



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Support to national efforts towards a Child
Labour-free State, Bahia-Brazil" Project**

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

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NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place between October and December 2012. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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Abbreviations

ANDI	News Agency for Children's Rights
AP	Action Programme
BDWA	Bahia's Decent Work Agenda
C&A	Children and Adolescents
C4D	Communication for Development
CadÚnico	Cadastro Único – Unified Social Assistance Database (Cadastro Único Para Programas Sociais do Governo Federal)
CAS	Children and Adolescent Statute
CL	Child Labour
CNAS	National Council of Social Service
CNC	National Confederation of Trade
CNI	National Confederation of Industry
CONAETI	National Child Labour Tripartite Commission
CONANDA	National Children Rights Council
CONTAG	The National Confederation of Rural Workers
CRAS	Reference Center of Social Assistance
CREAS	Social Assistance Specialized Reference Centers Program
CTB	Central of Workers of Brazil
CUT	Single Central of Employees
DBMR	Direct Beneficiaries Monitoring and Reporting
DIEESE	Inter-Union Department of Statistics and Socio-Economic Studies
FEBRABAN	Brazilian Federation of Banks
FETIPA/BA	State Forum for the Eradication of Child Labour and Protection of Adolescents in Bahia
FNPETI	National Forum on the Prevention and Elimination of Child Labour
IBGE	Brazilian Institute of Geography and Statistics
IDEB	Quality Basic Education Development Index
ILO	International Labour Organization
IO	Immediate Objective
IPEA	Institute for Applied Economic Research
IPEC	International Programme on the Elimination of Child Labour
KAB	Knowledge, Attitudes and Behaviour Survey
ME	Ministry of Education
MH	Ministry of Health
MLE	Ministry of Labour and Employment
MPT	Labour Prosecutor's Office
MSD	Ministry for the Social Development and Hunger Combat
MTE	Mid Term Evaluation
NGO	Non-Governmental Organization
NPA	Plan for the Prevention and Eradication of Child Labour and Protection of the Worker Adolescent
OAB	Brazilian Lawyers (Bar) Association
PA	Programme Action
PETI	Programme for the Eradication of Child Labour
PFRCA	Parliamentary Front for Defence of the Rights of Children and Adolescents
PNAD	National Household Sample Survey
PNAS	National Policy for Social Assistance
PPA	Multiannual Budget
PREJAL	Promotion of Youth Employment in Latin America
PROJOVEM	Inclusion federal programme for adolescents 16-17 years old
TPR	Technical Progress Report
SEDES/BA	Secretariat of Social Development and Poverty Combat of Bahia State
SEI/BA	Superintendence of Social and Economic Studies of Bahia
SEPPIR	Secretariat of Policies for the Promotion of Racial Equality (Secretaria de Políticas de

	Promoção da Igualdade Racial)
SEPROMI/BA	Secretariat for the Promotion of Racial Equality (Secretaria de Promoção da Igualdade Racial)
SETRE/BA	Secretariat of Labour, Employment, Income and Sport of Bahia State
SHRS	Special Human Rights Secretariat
SISPETI	PETI Database System (Sistema de Informações da Frequência do Serviço de Convivência e Fortalecimento de Vinculos do PETI)
SITI	System of Information on Outbreaks of Child Labour
SRTE	Regional Superintendence of Labour and Employment
SUAS	Unified Social Assistance System
SNAS	National Secretary of Social Assistance (Secretaria Nacional de Assistência Social)
SPM	Secretariat of Policies for Women (Secretaria de Política para as Mulheres)
TCU	Brazilian Court of Audit
UFBA	Federal University of Bahia
UGT	General Workers Union
UNICEF	United Nations Children's Fund
US\$	US Dollar
USDOL	United States Department of Labour
WDCL	World Day against Child Labour
WFCL	Worst Forms of Child Labour

Preface

This report was prepared by an independent evaluation team led by Marcio A. Carvalho, international evaluation consultant; and Claudia Fernandes, national evaluation consultant, with the support and guidance of Ricardo Furman, Senior Evaluation Officer of the Evaluation and Impact Assessment section (EIA/former DED).

We would like to acknowledge all the help from the ILO office in Brazil, and from the numerous ILO stakeholders in Brasília, Salvador, and in the municipalities. Special thanks for the ILO Country Office for Brazil who provided the logistic support, especially in scheduling the interviews with dozens of key informants selected by the evaluation team, and arranging the logistic for the field visits in the municipalities and for the final workshop.

We would like to show our deepest appreciation to all the people we interviewed and participated in in the focal groups during our three weeks collecting data and evidences in Brasília, Salvador and eight municipalities in the Northeast II. Special thanks to those mothers and children that took their time – sometimes travelling hours by foot – to meet us and discuss about their past, present and future.

Executive summary

The “Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil” Project (BRA/08/P50/USA) – also known as *Bahia Project* and *Catavento Project* – took place between September 2008 and January 2013. It was funded by the United States Department of Labour (USDOL), and implemented by the International Programme for the Eradication of Child Labour (IPEC) of the International Labour Organization (ILO). Due to the Federative Pact that rules public policies in Brazil, it was fundamental for the project to take into consideration a vertical strategy, where Federal, State and Municipal actions were integrated into the project’s approach.

For this evaluation, a multi-method approach, mixing qualitative and quantitative methodologies was used to analyze data and assess the status of the outputs and the immediate objectives of the project. The evaluation was guided by the five keys criteria – Relevance, Efficiency, Effectiveness, Potential Impact and Sustainability. The project’s design was also analyzed by the evaluation team. The triangulation approach was used to improve its methodology.

The project had fourteen outputs that were combined into five Immediate Objectives (IO) that can be summarized as (i) developing a knowledge base on children labour; (ii) raising awareness and perception on CL through a communication strategy; (iii) strengthening CL policy frameworks; (iv) increasing stakeholders’ capacity on CL issues; and (v) improving current models for child labour withdrawal and prevention. The beneficiaries of the project were children and adolescents, and the direct recipients were the decision makers and other stakeholders at federal, state and municipal levels that have the accountability and the responsibility of implementing the policies for eradicating child labour in the country.

The project was evaluated as highly relevant in terms of needs and strategies. Quantitative and qualitative data showed that child labour is still an issue for all levels engaged in public policies in the country, including Bahia State. Despite the fact that Bahia has improved in terms of child labour in the past years, the state is still among the three with the highest proportion of children working in the country. In terms of choosing the target area, the 18 municipalities selected had the worst social indicators of the state, justifying their selection as a pilot initiative.

Regarding project design, on the positive side, the evaluation considered the Immediate Objectives as complementary, and their design took into consideration a systemic approach to child labour. The project management was flexible enough to encompass new ideas across its implementation. On the negative side, the evaluation identified flaws in the specific relationship between outputs and immediate objectives, and in the definition and use of the indicators. Some of these flaws might have impacted directly into the non-fully achievement of some expected results. Also, the sequencing of some activities for the project seemed disengaged from the overall strategy. At local level, the project was aligned with the theory of change proposed by the Federal Government on its PETI strategy. This was an advantage in terms of helping the Bahia project to expand its activities and to achieve some of its expected results. At state and federal levels, most of the actions were centered in capacity building, advocacy and representation with stakeholders.

Most of the project resources (62%) were spent in project management (technical assistance provided by the project staff, official travels, supplies and the consultancies related to the project’s two evaluations). The remaining 38% – around US\$ 1.5 million – were allocated to “Direct Costs” and were distributed into the activities that were more focused at the municipal level, with few exceptions. In considering the US\$ 1.5 million as direct expenses only for the 18 municipalities, the direct cost of each child withdrawn from work for the project would be around US\$ 131. The evaluation team does not have a similar figure to other ILO/IPEC projects. The cost of a similar project being implemented in municipalities in the Northeast by a different organization was identified as being around US\$ 50

per child. Without a proper cost-benefit analysis the efficiency analysis of the Bahia Project is not fully completed. The difference between the US\$ 131 and the US\$ 50 per children cannot be used as a single measure of efficiency, but it can give a suggestion on how the resources of the project were used. Most of the expenses of the direct cost occurred in 2010, in the immediate objective 5, related to the improvement of current models for child labour withdrawal and prevention.

The project's implementation was influenced by the great oscillation of the exchange rate between US dollars and the Brazilian *Reais* between 2008 and 2012. Project planning and implementation in the country was very efficient in using a close financial monitoring and reprogramming techniques that helped to mitigate the effects of this issue.

The programmatic expected results of the project were partially achieved. For the immediate objective 1, the evaluation team sees a clear boost of knowledge related to the 18 municipalities; however, the same process did not happen in the state and federal levels. Regarding tools, the active identification used at the beginning of the project proved to be very efficient when comparing the number of children enrolled in programmes for eradicating child labour from the 18 municipalities with other municipalities in the semi-arid of Bahia. On the other hand, as municipalities were challenged into registering children into the CadÚnico system, it would be possible that municipalities lack the necessary quality control on who they were enrolling in the system - 15% of all children between 6 and 15 years-old living in the 18 municipalities were enrolled in the PETI programme. This number is almost 3 times higher than other municipalities of the Bahia semi-arid. In these municipalities, the average of children 6-15 years old living in the municipality and enrolled in the PETI Programme is 5%. This might be one unexpected consequence of the project that has to be further controlled and investigated in similar initiatives in the future.

Also, despite the improvement in the Mercury System, the monitoring and the validation processes proposed on Mercury were not fully implemented. The data from the children registered in the system was imported from the official government database, and the individual follow up and monitoring of beneficiaries as initially planned in the methodology did not happen. This system could be better used as a control mechanism to avoid problems in the identification phase of the project.

For immediate objective 2, the expected results were also partially achieved. The Project used the communication tool in line with Communication for Development (C4D) concepts, showing the importance of using communication not only for dissemination, but also to develop perceptions and create the demand for rights. The drawback for this IO was not implementing a strong C4D strategy with the partner that could have lasted until the end of the project. The core of the communication part ended almost one year before the project has finished. The Knowledge, Attitudes and Behavior (KAB) survey would be the best tool to analyze changes in concepts and behaviors related to child labour. Due to problems in the first version of the survey, the strategy was reviewed and the second stage of the survey was not carried out, impairing a complete assessment of changes in line with the project's objectives.

The evaluation team considers that the expected results for Immediate Objective 3 were achieved. The influence of legal processes and on institutional arrangements is an expensive and continuous process that was carried out by ILO during the time of the implementation of the project. It is a process that cannot be limited in time and which results are not always clear and easily measurable. In this line, the evaluation team has evidenced that the participation of ILO/IPEC as a technical advisor, following its role of supporting in the discussions and debates at federal, state and municipal levels was important to guarantee a qualified point of view about child labour issues. Also ILO's constant presence has helped in processes, bills, and legislations.

If the focus for Immediate Objective 4 was the municipal level management and civil society, the expected result would be very likely to be achieved, with some restrictions related to its sustainability. If the object is expanded to state and federal levels, the expected results were partially achieved. The project has worked closely with different institutions from the education, social

assistance, civil society, employee sector, unions; among others, to try to change perceptions, and influence public policies and processes. It was clear for the evaluation team that the Bahia Project has helped the municipality in strengthening its capacities related to child labour; the same was not so visible at state and federal levels.

The Caravan was analyzed within the scope of IO 4. It was considered one example of coordinated efforts between ILO and its partners. The caravan is a social mobilization strategy and does not bring any services of more in-depth capacity development for the municipality; nonetheless, it raises expectations by the local management and the society. After the Caravan that encompassed the 18 municipalities, three other caravans took place in the state of Bahia, with the participation of ILO. The difference between the four caravans was the follow up approach. While the first one had the post-caravan with all the activities of the Bahia project, the other three did not have the same attention – mainly to the fact that they happened outside the scope area of the project. That was exactly the difference that the Bahia project has made. The Caravan was one tool that granted access by the Bahia Project to the municipalities. After the first assessment and contact with the municipalities that was facilitated by the Caravan, there was a full attention to these 18 localities, with services that were needed and demanded locally. The evaluation sees the validity of the caravan as part of a larger strategy of support that must encompass follow up actions in the municipalities.

The expected results for Immediate Objective 5 were partially achieved. In using the same theory of change as the PETI programme the project was able to collate itself with the federal and state policy to eradicate child labour. This was a very positive strategic movement since the project was implemented in a vast area and the connection with PETI was the only possible way to reach the amount of children proposed in the project document. The project has reached the objective of helping almost 16,500 children and their families to have access to public policies related to child labour. The municipalities that participated in the Bahia Project (Northeast II Municipalities) had an implementation rate of new PETI programmes six times bigger than other similar municipalities in the state. Between 2009 and 2011, 12 new PETI programmes were implemented in the 18 municipalities – in 2011, all the 18 municipalities had the PETI Programme. In the same period, 29 new PETI programmes were created in the remaining 281 municipalities of the semi-arid in Bahia; in 2011, only 52% of the other municipalities in the Bahia semi-arid had the PETI programme implemented. The number of children enrolled in PETI services has increased more than 200% for the Northeast II municipalities, in comparison to 10.2% for other similar municipalities in the semi-arid. On the other hand, the limitations described with the Mercury monitoring system does not allow the evaluation team to confirm the profile of those children, and if they were really withdrawn or prevented from work.

Regarding the income generation part of this IO, the evaluation considered that this process happened late in the project. One association was created but there are not yet noticeable results for this initiative.

The approach of mainstreaming gender, race and ethnicity into the project was either not evident enough or did not reflect the overall scope and nature of such areas appropriately. The evaluation evidenced some actions on these areas, but no major developments happened during the implementation phase, and no major results could be noticed.

For the evaluation team, in terms of sustainability of services and results, the most threaten cases are the 18 municipalities in Bahia State. Despite all the efforts of the Project to create a core group that deals with child labour in the municipalities, political and institutional changes that happen in those municipalities at the beginning of 2013, and the difficulty of a constant monitoring of the municipalities might result in diminishing the continuity of actions related to the eradication of child labour. At State level, there is some evidence that the lack of a more stable presence might reverse some of the processes that have started. The evaluation team does not see any major threats in terms of the sustainability of ILO/IPEC's advocacy and political cooperation at federal level. The end of the Bahia project does not pose any treats in terms of sustainability of the federal PETI programme. The

Bahia Project supported the PETI at different levels; nevertheless, the PETI and the Bahia Project were independent, being implemented by different institutions.

Given that conclusions are only meant to be a general overview of the project, they do not correspond on one-to-one basis with recommendations. The main evaluation **conclusions** were the following:

1. The added value and comparative advantages of the Project stand on its capacity to facilitate inter-agency networking, enhance cross-agency actions, facilitate transfer of south-south and horizontal solutions, and engage stakeholders in municipal, state and federal actions to fight child labour.
2. The project is relevant in terms of alignment with municipal, state and federal needs and strategies in fighting child labour.
3. In general, the project worked towards the achievement of most of its expected results, especially those related to the municipalities.
4. Both the caravan and the active identification are important tools, but they have to be used within a broader strategy and have to be closely monitored.
5. There are uncertainties with the full sustainability of the results especially for the 18 localities that received the special attention from the Bahia Project.
6. The project presented some flaws related to its design, especially in relation to its scope and use of verification sources.
7. Gender, race and ethnicity were not mainstreamed in the project.

Recommendations are aimed at addressing the main challenges identified in the evaluation in order to assist similar projects in Brazil, and/or other regions of the world. The following are the recommendations from the evaluation for future similar projects:

1. New projects should be constructed and managed allowing a better visualization of the activities and more systematic comprehension among the different components being proposed [ILO and/or future implementing organizations].
2. New projects should be better designed when connecting outputs and immediate objectives, and when selecting its indicators [ILO and/or future implementing organizations].
3. New projects should better plan its actions in the territory, including a better phase out of its actions [ILO and/or future implementing organizations].
4. A similar project in Brazil should strongly engage the CRAS and CREAS structures into the initiative, as well as the Conselhos Tutelares and the Conselho de Direitos [ILO and/or future implementing organizations].
5. Actions related to race, gender and ethnicity mainstreaming should be better planned between ILO and the implementation partners, including strengthening coordinated actions with governmental partners that have the mandate in these areas [ILO and implementing partners/NGOs].
6. New projects should revise the use of the Mercury monitoring tool in the field, adapting it to the size of the initiative and the needs of the project, facilitating its implementation [ILO and/or future implementing organizations].
7. Formal agreements with universities and research centers should be assured as part of the project strategy in order to guarantee knowledge generation, transfer of social technologies and sustainability [ILO and/or future implementing organizations].
8. Communication for Development (C4D) should be used as a continuous and structural part of the strategy [ILO and implementing partners/NGOs].
9. New projects should continue partner with initiatives that are already being implemented by other NGOs, Foundations, and International Organizations, among others [ILO and implementing partners/NGOs].
10. ILO should systematize the methodology used in the project, including the caravan and the active identification tools [ILO in Brazil].

1. Introduction

1. The “Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil” Project (BRA/08/P50/USA) – also known as *Bahia Project* and *Catavento Project* – took place between September 2008 and January 2013. It was funded by the United States Department of Labour (USDOL), and implemented by the International Programme for the Eradication of Child Labour (IPEC) of the International Labour Organization (ILO). The project design and implementation took into consideration IPEC’s 20-year presence in Brazil, as well as its national political projection, and a worldwide experience in implementing projects to eradicate child labour. For its municipal strategy, 18 municipalities² were defined as target-areas found within a Bahia’s territory known as the “Semi-Arid Northeast II”, where it was estimated that in 2006 17.6% of all children under the age of 17 were working. The entire region showed high numbers of poverty and social exclusion and a fragile social assistance and social policy structure.

1.1. Background and context

2. In order to better understand the project and its accomplishments, it is important to present a quick introduction (i) to the child labour situation in the country and in Bahia State; (ii) the main policies related to child labour in the country; and (iii) how they interact with the social assistance system that encompasses the child labour policies. The objective of this introduction is not to present details, but to frame the work that was done by the Bahia project.

1.1.1. Child Labour in Brazil

3. Official indicators show a decrease in child labour in Brazil in the past years. According to the 2000 Census, 3.9 million children and adolescents 10 to 17 years were working, representing 6% of the 65.6 million people 10 years or older employed in the country. Ten years later, data from the 2010 Census showed that there were 3.4 million children and adolescents aged 10 to 17 years-old working, which represented 3.9% of the 86.4 million workers aged 10 years or older.
4. The number of workers between 10 and 15 years-old was 1.8 million in 2000; being reduced to 1.6 millions in 2010, representing 198 thousand less children 10 to 15 years-old working (reduction equivalent to 10.8%). Among adolescents 16 or 17 years, there were less 336 thousand workers – from 2.144 million to 1.807 million – in the same period (decrease of 15.7%). The reduction in the number of children and adolescents aged 10 to 17 years working, from 2000 to 2010, was higher in rural areas than in urban areas. While in rural areas it fell by 339,000 people, from 1.395 million in 2000 to 1.056 million in 2010, the reduction in the urban area was 190,000, down from 2.541 million to 2.351 million in the same period. Among other causes – which also include the strong urbanization process that the country has faced in the past – part of the decline in the rural areas could be attributed to the Programme for the Eradication of Child Labour (PETI) – please see more in the next item – that, at its beginning, was centered in rural regions, and later expanded to urban zones.
5. In 2010, the share of boys working was higher than girls (2.1 and 1.3 million respectively). Boys are always the majority among young workers, but it is worth highlighting the group of domestic workers, which is expressive and mostly composed of girls. In the group aged 10 to 15 years old, boys accounted for 60.3% (964 thousand), while in the 16 or 17 age group boys represented 60.9% (1.1 million). In 2000, the difference was higher, reaching 66.9% for the 10

² Sitio do Quino, Jeremoabo, Fátima, Adustina, Ribeira do Amparo, Coronel João Sá, Pedro Alexandre, Santa Brígida, Paripiranga, Euclides da Cunha, Nova Soure, Banzaê, Novo Triunfo, Heliópolis, Cícero Dantas, Antas, Cipó and Ribeira do Pombal.

to 15 years of age group (1,199,000 men to 593,000 women), and 64.0%, in 16 or 17 years old (1,371,000 of males boys to 773,000 girls). While boys are the majority among young workers; the number of girls has increased.

1.1.2. *Child Labour in Bahia State*

6. A special breakdown from the National Household Sample Survey (PNAD) was used to analyze the numbers for Bahia State. In 2011, in Bahia, 363,609 children and adolescent between 5 and 17 years old have done some work during the reference week of the survey. Despite being one of the largest contingents of working children and adolescents among the states in the country (behind São Paulo and Minas Gerais only) this represents 130,885 less children when compared to 2006. Considering only those children between 5 and 15 years, there were less 97,824 children working in the same period.
7. 30.5% of the children population between 16 and 17 years old was working in 2011, approximately 173,000 people. In 2006, this number was close to 200,000 and represented 37% of the population in this age group.
8. Most young people between 16 and 17 years old were inserted in the labour market as employees without a formal contract (40.4%). The group that has formal jobs at this age showed significant improvement between 2006 and 2011, with participation growing from 4% to 8.7%. Among those adolescents (16-17) working in rural areas, 48% did not receive any sort of payment in 2006, while in 2011 this percentage decreased to 36%.
9. There was an increase in the share of domestic workers between 16-17 years old without a formal contract, which rose from 3.3% to 7.2% from 2006 to 2011. In the same line, the share of adolescents between 16 and 17 years, working on small farms that are categorized as family agriculture focusing on production of goods for self-consumption has also increased from 18.4% to 28% within the five years of analysis. Two facts might explain these two phenomena: (i) the incentive from the federal government for the increase in the family agriculture; and (ii) the unemployment in the agriculture sector due to long dry seasons, forcing adolescents to concentrate their work at home and small local businesses.
10. Bahia has a much higher proportion of black and mixed race population than the rest of Brazil. In 2011, 47.8 per cent of Brazil's population declared themselves as white while in Bahia they accounted for only 21.1 per cent. Most of the adult black population living in Bahia state work on low pay jobs, mainly in agriculture (27.7%), trade and repairs (16.9%) and construction

Box 1: Brazilian Federative Pact

Brazil is a Federal Republic formed by the union of 26 States, the Federal District and 5,565 Municipalities (called Federative Pact). Each one of these levels of government has executive and legislative branches. Judiciary bodies are found at Federal and State levels. Some few large cities might have judiciary courts, but this is not typical in the country. The Federal, State and Municipality bodies are responsible and accountable for different public policies – sometimes not complementary – that are stipulated in the Brazilian Constitution. In this sense, understanding the country's political and administrative arrangement and working with the government at these three levels is fundamental for influencing and designing public policies in Brazil. Based on the Federative Pact, the public policies are implemented with each government level being entrusted with different responsibilities. For example: in education, the Federal Government is responsible (not exclusively) for the University System and Technological Schools; State government is responsible for the Secondary/High Schools; and the Municipal level is responsible for the Pre-school and for the nine years of Primary education.

