a project (or more precisely 3 core projects – two of which have now ceased). We must therefore note that this evaluation examines a project rather than an ILO programme or a Unit of some kind. As noted, this might be seen as a problem to the ILO's sustainable programming for the elimination of forced labour. Viewed optimistically, this lack of "title" may not be a problem. The fact that SAP-FL is not a formal ILO entity, offers an opportunity for SAP-FL to grow entrepreneurially to further develop the knowledge services they offer. There are precedents for this within the ILO that SAP-FL would be well advised to study, emulate and adapt¹⁹.
- 5.6.8 Looking ahead to the finish of technical cooperation funding that has so far maintained the core knowledge activities of SAP-FL means that a rather stark choice is open to the ILO. A decision must be made on how to fulfil the biennium outcome commitments on eliminating forced labour and human trafficking. The Governing Body, along with ILO's senior managers, may wish to reflect on how to achieve a sustainable programme in these circumstances.
- 5.6.9 If SAP-FL activities do not receive further TC funding, we should expect to see a compromise in sustainable work on consolidating a global alliance against forced labour; data collection and research – particularly the further publication of global trends and national data; further development of, and capacity building for, law enforcement and labour justice; capacity building for Workers' and Employers' organizations; cooperation between host & home countries. Unplanned funding closure for SAP-FL would leave the ILO without the means to capture and learn lessons or further develop knowledge and support to member states.
- 5.6.10 An issue that seems to require general clarification concerns the relationship between country-defined operations and the role of a central "knowledge-base" unit. We are convinced that the intention of creating a country-demand driven approach to budget allocation is viable²⁰. But, to avoid unnecessary errors, and to gain the full benefits of global learning and knowledge that service the requirements of member states, we believe that country programmes need to be backed up by a centrally-located, knowledge facility. Ideally, we would expect this to be part of the

¹⁹ For example, IPEC and Better Work

²⁰ And, also upholds the spirit of the Paris Declaration as well as the "One UN" approach.

ILO's regular budget.

5.6.11 We are also concerned that a topic as politically sensitive as forced labour may not always find its way into DWCPs in the right countries. [This is expanded in section 6]. This has funding implications for the future use of the RBSA.

5.6.12 We think it would be inadvisable for the ILO to break up the knowledge base provided by SAP-FL. Without a SAP-FL core unit, the forced labour activities of the ILO will diminish in integrity and dynamism and could compromise the sustainability of the ILO's Outcome commitment to eliminating forced labour.

6 FINDINGS: PROJECT PERFORMANCE / IMPACT ASSESSMENT

6.1 We will use this section to describe the major achievements of SAP-FL using a variety of sources of information. We do not intend to be comprehensive in this section – rather we will illustrate some of the main achievements.

6.2 Annex 1 identifies nine objectives for the three core projects supporting SAP-FL. Two of the nine explore how SAP-FL conducts its business – and are largely ignored here. The remaining seven objectives identify important work-streams pursued in the period under evaluation. These nine objectives have been taken directly, or inferred, from the proposals and the reporting documents of the three projects supporting SAP-FL's core activities of the period. [We do not have documentary evidence of how much, of what quality or by when; these objectives were to have been delivered.]

6.3 The logframe of SAP-FL looks like this [See details in Annex 1]:

Goal
A Global Alliance against Forced labour, backed by adequate resources and led by ILO, with the aim of eliminating of all forms of forced labour worldwide by 2015
Purpose
<i>By 2010 the SAP-FL HQ Unit has attracted national and international support to manage, test and publicise best practices that demonstrate how to eliminate forced labour and human trafficking²¹</i>
Objectives
1. Consolidation of a global alliance against forced labour
2. National Governments better equipped to respond to FL & HT

²¹ See paragraph 5.3.6. This is an assumed purpose-level statement proposed by the evaluator

3. Data Collection & Research : Enhanced knowledge base & global monitoring on FL & HT
4. Improved law enforcement & labour justice reforms
5. Capacity building for workers' and employers' organizations
6. Increased focus on prevention : Tackling poverty and vulnerability
7. Cooperation between host and sending countries
8. Greater representation of FL & HT in the DWCPs, UNDAFs and PRSs
9. Effective staffing of HQ & field-based core SAP-FL posts