The main challenge in dealing with public policies in Brazil is to ensure meaningful dialogue with all the three levels of government, while integrating and coordinating efforts among them.

(9.4%). Also, almost 8% of the work carried by the adult black population in Bahia is related to domestic services (5% among white population). That is reflected in terms of salaries: among the adult white population in the state, 14.2% earned up to ½ minimum wage; meanwhile among the black population, that percentage is 20.3%.

1.1.3. *Fighting Child Labour in Brazil: PETI, SUAS, CRAS and CREAS*

11. The Programme for the Eradication of Child Labour (PETI) is the main governmental programme to eliminate child labour in the country. It is an intergovernmental and intersectoral programme which assumes that in all three levels of government – national, state and municipal – the integration of governmental and non-governmental organizations is the best approach to develop initiatives, strategies and actions aimed at eradicating child labour.
12. The PETI programme started in 1996 and has changed considerably over the years. The programme (i) provides a cash transfer to households with working children prioritizing those working in hazardous or degrading occupations; and (ii) works with families through the social assistance system in the municipality – mainly the CREAS and CRAS (please see more details below). The municipalities in Brazil have to opt for having the PETI services in their localities. If they choose for the service, Federal and State budgets provide basic funding that has to be complemented by the municipality. The basic service provided by the PETI is related to after-school activities. Children that are enrolled in the PETI must have their frequency in the after school activities provided by the programme. The PETI programme benefits children from 6 to 15-years old. Once the children reaches that age he/she has to leave the programme and maybe enroll in another federal government for adolescents called PROJOVEM which focus is not on child labour, but on qualification for the labour market.
13. The PETI was integrated to the *Bolsa Família* Grant in 2005 as a strategy to eliminate the possibility of a family to receive the benefits from two different sources, and to limit its political use – at the beginning, the PETI programme has received criticisms due to the political use of its resources. The integration process is not yet fully completed, missing a decision on the monitoring of conditionalities for PETI, that should follow the same model of conditionalities as in education and in health.
14. Since 2005, the services, programmes, projects and welfare benefits – including the PETI – became regulated, organized and evaluated based on the structural axes of the **Unified Social Assistance System (SUAS)**. The SUAS uses the same principles of the Brazilian National Healthcare System, considered an international model for its broad scope and social inclusion. The idea behind the SUAS system is that social assistance cannot be accomplished isolated, but it has to be coordinated within the social assistance protection network (MDS, 2010). The SUAS organizes the provision of social assistance in Brazil, promoting assistance and social protection for families, children, adolescents and youth, persons with disabilities, and the elderly, among others. The actions are based on the guidelines of the new National Policy for Social Assistance (PNAS), approved by the National Council of Social Service (CNAS) in 2004. The SUAS system organizes social assistance actions on two types of social protection. The first is the Basic Social Protection, for the prevention of social risks and personal, through the provision of programs, projects, services and benefits to individuals and families in a situation of social vulnerability. The second is the Special Social Protection, aimed at families and individuals who are already at risk and who have had their rights violated by the occurrence of abandonment, abuse, sexual abuse, drug use, among other right violations.
15. The **CRAS** – Reference Centre for Social Assistance – is a unit responsible for the organization of the social assistance network and the provision of basic social protection in the vulnerable areas in the municipalities. Funds are co-shared between federal, state and municipal governments. Given its broad reach in the territories, it is characterized as the main gateway to the SUAS policy, allowing the first access to social assistance rights and therefore to social

protection. Its structure is designed as a gateway for users of social assistance policy and Basic Protection network, also receiving referrals to Special Protection, materialized in CREAS. The CRAS has been working with the families of children enrolled in the PETI programme. The Bahia Project has worked with the municipalities in order to bring the CRAS closer to issues related to child labour.

16. One of the main programmes to assist child victims of commercial sexual exploitation is the **Social Assistance Specialized Reference Centers Program (CREAS)**. These municipal Reference Centers provide psychological assistance and insertion into social benefits programs for children and their families (ILO, June 2011). As CREAS' teams are quite specialized, they can be considered important for identification and implementation of public policies related to all forms of violation of rights – of children and adolescents, elderly and their families.
17. The increased coverage of the CRAS and CREAS centers is considered essential for the qualification of social policy in Brazil, including the eradication of child labour. Both were object of direct and indirect interventions of the Bahia Project at the municipal level.
18. One of the ideas behind the Bahia Project was to develop an approach related to child labour that considered and could use a systemic and dynamic environment, where solutions were not isolated, but coordinated among different stakeholders, strengthening the current structures of social assistance in the municipalities. As the ILO report (June 2011) shows, the decline in child labour in Brazil did not happen by itself – only a small proportion can be explained by changes in the population structure unrelated to policy – while much of the decline can be traced to active efforts across a range of policy areas. The report also mentions that the policies implemented over this period fostered educational opportunities through a well-balanced use of three complementary pillars: (i) improvement in the availability and quality of school system; (ii) conditional income transfers to families aimed at giving them effective conditions and incentives to maintain their children's attendance in school and out of work (*Bolsa Família* Grant and PETI programme), and (iii) a number of national and local policies and programmes implemented to eliminate child labour.

1.2. Final Evaluation Methodology

19. The final evaluation used a multi-method approach, mixing qualitative and quantitative methodologies, to analyze data and assess the status of the outputs and the immediate objectives of the project. The evaluation was guided by keys criteria and related questions described in Annex 6. The data collection methods described below ensured that the team had a strong evaluation methodology, which allowed this report to have evidence-based conclusion and recommendations. Management indicators, as well as immediate objective indicators were used to measure to what extent the project's objectives and outputs were achieved. The team also used an evidence matrix to collect data on the outputs and immediate objectives.
20. The evaluation combined the following methodologies:
21. **Desk review of relevant documents**. The evaluation team reviewed the PRODOC and other documents related to ILO BRA/08/P50/USA Project to identify trends, patterns, issues and underlying themes. This information was relevant in refining key evaluation questions and criteria. It also helped to assemble relevant data during the preparatory phase of the evaluation. Additional review of documents was undertaken during the field visit, and after consultations with informants. The list of the documents consulted is presented in Annex 11.
22. **In depth Interviews**: representatives from 30 institutions were interviewed. The list included: (i) ILO staff at headquarters; (ii) ILO staff in Brazil; (iii) donors; (iv) field personnel (ILO, NGOs, volunteers, etc.) responsible for implementing the Project; (v) federal, state and municipal level government representatives; (vi) representatives from workers unions and the

civil society; and (vii) teachers and social service workers at the municipalities, among others. The list of questions used for the interviews were adapted to each interviewee (Annex 8), respecting different set of questions for different stakeholders, but all following the criteria used in the evaluation.

23. **Field Visits and Focus Groups:** The evaluation team conducted **field visits** to eight of the 18 municipalities that were part of the project³. The approach for the selection of the municipalities was a nonrandom sampling⁴, which tried to combine two techniques: purposeful sampling and convenience sampling. The evaluation team acknowledges the shortcomings and the criticism to both sampling techniques (Morra Imas & Rist, 2009); however, due to the limitations and constraints mentioned later in this document a more extensive data collection and analysis was not possible. On the other hand, the evaluation team believes that the extensive use of triangulation techniques overcome possible problems.
24. The objective of the field visits was to conduct individual interviews with local managers that were part of the project, and to gather information using focus groups. The evaluation team participated in 12 focal groups; and visited 8 PETI service centers, and 5 CRAS/CREAS centers. The focal groups included municipal managers, children, families whose children were enrolled in the PETI programme, and, local social assistants, and teachers, among others. The evaluation team visited the municipalities by itself, trying to avoid any bias in the behavior of the respondents. ILO in Brazil provided logistic support and transportation for the municipalities.
25. **Data Analysis:** There were two main sources of data used for this evaluation. First, project implementation data provided by ILO, including budget information, project monitoring and other data that the ILO project has generated and/or collected. For this part, the immediate objective indicators were taken into consideration.
26. The second type of data used to assess the project results was the official datasets related to child labour and correlated indicators, mostly education and social assistance indicators, originated from Federal and State governments data sources. The objective was to compare the 18 municipalities that participated in the project with other similar municipalities in the Bahia State to address if the project has contributed to changes, and if they were noticeable in the indicators.
27. It is important to mention that the project collected data on child labour in the 18 municipalities, but there is no similar data being collected in the remaining municipalities of Bahia State. Census data allows the evaluation team to have data on all municipalities in the country; however, data is only available for 2000 and 2010, not allowing a good comparison pre-post project. One of the solutions was the use of other official indicators as proxies for child labour such as “school drop out rates”, “enrollment in PETI programme” and other indicators.
28. **Stakeholder’s Workshop:** The evaluation team conducted one **stakeholder’s workshop** in Salvador (Bahia), on November 30, to finalize the data collection. 34 representatives from different organizations were present⁵. Its main objective was to present early findings, collect new evidence, and to clarify some aspects of the evaluation methodology.

³ Jeremoabo, Banzaê, Pedro Alexandre, Antas, Ribeira do Pombal, Adestina, Paripiranga and Nova Soure. The team travel near 2,000 km in one week to cover these municipalities.

⁴ Mainly due to limitations related with (i) timing for the evaluation; and (ii) the number of municipalities involved in the project – 18 municipalities.

⁵ Six representatives from the Federal Government (Frente Parlamentar, MS, MTE, SRTE, SDH and MDS), four from State Government (SEDES/SAS, SETRE), four from municipalities, nine from NGOs, one from workers organizations (CONTAG), one from Civil Society (FNPETI), one from UNDP, seven from ILO Brazil, and one from ILO Geneva.

29. The triangulation approach was used in the evaluation to improve its methodology. Triangulation requires verification of at least three sources of information: perception, validation and documentation. The team used the methods described to validate the information and to answer the criteria questions through cross-referencing of data sources.
30. The evaluation team tried to consult with many different stakeholders, trying to capture different perceptions and evidences about the project. The evaluation does not have all the elements to be considered a participatory evaluation (Morra Imas & Rist, 2009) (Rossi, Freeman, & Lipsey, 1998) however, it used participatory tools to collect, triangulate and validate the data and information during the whole process.

1.3. Limitations to the Evaluation

31. The following are the main limitations and constrains related to this evaluation.
32. Data Availability: Brazil has good sets of data. However, data on child labour disaggregated by municipalities – that would allow a more in-depth quantitative analysis and could help on an impact analysis – is not being collected systematically. CENSUS data is available and was used in the evaluation; however, the data is only available for 2000 and 2010, not allowing a perfect match with the project timeframe. IBGE's PNAD data is very rich and complete, but only allows state comparisons.
33. The intended initial approach was to run some statistical regressions trying to establish how the project had influenced or not some changes in those municipalities that had participated in the project⁶. Due to time constraints (see item below), the evaluation team could not advance on this idea. Some of the models would only explain .25 of the variance of the dependent variable (R^2) – measure that ranges from zero to 1. In that sense, the evaluation team has decided not to insert the simulation on this version of the evaluation. A better statistical model would require better indicators, and more time to properly test and run the simulations.
34. To overcome this limitation, the evaluation team was able to get other datasets that allowed the comparison between those municipalities that were part of the project in Bahia, with other municipalities in similar conditions, to try to address changes. In this case, no simulations were made.
35. Time and schedule constraints: The evaluation was constrained by the limited time available for data collection, analysis and reporting. The methodology for the ILO BRA/08/P50/USA project evaluation was adapted in order to guarantee that enough evidence was collected without losing quality, and to guarantee that the evaluation team had enough time to analyze the evidences, triangulate the data, and respond to the evaluation questions. It is important to mention that limited time was also mentioned in the Mid-Term Evaluation as one limitation for that evaluation.
36. The predicted date for starting the field visit to Brazil had to be rescheduled in almost two weeks due to the hurricane Sandy that affected the Northeast of the United States, not allowing one of the evaluation team members to travel to Brazil. That unpredictable event pushed back all the evaluation deadlines, but did not interfere in the quality of the data collection and the final report.
37. Area covered on the field visit: The field visits were limited to 8 out of the 18 municipalities that were part of the project. The ideal scenario would be if the evaluation team had enough resources to guarantee field visits and similar interviews and meetings with other municipalities that were not part of the Project; aiming to also control the information that was received during

⁶ The evaluation team used 25 indicators trying to fit a better model to explain some changes.

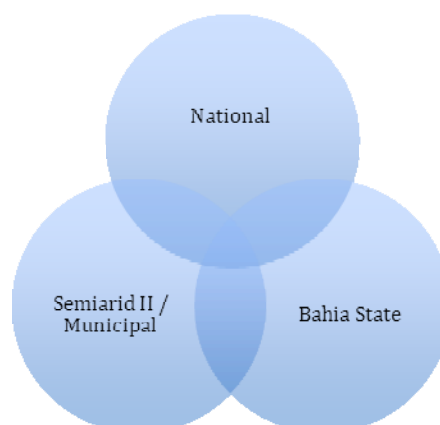
the data collection phase. Some qualitative information gathered from the field visits had to be crossed with other information, and even after that process it could not be used due to lack of comparability.

2. Evaluation Findings

2.1. Design

38. The Bahia project had fourteen outputs that were combined into five Immediate Objectives (IO)⁷, that can be summarized as (i) developing a knowledge base on children labour; (ii) raising awareness and perception on CL through a communication strategy; (iii) strengthening CL policy frameworks; (iv) increasing stakeholders' capacity on CL issues; and (v) improving current models for child labour withdrawal and prevention. The IOs were implemented according to the geographic area depicted in Figure 1. As expected, not all activities were replicated in all geographic regions. It is important to mention that many of the project activities did not focus on working directly with children, or in providing services for them. The main focus of the project were the decision makers and other stakeholders at federal, state and municipal levels that have the accountability and the responsibility of implementing the policies for eradicating child labour in the country. That strategy was designed to try to guarantee a better sustainability for the project. Besides, the project worked with families and civil society in the 18 municipalities to, indirectly, benefit the children.

Figure 1: Project Scope - Areas of Intervention



39. The Bahia Project was monitored at every six months with the Technical Progress Reports – TRPs (ILO/IPEC, March 2009) (ILO/IPEC, Sept 2009) (ILO/IPEC, March 2010) (ILO/IPEC, Sept 2010) (ILO/IPEC, Oct 2011) (ILO/IPEC, April 2012) (ILO/IPEC, October 2012). The IOs are complementary and were designed taking into consideration a systemic approach to child labour. On the other hand, the project does not bring indicators and targets to the outputs – only to the immediate objectives. Outputs were mentioned when connected to the activities proposed in the project, but there was no mention to them in terms of overall achievement or connection to the IO results.
40. The evaluation team for the final evaluation agrees with the criticism to some indicators used in the Bahia Project and on their reporting, especially the “flexibility” that allowed the incorporation of concepts that might not be originally considered in the indicators⁸. Some indicators are not understandable such as “Number of actions to fully protect child and adolescents” (indicator 5.5); “Changes in attitude of child labour in key sectors of the society and in the public opinion” (indicator 2.5); “Number and type of national policy instruments proposed and implemented addressing child labour” (indicator 3.1); and “Number of improvements made to child labour monitoring system” (indicator 1.4), among others. The

⁷ Please see (Annex 5) for a complete list of immediate objectives and outputs.

⁸ Mid Term Evaluation Report, footnote 43, on page 20.

evaluation team shares the same opinion as described in the mid-term evaluation report regarding the verification sources:

“The weakness of some verification sources proposed by the project and the flexibility applied to the interpretation of some indicators when elaborating the project Technical Progress Reports (TPR) raised questions regarding the suitability of the information gathered to verify the real outreach of the project. (...)

The difference between results of the products directly credited to the actions of a project and those to which the project more or less contributed with, represents a challenge when the progress reports of any project evaluation are being elaborated. This is not the exception. For that reason, it is hard to know to what extent the results claimed by the project in the Technical Progress Reports (TPR) can be attributed to national efforts, IPEC’s historical targeted work in Brazil, the TBP implemented in 2003-2008, or to the present project.” (page 7).

41. In terms of *theory of change*⁹, the evaluation team has identified that the project worked at federal and state levels influencing policies, creating visibility to CL issues, and bringing different stakeholders together in order to develop an integrated approach to CL. The project was aligned with the theory of change proposed by the Federal Government on its PETI strategy¹⁰. At municipal level, the project was aligned with the federal/state strategy for the municipalities – using the PETI as part of a solution for child labour – and has worked to improve capacity of local managers and changing society’s perception about CL.
42. The project implementation – and consequently funds distribution – was divided into project management and direct costs¹¹, the last one implemented basically by Action Programmes (AP) with three main partners: *Avante*, *Cipó* and *Instituto Aliança*. It was not evident for the evaluation team if some activities of the project were structured since its beginning, or they were being negotiated between ILO and partners during the implementation. That is not a bad feature *per se*, considering that ILO could not try to implement a closed package on the municipalities, and it can be considered flexible enough to adapt its work plan to the local reality and local demand. On the other side, some activities should have been more clearly related to the project main objective. For example, the work done with indigenous populations seemed to be too late in the process – it was a demand made by the implementation partner. Also, the income generation part of the project seemed to have a different approach than the rest of the initiative. In terms of project implementation strategy, the project was flexible enough to adapt to different conditions during the process. In the interviews, some stakeholders mentioned that they had knowledge of the overall idea of the project, but at times they could not perceive how that strategy would be implemented. It was also mentioned that the actions for their APs were being adapted according to their implementation. The implementation agencies mentioned that they usually proposed activities, and these were accepted by ILO.
43. The project had one mid-term evaluation that took place in March-April 2011 (ILO/IPEC, 2011). The MTE presented nine recommendations (Annex 6).

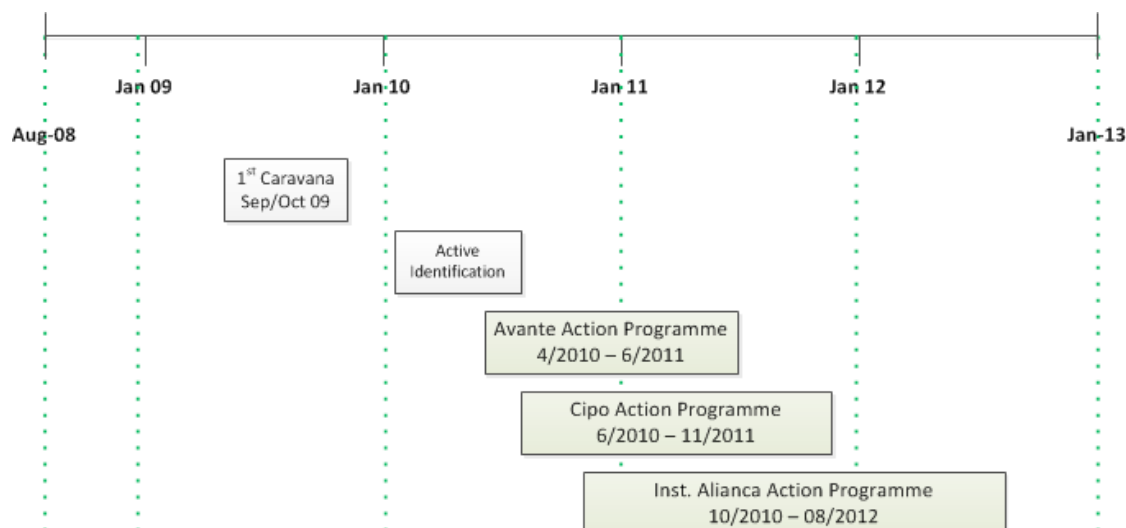
⁹ A theory of change can be seen as the representation of how an organization or initiative is expected to achieve results related to social change. For more on this topic please refer to (Morra Imas & Rist, 2009)

¹⁰ In this case, the theory of change is related to the services offered to children that were identified as working, or have the risk to be working. Most of the service can be summarized as after class activities. The idea behind it is related to diminish the time available for performing work at home or in paid activities. For more on this topic, please refer to the introductory section of this report.

¹¹ More on these on the next section of the report.

44. In terms of sequencing of project activities, Figure tries to summarize the milestones for the project on their actions centered on the municipalities¹².

Figure 2: Project Milestones related to the municipalities



45. The municipal component of the project was implemented mainly through Actions Programmes (AP) with three NGOs. The *Avante* NGO Action Programme was centered on strengthening institutional capacity at municipal level. The NGO developed a situation analysis after visiting the 18 municipalities, and conducted a series of capacity building meetings. The *Cipo* AP was focused on the communication part of the project (Immediate Objective 2), and in promoting the participation of children and adolescents. The NGO acted at state level, putting together a communication strategy for the Bahia Decent Work Agenda. At municipal level the organization did an assessment for the 18 municipalities, and worked to improve local capacity on communication skills, and to disseminate concepts on child labour. *Instituto Aliança* worked directly with the municipalities in terms of capacity building and technical assistance for implementing the initiatives related to increasing the PETI services in the municipalities. During the active identification phase, *Instituto Aliança* helped in monitoring the process, despite not having a formal agreement with ILO. The organization conducted a third situation analysis, and was also responsible in 2011 for helping the municipalities in developing a Municipal Plan for Fighting Child Labour, and for monitoring those plans. At the end of the project, *Instituto Aliança* has helped on the activities related to indigenous communities and income generation.
46. From the total amount for the project (US 4.9 million), around US\$ 826 thousand was spend by the Action Programmes to implement the actions at municipal level (Table 1). *Instituto Aliança* has received about 62% of this value.

Table 1: Resources allocated to the Implementing partners through Action Programmes

NGO	US\$	Period
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¹² This is a brief summary trying to connect the *caravan*, the active identification process and the action programmes implemented by the NGOs. In order to keep the graph clean, the evaluators opted for not adding other activities that happened in the process. The evaluation team acknowledges that there are dozens of other activities (at federal, state and municipal levels) that happened in parallel to these, and were important to the process, but were not depicted this time.

Avante	206,781.88	From 04/2010 to 06/2011
Cipó	103,197.06	From 06/2010 to 11/2011
Instituto Aliança	516,363.38	From 10/2010 to 08/2012
Total	826,342.32	

Source: ILO Brazil

2.2. Relevance¹³

47. As pointed out during the introductory part of this work, the Bahia State was among the worst states of the country in terms of child labour. Data from the 2011 PNAD shows that the state is still home of almost 364 thousand children who work. The Bahia Project was implemented taking into consideration the three geographic and political areas (federal, state and municipality) and specific vulnerable populations at the municipalities such as indigenous populations, aiming to implement an integrated approach to cover the entire public policy system that deals with child labour issues in the country,. In order to achieve that, the project worked with a long list of stakeholders that participated – more or less intense – during all the phases of the project.
48. In terms of selecting the target area, the 18 municipalities selected had the worst social indicators of the state, justifying their selection as a pilot initiative. There was also a positive political momentum in Bahia state that helped during the negotiations of the project (ILO/Evaluation Unit, September 2011). During the interviews with national and state stakeholders they mentioned that the project (including its theory and its implementation strategy) was relevant throughout the entire implementation period (2008-2012). The focal groups in the municipalities confirmed the lack of knowledge and tools to deal with child labour issues before the project had started. The common sense was that the project was aligned with the needs of the population living in those communities, and which did not share the same concepts of child labour as internationally prescribed.
49. In terms of project strategy, working as a bridge between federal/state policies and the municipalities was considered as a good strategy, and it is still very much needed.
50. The project did not present conflict with national, state and municipal plans; and it was considered for most of the interviewees as an addendum to the current policies¹⁴. At state level, Bahia does not have a particular programme to fight child labour. The state complements the resources needed in order to have the PETI implemented in the municipalities, and have limited capacity and resources to provide more in-depth training and/or technical advice on this issue. It is important to mention that few interviewees mentioned that ILO was actually “assuming the work that the State Government should do” in terms of developing and strengthening local capacity and empowering families (including children) on their rights.
51. At municipal level, few are the municipalities that have the resources to run local programmes related to CL. From the eight municipalities visited by the evaluation team, only one was sponsoring social assistance projects focused on children and adolescents other than the federal and state programmes. The project – with its focused attention to the 18 municipalities – was seen as a great contribution to them. The general perception in those municipalities visited by the evaluation team was that without the project, there would be no changes in terms of fighting

¹³ The extent to which the objectives of an intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies. (OECD, 2010)

¹⁴ As described in the introduction part of this work, the main programme implemented by the Federal Government to fight child labour is the PETI. Other programmes, projects and activities in the areas of education and social assistance such as the *Mais Educação*, CREAS, CRAS and the *Bolsa Família* Grant are being implemented simultaneous to the PETI.

child labour, since federal programmes are far “too complex” to be easily accessible and understandable by local management.

52. In global terms, the project contributes to ILO’s Strategic Policy Framework 2010-2015, particularly to ILO Global Outcome 16, indicators 16.1¹⁵ and 16.2¹⁶ (ILO/IPEC, Sept 2011). It is aligned with the Roadmap and the Guiding Principles established by *The Hague Global Child Labour Conference* (ILO; Ministry of Social Affairs and Employment Netherlands, 2010), especially in terms of recognizing that child labour is not a phenomenon that can be addressed in isolation (p.5). The Bahia Project was implemented in the same line as guiding principles 1 and 7, acknowledging that “Governments have the primary responsibility for enforcing the right to education for all children, and the elimination of the worst forms of child labour. The social partners and other civil society organizations, and international organizations have important roles in promoting and supporting such action” [Guiding principle #1]; and that “the elimination of child labour should therefore be integrated in broader policy frameworks at national and sub-national levels, and policy coordination should be strengthened through appropriate inter-ministerial mechanisms” [Guiding principle #7]. According to ILO, the project also contributed to a regional agenda. Some strategies and tools developed by the project are being used in other countries as part of a South-South and Horizontal cooperation strategies.

2.3. Efficiency¹⁷

53. The original allocation for the project was US\$ 4.9 millions to be spent between 2008 and 2012. The analysis being carried out on this report takes into considerations the expenses made until November 2012¹⁸. The project was implemented within the resources designed. According to ILO in Brazil, additional resources that would complement the *income generation* part of the project related to Immediate Objective 5 were not delivered by other partners due to reasons beyond ILO’s responsibility and control.
54. According to financial expenditure from the project, 62% of the resources were allocated to “project management”. Project management refers to the technical assistance provided by the project staff¹⁹, official travels, supplies, the consultancies related to the project’s two evaluations (mid-term and final evaluations). It is understandable that a strong representation is necessary in order to deal with advocacy at federal level, especially in Brazil, where the Federative Pact creates complexities to the implementation of federal programmes to the municipalities.
55. The remaining 38% – around US\$ 1.5 million – were allocated to “Direct Costs” and were distributed into the activities that seemed to be more focused at the municipal level. In considering the US\$ 1.5 million as direct expenses only for the municipalities, the direct cost of each child withdrawn from work for the project would be around US\$ 131. The evaluation team does not have a similar figure to other ILO/IPEC projects. The cost of a similar project being implemented in municipalities in the Northeast by a different organization was identified as being around US\$ 50 per child.

¹⁵ The number of member States in which constituents, with ILO support, take significant policy and programme actions to eliminate child labor in line with ILO Conventions and Recommendations.

¹⁶ Number of member States in which constituents, with ILO support, take action to adopt or modify their legislation or reinforce their knowledge base on child labor.

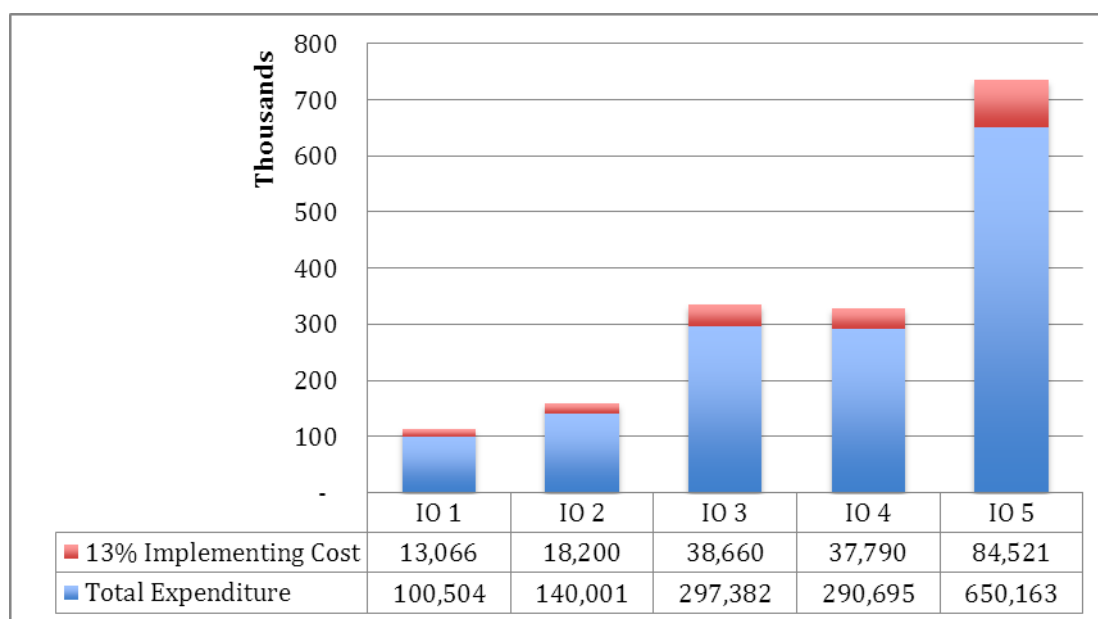
¹⁷ A measure of how economically resources/inputs are converted to results. (OECD, 2010)

¹⁸ The total spent until November 2012 and used in the analysis on this report was US\$ 4,447,003. That amount is equivalent to 91% of the resources from the original allocation to the project. From the total amount allocated to the project, 13% were distributed as “implementing costs”, and are not directly implemented by ILO in Brazil.

¹⁹ For the evaluation team, technical assistance also involves the implementation of the project, as well as activities related to ILO representation in the country.

56. Without a proper cost-benefit analysis the efficiency analysis of the Bahia Project is not fully completed. The difference between the US\$ 131 and the US\$ 50 per children cannot be used as a single measure of efficiency, but it can give a suggestion on how the resources of the project were used.
57. Figure 3 depicts the distribution of expenditure per Immediate Objective²⁰. As initially planned, most of the project spending – Direct Costs – happened in the IO 5, the one centered on the direct support to the 18 municipalities.

Figure 3: Total project expenditure (Direct Cost) per outcome



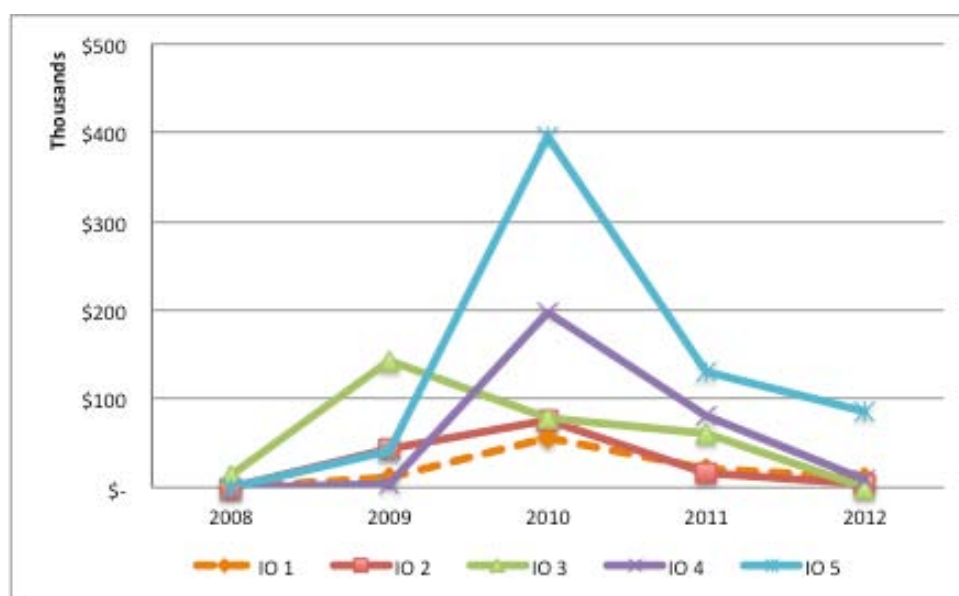
OBS: Data includes 13% implementing cost

Source: ILO Brazil

58. In terms of spending over time, most of the resources were spent in 2010 (Figure 4). In combining this information with Figure, it is possible to notice that 2010 was the year where the Action Programmes with the three NGOs were signed, when the active identification process had happened, and most of the actions with the municipalities had started.

²⁰ ILO Brazil has provided the evaluation team with a spreadsheet distributing the total expenditure per year, per activity. The sum of the activities provides the total for each output. In the same fashion, the total of expenditures in the outputs are the basis for the total spent by Immediate Objective.

Figure 4: Project Direct Cost Expenditure per outcome per year (2008-2012)



OBS: Data does not include 13% implementing cost

Source: ILO Brazil

59. From the 66 activities planned for the project, 57 were concluded and 7 were still ongoing (ILO/IPEC, October 2012) - Table 2.

Table 2: Activity Status per output and Immediate Objective

Outputs / Immediate Objective	Finalized	Ongoing	Reprogramed Finalized	Reprogrammed Ongoing	Grand Total
1.1	3				3
1.2	5		1	1	7
1.3	3				3
Total IO 1	11	0	1	1	13
2.1	5				5
2.2	5				5
2.3	2	1			3
Total IO 2	12	1	0	0	13
3.1	3	2			5
3.2	4	2			6
Total IO 3	7	4	0	0	11
4.1	5				5
4.2	3				3
4.3	7				7
4.4	4				4
Total IO 4	19	0	0	0	19
5.1	4	2			6
5.2	4				4
Total IO 5	8	2	0	0	10
Grand Total	57	7	1	1	66

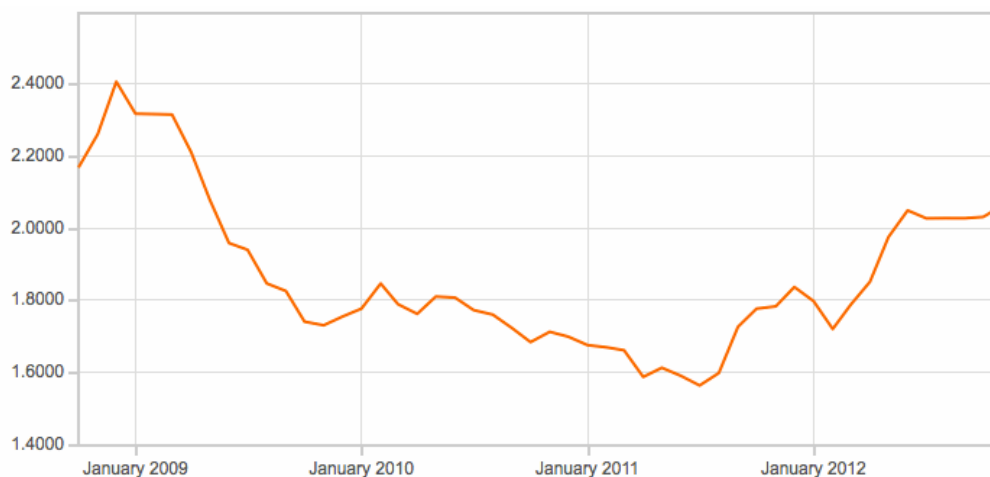
Source: ILO/IPEC October 2012 Technical Report.

60. The project was implemented in close collaboration with other interventions carried out by IPEC and ILO in the country. Resources – especially staff – were shared among activities. One clear example of collaboration between this project and other ILO initiatives was the Bahia Decent Work Agenda. As one of the axes for the agenda is related to child labour, the BRA/08/50/USA project also supported that initiative. According to the independent evaluation of ILO's support to the Bahia Decent Work Agenda (ILO/Evaluation Unit, September 2011) 84.5 percent of the ILO mobilized funding for the work on the Agenda came from the BRA/08/50USA project.
61. According to ILO representative in the country, the project fitted into the organization's strategy and structure, and it was important to strength IPEC's presence in the country. As spinoffs from the project, some other ILO areas were reinforced or created such as South-South and Horizontal Cooperation, gender, and, most recently, indigenous populations.
62. In terms of organizational structure, the project had at its end six national staff, five in Brasília and one in the ILO office in Bahia²¹. The mid term evaluation pointed out the need of strengthening the Bahia office with an extra staff – matching the original team when the project started. According to the interviews with State and Municipal stakeholders the fact of having only one staff member in the Bahia office did not jeopardize the activities of the project and cannot be seen as a major reason for failures during the process.
63. The Bahia Project implementation was also influenced by the great oscillation of the exchange rate between US dollars and the Brazilian *Reais* between 2008 and 2012 (Figure). The two types of expenses for the project – managing costs and direct cost – were affected differently by the dollar variation. The “managing costs” – especially staff costs – were budget in dollars and did not suffer the loss in terms of purchasing power²². On the other hand, as stipulated by the Brazilian Legislation, the contracts with NGOs, consultants and other implementing partners in the “direct cost” component had to be agreed and signed in *Brazilian Reais* (R\$), and were paid in different installments, and were done with different exchange rates between the Dollar and *Reais*. As a consequence, project planning and implementation in the country needed a close financial monitoring and reprogramming. This is a common issue with the UN in Brazil. To be prepared for this situation, projects usually present a “reserve” to deal with exchange variations, and in most cases there is a difference between allocated resources (in *Reais*) at the beginning of the project, and the implemented amount. In the case of ILO, this is also one of the reasons why some Action Programmes had time extensions and new small funding allocations.

²¹ During the beginning of the project, the Bahia office had two staff members. The opened position of the second staff member was not filled out by the project.

²² In other fixed costs (missions, miscellaneous, travelling, supplies, etc.), the dollar variation has the same effect as on the AP, influencing the spending power and, consequently, in the number and/or types of actions to implement.

Figure 5: Historical Exchange Rates USD/Real²³



Source: <http://www.oanda.com/currency/historical-rates/>

2.4. Effectiveness²⁴

64. In order to keep the logic of the mid term evaluation report, and to guarantee that a proper evaluation of the effectiveness of the Immediate Objectives is done, the report is going to do an analysis on each output, and, based on that, at the end of each Immediate Objective, an assessment on how they have advanced towards achieving their expected results.

2.4.1. Immediate Objective 1

“By the end of the project, a gender, race and ethnicity sensitive knowledge base on child labour in Bahia will be expanded”.

65. For this evaluation the team considered “knowledge” as a formal and systematic understanding of a subject. In that sense, knowledge generation should be based on an assessment, study or research. The idea behind limiting the concept of knowledge is to identify the project’s contribution for a deeper understanding of child labour in the country, in Bahia State and in the 18 municipalities.

Output 1.1: Relationships established with organizations that have the capacity to conduct research and analyses.

66. Among the activities described under this output are contacts and meetings with IBGE, the State University of Ceará and UFBA, among other research/knowledge institution. The Technical Progress Report (TPR) for October 2012 (ILO/IPEC, October 2012) listed 26 private firms and university-based research units contacted and instructed²⁵. Technical Progress Report 3 (ILO/IPEC, March 2010) mentioned Terms of Partnership and Cooperation signed with two institutions²⁶.

²³ This graph is for representation only. It does not reflect the real trading amounts and/or values received by ILO on its trading operations.

²⁴ The extent to which the intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. (OECD, 2010)

²⁵ Indicator 1.1. The complete list of institutions is listed in the September 2009 TPR.

²⁶ Indicator 1.5

67. There was no direct budget allocation for this output (Table 3, Annex 10). The Mid Term Evaluation mentioned that – at that time – “there are no formal agreements with these organizations and the settlement of the issue by universities in Bahia is limited” (ILO/IPEC, 2011, p. 23). The final evaluation team confirms that point, and did not find evidences on any formal agreement between IPEC and any knowledge management organizations in the scope of the Bahia project, other than the Action Programmes and some sporadic consultancies with individuals.

Output 1.2. Research and analyses conducted on gender, race and ethnic aspects of child labour in the State of Bahia.

68. The project has worked jointly with different stakeholders to produce studies, booklets and material on child labour. IPEC reported 20 studies and documents produced since the beginning of the project (ILO/IPEC, October 2012)²⁷. Most of these reports are connected to the project and to activities related to the direct action in the municipalities. Some examples are the materials produced by *Avante* to strength institutions and families in the municipalities (2012) (2010) (2010b); the communication material produced by *Cipó* (2011), and the capacity building material developed by *Instituto Aliança* (2011), (2011b) (2012) (2012b). In the same line, each one of the three organizations has also produced a baseline study on the 18 municipalities.
69. At state level, a general analysis on CL (Carvalho & Fernandes, 2010) and a publication from the *Superintendência de Estudos Econômicos e Sociais da Bahia* (SEI, Jul/Set 2010) had focused on the child labour issues in the state. Based on the Bahia initiative, the partnership between ILO and the *Ministério Público do Trabalho* (MPT) originated a guide for municipal action related to child labour (Lustosa, 2010). Also at national level, IBGE has conducted special data tabulations on child labour on PNAD and CENSUS data, mainly related to new age groups.

Output 1.3. Existing methods and tools adapted for gathering child labour data in the State of Bahia.

70. The main activity of this output was the revision of the Mercury System to adapt it to the Direct Beneficiaries Monitoring and Reporting (DBMR) (ILO/IPEC, 2011). After reviewing the System, the evaluation team evidenced that the data on the system was from 2010, and all the beneficiaries listed in the System were in fact imported from the official *Cadastro Único* (CadÚnico) Database²⁸. The original idea in using the Mercury System was that those families and children listed in the System would be monitored at every three months, and based on that, later on, on the process, a sample of 5% or 15 children would be subject of a verification process to guarantee that the children were withdrawn or prevented from work, and that the project/programme being implemented in that municipality was working. Data in the Mercury System should be updated by the implementing partner at the field and/or by the municipality.
71. Other tools were developed by the project. Among them, the most important one was the **active identification** mechanist that was used in 2010, at the beginning of the direct action in the municipalities. The idea behind the active identification was to work with the local community, creating the capacity for them to use the local social assistance network to identify the children

²⁷ Annex 3 brings a list of 21 materials produced by the Bahia Project, made available by ILO's office in Brazil.

²⁸ The Ministry for Social Development and Hunger Combat (MDS) collects data in its CadÚnico system of families – and their children – that are eligible for social programmes from the Federal Government. The Mercury System has copied the data from the families marked as “child labour” in one of the CadÚnico fields – the idea was that all the children in those municipalities that were considered as child labour, or in risk of working were potential beneficiaries of the project. Mercury's original idea was to monitor those children according to the protocols established by DBMR.

working or at risk of. Once identified, the children and their families would be enrolled in the *CadÚnico* in order for them to be eligible to receive the benefits from federal programmes. The **active identification** was a response to the reactive identification that usually takes place by denounces, and has a limited scope of action. For instance, the reactive identification does not cover domestic labour and children working at small farms own by their families. The Active Identification has a strong component of developing capacities in terms of concepts related to child labour and descent work. It does not substitute the reactive identification; it complements the reactive identification.

72. The direct results of the Active Identification mechanism can be seen in output 5.1. During the interviews with Federal and State representatives, the evaluation team was told that the principle of the active identification – using local networks to identify target groups – is going to be used in other initiatives at state and federal levels.

2.4.1.1. Overall assessment of Immediate Objective 1

73. For the **first Immediate Objective**, the expected results were partially achieved. For the evaluation team, there was a clear boost of knowledge related to the 18 municipalities. When comparing the municipalities before and after the project, and also comparing with similar municipalities in other regions of Bahia, it is possible to see a difference the project made in terms (i) of the amount of information on CL produced on and about those municipalities, and (ii) the knowledge on CL issues demonstrated by the population and the local managers evidenced by the field visits²⁹.
74. However, the same process did not happened at State and Federal levels, much because of the completely different scale of knowledge previously created on these territories. While there were some materials and analyses being produced in both levels – some supported by the project – the difference made by these materials was marginal. One point that should be considered is that knowledge generation in a larger scale is facilitated when research lines, grants and academic courses on the topic being explored are created. In that sense – as mentioned in output 1.1 – there were no formal agreements that established this formal relationship between IPEC and knowledge institutions during the project.
75. During the interviews the evaluation team asked if new studies and analysis on child labour were still necessary for the country, for Bahia state and/or for the municipalities. The vast majority of answers mentioned that there is still a gap in terms of information and analysis of CL in those areas, and there is space to improve, especially thinking in terms of inputs for programmes in this area.
76. The monitoring and the validation processes proposed on Mercury were not fully implemented. Data in the system is from 2010 (after the active identification methodology was carried out in the 18 municipalities) and it was not updated since then. The children listed in the System did not receive the followed up as originally envisaged. The system seems to be valid in smaller initiatives when the children are directly engaged in the actions of the project. In the case of the Bahia Project, the number of children in the system was too high, and the project was not able to conduct the monitoring plan.
77. The evaluation team was concerned with one aspects of the active identification methodology related to the incentive to families to self declare their children as “working”, even if the children was not working, so the family would have priorities in terms of social benefits for the PETI programme and for the *Bolsa Família* grant. That could create a difference between the

²⁹ Based on the focal groups that the evaluation team conducted during the field visits. A more appropriate method would be the KAP study. However, as mentioned in the mid term evaluation, there were methodological problems with the baseline for the first KAP, and for that reason a second one was not conducted.

real number of children working and the number of children considered as child labour in the CadÚnico (and SISPETI system), masking the results of the Project.