6.4 Data Collection & Research: At the beginning of the period under review, the ILO had produced a global estimate of 12.3 million victims of forced labour around the world. The decision not to produce a further estimate of numbers using the same methodology in the 2009 Global Report was deliberate. There was apprehension that if the global advocacy was successful, reported numbers would have risen. Moreover, there has been concern about the consistency of approaches to data gathering. The "data" work-stream adopted by SAP-FL has aimed to develop reliable indicators for use in data collection and to test them in selected countries. This has three impacts: The first is to generate better quality, more comparable data – that is good for global statistics and awareness. The second is that national surveys lead to more specific information (profile of victims, their means of recruitment, their sectors of activity, etc) which enables better policy / action plan targeting. The third impact of work on indicators is for training and action of law enforcement actors – leading to more efficient and consistent approaches in detection/ prosecution /judgement of cases of human trafficking & forced labour²².

6.5 This work is highly **relevant** to ILO policy, international policy (e.g. MDGs) and the work of UNODC, UNGIFT, ICMPD, IOM. It is **effective** – we know, for example, that EU countries are harmonising their national policies / checklists with ILO/EC indicators. It appears to be **effective** in the countries where it has been piloted [but see 6.14 below]. It appears to be **efficient** [although this has not been fully tested] and seems to have been accomplished on a very modest overall budget.

6.6 In terms of **sustainability**, however, this work is incomplete. We are told that: *"Impact of surveys cannot be assessed as no government has yet received final reports with official results. The workshop in Moldova presented its results to authorities in the same week*

²² Thanks to Michaëlle de Cock for this summary.

the SAP-FL programme closed. In Niger, survey results will be out soon but there is no longer any project to follow-up on this. In Nepal and Armenia there will be follow-up by ILO TC projects”.

6.7 Law Enforcement & Labour Justice responses: The programme has been concentrating on two types of activity – producing materials [such as a Handbook for Labour Inspectors and a Casebook for Judges, Prosecutors and Lawyers] and then using these as the basis of training (capacity building) programmes²³. These initiatives have filled an important gap and they have been well received (according to Turin Training Centre evaluation and feedback from Canada – quoted in the DFID Self-Evaluation report 2009).

6.8 Filling a deficit in materials available makes these activities very **relevant**. Holding training is **relevant** to testing the utility of materials developed. We know nothing about the **effectiveness** or **efficiency** of capacity building²⁴ and, as identified earlier, we would be very concerned about making any larger claims as the scale of training activities has been modest. However, the materials are a **sustainable** contribution as they are in the public domain.

6.9 So far in this report, we have said very little about the programme’s objective to build capacity of workers’ and employers’ organizations. The approaches that SAP-FL has used are innovative. With the support of the social partners inside the ILO, SAP-FL has worked directly with the ITUC²⁵ and the IOE²⁶. SAP-FL sponsored a Campaign Manager in the ITUC whose responsibility was to promote the elimination of forced labour. This resulted in December 2007 in an ITUC General Council endorsement of an Action Plan to tackle forced labour and has been followed-up with brochures and media materials, an electronic newsletter and the establishment of committees to take specific concrete action²⁷. A series of in-country support projects resulted in concrete action [e.g. in Bolivia and Peru an agreement on awareness raising and organizing workers was signed in May 2006 and extended to all Latin America & Caribbean in Dec 2007, in Tajikistan TUs in the construction industry provided pre-departure training to potential migrants].

²³ It is always a moot point whether materials and “capacity building” are inputs or outputs. The ILO most often identifies these as outputs – although many would argue that they are inputs that are used to achieve other changes in status. A more pedantic view is that in a “results management framework”, capacity building in the form of training programmes is an ACTIVITY that transforms inputs into outputs.

²⁴ Apart from satisfaction levels recorded at the Turin Centre.

²⁵ International Trade Union Confederation

²⁶ International Organisation of Employers

²⁷ These are all outputs not outcomes.