78. To analyze this issue, the evaluation team has worked some indicators at municipal level. The first evidence is that 15% of all children between 6 and 15 years-old living in the 18 municipalities were enrolled in the PETI programme. This number is almost 3 times higher than other municipalities of the Bahia semi-arid. In those municipalities, the average of children 6-15 years old living in the municipality and enrolled in the PETI Programme is 5%.
79. In the same line, Table depicts the difference between children **10 to 16 years old** working in the municipalities based on the 2010 Census, and the number of children **6 to 15 years old** enrolled in the PETI, according to the SISPETI. Data shows that the Northeast II territory is the only region among the four that has more children enrolled in the PETI Programme than children identified as working by the 2010 Census.

Table 3: Comparison Census and Sispeti Data

Geographic Area	Children 10 to 16 years-old working Census 2010	Children enrolled in the PETI Programme (6 to 15 years old) SISPETI 2011	% Difference SISPETI and Census
Northeast II municipalities	8,229	11,279	37%
Other Bahia Semi-Arid Municipalities	106,885	59,291	-45%
Other municipalities	45,687	23,206	-49%
Total da Bahia	160,801	93,776	-42%

Source: IBGE/Census 2010; MDS/SISPETI, 2012

80. Two might be the reasons to explain the differences depicted in Table. First, there is a difference in terms of age groups for the two indicators; in that case, it could be possible that the 18 municipalities that were part of the project worked towards including those children age 6 to 9 in the PETI, and were more efficient than other municipalities of the Bahia State.
81. The second, could be that the process of identifying child labour using the Active Identification created incentives to families that were not necessarily characterized as child labour to consider their children as working so they could have priority access to benefits from the *Bolsa Família* Grant and the PETI. The fact that a family self-characterize itself as a “child labour” family is not a conditionality for guaranteeing the *Bolsa Família* Grant; but it is a differential that in combination with other socio-economical factors prioritize the family in the process. As municipalities were challenged into registering children into the CadÚnico system, it would be possible that municipalities lack the necessary quality control on who they were enrolling in the system. This might be one unexpected consequence of the project that has to be further controlled and investigated in similar initiatives in the future

2.4.2. Immediate Objective 2

“By the end of the project, there will be raised awareness and changed perception toward child labor based on a gender, race and ethnic sensitive communication strategy that is incorporated into the Bahia Decent Work Agenda.”

Output 2.1: A communication strategy to disseminate information from child labour knowledge base developed.

82. Cipó was selected by the management team of the project as the centerpiece of the communication strategy for the Project. The activities for this output could be seen in two levels: at the municipalities and at State of Bahia. At **municipal level** the work facilitated by the NGO Cipó was centered at (i) strengthening the capacity of local communicators, (ii) mapping local actions, (iii) mobilizing local stakeholders, and (iv) developing a communication agenda

on child labour to be used by local media (mainly radios). These activities created a new space for discussing child labour in those municipalities. The focus groups showed that the communication was used during the process as an important tool for disseminating concepts and mobilizing local managers and the civil society for issues related to CL.

83. At State Level the actions of Cipó were centered on (i) facilitating the creation of a communication strategy for the Bahia Decent Work Agenda (BDWA), (ii) mapping state level initiatives related to CL, (iii) mobilizing the state media, and (iv) monitoring how the Bahia communication channels were using the concepts related to child labour. Cipó worked with the Bahia's Decent Work Agenda (BDWA) and the Bahia chapter of the *National Pact: A World Fit for Children and Adolescents in the Brazilian Semi-arid* for developing the state strategy. The "Communication Plan for Combating Child Labour" in the State of Bahia was approved in both spaces. The strategy was implemented in 2010 and part of 2011 (during the time the Action Programme was active).

Output 2.2: Key opinion leaders, media professionals, and tripartite stakeholders trained on the use of communication as a tool to prevent and eliminate child labour in the framework of Bahia Decent Work Agenda.

84. The TPR for October 2012 (ILO/IPEC, October 2012) mentions nine training activities for governmental institutions, workers, employers and social organizations; and two trainings for local key opinion leaders and media professionals. As mentioned in output 2.1, Cipó has conducted activities with local communicators in the field, with the objective of training them in the use of communication as a tool to prevent and eliminate child labour.

Output 2.3: Mass-media campaigns carried out to mobilize social actors in the State of Bahia to take action against child labour.

85. ILO/IPEC has carried out dozens of mass-media campaigns at federal, state and municipal levels. Stakeholders mentioned the importance of these campaigns as advocacy tool to divulgate issues related to child labour at national, state and municipal levels; however, the evaluation team did not identify studies and/or analysis conducted to evaluate the results of those campaigns.

2.4.2.1. Overall assessment of Immediate Objective 2

86. For the **second Immediate Objective**, the evaluation team sees the expected results as partially achieved. The main reason was the premature ending of the Action Programme with the NGO that was responsible for the communication part of the project. The absence of a more robust communication component had three implications for the project: first, the communication plan developed for the BDWA was not implemented in the follow up year. According to the interviews, all the work that was facilitated by the project in developing a communication agenda and strategy was not implemented when the Action Programme finished. Second, the monitoring of the media in terms of use of CL terms and concepts – that could represent an important indicator of success of the project – was not done up to the end of the Bahia Project. Third the municipalities did not have enough time to develop the necessary communication skills for working with issues related to child labour.
87. The best tool to analyze the overall result related to this immediate objective – in terms of using communication to change perception and behavior – would be the Knowledge, Attitudes and Behavior (KAB) survey³⁰ that was originally planned in the project. Due to the reasons explained in details in the mid term evaluation – the first survey had methodological problems that jeopardized its results – the decision was to cancel the second KAB. In this line, the

³⁰ Indicator 2.5

evaluation team considers that the Project did not provide a tool for analyzing changes in behaviors related to CL, creating a gap on its monitoring process.

2.4.3. Immediate Objective 3

“By the end of the project, legal, political and institutional frameworks for the prevention and protection of girls, boys and adolescents from child labor will be strengthened”

Output 3.1: Legislation for the prevention and protection of girls, boys and adolescents adapted to conform with the ILO Conventions 138 & 182.

88. The project has spent 86% of the resources allocated for this Immediate Objective, and 17% of the overall resources for Direct Actions on this output (Table 4, Annex 10). At the federal level, among the activities described in this output is the work with partners (*Frente Parlamentar*, CONAETI, FNPETI, News Agency for the Children's Rights (ANDI), CONTAG, National Confederation of Workers in Education (CNTE) and General Union of Workers (UGT) among others) to influence the legislative system, and to advocate and provide technical assistance for policies with the Executive and Judiciary branches.
89. At State level, the project contributed to the elaboration of the Decent Work Agenda in Bahia (BDWA) where the issue of child labour was given priority, as well as the initiative by the project in the implementation of the pilot experience in the semi-arid region (ILO/IPEC, October 2012). Also, As a result of technical cooperation of IPEC staff in Bahia, the state law 11.479 promulgated on July the 1st 2009, came into force by the signature of Bahia's Governor, Jacques Wagner. The law sets restrictions on the concession and maintenance of state funding and tax incentives to employers who do not adopt practices of decent work and do not meet the law that deals with quotas for the disabled and young apprentices.

Output 3.2: Legal and institutional mechanisms enhanced to prevent and eliminate child labour, with a focus on production chains.

90. One activity that can be considered under this output is the technical assistance for the MPT during the elaboration of *Recommendations Notes* to the municipalities. These notes would endorse that the municipal budget should allocate resources for actions related to eradication and prevention of child labour. The reported result (ILO/IPEC, Sept 2009) was that 5.564 municipalities in the whole country would have adapted their budgets with resources to tackle child labour. The final evaluation team did not have access to any posterior analysis if the *Recommendation Note* was actually implemented by the municipalities. The team did not have the necessary resources to analyze municipal annual or multi year budgets (PPA) to confirm if provisions related to child labour were planned, allocated and spent.
91. One of ILO's partners during the implementation also worked in facilitating the development of child labour plans in the 18 municipalities. These plans were constructed collectively and were monitored during 2011. According to the interviews, the planning was welcome in a sense that helped the different areas of the municipalities to see the interaction of their activities related to child labour. Plans such as those implemented by the municipalities that participated in the project were also recommended by the SUAS policy for all municipalities in the country (MDS, 2010).
92. One problem that the evaluation team sees on this output is its focus on production chains. As widely described in documents and analysis, the issue of child labour in Bahia state is not concentrated on production chains, but on domestic labour and small family agriculture. The largest share of children working is found in the family oriented agriculture sector and in unpaid family work, largely beyond the realm of formal labour inspections (ILO, June 2011). The production chain is monitored by the *Secretaria de Inspeção do Trabalho* through one of its

directories, and through the state “*superintendências*”, in the case of Bahia the SRTE/BA. The project has worked with both, but in a smaller scale since these two institutions have their functions regulated by federal law.

2.4.3.1. Overall assessment of Immediate Objective 3

93. Inside the scope, time and available resources, the evaluation team considers that the expected results for **Immediate Objective 3** as achieved. One result associated to this work was the Presidential Decree 6.481, from June 12, 2008 that defined the list of worst forms of child labour. Also, as pointed out during the workshop held in Salvador, the results for this IO should also be seen as the work that was done to prevent the approval of legislations that would represent a downturn in terms of child labour. One example described in the TPR 2 (ILO/IPEC, Sept 2009) was the advocacy work done by ILO and its partners in August 2009, to pressure the Congress to block a set of proposals to amend the Brazilian Constitution³¹ proposing to reduce the minimum age for work from 16 to 14 years old and consequently minimum age for apprenticeship from 14 to 12 years old. Thus, the Brazilian legislation keeps the assumed criteria by the ratification of the ILO Convention 138. IPEC’s participation in drafting the Second National Plan for the Eradication of Child Labour was considered by all as highly positive. ILO/IPEC also appeared as an essential partner for the implementation of various activities under this National Plan.
94. Another result identified by the evaluation team that could be connected to this IO is the seven-steps protocol related to withdrawing children from work that is presented in the official publication for the PETI programme (MDS, 2010). The seven steps – purposively or not – follow the strategy of the Bahia Project – identification, register at the CadÚnico, access to rights, etc.
95. The influence of legal processes and on institutional arrangements is an expensive and continuous process that cannot be fully allocated to other organizations. It is a process that cannot be limited in time and which results are not always clear and easily measurable. In this line, the evaluation team has evidenced that the participation of ILO/IPEC in the discussions and debates at federal, state and municipal levels was important to guarantee a qualified point of view about child labour issues. Also, as described in the evidence part, ILO’s constant presence influenced some processes, bills, and legislations.
96. At times, mainly among the federal level stakeholders, interviewees could not differentiate if the technical support, advocacy and institutional debate were part of the Bahia Project or other ILO/IPEC activities. The evaluation team can see that the Bahia Project has facilitated many different actions that are not always related straight to the scope of the project, but we also understand that at macro level it is not always possible to differentiate the scope of the project with ILO/IPEC mandate in the country, one clear example was the advocacy work done with the Ministry of Education enlarging the possibility of the implementation of the *Mais Educação* Programme in those municipalities that present high levels of child labour.

2.4.4. Immediate Objective 4

“By the end of the project, the capacity of national, state, municipal public and private institutions, employers’, workers’ and civil society organizations increased to contribute to the achievement of a ‘child labour free state’”

Output 4.1. Public officials, employers and workers and community leaders’ capacity enhanced to implement gender, race and ethnic sensitive actions against child labour.

³¹ Proposals to Amend the Constitution (PEC) 191/2000, 271/2000, 152/2003, 268/2008 and 363/2009.

And

Output 4.2. Public officials, employers and workers and community leaders mobilized for planning on prevention and elimination of child labour with a gender, race, and ethnic approach.

97. Indicator 4.2 reports more than 30 thousand “public officials, employers, workers, educators, labor inspectors, young, community leaders, mayors, secretaries, public managers, school coordinators and public labor prosecutors, US Homeland Security, youth leaderships, education technicians, and union leaders” trained in child labor issues or took part in the project technical assistance actions (ILO/IPEC, October 2012). The same report also summarized dozens of events, conferences, seminars, training and other activities that the project has sponsored or that had participation of project staff³².
98. During the field visits to the eight **municipalities**, local managers, PETI educators, PETI coordinators, and teachers, among other local management staff, were asked about their participation in capacity strengthening activities. Most of them mentioned that the project has provided training for one or two “social editors” in each municipality, and these were responsible for disseminating the knowledge to other staff within the community. Most of the training was developed through the Action Programmes by the three NGOs. When asked about their perception on having their abilities to work with child labour issues enhanced as a consequence of the training, those, at municipal level, who participated directly in the activities confirmed the importance of the project in creating and developing their skills in the topic. For those that did not participate directly in the training, but received the information from the “social editors”, the opinion was also positive in terms of having more knowledge on child labour issues, but at the same time, some mentioned that the direct training should be conducted at the municipality, giving all the educators and teachers the possibility of participating in the whole process.
99. At **State level**, the participation of the project in the State chapter of the *National Pact: A World Fit for Children and Adolescents in the Brazilian Semi-arid*³³ and its participation in the development of the *Bahia Decent Work Agenda (BDWA)* are two important activities that involved directly and indirectly capacity enhancement of partners. The Bahia project has facilitated the dialogue between the State bureaucracy and the municipalities, opening an opportunity for exchanges of practices and helping both to understand different realities.
100. At **federal** level, the interviewees did not mention and/or agree that the project has enhanced capacities in terms of child labour. They mentioned that the project has facilitated the dialogue and was constantly creating spaces for having the issue in the agenda of different institutions.
101. Output 4.3. Direct action for child labour prevention and elimination with a gender, race and ethnic sensitive approach coordinated by public and private institutions, employers’ and workers’ organizations and civil society.
102. Due to its large scope, in terms of direct action, the project has worked with partners in many different fronts such as: (i) campaigns – FEBRABAN is one example (ILO/IPEC, Sept 2009), and more recently with TELEFONICA; (ii) publications – technical support to ABRINQ’s report “A Brazil for the Children and Adolescents” (ILO/IPEC, April 2011); (iii) conferences and seminars – V OAB Human Rights International Conference (ILO/IPEC, October 2012); (iv)

³² Indicators 4.1, 4.2 and 4.3.

³³ The National Pact was a mobilization strategy and a call to Brazilian society as a whole to carry out coordinated actions that would have a positive effect on the social conditions of the regions covered. Each State covered by the Brazilian semi-arid had a chapter to discuss at state level, and then at regional (semi-arid) level combined policies for children and adolescents in the region. ILO/IPEC was part the State Chapter, and also from the National Pact.

participation in meetings; and the (v) direct implementation of the activities in the 18 municipalities using the Action Programmes with the three NGOs.

103. One example of coordination work among different partners was the first *caravan* (Bahia State Pinwheel March) that took place in 2009 and included the 18 municipalities of the Bahia Project. The Bahia State Pinwheel March was a strategy coordinated by a partnership among several institutions such as: ILO/IPEC, Government of Bahia State, Federal University of Bahia (UFBA), Labour Prosecutor's Office (MPT) and UNICEF, to mobilize and commit the social actors for the prevention and elimination of Child Labour. The State Pinwheel March was launched on September 22, 2009 in a ceremony that was attended by approximately 100 people, among labour prosecutors, representatives of executive, legislative and judiciary and civil society (ILO/IPEC, March 2010).
104. After the caravan that encompassed the 18 municipalities, three other caravans took place in the state of Bahia, with the participation of ILO. The difference between the four caravans was the follow up approach. While the first one had the post-caravan with all the activities of the Bahia project, the other three did not have the same attention, due to the fact that they were outside the geographical reach of the project.
105. The caravan was used by the project as a social mobilization strategy. The caravan by itself does not bring any services of more in-depth capacity development for the municipality; nonetheless, it raises expectations by the local management and the society. That was exactly the difference that the Bahia project has made. The caravan was one tool that granted access by the Bahia Project to the municipalities. After the first assessment and contact with the municipalities that was facilitated by the caravan, there was a full attention to these 18 localities, with services that were needed and demanded locally. State officials interviewed for this evaluation also share this view. During the interviews it was mentioned that the caravan by itself does not help in terms of child labour (or any other social problem that the municipality might have). The state has acknowledged that, and it has created a state strategy starting in 2013 to provide activities similar to the ones that the Bahia Project has implemented, to the other municipalities that received the 2nd, 3rd, and 4th caravans³⁴.

Output 4.4: The response of the national, state and municipal educational institutions' effectiveness responding to the needs of girls, boys and adolescents increased.

106. Field visits and interviews with local managers showed that there is still resistance by the educational sector in terms of a more integrated approach for child labour. It was reported that the situation is much better than it was in the past – when some teachers would “understand” that sometimes children would not be in class because they had to work. However, there are still lack of integration between education and social assistance in this issue. For example, in the visited municipalities, when questioned on the participation of teachers in the PETI programme, all PETI coordinators mentioned that there is few or no interaction between the teachers and the educators, even when the PETI is located in the same location as the school.
107. The evaluation team also detected the same picture at state and federal levels. The *Mais Educação* Programme being implemented by the Ministry of Education seems to be proposed as one of the answers to child labour in the municipalities, but few are those that are actually implementing the programme among the 18 municipalities. The *Mais Educação* is a complex programme that is still being structured at federal level, with no records of cases of success in terms of child labour. Local managers reported to the evaluation team that they were able to enroll the *Mais Educação* programme due to the interference of the Bahia project, and they are trying to fully implement it in 2013.

³⁴ The Plan being developed by the State Government does not include the 18 municipalities that were part of the Bahia Project.

2.4.4.1. Overall assessment of Immediate Objective 4

108. If the focus for **Immediate Objective 4** was the municipal level management and civil society, the expected result would be very likely to be achieved, with some restrictions related to its sustainability – as mentioned later on this report. If the focus is expanded also to federal and state management – and its civil society – there is still much to be done, and the expected results were partially achieved. For the evaluators, this IO seems to be a case where it could be more focused on the local level, trying to guarantee sustainable changes in that territory.
109. The project has worked closely with different institutions from the education, social assistance, civil society, employee sector, unions, among others, to try to change perceptions, and influence public policies and processes. It was clear for the evaluation team that the Bahia Project has helped the municipality in strengthening its capacities related to child labour; the same was not so visible at state and federal levels.

2.4.5. Immediate Objective 5

“By the end of the project, existing gender and race sensitive models for withdrawal and prevention will have been adapted and enhanced to facilitate the provision of services by the state social safety network to victims of child labour”

Output 5.1: 7,000 girls, boys and adolescents withdrawn and 7,000 girls, boys and adolescents prevented from engaging in child labour and its worst forms.

110. The project report for October 2012 has mentioned 16,491 working girls and boys identified and removed and /or withdrawn from work in the 18 municipalities³⁵, all of them with more than 85% school attendance³⁶. In the same line, the report mentions almost 9,500 families covered by the *Bolsa Família* Grant and the PETI in the territory³⁷.
111. In order to better comprehend this output – and consequently the immediate objective as a whole – it is necessary to understand how the project acted regarding its concepts of child labour withdrawn and prevention. As mentioned before, at **municipal level**, Brazil only has two measures of child labour that can be considered statistically valid – the census 2000 and the census 2010. On the other hand, the country produces yearly statistics for State and Federal levels related to child labour based on the Brazilian Household Survey (PNAD). Due to statistical constraints, the yearly measures cannot be used properly for the municipalities. Hence, the ILO Project in Bahia had no estimations related to child labour when it started.
112. To overcome this problem, in 2009 the Bahia project did some calculations based on the 2000 census, and estimated the possible number of children that would probably be working in each municipality. ILO/IPEC presented the numbers to the municipalities (represented by the mayor or other appointed representative) and challenged them to identify and enroll the children in the Federal Database for Social Programmes (CadÚnico), allowing the children to access federal Programmes related to child labour – *Bolsa Família* Grant and PETI. The CadÚnico has a self-marked field related to child labour, once this field is marked, families of those children have priority for the *Bolsa Família* and the PETI.
113. According to two evaluations conducted on the PETI programme (FEC/UFF/SAGI/MDS, Agosto 2009) and (Brazilian Court of Audit - TCU, 2003), there is a close causality between the implementation of the PETI services in the municipality and the reduction of child labour. Therefore, the number of children enrolled in the PETI has been used as a proxy of child labour

³⁵ Indicator 5.1

³⁶ Indicator 5.6

³⁷ Indicator 5.7

in the municipalities – or as an evidence of success by proving services and small grants to children and their families, and, consequently, diminishing child labour.