- 6.10 We consider that these initiatives are **relevant**. But, similar to other areas, lack of evidence means that we are unable to judge **effectiveness**²⁸. SAP-FL has reflected on the high costs of placing a Campaign Manager in ITUC in future. Nevertheless, we understand that the post is believed to have been influential. We assume that commitments to action [policies & resolutions] undertaken by TUs are **sustainable** but we suspect that in the absence of further funding follow-on concrete action will be hard to sustain.
- 6.11 The story with ACT/EMP - IOE seems different. An additional staff member was recruited to the SAP-FL HQ team to work in close collaboration with IOE. The IOE connections combined with the outputs produced (brochures, manuals/ training materials & training courses) seems to have appealed to a significant strand of IOE Associates – with the result that a number of large multi-national companies have taken up the ideas and resource materials available. We know of capacity building operations run in China for the local suppliers of large multi-national companies. These outputs are particularly significant. [See Para 6.14 - 16 below]
- 6.12 Although the SAP-FL team – IOE link post was recently vacated, the materials and connections already in place appear to be **relevant, effective, and efficient** and, for the immediate future they are **sustainable**. Uptake by private enterprises means that further funding is not required to continue to use existing materials. However, producing future iteration of materials will be more of a challenge.
- 6.13 The objective on “cooperation between host and home countries” is closely related to objectives on “data and information”, on “strengthening law and labour justice” (all discussed above) and to “better equipping national governments” (discussed below). However, it merits a separate objective because it addresses human trafficking for forced labour across international boundaries and generally involves high GDP destination countries. A lot of the work that has taken place has been TC project funded by the EU or the USA and looks at source countries in China or in Eastern Europe and the Caucasus, amongst others.
- 6.14 There is little doubt that this work has been highly **relevant** for the destination countries in Europe. But there is a frustrating dearth of information about impact. In the Gulf destination States, introducing the topic seems to have been very “stop-start”. Not all countries have welcomed attention to labour recruitment practices and it has been a slow progress to build relations with some countries. Again, frustratingly, this is

²⁸ Quote from Progress Report: *“To produce comparative figures (on the capacities of Workers organisations to participate effectively in social and labour policy) on how much capacities have increased is practically impossible”*.

presented in progress reporting as a series of activities²⁹ and we have little information about outputs or outcomes. For China, we have publications, research and project reports which set out research findings but we do not have a great deal of evidence about how this is put into use in China or in destination countries. This means we are not well placed to judge the **effectiveness, efficiency** or the **sustainability** of these project activities.

6.15 The objective on “Increased Focus on Prevention: Tackling Poverty & Vulnerability” captures some of the collaborative work carried out between SAP-FL and GENDER. We have reports from Niger, Bolivia & Peru – but these are records of inputs / activities undertaken [studies in discrimination in wage earning access in Bolivia & Peru as well as “gender consultant to train Niger’s National Commission”]. In South Asia we find that work was commissioned to explore the potential and limits of micro-finance approaches in preventing and eliminating bonded labour. The conclusion drawn from this work was that *“the poorest and most discriminated groups most vulnerable to bonded labour are excluded from mainstream micro-finance and require special products and services tailored to their specific needs, including women”*. This is an interesting conclusion – but it does not offer any information about follow-up. Finally in response to the 2009 Irish-Aid Self Evaluation question on the SAP-FL contribution to poverty-related MDGs – we are offered evidence of the USD 21 billion “stolen” from forced labour victims – the information is taken from the 2009 Global Report entitled the Costs of Coercion. The Self-Evaluation tells us very little – other than what we already know – that SAP-FL has not so far measured any impacts.

6.16 We turn to the objective on “National Governments better equipped to respond to FL & HT”. In this report – the following paragraphs describe some of the huge potential of SAP-FL’s approach. In preference to attempting to review all the information about all the (nearly 50) governments involved, we would like to draw attention to three examples – China, India, Brazil. [There are further examples in Annex 4]. We would like to propose that SAP-FL funds a review of the findings (the knowledge) acquired from these three programmes. [We would also be tempted to include the Caucasus programme in a study]. We believe that there are **important, significant and far reaching lessons** to be learned from these examples. Moreover, we consider that this would help shape a future strategy for forced labour / SAP-FL.

6.17 Based on telephone interviews, we believe that the following hypotheses should be tested :

²⁹ For example – DFID Progress Report 2007 identifies “dialogue between Gulf States & Asian sender countries initiated”; “Commissioned research on migrant workers between Pakistan & Bangladesh and Gulf States” DFID Self-Evaluation 2009.

1) China, India & Brazil are important middle income countries with rapidly developing economies and fast developing social policies. Their growth and trade links mean that they are feeling pressure to tackle issues of labour equity and exploitation. They are countries that are very sensitive to change.