114. During the meetings with parents whose children were enrolled in the PETI, the evaluation team had a different perspective from the previous PETI evaluations. Taking into account the small sample and the method used to select the families that participated in the focal groups, it was clear that not all the children enrolled in the PETI were actually withdrawn from work. Some mothers mentioned that the PETI was a good solution for families so their children were not alone at home, or playing at the streets after they have finished school. The same mothers said that their children were not working before the PETI, and they would never be allowed to work³⁸. Other mothers mentioned that their children still work, even being enrolled at the PETI programme, since the *Bolsa Familia* Grant is not enough for sustain the family for the entire month³⁹.
115. In this line, the evaluation team cannot determine that the number of children mentioned as withdrawn or prevented from work was actually accurate⁴⁰. The evaluation team can – in the logic described above – guarantee that this number, with some variations, represents the number of children that have the right to access public policies and are eligible for them, or are being part of these policies.
116. Taking that into consideration, the number of children enrolled in these municipalities in the CadÚnico – marked as child labour – and in the SISPETI have increased substantially after 2010, giving to these children the possibility of being in a federal programme, and creating the conditions to the local management to apply for having the PETI programme in their municipality. Hence, the increase in the number of children created a pressure for the PETI in the municipalities, creating also the need for structures, quality personnel, transport, and other necessary support.
117. The financial cost for the PETI programme in the municipality is co-shared between Federal, State and municipal levels. The PETI' services are implemented by the municipality, so the mayor has to guarantee not only the resources, but also the other structural conditions for it. In creating the demand for the service through the Bahia project, the municipalities had to work their structures so they could receive the money from other sources, and they would also need to guarantee the municipal resources for the PETI in their budgets. According to the interviews with local managers, this is not an easy process, and the Bahia project was fundamental to strength local capacity in implementing the PETI service locally.
118. The Bahia project also worked with municipalities for implementing PETI services in rural areas, not only in their urban areas. That was also a challenge that the municipalities had to face, and most of them have now services that cover most of their territories. The active identification phase was fundamental for increasing the number of children, and the use of the social assistance network in the municipality was essential to guarantee the sustainability of the actions.

³⁸ This statement has to be considered very carefully. This could be a case where the subjects of the analysis, in this case the mothers, knew the proper answer for the question. Due to methodological limitations, the evaluation team does not have the resources to validate or not statements like these.

³⁹ It is important to point it out that there is no conditionality for the *Bolsa Familia* related to child labour. The two main conditionalities that affect families with children are related to guarantee vaccination, and to keep the school attendance to the children in, at least, 85%. The frequency in the PETI activities is not directly related to the *Bolsa Familia* Grant. If by any chance a child whose family is receiving the *Bolsa Familia* is identified as working, this is not a treat for the family to lose the benefit. The average workday on a Saturday or Sunday would pay between 5 to 10 dollars for each child selling pastries in the streets.

⁴⁰ Please also refer to output 1.3 that is related to the mercury monitoring system that could be the solution for this problem.

119. After the implementation of the PETI service, the new challenge was the quality of the service being provided for the children. That part was also covered in one Action Programme. A series of trainings happened in the municipalities and in hubs that could accommodate more people, and lower the cost of the implementation. In the field visits most of PETI coordinators – responsible for receiving the training and then qualify the local team – mentioned participated in activities that helped them in their daily work with the PETI children. On the other hand, the evaluation team also found some educators who participated in meetings related to the project, but did not receive the expected training to improve interaction with the children⁴¹.

Output 5.2: 7,000 families of the targeted withdrawn girls, boys and adolescents economically and socially empowered.

120. The first Action Programme for the municipalities started to be implemented in April 2010, and had as objective to strengthen institutional capacity, including families. The objective was to include the whole social assistance network in the municipality, plus all other actors that directly or indirectly were involved with child labour. The field visits to the CREAS and CRAS in the eight municipalities showed that these two instances are working closely to the children that are the most vulnerable – related or not to child labour – and their families. This approach was noticed as being strengthened by the Bahia project.
121. Another aspect that was part of the work with the families was the income generation related to indicator 5.4 – Percentage of families in conditions of decent work⁴². The October 2012 TPR mentioned one “Producer Association” being created in one municipality – Jeremoabo. The evaluation team had a meeting with the members of the association during the field visit. The association came from an old training programme in sewing and stitching managed by the mayor’s wife, without too much criteria on how learners could enroll the training. ILO/IPEC contribution in this item was in changing from a training programme into an association, trying to create some sustainability and working towards empowering those participating in the initiative. Although the Bahia project tried to prioritize PETI’s families in the association, the evaluation team noticed that all the members of the association were women, and, according to the information received, out of the 50 women working in the Association, around 6 had actually children enrolled in the PETI programme. The income generation part of the project also has identified similar possibilities in other municipalities such as Paripiranga; however, there were no further developments on those.

2.4.5.1. Overall assessment of Immediate Objective 5

122. The expected results for **Immediate Objective 5** were partially achieved. In using the same theory of change as the PETI (please refer to the introduction of this report, and to footnote 39) the project was able to align itself with the federal and state policy to eradicate child labour. This was a very positive strategic movement since the objective of ILO in the country during the Project’s implementation period was, in line with the country’s UNDAF, to help Brazil to address its main development challenges (...) by supporting the country optimize the use of its resources (United Nations in Brazil, Dec 2005). The project was implemented in a vast area and the only possible way to reach the amount of children proposed in the project document (ILO/IPEC, 2008) was using the existing public policy structure already set up by the Federal Government. In that sense, the project has reached the objective of helping almost 16,500 children and their families to have access to the federal government’s programme related to

⁴¹ Despite all the advances in the PETI programme, there is still a huge disparity in terms of local quality for the educators that help in implementing the services. The choice of the educator is made by the mayor, and there are still cases of political use of this prerogative.

⁴² This indicator goes way beyond the capabilities of the project, and should not have been used since the concept of decent work is not only related to child labour, and changes in this indicator do not depend on only ILO/IPEC.

child labour. The lack of a proper functioning monitoring system – the initial idea of monitoring the children at every three months⁴³ using the Mercury System was not fully implemented – does not allow the evaluation team to confirm the profile of those children, and if they were really withdrawn or prevented from work.

123. While the project obtained its objectives partially for the first part of the IO, there is still much to be done with the families. The work with the families was implemented in two phases. The first one happened at the beginning of the direct implementation in the municipalities and it was connected to guaranteeing that mothers and fathers knew their children's rights and could identify children labour situations. It was related to a change in perception and in strengthening family bounds. Due to the methodological problems in the implementation of the first KAP survey, and non implementation of the second survey, the evaluation team does not have enough elements to judge if the objective was fulfilled or not. In the meeting with the PETI families, the mothers mentioned that in the past years they have changed their perception on child labour and how harmful it is.
124. The second phase related to the families had the income generation as focus. The pilot experience happened late in the process – according to ILO, the introduction of this phase was not late, but it followed the original plan where structures had to be guaranteed in order to this phase to develop⁴⁴. The evaluation team did not see any evidence of results of the income generation part. As mentioned, the idea of having PETI beneficiaries as part of the Association is valid; however, few were the members of the Association that had children in the PETI programme. At the end, the income generation phase was restricted to one municipality selected for its favorable previous conditions that could be strategically adapted to the project objectives.

2.4.5.2. *Special consideration on Gender, Race and Ethnicity*

125. The approach of mainstreaming gender, race and ethnicity into the project was either not effective enough or did not reflect the overall scope and nature of such areas appropriately. The mid-term evaluation mentioned a gap related to gender, race and ethnicity in the project implementation. The final evaluation team, on purpose, did not ask some key stakeholder on these topics, trying to identify if these subjects would be brought into the conversation. That did not happen as frequent as it was expected. Some respondents actually mentioned that it was not evident the project had considered gender, race and ethnicity on its implementation. During the field visits and focal groups, the evaluation team tried to determine if the training and material had gender, race and ethnicity mainstreamed. They were mentioned as part of the project, but very superficially – more in gender than in race and ethnicity.
126. In order to better address gender, a checklist was constructed based on ILO's own material on the subject (ILO/ROAP, 2000) (ILO/Evaluation Unit, Sept. 2007) allowing the evaluation team to access gender not only on the original project document, but also in the reports and in the implementation with partners and other stakeholders. Annex 4 brings the checklist. Based on this checklist the final evaluation sees some components of gender, mainly in the materials developed by the NGOs that supported the project implementation; however, it is also visible that gender was not mainstreamed during the project, and that the recommendations from the MTE on this item were not implemented.
127. The same happened to race and ethnicity. Despite the efforts at the end of the project to include the indigenous population in the project, the results from this process did not bring any results yet. Two publications were made, but no concrete results are distinguishable. Banzaê, one of the municipalities that have a large proportion of indigenous population, has an indigenous CRAS,

⁴³ Please refer to Output 1.3 for more information on this issue.

⁴⁴ The municipality was selected after a viability study that pointed out the favorable environment for introducing the income generation part of the project.

and it is going to be implementing an indigenous PETI in the coming months; but there is no evidence that the Bahia Project had influenced the work that is being done in that municipality. The TPRs did not bring consistent information or data disaggregated by race and ethnicity.

2.5. Potential Impact⁴⁵

128. Despite the fact that an impact analysis of the Bahia Project will only be possible to be done properly years from now, the evaluation team has selected some indicators available from official sources, at municipal level, with the objective of comparison between the 18 municipalities that received the benefits of the project, with similar municipalities from Bahia that did not receive the Project's assistance⁴⁶.
129. The municipalities that participated in the Bahia Project (Northeast II Municipalities) had an implementation rate of new PETI programmes six times bigger than other similar municipalities in the state. Between 2009 and 2011, 12 new PETI programmes were implemented in the 18 municipalities – in 2011, all the 18 municipalities had the PETI Programme. In the same period, 29 new PETI programmes were created in the remaining 281 municipalities of the semi-arid in Bahia; in 2011, only 52% of the other municipalities in the Bahia semi-arid had the PETI programme implemented.
130. The Bahia Project has used the active identification methodology to identify and enroll children in the CadÚnico, as a consequence, the number of children that had the rights for the PETI programme has also increased, as well as the number of PETI Service Units (Table, Annex 9). The number of PETI Service Units in the Northeast II municipalities has increased more than 100% from 2009 to 2011, and around 16% for other municipalities in the Bahia semi-arid – during this period, the core implementation of the active identification and the beginning of the work with the municipalities has happened. The same trend happened to the number of children enrolled in PETI services that has increased more than 200% for the Northeast II municipalities, in comparison to 10.2% for other similar municipalities in the Bahia semi-arid.
131. The positive trend in terms of the increase of PETI services for the Northeast II municipalities was not fully repeated in terms of CRAS and CREAS – the triangulation of information and other data analyzed indicate that the existence of CRAS and CREAS units are critical for strengthening the social welfare network in the municipality. Despite the impressive increase in these two services, the average increase for the Northeast II municipalities were below the State average and the average of other Bahia semi-arid municipalities (Table , Annex 9).
132. Both the PETI and the CRAS/CREAS services were part of the actions from the Project; meaning that there is a high chance that project could be directly responsible for the increase in those services. There might be two main reasons why the increase in CRAS/CREAS did not follow the same pattern as the PETI. The first one is related to the complexity of these two institutions when compared to the PETI. The CRAS /CREAS services are based in different criteria such as population density and urban violence among others, and they demand more specialized personnel, with psychologists and social workers as members of their staff – consequently increasing the cost for the municipalities. One solution that the small municipalities are adopting is sharing the qualified staff among different municipalities, so the costs of these professionals are also co-shared among them.
133. The second reason that could explain the difference between the PETI and the CRAS/CREAS progress is related to the mandate of these institutions. While the PETI has a specific mandate

⁴⁵ Positive and negative, primary and secondary long-term effects produced by an intervention, directly or indirectly, intended or unintended. (OECD, 2010)

⁴⁶ In total, Bahia has 417 municipalities, 299 of them located in the semi-arid region – 18 were part of the target group located in the Northeast II sub-region.

related to child labour, the CRAS and CREAS have broader scope of actions, where the support to CL is one of their responsibilities. In that line, the direct action of the programme through its implementing partners was focused on the PETI, and the response of the PETI structure was much faster than the CRAS/CREAS structures.

134. Other indicators available at municipal level that are related to child labour, but that did not have direct actions of the project are from the education sector. Literature shows a direct link between child labour and school dropout rate (UNICEF, Agosto 2012). The idea would be that an increase/reduction in child labour reflects directly as an increase/reduction of dropout rates. While the numbers for the 18 municipalities show a decrease of 20% in the primary school dropout rates, the other Bahia Semi-arid municipalities present a decrease of 21.5% - very similar rates that cannot be attributed to the existence or not of the Project (Table , Annex 9)⁴⁷.
135. The second indicator for education is the IDEB⁴⁸ that represents a measurement of quality of education. The IDEB is calculated for the initial and final years of the basic education system in Brazil. For both initial and final years, the improvement (variation) of the IDEB for the 18 municipalities that were part of the Project was higher than the other Semi-arid municipalities in Bahia (Table 2, Annex 9). In spite of the evolution of the IDEB for the 18 municipalities, it is important to notice that, on average, their scores are still the worst scores in absolute numbers (Figure 1 and Figure 2, Annex 9).

2.6. Sustainability

136. Sustainability can be seen in two different aspects: (i) the sustainability of the services, and actual and/or future results (benefits) of the Bahia Project⁴⁹; and (ii) the sustainability for the use of tools and methodologies developed during the project for future initiatives.
137. For the evaluation team, in terms of **sustainability of services and results**, the most affected are the 18 municipalities in Bahia State. Despite the fact that the project has contributed to municipal capacity related to child labour issues, there is a general concern that the political changes due to the municipal elections in 2012 can create some issues in the continuity of services and, consequently, jeopardize future results that the Bahia Project has contribute for. Most (if not all) of those municipal managers trained during the project implementation were appointed by the local mayor. Even if the mayor is re-elected (or if he/she supports the elected candidate) the political agreements done during the campaign might change key personnel involved in the municipal social assistance network in 2013. The changes that may happen with the new administration starting in 2013 could change the responsible for the areas related to child labour and those that worked as a network during the Bahia Project implementation. During the field visits, the evaluation team could notice that some municipalities were not as well mobilized as they were in the past since the political arrangements were already being conducted locally.
138. Another concern expressed mainly by the municipalities is the loss of the dedicated attention that they have received due to the project. Municipalities mentioned that the constant attention

⁴⁷ The evaluation team acknowledges that there might be not enough time to do such a comparison since education indicators are influenced by different variables, and do not change in such a short period of time. Also, it was mentioned to the evaluation team that some NGOs are for a long time focusing in the education sector in other areas of the Bahia Semi-arid, what could have influenced the indicators for those regions.

⁴⁸ The Quality Basic Education Development Index (IDEB) was created in 2007. It represents an initiative to bring together in one display two concepts that are equally important for the quality of education: school flows and average performance evaluations. The indicator is computed from data on school approval, obtained in the school census, and average performance in the SAEB (biannual math and Portuguese evaluation of a sample of students in the 4th and 8th grades of primary school, and 3rd year of high school).

⁴⁹ The continuation of benefits from an intervention after major development assistance has been completed. The probability of continued long-term benefits. (OECD, 2010)

and monitoring made by the NGOs in their Action Programmes was extremely positive for them. One clear example was the Municipal Plan for Fighting Child Labour that was motivated by the Bahia Project. Local managers mentioned that this Plan was a great advance in terms of local actions related to CL, but it only worked because the local management was being monitored and held accountable for its implementation by an external organization. Even knowing the importance of such Plan, without the constant external follow up, the Plan might not be even created. The evaluation team sees this point as a treat for all the investment that was done in the municipalities.

139. The Project has advised the municipalities and other partners that the project would end in 2012, and the need that other institutions take responsibility and continuity of the actions developed by the Project in the 18 municipalities. Despite the willingness to do so by the NGOs that participated in the direct implementation of the project, and other positive responses from federal and state stakeholders, the cost component is the major barrier for the continuity of actions related to capacity building in the municipalities. As mentioned by one of the respondents, the actions that took place in the municipalities should, originally, be the responsibility of federal and state governments, and should not be object of a specific project. These governments should guarantee not only the continuity, but also provide other municipalities outside the Northeast II with proper capacity development in issues related to child labour.
140. During meetings in the 8 visited municipalities, it was possible to identify that there was some ownership of the project objectives. All the stakeholders the evaluation team spoke to, presented themselves willing to continue the work toward helping the eradication of child labour in their municipalities. The evaluation team takes that as a positive aspect; however, to keep that commitment is much related to local, state and federal support that those municipalities are going to receive in the following years after the completion of the Bahia Project.
141. The evaluation team does not see any major threats in terms of the sustainability of the advocacy and political cooperation at federal level. The project laid its groundwork in the history of ILO and IPEC in Brazil, and the end of the project might not affect the history of the institution in the country, and the cooperation with its partners. At the state level, the lack of a more constant presence in Bahia might cause some drawbacks, especially related to the technical assistance and partnership that ILO/IPEC had with the state bureaucracy. The presence of ILO/IPEC's office in Bahia is still to be decided by the organization.
142. In terms of use of tools and methodologies developed during the project for other initiatives, the evaluation team has evidenced that some partners have decided to use them into future actions:
 - Starting in 2013, the Bahia State Government (SERTRA and SEDES) is going to use the Bahia Project methodology to provide assistance to the municipalities that received the 2nd, 3rd, and 4th caravans. The Government is going to use a similar methodology and the same NGOs that conducted the activities in the 18 municipalities;
 - There are indications that the active identification is going to be used by the Ministry of Health and Ministry of Social Development to identify children and other populations in different vulnerability situations;
 - The Mato Grosso State Decent Work Agenda was initiated through the replication of methodologies the state of Bahia used for combating CL;
 - Different aspects of the Bahia Project methodology (caravan and active identification, for example) are being used in South-South and Horizontal cooperation initiatives with countries such as Haiti, Angola, Mozambique, Guine-Bissau, Cape Verde, São Tomé e Príncipe, Bolivia, Ecuador and Paraguay.

- The seven-step protocol related to withdrawing children from work that is presented in the official publication for the PETI programme (MDS, 2010) has many similarities with the Bahia Project methodology;

3. Conclusions

143. Given that conclusions are only meant to be a general overview of the project, they do not correspond on one-to-one basis with recommendations. The main evaluation conclusions were the following:

1. **The added value and comparative advantages of the Project stand on its capacity to facilitate inter-agency networking, enhance cross-agency actions, facilitate transfer of south-south and horizontal solutions, and engage stakeholders in municipal, state and federal actions to fight child labour.** These comparative advantages are becoming more evident in a context where it is increasingly unfeasible for policies to address child labour issues without engaging a large number of stakeholders, from different policy areas.
2. **The project is relevant in terms of alignment with municipal, state and federal needs and strategies in fighting child labour.** The project has detected, since its beginning, the need to interact with stakeholders from the three levels in order to properly create a strategy to fight child labour locally. Globally, the Bahia project has contributed to ILO's global and regional strategies.
3. **In general, the project worked towards the achievement of most of its expected results, especially those related to the municipalities.** The project allowed the 18 municipalities to better address issues related to child labour. The capacity building/strengthening at municipal level was very important for local management to understand and implement the federal policies to eradicate this issue. As a consequence, (i) the 18 municipalities have granted access to federal policies for those children that are eligible for those benefits in a much higher rate than other municipalities in the state of Bahia; (ii) knowledge generation was greatly expanded in those municipalities; (iii) dialogue between federal/state governments and municipal management was improved.
4. **Both the Caravan and the Active Identification are important tools, but they have to be used within a broader strategy and have to be closely monitored.** The caravan is part of the project as a starting point, but it is only one component that has to be complemented by concrete following up actions. The post caravan strategy was much more complex and important, and has generated the changes that were perceived by the evaluation team. The Active Identification has proven to be very effective; however, it is necessary a closer follow up on this tool in order to guarantee that those identified and enrolled in services are the ones that should benefit from them.
5. **There are uncertainties with the full sustainability of the results especially for the 18 localities that received the special attention from the Bahia Project.** The main risk related to the sustainability at the municipal level are the changes in staff due to the political process that the municipalities went through in 2012/2013. There is a real treat that the human capacity that was created and/or strengthened by the Project will not work on areas related to child labour in the near future. Also, the lack of a monitoring entity might result in the non-existence of the Municipal Plan for Fighting Child Labour, and the end of coordinated efforts within the municipalities. At state level, the absence of the project already showed that there was a discontinuity of actions. One example is the communication plan created for the BDWA that was developed within the scope of the project, and was not implemented after the project stopped working in the process. At the federal level the evaluation team does not see problems in terms of sustainability of the results. The work of the project was within the scope of work of ILO/IPEC in the country; therefore, for national stakeholders, the end of the project does not represent the end of the relationship, or the disengagement of the organization on child labour issues.

6. **The project presented some flaws related to its design, especially in relation to its scope and use of verification sources.** The evaluation team considered that some of the issues presented in terms of implementation of the project could be avoided if the project's immediate objectives, outputs and indicators were better constructed. The project lacked proper use of a results-base structure, including SMART⁵⁰ indicators to measure the outputs and the Immediate Objectives. Some actions seemed to happen without synchronization among them, and some seemed to have few or no relation to the overall objective of the project. Some flaws of the project in terms of design and implementation could have been fixed if the mid term evaluation was conducted earlier in the process. The evaluation team identified that the project management did not have enough time to implement most of the recommendations from that evaluation (Annex 7).
7. **Gender, race and ethnicity were not mainstreamed in the project.** In spite of some actions in these areas, the evaluation team has noticed that not much was accomplished; even after the recommendations of the MTE.

⁵⁰ Specific, Measurable, Achievable, Relevant and Time-bound

4. Recommendations

144. Recommendations are aimed at addressing the main challenges identified in the previous sections in order to assist similar projects in Brazil, and/or other regions of the world. They are presented in such a way as to help the main stakeholders facilitate further multi-stakeholder consultations, to generate options or alternatives for project improvement. In that sense, some recommendations are only valid for Brazil, while others are broader and could help similar future projects in different countries.

Project Design and Planning

1. **New projects should be constructed and managed allowing a better visualization of the activities and more systematic comprehension among the different components being proposed** [ILO and/or future implementing organizations]. The fact that the project has three layers of actions (Federal, State and Municipal) creates a complexity in the coordination and timing of the actions. The project should develop tools to better harmonize its implementation, allowing a better synchronization among actions. Flexibility is important when managing such a complex project, but at the same time the relationship between the actions that happen in the project should be clear to all that participate in its process.
2. **New projects should be better designed when connecting outputs and immediate objectives, and when selecting its indicators** [ILO and/or future implementing organizations]. Some flaws in the design and monitoring of the project might have jeopardized its possible results. Some of the objectives of the project could not be achieved in four years. Particular indicators were not clear, and they were used and reported without too much attention on their quality and validity. The project should be careful in selecting SMART indicators that have a direct relationship with the actions that are proposed by the project. These indicators should measure outputs, and contribution to outcomes.
3. **New projects should better plan its actions in the territory, including a better phase out of its actions** [ILO and/or future implementing organizations]. In the case of the Bahia Project, the actions at local level started too late in the process – almost one year after the project was signed, and it was too concentrated in a specific period of time. The evaluators recognize the importance of careful planning, and the need to construct regional and local alliances, but also believe that the process could be expedited. For its phase out, the project should have planned the disengagement of the activities so some results could be noticeable. Two examples were the income generation and the indigenous component of the project that had activities that started late, and were not finalized due to the end of the project, not allowing necessary conditions for sustainability.

Project Theory, Strategy and Implementation

4. **A similar project in Brazil should strongly engage the CRAS and CREAS structures into the initiative, as well as the *Conselhos Tutelares* and the *Conselho de Direitos*** [ILO and/or future implementing organizations]. In Brazil, these are qualified institutions that work at municipal level with children in situations of vulnerability. In those municipalities that had a better engagement of CRAS and CREAS with child labour issues, the local social network seemed to be more organized and active. In other countries, if such institutions do not exist, it would be important to work with governments to create them. In the same line, future projects in Brazil could also work closely with the Ministry of Education in the More Education (*Mais Educação*) programme that is currently being expanded.
5. **Actions related to race, gender and ethnicity mainstreaming should be better planned between ILO and the implementation partners, including strengthening coordinated**

actions with governmental partners that have the mandate in these areas [ILO and implementing partners/NGOs]. ILO should use its expertise in the topic – the Brazil office had one gender specialist – to work with its partners to better understand these issues within the municipal and state context, and to create strategies to better work with these subjects, creating the capacity for mainstreaming them in the implementation of the actions of the project. If gender, race and ethnicity are not embedded in the organization structure, conditions to work on these topics should be created. Also, ILO should strength its partnership with governmental institutions that have the mandate to work with these areas, such as the SEPPIR (Secretariat of Policies for the Promotion of Racial Equality) at federal level, the SEPROMI (Secretariat for the Promotion of Racial Equality) at State level, and the SPM (Secretariat of Policies for Women) at Federal and State levels.

6. **New projects should revise the use the Mercury monitoring tool in the field, adapting it to the size of the initiative and the needs of the project, facilitating its implementation** [ILO and/or future implementing organizations]. The Mercury System appears to be very useful to monitor children that participate directly from an action, or in projects with a smaller number of children. In the case of the Bahia project, the number of children and the area were too large; besides, children were already being monitored by two governmental systems (CadÚnico and SISPETI). Hence, the evaluation concluded that the implementation of the Mercury System did not happen as originally planned. Similar projects have to be careful not to implement monitoring tools that might not be necessary and that can become a burden for those that implement the project.
7. **Formal agreements with universities and research centers should be assured as part of the project strategy in order to guarantee knowledge generation, transfer of social technologies and sustainability** [ILO and/or future implementing organizations]. The tertiary educational system generates knowledge as part of their routine. Formal agreements can institutionalize child labour as field of research that would help in developing knowledge and technologies that could be used not only in the project, but also in broader public policies. Also, the tertiary educational system has created a network that uses different technologies (internet, video conference, radio, etc.) that could also help to disseminate the concepts of child labour and help in the implementation of the project. In those countries where the tertiary educational system does not have such a network, the project could help in developing such a system.
8. **Communication for Development (C4D) should be used as a continuous and structural part of the strategy** [ILO and implementing partners/NGOs]. The Bahia project has shown the importance of using communication as a development tool, especially when dealing with municipalities. The project used the C4D component⁵¹ strongly during some time in the life of the project, but it has failed in not keeping the same emphasis during the whole implementation.
9. **New projects should continuing partner with initiatives that are already being implemented by other NGOs, Foundations, and International Organizations, among others** [ILO and implementing partners/NGOs]. In that sense, the use of resources could be further optimized, increasing the chances of success. The Bahia Project has done this when working with the PETI strategy, and participating in the Bahia Chapter for the Semi-Arid Pact; working along with other initiatives could cooperation during the implementation.

Sustainability

10. **ILO should systematize the methodology used in the project, including the caravan and the active identification tools** [ILO in Brazil]. The systematization should also include the

⁵¹ Communication for Development is a social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communication (The World Congress on Communication for Development, Jan 2007).

technologies that were developed by the NGOs for implementing the actions of the project, specially a systematization of the caravan and the active identification tools, and how these could be used inside a broader project strategy.

5. Lessons learned⁵²

145. The Bahia Project was constructed under ILO/IPEC's presence in Brazil for more than 20 year. This project has generated results and spinoffs that go beyond its scope, therefore, it is only natural that it should also produce some insights that go beyond the conclusions and recommendations, which are best captured in lessons learned.
1. The Bahia project has strengthened the idea that child labour is an intergovernmental issue that cannot be solved isolated, or without the coordination of efforts by all levels of government involved in public policies in the countries.
 2. The project has involved not only decision makers, but also civil society during its design and implementation. The tripartite aspect of ILO was an advantage to bring different stakeholders in the same space, and make them discuss different perspectives and approaches.
 3. The project went beyond the common CL advocacy campaigns that were centered in creating visibility for the topic. During some time in its implementation, the project worked the communication aspect in line with C4D concepts, making sure that child labour would attract enough visibility, but would also guarantee concrete demands and actions at federal, state and municipal levels.
 4. The fight against child labour needs to involve the municipalities, its local management, social assistance networks, and civil society, and encompass issues related to health, education, and social protection, among others. In order to proper guarantee a response of the municipalities, there is a need of focusing in capacity building at the local level. The project has proven that it is possible to increase capacity of local management and work with them to a better response in terms of identification and availability of services related to the eradication of child labour.
 5. Working at the municipal level was closely related to better identifying and assessing local needs and realities. Federal and State programmes are developed based on a framework that has to fit all municipalities in the country, not taking into consideration specific needs and weaknesses that some municipal managers might have. In working at municipal level the Project was able to identify and assess these weaknesses, designing an approach that would better attend the local needs, and can be replicated in other initiatives.
 6. ILO/IPEC's presence in the municipalities through its partners was not a burden to the local management routine; on the contrary, it assisted in developing results-based skills and tools at municipal level. The project's presence in the municipalities is important to guarantee that the agreements towards activities and commitments are fulfilled.

⁵² Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations (OECD, 2010). Lessons learned summarizes knowledge or understanding gained from experience related to the ILO intervention under evaluation (ILO/Evaluation Unit, 2012)

Annex 1: Terms of reference of the evaluation

**International Labour Organisation- International Programme on
the Elimination of Child Labour
ILO/IPEC**

Final
October 2012

**TERMS OF REFERENCE
Independent Final Evaluation**

**Support to national efforts towards a Child Labour-free State, Bahia-Brazil
Project**

ILO Project Code	BRA/08/50/USA
ILO Project Number	<i>P.26010216053</i>
ILO Iris Code	101393
Country	Brazil – State of Bahia
Starting Date	30 September 2008
Ending Date	31 January 2013
Project Duration	52 months
Type of Evaluation	Final Evaluation
Date of Evaluation	November 2012
Project Language	English - Portuguese
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor US DOL
Donor contribution	USDOL: US \$ 4,900,000

I. Background And Justification

General Background

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The basis for IPEC action is the political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct Action Programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of ILO-IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes, such as National plans, Strategic frameworks, have provided such focus.
3. Starting in 2001, ILO-IPEC has promoted the implementation of the "Time Bound Programme" approach, as such national framework. A Time Bound Programme (TBP) is essentially a National Action Plan (NAP), a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a TBP/NAP is that it is implemented and led by the country itself. The countries commits to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. ILO-IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs and NAPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults and adolescents above the minimum age. In this sense the ILO provides technical assistance to its three constituents: government, workers, employers and other interested parties. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that IPEC country activities should be analyzed.
7. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see : <http://www.ilo.org/public/english/decent.htm>
8. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries' planning and implementing frameworks. The DWCP programme for Brazil and for the Bahia State are available at: http://www.oitbrasil.org.br/agenda_trabalho_decente

Commitment to elimination of Child labour in Brazil

9. Brazil has a long history of commitment to child labour elimination. This is reflected in the National Plan of Action to Prevent and Eliminate Child Labour. Elimination of child labour and in being this a National government priority and a Presidential target. Progress towards the target is monitored by a CONAETI (National Child Labour Commission) network of 30 national and international organizations, including ILO/IPEC. The IPEC helped the government in this process by identifying and supporting the necessary programmes, measures, interventions, resources, institutional mechanisms and partnerships.
10. Brazil was one of the first countries to join IPEC in 1992. IPEC sponsored since then over 130 Action Programmes in more than 18 thematic areas in the whole country. Among them, UDOL funded various initiatives. More details can be found in: <http://www.dol.gov/ilab/map/countries/brazil.htm>
11. Brazil has gone and is currently undergone with other projects on child labour, including South-south cooperation projects between Brazil and South America and Lusophone countries at global level in Africa and Asia through funding from the Brazilian government and USDOL.
12. During a 2003 planning workshop of the IPEC Project of Support for the Brazil TBP 2003-20008, two strategies were identified that would lead to the accomplishment of the TBP's objectives. The first strategy aimed to create an enabling environment conducive to the elimination of the worst forms of child labour in Brazil. Key leverage points of this strategy were knowledge generation and communication, awareness-raising and social mobilization, quality of education, capacity building and legislation. The second strategy included direct action or targeted interventions in order to reduce the incidence of specific worst forms. Key leverage points for this strategy were removal and rehabilitation of children, provision of educational alternatives, and income generation for families.
13. These strategies led the project to focus resources on key national policies, awareness raising strategies, improvement of legislation and law enforcement structures, generation of knowledge base and fostering the National Rights of Children and Adolescents Guarantee System (children's protection safety net). Furthermore, it promoted state and municipal actions and policies to complement the federal ones, both in terms of political and financial support. In this

sense, there was a need to develop sub-strategies at the state and municipal level that respected each State's political and financial autonomy (but coordinated with the national policies).

14. The project prioritized the development of APs in selected worst forms (informal urban activities, domestic work, family agriculture, drug dealing, and commercial sexual exploitation) in ten of Brazil's 27 states. The project components at the local level were:
 - Withdrawal and prevention of children from work: community, family and social rehabilitation by means of an improved local referral system for boys and girls and their families;
 - Fostering alternatives to child labour through education, including insertion of withdrawn children in formal education as well as in informal schemes, such as vocational and skills training;
 - Developing alternatives to income generation, in parallel to the inclusion of families in governmental cash transfer programs like Family Grant (*Bolsa Família*) and adult vocational/professional training programs.
15. The Project of Support to the TBP foresaw the dissemination of models of intervention and methodologies developed in selected pilot communities, in 17 municipalities, on the corresponding five states (São Paulo, Rio de Janeiro, Rio Grande do Sul, Paraíba and Maranhão) and corresponding especially to those activities that have proved to be effective in the integration of the National Plan with State-level initiatives. In 2005, an addendum was made to the original Project Document allowing for the expansion of the current strategy to five new states and for the delivery of new outputs for strengthening institutional capacities and ensuring sustainability of the impact, with the following additional activity added to the strategy: replication in selected pilot communities, in 9 municipalities in the states of Piauí, Alagoas, Santa Catarina, Paraná and Distrito Federal.

Background to the Cooperation Project in Bahia

16. In a federal republic with decentralised institutions, one of the major strategic priorities regarding the NAP process was to bring national-level commitment to bear on action to tackle child labour at the state and municipal levels. The State of Bahia, with the support of the Federal Government, National and State Forum on the Child Labor Elimination, Public Prosecutors, UNICEF, Bahia Federal University and Ministry of Labour in Bahia, is aiming to set a pioneering example by creating a model of a "Child labour-free State" that can be replicated throughout the country.
17. The Government of the State of Bahia has also underlined its commitment to the elimination of child labour by including this objective in Bahia's Decent Work Agenda and the Covenant One World for Children and Adolescents in the Semi-arid. This State Decent Work Agenda is pioneer in Brazil. It includes development of programmes on interlinked themes including child labour, youth employment, gender and race equality and non-discrimination and domestic work. Alongside its goal of a child labour-free state, this integrated package of government-led programmes puts Bahia in the frontline of innovative new social policies combating child labour in Brazil.
18. The project development objective is: "To contribute to the prevention and elimination of child labour and its worst forms in the State of Bahia, Brazil"
19. The project five immediate objectives are:
 - By the end of the project, a gender, race and ethnic sensitive knowledge base on child labour in Bahia will be expanded.

- By the end of the project, there will be raised awareness and changed perception toward child labour based on a gender, race and ethnic sensitive communication strategy that is incorporated into the Bahia Decent Work Agenda.
 - By the end of the project, legal, political and institutional frameworks for the prevention and protection of girls, boys and adolescents from child labour will be strengthened.
 - By the end of the project, the capacity of national, state, municipal public and private institutions, employers', workers' and civil society organisations increased to contribute to the achievement of a "child labour-free state.
 - By the end of the project, existing gender and race sensitive models for withdrawal and prevention will have been adapted and enhanced to facilitate the provision of services by the state social safety network to victims of child labour.
20. The project key outcomes and results or supported by this for their achievement, as per project reporting are:
- 18 targeted municipalities and 234 Bahia municipalities have Child Labour services implemented through government budget.
 - Create and implement a methodology for the active identification of children and adolescents at risk or in situations of child labour,
 - The Bahia State government established a commitment of contributing with an additional 75% besides the amount provided by the Federal government
 - 126,670 children in the state of Bahia were removed from Child Labour activities and answered in structured services after decentralization and municipalization of services in the state, and 15,731 children and adolescents up to 17 years old are being covered in the 18 target municipalities.
 - 12,780 children and adolescents are receiving full time integral education and 2,951 adolescents are receiving educational and PROJOVEM services (aimed at encouraging the adolescents to stay in school until the conclusion of the secondary education)
 - All the families of beneficiary children and adolescents are also receiving the Family Grant services.
 - Child Labour-Free Bahia State Pinwheel March was carried out in the 18 municipalities and replicate in other 9 municipalities, reaching 34.951 children and adolescents under 16 years old and 22.663 families

Background to the Mid-Term Evaluation

21. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
22. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.
23. To strengthen the utilization of the evaluation, EIA is currently exploring the potential to develop a workshop with national stakeholders to discuss the evaluation report recommendations regarding the follow-up process, particularly being a final evaluation. Another way to contribute to build-up on the results would be to document some key elements of the project models of intervention.

24. The project has undergone through a mid term evaluation in March 2011. A summary of key recommendations are included in Annexes III.

II. Scope And Purpose

Purpose

25. The main purposes of the final evaluation are:
- Determine project effectiveness if the Project has achieved its stated objectives at outcome and impact levels, and how and why have been/have not been achieved (i.e. achievements and shortfalls in project implementation)
 - Identify relevant unintended changes at outcome and impact levels (ie. the national level)
 - Determine the implementation effectiveness and efficiency of the Project
 - Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained.
 - Identify lessons learned and potential good practice and further documentation that should be pursued, especially regarding models of interventions developed that can be applied in the country and beyond.
 - Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAP or other institutional framework at local, state and national level toward the sustainability of the project outcomes.

Scope

26. The final evaluation should provide all stakeholders with information to assess and revise, as it is needed, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.
27. The evaluation will focus on the ILO/IPEC project mentioned above, its achievements and its contribution to the overall national and state levels' efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
28. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future projects.
29. The contribution of IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national and state action programmes. In order to access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
30. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on going experience.

31. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. unintended effects). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

III. Suggested Aspects To Address

32. The evaluation should be carried out in adherence with the ILO Evaluation Policy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
33. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', January 2012.
34. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
35. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Evaluation and Impact Assessment Section (EIA/DED) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
36. The main categories that need to be addressed are the following:
- Design
 - Effectiveness of the project (Implementation of the process and achievement of objectives)
 - Potential impacts
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs Of The Evaluation

37. The expected outputs to be delivered by the evaluation team are:
- A desk review of appropriate material
 - Preparation of an Inception report centred on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible.
 - Interviews with key stakeholders in Brasilia and Bahia state

- Field visit to the project location in a sample of municipalities in Bahia State.
 - Two Stakeholder workshops in Bahia and Salvador at the end of the visit to each location, facilitated by the evaluator leader
 - Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings
 - Final evaluation report including:
 - Executive Summary with background section, key findings, conclusions, recommendations, lessons and good practices.
 - Clearly identified findings
 - A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - Clearly identified conclusions and recommendations (identifying for the last ones to which stakeholders is oriented each one)
 - Lessons learnt
 - Potential good practices (including relevant ones from the sub study draft report)
 - Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report), summary of findings from the sub study draft report
38. The draft and final report will be written in Portuguese (master version) and translated to English by the project team leader
39. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
40. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
41. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment Section (EIA/DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Proposed Review Methodology

42. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA/DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

43. The evaluation team leader will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC uses for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
44. The evaluation will be carried out using a desk review of appropriate materials, including the project document, work plan, monitoring plan, progress reports, outputs of the project and the action programmes, results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation team leader will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA/DED and provided to the Project for input prior to the commencement of the field mission.
45. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
46. The evaluation team will undertake field visits to Brasilia and Bahia State (Salvador and a qualitative sample of the 18 municipalities covered by the project). The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate workshop towards the end of the field visits in Brasilia and Salvador.
47. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Both, locations next to and locations not so close to main roads
48. The two workshops will be attended by key stakeholders (i.e. national, state and local partners) and IPEC staff, including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback..
49. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
50. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
51. The evaluation will be carried out with the technical support of the IPEC-EIA section and with the logistical support of the project offices in Brasilia and Bahia. EIA/DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

52. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

53. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of project documents • Development of the evaluation instrument • Briefing with ILO/IPEC-EIA/DED • Telephone interviews with IPEC HQ desk officer, donor • Technical guidance to national consultant • Undertake field visits in Brasilia and Bahia state • Facilitate stakeholder workshops • Draft evaluation report • Finalize evaluation report 	<ul style="list-style-type: none"> • Not have been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant country experience • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in Portuguese and English are essential • Experience facilitating workshops for evaluation findings.

National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of project documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Co-Facilitate stakeholder workshops (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant background in country and Bahia state social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country and Bahia state experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in Portuguese and working knowledge of English essential • Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

54. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

55. The timetable is as follows:

Phase	Responsible person	Tasks	No. of days	
			TL	NC
I	Evaluation team	<ul style="list-style-type: none"> Briefing with ILO/IPEC Desk review of project related documents Telephone briefing with EIA/DED, donor, IPEC HQ and ILO regional 	5	3
II	Team leader and national consultant with logistical support by project	<ul style="list-style-type: none"> In-country interviews with project staff and national stakeholders in Brasilia and state and local stakeholders in Bahia state Field visits in Bahia state Consultations with girls and boys, parents and other beneficiaries in Bahia 	17	17
III	Stakeholder workshop	<ul style="list-style-type: none"> 2 workshops with key stakeholders (1 at national level and 1 at state level in Bahia state) Sharing of preliminary findings 	2	2
IV	Evaluation team leader	<ul style="list-style-type: none"> Debriefing Draft report based on consultations from field visits, desk review and workshops 	8	1
V	EIA/DED	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included (if any) 	1	0
TOTAL			33	23

56. Summary schedule

Phase	Duration	Dates
I	5 days	29 Oct – 2 Nov
II-III	19 days	5-23 Nov.
IV	8 day	26 Nov – 5 Dec
V	10 days	6 -20 Dec
VI	1 days	26 Dec

57. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by EIA/DED	<ul style="list-style-type: none"> • Project document • EIA, ILO and UNEG guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Work plans • Project Monitoring Plan • Progress reports/Status reports • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • Workshop proceedings or summaries • National Action Plans

58. Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- National Partner agencies (i.e. Labour, Health, Social Assistance, Human Rights, Education, Foreign Affairs, Labour Public Prosecutors, Legislative and Judiciary), National Commission for Child Labour Elimination – CONAETI, National and State Forums for Eradication of Child Labour (FNPETI), Children Rights National Council (CONANDA)
- State Stakeholders (Bahia Decent Work Agenda Thematic Chamber);
- State and Municipal Stakeholders (Health, Social Assistance, Education and Mayors).
- Social partners: Employers' and Workers' groups
- Child labour programs in the Bahia state
- Policy makers
- Research Bodies such as local universities and research institutions
- Implementing agencies
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls and teachers
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff (i.e. Regional Labor Officers)
- Other agencies of the UN System in Brazil as UNICEF and UNDP in Bahia.

Final Report Submission Procedure

59. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC EIA/DED** in Geneva

- IPEC EIA/DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC EIA/DED** will consolidate the comments and send these to the **evaluator** by date agreed between EIA/DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC EIA/DED who will then officially forward it to stakeholders, including the donor.

VI. Resources And Management

Resources

60. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 33 work days
- Local DSA in project locations for maximum 20 nights in various locations in Bahia state, Brazil.
- Travel from consultant's home residence to Project site in line with ILO regulations and rules

For the national evaluation consultant (evaluation team member):

- Fees for an evaluation consultant for 23days
- Local DSA in project locations for a maximum 14 nights in various locations in Brazil in line with ILO regulations and rules
- Travel for local travel in-country

Other costs:

- Two stakeholder workshops
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

61. The evaluation team will report to IPEC EIA in headquarters and should discuss any technical and methodological matters with EIA should issues arise. IPEC project officials in Bahia and the ILO Office in Brasilia will provide administrative and logistical support during the evaluation mission.

Annex I: Suggested Aspects to be Addressed

Design and Planning (Validity of design)

- Determine the validity of the project design, in particular whether it assisted or hindered the achievement of the project goals as set out in the Project Document.
- Assess whether the project design was logical and coherent:
 - a. Were the objectives and targets of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including financial and human resources)?
 - b. Were the linkages between inputs, activities, outputs and objectives clear and logical?
 - c. Were the different components of the project (i.e. capacity building, policy and legislation, awareness raising and social mobilization, direct action to beneficiaries, etc.) clearly and realistically complementing each other?
 - d. Have been the time frame for project implementation and the sequencing of project activities logical and realistic?
- Assess the degree to which the project fits into existing mainstreaming activities that impact on child labour and poverty and taking into account the institutional arrangements, roles, and capacity and commitment of stakeholders in Brazil, particularly in the state of Bahia.
- Analyze whether available information on the socio-economic, cultural and political situation of Bahia state and the national level was taken into consideration at the time of the design and whether it was reflected in the design of the project (including local efforts already underway to address child labour and promote education opportunities)
- To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project has been based, proven to be true?
- Assess whether the problems and needs were adequately analyzed
- Does the design of the project take into account the existing institutional arrangements (for example the “Sistema de Grantia de Direitos nos municípios), roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)? Does it fit into existing mainstreaming activities that would impact on child labour?
- Have gender, ethnic and race issues clearly taking into account in the project design (i.e. components and outcomes)?
- Has the strategy for sustainability of project results defined clearly at the design stage of the project?
- How relevant have project indicators and means of verification been for monitoring and measuring change at outcome and impact levels?