2) These are some of the most populous countries in the world and between them represent a significant proportion of the world's poor and vulnerable. [It could be argued that successful work here would make a significant impact on global estimates].

3) The Governments of these three countries all appear to be well disposed to tackling issues of forced labour (although none of them are going to be pushing into doing something that they do not want to do).

4) All three countries have budgets of their own to tackle social protection issues in general and forced labour issues in particular – they do not require direct transfer funding support from the ILO [although providing expertise is not cost-free to the ILO.]

5) These member states are being offered the input they most require – expertise and a helpful, tested approach. SAP-FL is making headway by offering expert support to Governments to take up these issues.

6.18 We are excited that it is the **approach** itself that is worth analysing and documenting further. We suspect that it represents a really **significant impact**. What we perceive has happened is :

- > SAP-FL was presented with opportunities that it recognised³⁰
- > SAP-FL had / developed a field operational presence (in China where it recruited expertise immediately) that was already making “noise” by demonstrating that it had something to offer.
- > SAP-FL, with Governments, was able to mobilise new regional/ national steering committees/agencies. Their contribution has been to bring together disparate parts of Government – that might not normally work together (e.g. a mix of Ministries representing Social Protection / Labour / Law Enforcement / Customs & Excise / Central Statistics, Police, etc). [Showing the gaps in institutional responsibility].
- > In the Caucasus, supporting new agency arrangements has allowed much greater access to Government by other, non government agencies (i.e. Social Partners, NGOs, other UN agencies, etc)

³⁰ In India this came about as a result of a project evaluation study. In China it was prompted by internal media exposure to regional forced labour, alongside pressure from trade partners and multi-national enterprise investors, as well as adverse publicity in European countries. In Brazil, the project benefitted considerably from a change in political leadership which emphasises social equity.

- > ILO has used its “reputation” to gain access to data sets that researchers cannot usually access – in order to produce a diverse but compelling picture
- > The Governments, with support from SAP-FL expertise, examine where existing policy gaps occur, where forced labour “falls into the cracks between ministry responsibilities” and also where existing policy / funding allocations exist - for example, in India, existing health & social welfare budget allocations have been extended to the vulnerable poor involved in bonded labour

6.19 We think that this is potentially the most compelling evidence of SAP-FL impact. This knowledge needs to be substantiated with a systematic review. We think that SAP-FL will be able to say considerably more about its approaches and successes. It should prove possible to build on successful examples and to use any findings to help shape SAP-FL’s future strategy.

6.20 One final objective remains to be discussed here - “Consolidation of a Global Alliance Against Forced Labour”. We are critical of the approach that was taken to achieving this objective. Aside from monitoring press exposure, developing a web-site and producing video reporting articles [all of which are worthy but none are able to measure their consequences or impacts], we find that this part of the agenda had less structure, direction and accountability than other SAP-FL core objectives.

6.21 We acknowledge that not all the people interviewed for this evaluation would agree with this view. Interviewees expressed the belief that forced labour issues have achieved considerable global exposure through Conferences and speaking opportunities. We do not question that. What concerns us is whether this has made any contribution to a “global alliance”.

6.22 The progress reporting tells us that early-on a decision was made not to create a Global Alliance formal body. This was probably a wise decision as the SAP-FL would have fallen far short of the human or financial resources to manage such an undertaking. However, we remain unclear what a “global alliance³¹” looks like or whether the programme has in any way contributed to creating one.

6.23 The final two objectives describe how the SAP-FL intended to work. One objective was explicit “getting greater representation in DWCPs, UNDAFs and PRSPs”. This was important because it coincided with a greater thrust on country-based demand-driven delivery from both the ILO and the Donors. We know that there are now more DWCPs

³¹ Discussions have suggested that “global alliance” is more of a slogan than an objective. But this is not obvious from the core-project documentation.

that include FL & HT³² but we are less certain that these are the “right” ones [see Para 6.14 – 6.16 above]. We have no evidence about PRSPs or UNDAFs but it is difficult to see how this could have been accomplished as SAP-FL did not manage to post staff to regional positions as originally planned. Getting forced labour issues into a PRSP or an UNDAF requires a considerable, sustained and long-term effort from a country-based specialist.