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

- Assess whether the project has achieved its immediate objectives.
- Examine delivery of project outputs in terms of quality and quantity
- How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?
- Have there been any changes to external factors and the related assumptions in design?

Direct action

- Assess the process for identification of beneficiaries for withdrawal and prevention.

- Assess the effectiveness of the education and non-education services being provided to beneficiaries. Discuss the effect on beneficiaries of receiving both series of services versus receipt of only one type of service. .
- How effective have been the APs in meeting the project immediate objectives?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs
- How do the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Bahia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?

Enabling environment

- Analyze the level and nature of the project's contribution and support to the enabling environment at national, regional, state and local levels.
- How effective has the programme been at stimulating interest and participation in the Child labour issues at national, regional, state and local level?
- Regarding leverage of resources, how effective has the project been in coordinating and collaborating with other child labour interventions implemented by IPEC or other donors at national and multinational level? Were there synergies of impact and resource sharing initiatives in place? Were synergies and economies of scale have been created?
- Assess the development of a broader mobilization strategy and overall programme achievements to be considered in the future.
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How successful is the project in mainstreaming the issue of child labour into areas such as education, employment promotion, poverty reduction and data collection (i.e. government ownership)?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour. How relevant and effective were the studies commissioned by the programme in terms of affecting the national, regional and state debates on child labour?
- Assess to what extent the planning, monitoring and evaluation tools have influence the programme on national and state data collection for child labour, poverty monitoring or similar process .

Other aspects

- Assess the use of work plans and project monitoring plans (PMPs) and DBMR processes/systems.
- How are the strategies for monitoring of child beneficiaries being implemented and coordinated? Assess how the project monitors both the work and education status of all direct beneficiaries.
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- What have been the technical implications on project delivery of the changes in the dollar rate in the project budget?

Potential impact

- Assess the major high level changes that the project has contributed towards the project development objective at national, state and local levels

- Has the project efforts been sufficient to build the grounds for a free Child labour State?
- Has the project generated unintended impacts on child labour prevention and elimination?

Relevance of the Project

- Assess the validity of the project approach and models of intervention for replication and scaling-up.
- Assess whether the problems and needs that gave rise to the project still exist or have changed during project implementation
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- Are the Action Programmes that are underway well-rooted within their communities?

Sustainability

- Assess to what extent a phase out strategy has been defined and implemented.
- Assess whether these strategies are being articulated to all key stakeholders.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups. What is the expectation that the partner organizations (including the provincial government departments) will continue to work and allocate funds to eliminate child labour after the project ends?
- Examine if outcomes would last after project based on the phase out strategy implemented.
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners.
- Examine whether socio-cultural (i.e. race) and gender aspects were reflected in the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.

Special aspects

- Assess the evolution of strategy model in order to contribute the Child Labour Free State definition during project implementation
- Examine the level of contribution of the project towards a Child Labour Free Bahia State and how the project identified and measure the achieved contribution
- Assess how the work at municipal and state level has been enough effective in contributing toward building a Child labour free state. Identify the good practices with potential to be applied at national level.
- Assess the sharing of good practices within South-South cooperation strategies in Brazil
- Assess the links of the project monitoring process of beneficiaries to existing social programs; discuss the role of the project staff in verifying the work status and information of each beneficiary and the potential for continuing after the project end.
- Identify synergies, processes and strategies promoted from the project to the implementation of an intersectoral policy and among the various federal entities,
- Have the recommendations from the mid-term evaluation been incorporated into the project. What has been the impact of them? If any recommendation was not incorporated, what were the reasons?
- Have the project documented the models of interventions developed to facilitate its dissemination to key stakeholders at national, state and local level?

Annex II: Project immediate objectives and outputs

IMMEDIATE OBJECTIVES	OUTPUTS
1. By the end of the project, a gender, race and ethnic sensitive knowledge base on child labour in Bahia will be expanded.	1.1. Relationships established with organizations that have the capacity to conduct research and analyses.
	1.2. Research and analyses conducted on gender, race and ethnic aspects of child labour in the State of Bahia.
	1.3. Existing methods and tools adapted for gathering child labour data in the State of Bahia
2. By the end of the project, there will be raised awareness and changed perception toward child labour based on a gender, race and ethnic sensitive communication strategy that is incorporated into the Bahia Decent Work Agenda.	2.1. A communication strategy to disseminate information from child labour knowledge base developed.
	2.2. Key opinion leaders, media professionals, and tripartite stakeholders trained on the use of communication as a tool to prevent and eliminate child labour in the framework of Bahia Decent Work Agenda.
	2.3. Mass-media campaigns carried out to mobilize social actors in the State of Bahia to take action against child labour.
3. By the end of the project, legal, political and institutional frameworks for the prevention and protection of girls, boys and adolescents from child labour will be strengthened.	3.1. Legislation for the prevention and protection of girls, boys and adolescents adapted to conform to the ILO Conventions 138 & 182.
	3.2. Legal and institutional mechanisms enhanced to prevent and eliminate child labour, with a focus on production chains.
4. By the end of the project, the capacity of national, state, municipal public and private institutions, employers', workers' and civil society organisations increased to contribute to the achievement of a "child labour-free state."	4.1. Public officials, employers and workers and community leaders' capacity enhanced to implement gender, race and ethnic sensitive actions against child labour
	4.2. Public officials, employers and workers and community leaders mobilized for planning on prevention and elimination of child labour with a gender, race, and ethnic approach.
	4.3. Direct action for child labour prevention and elimination with a gender, race and ethnic sensitive approach coordinated by public and private institutions, employers' and workers' organizations and civil society.
	4.4. The response of the national, state and municipal educational institutions' effectiveness responding to the needs of girls, boys and adolescents increased.
5. By the end of the project, existing gender and race sensitive models for withdrawal and prevention will have been adapted and enhanced to facilitate the provision of services by the state social safety network to victims of child labour.	5.1. 7,000 girls, boys and adolescents withdrawn and 7,000 girls, boys and adolescents prevented from engaging in child labour and its worst forms.
	5.2. 7,000 families of the targeted withdrawn girls, boys and adolescents economically and socially empowered.

Annex III: Mid-term evaluation major recommendations⁵³

- To consider the need to concentrate more the intervention in the next phase of the project, to the extent of available resources, ensuring the quality of the expected results. In this sense, its presence in Bahia should be strengthened by providing support and technical assistance to the state and municipal stakeholders. The purpose would be to increase institutional capacities for the implementation of the State Plan for the Eradication of Child Labour and further stabilize the activities in the territory and replicate then in the state of Bahia. In this context, it would contribute to the creation of a child labour free state.
- Without changing the current outputs and immediate objectives, some project target goals should be revised in order to better match available resources. Along the same lines, some sources of verification should be reviewed so as to ensure that indicators can be easily confirmed
- To carry out activities that promote the inclusion of reflexion and concrete actions for the incorporation of gender, race and ethnicity into the social policies, taking advantage of the forums provided by the State Secretariat of Education and the possibility to carry out more studies and research
- To include the Secretariat for Promotion of Equality and the Secretariat of Policies for Women in the elaboration of a gender, race and ethnicity strategy.
- .To search for efficient use of the project resources by dividing the expenditures among other IPEC projects in Brasilia working on similar issues, such as national labour.
- To reinforce the element of knowledge production. To revise the original proposal on studies in terms of the new existing demand, giving priority to those researches that will give input to the implementation of Bahia Project direct actions.
- .To render technical assistance to the Secretariat of Communication and the Secretariat of Labor, Employment, Revenue and Sports of Bahia (responsible to coordinate and implement the ABTD) for the design and implementation of a Communications Strategy based on IPEC's previous experience and the methodology tools produced.
- To give continuity to the process of raising awareness among community leaders to reach as many families as possible, using training of trainers and peer education methodologies. In this regards, the work with the State Secretariat of Education within the framework of its Plan on Human Rights should be made a priority. Teachers should be trained to address the issue in class and to identify and effectively refer those cases.
- Organize with MEC the extension of coverage to students enrolled in full time quality programs, ensuring that the 18 municipalities comprising the pilot program in Bahia get assistance from the “Mais Educação” (More Education) Program.

⁵³ Mid Term evaluation report, Pages viii-ix

Annex 2: List of institutions contacted during the evaluation

- Ministério do Trabalho e Emprego (MTE)
- Ministério do Desenvolvimento Social e Combate à Fome (MDS)
- Câmara dos Deputados – Frente Parlamentar em Defesa da Criança e do Adolescente
- Secretaria Especial de Direitos Humanos
- Ministério da Educação
- Confederação Nacional dos Trabalhadores na Agricultura (CONTAG)
- Comissão Nacional de Erradicação do Trabalho Infantil (CONAETI)
- Fórum Nacional de Prevenção e Erradicação do Trabalho Infantil (FNPETI)
- Força Sindical
- Secretaria do Trabalho, Emprego, Renda e Esporte (SETRE)
- Secretaria de Desenvolvimento Social e Combate à Pobreza (SEDES)
- Secretaria da Educação (SEC)
- Governadoria/Pacto pelas Crianças e Adolescentes do Semi-Árido
- Ministério Público do Trabalho (MPT)
- UNICEF
- Superintendência Regional do Trabalho e Emprego (SRTE/BA)
- Avante (NGO)
- Cipó (NGO)
- Instituto Aliança (NGO)
- Universidade Federal da Bahia (UFBA)
- Associação dos Magistrados da Justiça do Trabalho da 5ª Região (AMATRA V)

Annex 3: List of Publications sponsored with Project Resources

The list below only includes the list of publications that were made with project funding. The project has also provided technical support and has participated in other publications related to the Child Labour in the country.

- Tensões e Experiências: um retrato do trabalho doméstico em Brasília e Salvador
- Percepção de crianças e adolescentes sobre trabalho infantil e Programa de Erradicação do Trabalho Infantil – Programa de Ação Instituto Aliança
- A Família como Contexto de Desenvolvimento Humano - Programa de Ação Avante
- Guia de Reeditores Sociais I e II – Programa de Ação de Avante
- Prevenção e eliminação do trabalho infantil: guia para atores sociais e comunicadores – Programa de Ação Cipó
- Cartilha do Direito Internacional do Trabalho - Anamatra
- Perfil do Trabalho Decente – capítulo sobre Trabalho Infantil
- Cartilha de prevenção e Eliminação do Trabalho Infantil – Parceria SETRE e no âmbito da Agenda Bahia de Trabalho Decente
- Revista em Quadrinhos – Turma do Plenarinho contra o trabalho infantil
- Lugar de criança é na escola. Diga não ao trabalho infantil! – Cartilha CUT
- Linha de base do perfil socioeconômico dos beneficiários diretos do projeto – Programa de Ação Instituto Aliança
- Estudo de viabilidade sócio-econômica – Alternativas de Geração de Renda – municípios: Jeremoabo, Santa Brígida e Euclides da Cunha - Programa de Ação Instituto Aliança
- Manual sobre programas de geração de renda e formas de captação de recursos - Programa de Ação Instituto Aliança
- Bases para Implementação de uma Proposta Política Pedagógica nos Serviços de Convivência e Fortalecimento de Vínculos - Programa de Ação Instituto Aliança
- O Trabalho Infanto-Juvenil no Estado da Bahia – Uma análise a partir dos dados da PNAD
- Sistematização Caravana Nordeste contra o Trabalho Infantil
- “Os Kiriri, o Resgate do Idioma e de suas Histórias” – Programa de Ação Instituto Aliança
- Boas Práticas do Setor Saúde para a ERRADICAÇÃO DO TRABALHO INFANTIL
- Cartilha saiba tudo sobre trabalho infantil – elaborado por Ziraldo em parceria com o Ministério do Trabalho e Emprego
- Prevenção e Eliminação do Trabalho Infantil – Um Guia para a ação do gestor público – parceria Ministério Público do Trabalho
- As Boas Práticas da Inspeção do Trabalho no Brasil: A Prevenção e Erradicação do Trabalho Infantil

Annex 4: Gender Checklist

Question	Yes / Somehow/ No	Observation
Does situation analysis/baseline study include analysis of relevant gender concerns?	Somehow	Some studies present a gender analysis, but not all of them. Some mentioned they took care in having groups divided based on gender, but do not explore the results.
Are project indicators and milestones/targets gender-sensitive?	Somehow	The project indicators are generic. Example: 7,000 boys and girls. There is no special attention to reduce gender gaps.
In a similar project, would the indicators need to be revised/ refined to better capture the project's impact on gender relations?	Yes	
Did the Action Programmes require that all data be sex-disaggregated?	Yes	However, reporting did not follow that requirement.
Are sufficient capacities in place for gathering gender-sensitive information and conducting gender analysis? (Is there someone in the team with the necessary expertise?)	Yes	ILO has a gender expert who participated marginally in the project. Implementing partners did not receive special training on gender.
Has the project been circulated for comments to the responsible gender specialist or gender focal person?	No	Same as before.
Have the programme actions been circulated for comments to the responsible gender specialist or gender focal point?	No	Same as before.
Specific during monitoring:		
Is all data collected in a sex-disaggregated manner?	Somehow	Broad national data related to national surveys is available, but specific data on the project does not take gender into consideration.
Is information collected and analyzed that assess the (possibly) different effects of an intervention on men and women and on gender relations?	No	
Are the effects of the intervention on gender relations and its contribution regularly analyzed as part of regular reflection processes?	No	
Is gender being discussed with the key project partners?	Somehow	When asked about gender, partners had the perception; however, gender does not come naturally in the conversation, nor when the work developed by them is mentioned.
Does the intervention differentiate men and women?	No	
Has the intervention affected gender-relations?	No	In one municipality visited, the PETI spaced visited only had boys. When asked where were the girls, the PETI coordinator mentioned that in that municipality boys were working, and girls were home helping their mothers.
Are the effects of the intervention on women, men and gender relations' part of every progress report?	No	
Has the project established mechanisms to share knowledge related to gender equality?	No	

Source: Evaluation team own elaboration

Annex 5: Project Logical Framework⁵⁴

DEVELOPMENT OBJECTIVE: To contribute to the prevention and elimination of child labour and its Worst Forms in the State of Bahia, Brazil

IMMEDIATE OBJECTIVES	OUTPUTS	ACTIVITIES
1. By the end of the project, a gender, race and ethnic sensitive knowledge base on child labour in Bahia will be expanded.	1.1. Relationships established with organizations that have the capacity to conduct research and analyses.	1.1.1 Identify and contact private and public firms and research units at universities that potentially might have the capacity to carry out research.
		1.1.2. Orient identified research organizations about child labour issues.
		1.1.3. Integrate child labour issues into the Bahia state university system.
	1.2. Research and analyses conducted on gender, race and ethnic aspects of child labour in the State of Bahia.	1.2.1. Map existing productive sectors that employ boys, girls and adolescents in the Communities/ Identity Territories.
		1.2.2. Produce an in depth gender, race and ethnic sensitive analysis of the PNAD, the demographic census and other data sources on the CL and its Worst Forms.
		1.2.3. Elaborate studies on the situation of boys, girls and adolescents involved in the domestic work; informal urban activities; agricultural activities, including family agriculture; commercial sexual exploitation; drug cultivation and trafficking; and other WFCL.
		1.2.4. Elaborate a study on boys, girls and adolescents' views about child labour, PETI and Family Grant Programmes.
		1.2.5. Map and systematize good institutional practices on the prevention and elimination of child labour.
		1.2.6. Conduct a KAB pre-test prior to the development of a tailored-made communication strategy.
		1.2.7 Prepare a KAB post-test after the communication strategies implementation.
	1.3. Existing methods and tools adapted for gathering child labour data in the State of Bahia.	1.3.1. Adapt the existing CL monitoring and data collection system to accurately input the data collected by the "social safety net" in the State of Bahia.
		1.3.2. Assess the effectiveness of the child monitoring and data collection system by the children' social safety net on the adapted system.
		1.3.3. Assess and document programmes, policies and interventions against CL for dissemination and replication in other Brazilian States and developing countries in the context of the South-South cooperation initiative.
2. By the end of the project, there will be raised awareness and changed perception toward child labour based on a gender, race and ethnic sensitive communication strategy that is incorporated into the Bahia Decent Work Agenda.	2.1. A communication strategy to disseminate information from child labour knowledge base developed.	2.1.1. Convene a forum of media experts to determine the impact of past media campaigns.
		2.1.2. Identify what perception and/or attitudes need to be changed in which target audiences.
		2.1.3. Determine what information from the knowledge base needs to be provided to each target audience
		2.1.4. Select the most effective mode of communication for disseminating information to each target audience
		2.1.5. Validate the communication agenda's strategies with social partners.
	2.2. Key opinion leaders, media professionals, and tripartite	2.2.1. Convene action planning workshop of tripartite stakeholders to discuss integration of the

⁵⁴ (ILO/IPEC, 2008) p. 44

IMMEDIATE OBJECTIVES	OUTPUTS	ACTIVITIES
	stakeholders trained on the use of communication as a tool to prevent and eliminate child labour in the framework of Bahia Decent Work Agenda.	<p>communication strategy into the Decent Work Agenda.</p> <p>2.2.2. Develop a plan for integrating the communication strategy into the Decent Work Agenda</p> <p>2.2.3. Publish revised versions of the communication guides, developed by the national TBP, for information sources and opinion makers.</p> <p>2.2.4. Train key members of governmental institutions, workers, employers and social organizations on communication strategies on child labour.</p> <p>2.2.5. Train key media workers, communication professionals and other opinion makers on child labour.</p>
	2.3. Mass-media campaigns carried out to mobilize social actors in the State of Bahia to take action against child labour.	<p>2.3.1. Develop gender, race and ethnic sensitive communication and campaign materials on the prevention and elimination of child labour.</p> <p>2.3.2. Together with key opinion leaders, media professionals, and tripartite stakeholders carry-out x mass-media campaigns.</p> <p>2.3.3. Elaborate and implement a gender, race and ethnic sensitive awareness raising campaign on child labour for the educational system</p>
3. By the end of the project, legal, political and institutional frameworks for the prevention and protection of girls, boys and adolescents from child labour will be strengthened.	3.1. Legislation for the prevention and protection of girls, boys and adolescents adapted to conform with the ILO Conventions 138 & 182.	<p>3.1.1. Provide technical cooperation for the follow up of the process of legislative discussions and revisions coordinated by the Ministry of Labour and Employment.</p> <p>3.1.2. Provide technical cooperation to State-level authorities on the regulation of apprenticeship working hours and protection of adolescent workers above the minimum age for employment</p> <p>3.1.3. Provide technical cooperation for the State Secretary of Education on the regulation of the internships in the State pedagogical plan</p> <p>3.1.4. Provide technical inputs for bills restricting public financing of enterprises and individuals exploiting child labour at the state and municipal level.</p> <p>3.1.5. Provide technical cooperation for developing legal strategies on the prevention and elimination of CL on subcontracted firms.</p>
	3.2. Legal and institutional mechanisms enhanced to prevent and eliminate child labour, with a focus on production chains.	<p>3.2.1. Provide technical cooperation for CONANDA, CONAETI and FNPETI on the revision and implementation of the NPA.</p> <p>3.2.2. Provide technical cooperation for the elaboration and implementation of the State Plan for the Prevention and Eradication of CL aligned with: the Bahia State Decent Work Agenda; the State Council for the Rights of Children and Adolescents (CECA) guidelines; the NPA; the CONANDA guidelines; the National Decent Work Agenda; and the MDG.</p> <p>3.2.3. Promote strategies to stimulate reporting of child labour exploitation through the existing channels by the civil society.</p> <p>3.2.4. Develop with workers' organizations strategies to enhance child and adolescent protection.</p> <p>3.2.5. Develop with employers' organizations strategies to guarantee child labour-free production chains.</p> <p>3.2.6. Develop monitoring indicators for the prioritization of child labour related issues in the public budget at state and municipal level.</p>
4. By the end of the project, the capacity of national, state, municipal public and private institutions, employers', workers' and civil society organisations	4.1. Public officials, employers and workers and community leaders' capacity enhanced to implement gender, race and ethnic sensitive actions against child labour.	4.1.1. Identify the capacity development needs of the key Bahia State actors.
		4.1.2. Identify the training strategies for addressing capacity development needs of the key Bahia State actors.

IMMEDIATE OBJECTIVES	OUTPUTS	ACTIVITIES
increased to contribute to the achievement of a "child labour-free state."		4.1.3. Train key members of public and private sector, leaders of workers and employers' organizations, legislators, on the prevention and elimination of CH child labour, with a focus on gender, race and ethnic.
		4.1.4. Train key personnel of Tutelary Councils for the Rights of Children and Adolescents, State PETI Commission, State Forum, Bahia State Decent Work Agenda child labour Thematic Chamber and the Sexual Commercial Exploitation Commission on the child labour issue.
		4.1.5. Promote the community and youth leaders active contribution to actions for the prevention and elimination of child labour through training.
	4.2. Public officials, employers and workers and community leaders mobilized for planning on prevention and elimination of child labour with a gender, race, and ethnic approach.	4.2.1. Develop a strategy to commit social partners for the prevention and elimination of child labour outlined in the Bahia State Decent Work Agenda.
		4.2.2. Establish child labour prevention and elimination agreements and targets with the local leaders and authorities in the targeted identity territories.
		4.2.3. Promote the involvement of the Public Prosecutor's Offices, the State and Municipal Accounting Courts in the State of Bahia.
	4.3. Direct action for child labour prevention and elimination with a gender, race and ethnic sensitive approach coordinated by public and private institutions, employers' and workers' organizations and civil society.	4.3.1. Elaborate an institutional map and set out the direct action steps through a flow chart with the social safety network for children and adolescents.
		4.3.2. Present to key authorities proposals for the improved coordination between programmes.
		4.3.3. Provide technical cooperation for the creation of "exit strategies" for former public programme beneficiaries and their families.
		4.3.4. Develop a mechanism to follow up the existing commitments regarding child labour in the Bahia State Decent Work Agenda.
		4.3.5. Provide technical cooperation for the identification of structural issues, including policies, procedures, practices and budgets that will determine the direct action on the prevention and elimination of child labour.
		4.3.6. Develop in partnership with the Federal, State and Municipal law enforcement officials and Legislative actors strategies for the developing of integrated actions against child labour.
		4.3.7. Promote the inclusion of child labour concerns as a priority among the companies' corporate social responsibility plans in Bahia.
	4.4. The response of the national, state and municipal educational institutions' effectiveness responding to the needs of girls, boys and adolescents increased.	4.4.1. Promote the participation of the Education System at the national, state and municipal level on the actions and decisions on the child labour.
		4.4.2. Coordinate with UNESCO, UNICEF and the Education System's, the elaboration of a proposal for the implementation of an attractive and high-quality full day education.
		4.4.3. Develop within the targeted identity territories, a pilot model of an attractive and high-quality full day education integrated with the other key sectors, such as culture, leisure and sports.
		4.4.4. Promote gender, race and ethnic sensitive human rights education as the cornerstone of the curricula re-organization.
5. By the end of the project, existing gender and race sensitive models for withdrawal and prevention will have been adapted and enhanced to facilitate the provision of services by the state social safety network to victims of child labour.	5.1. 7,000 girls, boys and adolescents withdrawn and 7,000 girls, boys and adolescents prevented from engaging in child labour and its worst forms.	5.1.1. Coordinate with the Bahia Regional SRT and other key National and State institutions strategies for the identification and monitoring of the targeted children.
		5.1.2. Identify the Project targeted girls, boys and adolescents within the selected identity territories.
		5.1.3. Insert beneficiary data into the monitoring system.
		5.1.4. Assess the profile of the targeted girls, boys and adolescents, prior to the services provision.