6.24 The other objective – which is implicit in proposals – concerns the “effective staffing of the SAP-FL team”. This was never made explicit in the proposal matrixes but, we added it ourselves because there are occasional progress reports noting the recruitment of specialists. Also, there is reporting of how SAP-FL did not succeed in its bid to out-place team members in regional positions. If we are correct about SAP-FL being a “knowledge unit” we think there should have been more attention to staffing and developing expertise – preferably with a plan for how this would be achieved, maintained and managed.

7 CONCLUSIONS

7.1 We consider that the programme’s objectives were right and relevant for the task. They are also relevant to international policy and agencies, changing international economic circumstances, demands from donors and member states with their social partners. The programme is relevant to the ILO’s policies on Decent Work and the more recent Declaration on Social Justice for a Fair Globalization.

7.2 We believe that the programme has been effective. But, we also think that more work should be commissioned to consolidate the learning from a range of operational projects with particular focus on Brazil, China and India. There have been effective steps forward in defining and refining data methods. There is more to be done to consolidate this. On policy / legal definitions, SAP-FL has contributed to international understanding on human trafficking and forced labour. The materials produced for training law enforcers have filled a gap. These are also believed to be effective. A supportive and innovative series of partnerships have been created with the social partners. There is good reason to think that effectiveness has been achieved with the employers’ and workers’ group.

³² Evidence is taken for the plans submitted for the 2010-11 Biennium Budget planning.

- 7.3 We have not found systematic evidence that would allow us to make an informed judgement about efficiency.
- 7.4 There are several programme outputs that can be considered to be sustainable. But this does not include the current funding arrangements or the transaction costs of reporting to many donors. Forced Labour is a topic that will constantly shift in its location, size and impact – and therefore will require continuing dynamic support from a “knowledge base” whose funding, presently, is insecure and inconsistent.
- 7.5 In terms of the past four years of management of the SAP-FL programme, we consider that more could have been done to apply well-established business management tools. In this period, the ILO systems have not always been demanding enough. There is a dearth of systematic reporting and information and analysis of the results of the programme.
- 7.6 Finally, we think that the SAP-FL has a strong comparative advantage because of its close involvement with operational programming and the motivation and drive of its staff.

8 RECOMMENDATIONS

- 8.1 We recommend that the ILO maintains the SAP-FL Unit. It is a knowledge unit and needs to continue its work. Without a SAP-FL core unit, the elimination of forced labour activities of the ILO will diminish in integrity and dynamism.

<p>1. SAP-FL should not be allowed to disappear once existing extra-budgetary funding ends in July 2011. We recommend a review of funding allocations to SAP-FL before the end of 2010.</p>

- 8.2 We believe that the objectives adopted by SAP-FL are the right and relevant combination – but SAP-FL needs to test this. SAP-FL should undertake work to extract the lessons learned from its operational programmes in China, India, Brazil and the Caucasus, reflecting also on what has been learned from operations elsewhere. We believe that these will provide a focus for a future strategy.

<p>2. SAP-FL needs to design and implement a review of the achievements (and shortcomings) of its current approach using China, India and Brazil as key contributors. This should be completed as rapidly as possible</p>

8.3 SAP-FL is advised to reassess the meaning and roll-out of plans to create “a global alliance”. We believe that a rethink should take place around the objective for creating a global alliance. The level of ambition may need to be adjusted.

3. SAP-FL should review its commitment to leading “a global alliance” by considering its most effective networks and partners and deciding where it is resourced to place itself alongside other key international players. The resulting recommendation should contribute to the new SAP-FL Strategy.

8.4 For the benefit of all donors as well as the unit, any future operational projects need to include sufficient financing and a plan for lesson learning and evaluating the project's contribution to the SAP-FL strategy. Operational projects should all be designed to capture learning. This is best achieved by establishing, from the outset, a hypothesis that is being field tested. As it does this, the Knowledge Centre of SAP-FL needs to consciously maintain its comparative advantage of being operationally focused.

4. SAP-FL should carry out a review of its “comparative advantage” by comparing itself to other units within the ILO and outside (see 3 above).
5. Additionally, all new project designs must include provision for capturing learning. SAP-FL should adopt a standard format for this. These need to be based on a well-developed results framework. There can be no reason for failing to plan for results or failing to capture data in any future projects.

8.5 This is the right time for the Unit to review its role, progress and strategy. SAP-FL should reconceptualise its role – being more explicit about its comparative advantage as a “Knowledge Unit” and identifying what this entails. SAP-FL would be well advised to look around for management examples of other “knowledge units”. It can build upon the precedents of other units such as IPEC and Better Work. Examples may come from inside the ILO or from other organisations.

6. SAP-FL should commission work that considers the operations of other similarly placed “knowledge units” with a view to preparing suggestions for how SAP-FL should manage its business in future. This needs to be completed quickly.

8.6 SAP-FL should spend 2010 consolidating its future strategy and direction. Work needs to begin on this immediately because preparations for the 2012 – 14 biennium will begin by the summer of 2010. SAP-FL would benefit from a clear “mission statement” that sets out exactly what it wants to deliver. The general idea is that SAP-FL positions itself to be able to deliver advice and expert support (i.e. an approach) to member states.

7. SAP-FL team should immediately identify its “mission statement” – that is a statement of what it exists to achieve. This needs to be followed as rapidly as possible by the team’s development of a “strategy” or “business plan” that utilises the output from 1 to 5 above to propose how SAP-FL will operate; what it intends to achieve and what results it will produce from 2011 to 2015 and beyond.
8. The strategy / business plan needs to incorporate a well-developed logical framework or results framework. This needs to be very clear on targets (results) at every level of planning and it needs to be exceptionally clear on indicators and ways to collect management / achievement data.

8.7 SAP-FL should present its strategy to senior managers asking for guidance on the future of the Unit and seeking approval for suggestions on the direction of combating forced labour in the ILO. A strategy should include options for continuing or accelerating the elimination of forced labour. These choices will each imply different funding levels.

9. With the support of the Director of the DECLARATION, SAP-FL should present their strategy / business plan to the head of Sector 1. The purpose will be to gain support for the new strategic approach.

8.8 Good practice suggests that SAP-FL needs to learn and apply techniques for managing for results. There are many instruments that SAP-FL can borrow and adapt for this. These would ideally be based on a new strategy for the next five years. A strategy should demonstrate that it understands the differences between inputs, outputs, outcomes and impact. It should include targets that are measurable in quality, quantity and time. These can be adjusted over time as necessary. Targets should take account of evaluation requirements to demonstrate relevance, effectiveness, efficiency and sustainability. SAP-FL must put systems in place for regular and accurate reporting against its targets.

10. With the support of the relevant ILO Units, SAP-FL should immediately introduce the use of results-management instruments that allow it to measure the impact of its investments. This may mean experimenting with instruments that exceed the current requirements of the internal ILO systems.

8.9 SAP-FL should be celebrating its success stories and the advances it has already accomplished. We encourage it to produce the evidence of outcomes that it now requires.

11. SAP-FL should seek to publicise the achievements of its field operations and outcome of its core work (as identified in 2 above) through a significant publication; side events at the ILC and by utilising its investments in IOE and ITUC.

8.10 SAP-FL will require new funding support. At this stage of maturity, these should not all be extra-budgetary as these have proved to be insecure and inconsistent. New methods of funding the involvement of social partners should be identified. The link with IOE has obviously been very positive for both organisations and steps should be taken to try to maintain some sort of close working relationship. It may be possible for IOE to propose ways to fund this link in future. Funding for the Workers' activities is likely to have to come from the RBSA via the country programmes.

12. See 1 above. SAP-FL should launch an "all-out" approach for new donor funding based on its new strategy and publicised achievements.

8.11 It would also be appropriate to identify when and how to measure trends in global forced labour victim numbers to check against the (over-optimistic) target date of 2015.

13. Within the confines of its present funding, SAP-FL should seriously engage with the development of new measurements of victims of FL & HT. This should aim for publication in advance of the 2015 deadline and should include recommendations for future programming.

9 LESSONS LEARNED

9.1 The key lesson arising from this evaluation is that SAP-FL needs to redirect its effort to planning for, and capturing lessons, arising from its work in HQ and in country operations. The best way to achieve this is to design and manage projects with this in mind. Our view is that the use of a results framework (logical framework) would have helped to plan and monitor. The evidence base for the knowledge SAP-FL develops

needs to be credible and systematic.

9.2 The second lesson learned is that SAP-FL needs to reconsider its level of ambition taking account of its comparative advantage, its international position and its realistic level of funding support. We suggest this is accomplished by setting out a carefully planned strategy or business plan that targets time and results.

10. ANNEXES