IMMEDIATE OBJECTIVES	OUTPUTS	ACTIVITIES
		5.1.5. Coordinate with the responsible actors the provision of education; skills training and other social services for the identified girls, boys and adolescents, in coordination with the responsible actors.
		5.1.6. Monitor and evaluate the provision of social services for the identified girls, boys and adolescents, in coordination with the responsible actors.
	5.2. 7.000 families of the targeted withdrawn girls, boys and adolescents economically and socially empowered.	5.2.1. Develop a strategy to include the families on existing income generation programmes, relevant for the job market.
		5.2.2. Implement in coordination with the Tutelary Councils, CRAS and CREAS sensitization actions on the causes and consequences of child labour for the families of the targeted girls, boys and adolescents.
		5.2.3. Define and implement in coordination with the communities and local services, strategies to increase decent work opportunities for women.
		5.2.4. Define and implement in coordination with the communities and local services, strategies for the promotion of responsible fatherhood.

Annex 6: Evaluation Matrix

KEY QUESTIONS	WHAT TO LOOK FOR
Relevance	
<p>To what extent is the project aligned with ILO global and regional strategies and programmes?</p> <p>Was the project aligned with Brazil and Bahia needs in fighting child labour? Is the project still aligned?</p>	<ul style="list-style-type: none"> • What are ILO main global and regional strategies that cope with the project? • How is the project scope interacting with national, state and municipal plans? • Is the project objective still relevant? • Did the changes in the project incorporate the need for an integrated approach to child labour?
Efficiency	
<p>Has the program been implemented within deadline and cost estimates?</p> <p>To which extent has the organizational structure, managerial support and coordination mechanisms used by ILO supported the achievement of the project's results?</p>	<ul style="list-style-type: none"> • Has the budget been allocated and spent as planned? If not, for what reasons and with which consequences? • Has the project been delivering its outputs on time? If not, for what reasons? • Has the project eliminated or added key outputs, why? • Did the results obtained justify the costs incurred? What measures have been taken during implantation to ensure that resources were efficiently used? • How do the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project? • Has the project been in coordinating and collaborating with other child labour interventions implemented by IPEC or other donors at national and multinational level? • Were there synergies of impact and resource sharing initiatives in place? Were synergies and economies of scale have been created?
Effectiveness	
<p>Has the project been achieving its expected immediate objectives as described in the Project Document? If not, has some progress been made towards their achievement?</p> <p>To what extent have outputs contributed in terms of quality and quantity to achieving the immediate objectives?</p> <p>Have the project stakeholders and beneficiaries been fully and properly involved in the project implementation?</p> <p>How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?</p>	<ul style="list-style-type: none"> • Has the project: <ul style="list-style-type: none"> ◦ Properly identified the beneficiaries? ◦ Access the effectiveness of the education and non-education services being provided to beneficiaries being accessed? • How is the project interacting with other social assistance policies that address child labour in the country and at Bahia state? • How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? • Has the capacity of community level agencies and organizations in Bahia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? • Did the ILO/IPEC project interact and possibly influence national level policies, debates and institutions working on child labour? • How relevant and effective were the studies commissioned by the programme in terms of affecting the national, regional and state debates on child labour? • Were networks been built between organizations and government agencies working to address child labour on the national, provincial and local levels as a result of the project? • Did the project planning, monitoring and evaluation tools influence the national and state data collection for child labour,

KEY QUESTIONS	WHAT TO LOOK FOR
	<p>poverty monitoring or similar process? How?</p> <ul style="list-style-type: none"> • What are the reasons for the achievement, progress status or non-achievement of the project immediate objectives and outputs? • Are the outputs being delivered according to the planned? • Have the targeted institutions benefitted from the outputs? • Are training inputs delivered effectively and adjusted to the national context? • Is there a list of publications done with the support of the project? • Is there a list of formal/informal agreements signed for the project?
Sustainability	
Can the program results be sustained after its completion?	<ul style="list-style-type: none"> • Has municipal/state/national capacity been developed to allow ILO to realistically plan progressive disengagement? • To what extent will the benefits generated through the project be sustained after the end of the project? After the end of donor funding? • Have the beneficiaries taken ownership of the project objectives? Are they committed to continue working towards these objectives once the project has ended? • Is there a phase out strategy for the project? • What measures are in place to ensure future maintenance of the results?
Potential Impact	
<p>Has the project contributed or is likely to contribute to long-term positive changes related to child labour at national, state and municipal levels?</p> <p>What difference has the project made to beneficiaries?</p> <p>What is the anticipated long-term impact of this project?</p>	<ul style="list-style-type: none"> • How is the project reflecting in terms of reduction of child labour in Bahia and in Brazil? • Are there evidences linking the project to possible impacts? Which provisions were made, or could have been made, at the planning and implementation stage to assess change? • How is the project mainstreaming the issue of child labour into areas such as education, gender, employment promotion, poverty reduction and data collection (i.e. government ownership)?

Annex 7: Mid Term Evaluation Main Recommendations and follow up

Mid Term Evaluation Recommendation ⁵⁵	Implementation Status
1. To consider the need to concentrate more the intervention in the next phase of the project, to the extent of available resources, ensuring the quality of the expected results. In this sense, its presence in Bahia should be strengthened by providing support and technical assistance to the state and municipal stakeholders. The purpose would be to increase institutional capacities for the implementation of the State Plan for the Eradication of Child Labour and further stabilize the activities in the territory and replicate then in the state of Bahia. In this context, it would contribute to the creation of a child labour free state.	Recommendation was partially accepted by ILO/IPEC in Brazil. ILO combined its local presence with one national programme officer with visits from staff from Brasília. State partners considered the presence of ILO in Bahia sufficient.
2. Without changing the current outputs and immediate objectives, some project target goals should be revised in order to better match available resources. Along the same lines, some sources of verification should be reviewed so as to ensure that indicators can be easily confirmed	This recommendation was not implemented. There were no changes in terms of outputs, immediate objectives, goals, and indicators.
3. To carry out activities that promote the inclusion of reflexion and concrete actions for the incorporation of gender, race and ethnicity into the social policies, taking advantage of the forums provided by the State Secretariat of Education and the possibility to carry out more studies and research	There were no changes in terms of gender, race and ethnicity mainstreaming in the project after the mid term evaluation.
4. To include the Secretariat for Promotion of Equality and the Secretariat of Policies for Women in the elaboration of a gender, race and ethnicity strategy.	There were no changes in terms of gender, race and ethnicity mainstreaming in the project after the mid term evaluation.
5. To search for efficient use of the project resources by dividing the expenditures among other IPEC projects in Brasília working on similar issues, such as national labour.	According to the interviews with ILO staff this is a common practice in most of the projects done by ILO in the country. There are no evidences of changes after the MTE.
6. To reinforce the element of knowledge production. To revise the original proposal on studies in terms of the new existing demand, giving priority to those researches that will give input to the implementation of Bahia Project direct actions.	There were not changes in terms of knowledge production after the mid term evaluation.
7. To render technical assistance to the Secretariat of Communication and the Secretariat of Labor, Employment, Revenue and Sports of Bahia (responsible to coordinate and implement the ABTD) for the design and implementation of a Communications Strategy based on IPEC's previous experience and the methodology tools produced.	The Cipó Action Programme finished in November 2011. There were no changes in terms of communication strategy after that date.
8. To give continuity to the process of raising awareness among community leaders to reach as many families as possible, using training of trainers and peer education methodologies. In this regards, the work with the State Secretariat of Education within the framework of its Plan on Human Rights should be made a priority. Teachers should be trained to address the issue in class and to identify and effectively refer those cases.	After the mid term evaluation there were no major changes in terms of relationship between ILO and the State Secretariat of Education.
9. Organize with MEC the extension of coverage to students enrolled in full time quality programs, ensuring that the 18 municipalities comprising the pilot program in Bahia get assistance from the "Mais Educação" (More Education) Programme.	The Mais Educação has been implemented in the municipalities, but without measurable results. Most of the municipalities visited mentioned that they are still trying to understand the process, and a real implementation might happen in 2013.

⁵⁵ Extract from Mid Term evaluation report, Pages viii-ix

Annex 8: Main questions for the interview

Relevance / Project alignment:

- Would you mind telling me briefly what are the issues related to child labour in the country/state/municipality?
- What is the relationship between your organization/institution/you and the ILO project? How did you work together?
- Was the ILO project aligned with Brazil/Bahia/Municipal **needs** in fighting child labour? How?
- Is the project still aligned?
- Is the ILO project aligned with national/regional/global goals and **strategies**? (maybe only ILO, Governments and Donors)

Efficiency (Only ILO)

- How is the interaction between the ILO and the implementation of the project in Brazil/Bahia?
- Has the budget been allocated and spent as planned? If not, for what reasons?
- Has the project been delivering its outputs on time? If not, for what reasons?
- Did the results obtained justify the costs incurred? What measures have been taken during implantation to ensure that resources were efficiently used?
- How do the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
- Has the project been in coordinating and collaborating with other child labour interventions implemented by IPEC or other donors at national and multinational level?
- Were there synergies of impact and resource sharing initiatives in place? Were synergies and economies of scale have been created?

Effectiveness / Results:

- Are there results for this project? Can you give me some examples (evidence)?
- How is the project interacting with other social welfare policies that address child labour in the country and at Bahia state? Is there any overlapping in the process?
- Government: Do you have examples of similar projects that had a positive impact in another region (s)?
- Beneficiaries/NGOs: How did you participate in this project?
- Who are the beneficiaries of this project? How were they selected?
- The project could be summarized in five areas. Would you mind telling me if you think the project has achieved, not achieved or something in between each of its objectives?

Objective	Achievement	Evidence
1) Developing a knowledge based on children labour;	<input type="checkbox"/> Achieved <input type="checkbox"/> Somehow (still need to work) <input type="checkbox"/> Not achieved	
2) Raising awareness and perception through a communication strategy	<input type="checkbox"/> Achieved <input type="checkbox"/> Somehow (still need to work) <input type="checkbox"/> Not achieved	
3) Strengthening policy frameworks;	<input type="checkbox"/> Achieved <input type="checkbox"/> Somehow (still need to work) <input type="checkbox"/> Not achieved	
4) Increasing capacity	<input type="checkbox"/> Achieved <input type="checkbox"/> Somehow (still need to work) <input type="checkbox"/> Not achieved	

Objective	Achievement	Evidence
5) Improving current models for withdrawal and prevention	<input type="checkbox"/> Achieved <input type="checkbox"/> Somehow (still need to work) <input type="checkbox"/> Not achieved	

Impact

- What difference has the project made to beneficiaries?
- What is expected from this project to the future?
- Are there evidences linking the project to possible impacts?

Sustainability

- Are there indications that the beneficiaries and other partners will continue to support, or even upscale, this or similar initiatives?
- What have you learned with this project? (Families/municipal government)

Design / Changes in the project: (ILO only)

- Were there any changes in the strategy of the project?
- Was the time for the project enough to present results?
- How were stakeholders involved in the project after its development?

Lessons Learned

- What lessons have been learned so far during the implementation of this project and has any best practices been identified?
- Have any lessons learned or best practices been incorporated into the project – mainly those originated from the Mid Term Evaluation? If so, how?
- Are there any additional needs or requirements within the municipal, state or federal government in terms of child labour that have not already been addressed?

Annex 9: Potential Impact Quantitative Analysis

As mentioned before, there are no indicators on child labour for the municipalities in Bahia other than the 2000 and 2010 census. Therefore, the evaluation team has decided to use other indicators that are directly and indirectly affected by child labour as proxy for the analysis.

Table 4: PETI Service Units and Children Attended by the Programme (2009 and 2011)

Geographic Area ⁵⁶	PETI Service Units			Children attended by PETI		
	2009	2011	Variation (%)	2009	2011	Variation (%)
Northeast II municipalities	141	304	115.6	3,459	11,279	226.1
Other Bahia Semi-Arid Municipalities	1,613	1,874	16.2	53,796	59,291	10.2
Other municipalities	569	628	10.4	19,738	23,206	17.6
Bahia Total	2,323	2,806	20.8	76,993	93,776	21.8

Source: MDS/SISPETI

Table 5: CREAS and CRAS Services available (2009 and 2011)

Geographic Area	CRAS Service Units			CREAS Service Units		
	2009	2011	Variation (%)	2009	2011	Variation (%)
Northeast II municipalities	17	21	23.5	2	6	200.0
Other Bahia Semi-Arid Municipalities	269	353	31.2	36	123	241.7
Other municipalities	138	179	29.7	21	58	176.2
Bahia Total	424	553	30.4	59	187	216.9

Source: MDS/CadÚnico

Table 6: Primary School Dropout Rates (2009-2011)

Geographic Area	Primary school dropout rate (%)		
	2009	2011	Variation
Northeast II municipalities	10.1	8.1	-20.0
Other Bahia Semi-Arid Municipalities	6.9	5.4	-21.5
Other municipalities	9.5	6.8	-28.7
Bahia Total	7.8	5.9	-23.9

Source: MEC/INEP

Table 2: IDEB Scores (2009 and 2011)

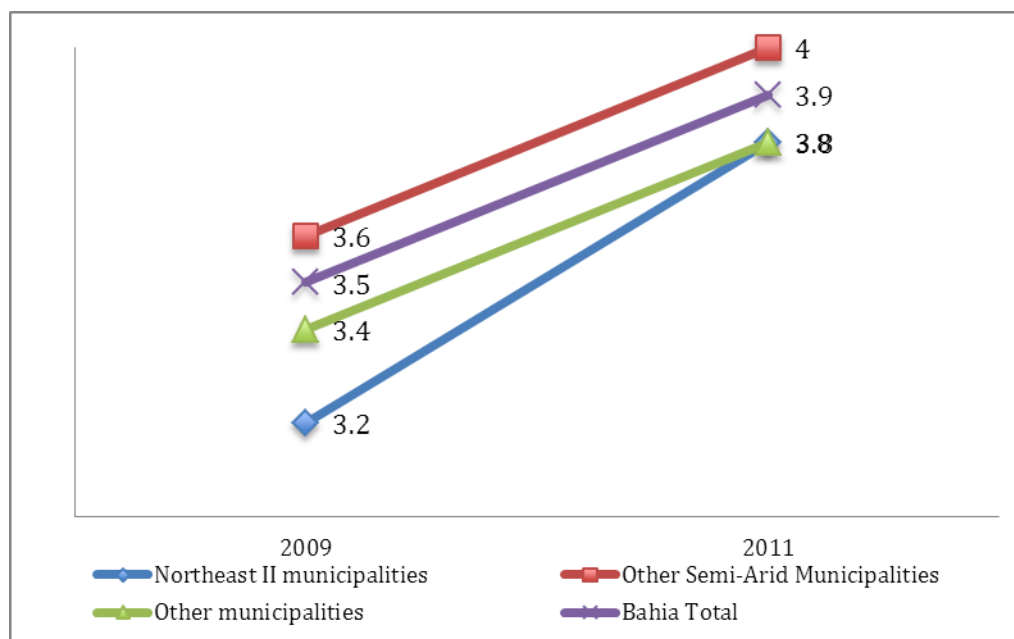
Geographic Area	Basic Education Development Index – IDEB (Initial years)			Basic Education Development Index – IDEB (Final years)		
	2009	2011	Variation (%)	2009	2011	Variation (%)
Northeast II municipalities	3.2	3.8	18.4	2.6	2.9	9.5
Other Bahia Semi-Arid Municipalities	3.6	4.0	10.9	3.1	3.2	4.2
Other municipalities	3.4	3.8	12.4	2.8	3.0	6.6
Bahia Total	3.5	3.9	11.6	3.0	3.1	5.0

Source: MEC/INEP

In spite of the evolution of the IDEB for the 18 municipalities, it is important to notice that, on average, their scores are still the worst scores in absolute numbers (Figure 1 and Figure 2).

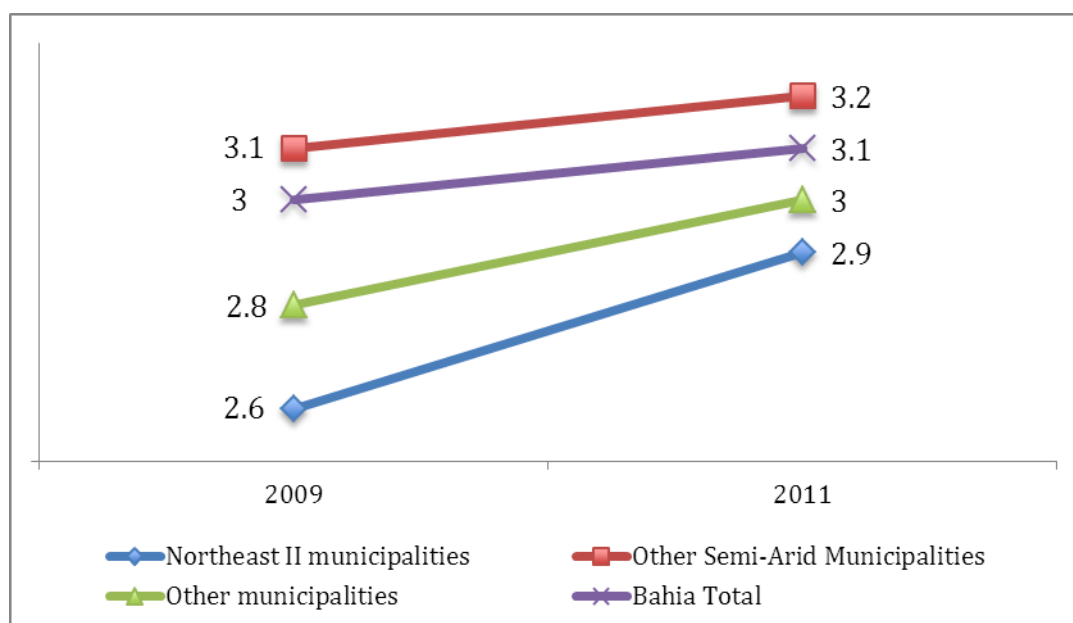
⁵⁶ These are excluding geographical areas, totaling 417 municipalities (18 Northeast II municipalities, 281 Other semi-arid municipalities, and 118 Other municipalities).

Figure 1: IDEB Initial Years – Comparison between Regions in Bahia (2009 and 2011)



Source: MEC/INEP

Figure 2: IDEB Final Years – Comparison among between Regions in Bahia (2009 and 2011)



Source: MEC/INEP

Annex 10: Expenses per output

Table 3: Project Expenses per Outputs (IO 1)

Output	Total Spent US\$	% of the total for the IO	% of the total for Direct Cost
1.1. Relationships established with organizations that have the capacity to conduct research and analyses.	\$ 0	0%	0%
1.2. Research and analyses conducted on gender, race and ethnic aspects of child labour in the State of Bahia.	\$98,190	98%	7%
1.3. Existing methods and tools adapted for gathering child labour data in the State of Bahia.	\$2,315	2%	0%
Total Immediate Objective 1	\$100,504		7%

Source: ILO Brazil

Table 4: Project Expenses per Outputs (IO 2)

Output	Total Spent	% of the total for the IO	% of the total for Direct Cost
2.1. A communication strategy to disseminate information from child labour knowledge base developed.	\$16,000	11%	1%
2.2. Key opinion leaders, media professionals, and tripartite stakeholders trained on the use of communication as a tool to prevent and eliminate child labour in the framework of Bahia Decent Work Agenda.	\$69,002	49%	5%
2.3. Mass-media campaigns carried out to mobilize social actors in the State of Bahia to take action against child labour.	\$54,999	39%	4%
Total Immediate Objective 2	\$140,001		9%

Source: ILO Brazil

Table 5: Project Expenses per Outputs (IO 3)

Output	Total Spent	% of the total for the IO	% of the total for Direct Cost
3.1. Legislation for the prevention and protection of girls, boys and adolescents adapted to conform with the ILO Conventions 138 & 182.	\$254,444	86%	17%
3.2. Legal and institutional mechanisms enhanced to prevent and eliminate child labour, with a focus on production chains.	\$42,938	14%	3%
Total Immediate Objective 3	\$297,382		20%

Source: ILO Brazil

Table 6: Project Expenses per Outputs (IO 4)

Output	Total Spent	% of the total for the IO	% of the total for Direct Cost
4.1. Public officials, employers and workers and community leaders' capacity enhanced to implement gender, race and ethnic sensitive actions against child labour.	\$201,785	69%	14%
4.2. Public officials, employers and workers and community leaders mobilized for planning on prevention and elimination of child labour with a gender, race, and ethnic approach.	\$ 0	0%	0%
4.3. Direct action for child labour prevention and elimination with a gender, race and ethnic sensitive approach coordinated by public and private institutions, employers' and workers' organizations and civil society.	\$29,062	10%	2%
4.4. The response of the national, state and municipal educational institutions' effectiveness responding to the needs of girls, boys and adolescents increased.	\$59,848	21%	4%
Total Immediate Objective 4	\$290,695		20%

Source: ILO Brazil

Table 7: Project Expenses per Outputs (IO 5)

Output	Total Spent	% of the total for the IO	% of the total for Direct Cost
5.1. 7,000 girls, boys and adolescents withdrawn and 7,000 girls, boys and adolescents prevented from engaging in child labour and its worst forms.	\$520,568	80%	35%
5.2. 7,000 families of the targeted withdrawn girls, boys and adolescents economically and socially empowered.	\$129,594	20%	9%
Total Immediate Objective 5	\$650,163		44%

Source: ILO Brazil

Annex 11: Desk review list

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