Final Performance Evaluation

Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labour in Vietnam (Vietnam ENHANCE)

Credit: International Labour Organization (ILO), Vietnam ENHANCE Project, 2021.

United States Department of Labor

Bureau of International Labor Affairs

Office of Child Labor, Forced Labor, and Human Trafficking

October 2021

IMPAQ INTERNATIONAL LLC

ACKNOWLEDGMENTS

TABLE OF CONTENTS

TABLE OF EXHIBITS

LIST OF ACRONYMS

BWV	Better Work Vietnam
CA	Cooperative agreement
CL	Child labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CTA	Chief technical advisor
CTTS	Centre for Technology Transfer and Services
DBMS	Direct Beneficiary Monitoring System
DCA	Department of Child Affairs
DO	Development objective
DOET	Department of Education and Training
DOLISA	Department of Labour, Invalids and Social Affairs
DVET	Direction of Vocational Education and Training
DWCP	Decent Work Country Program
FAO	Food and Agriculture Organization
FGD	Focus group discussion
FTA	Free trade agreement
GSO	General Statistics Office of Vietnam
GVN	Government of Vietnam
HCA	Hanoi Cooperative Alliance
HCL	Hazardous child labor
HCMC	Ho Chi Minh City
IEC	Information, education, and communication
ILAB	USDOL's International Labor Affairs Bureau
ILO	International Labour Organization
ILS	International Labor Standards
ILSSA	Institute of Labour Science and Social Affairs
INGO	International non-governmental organization
IO	Intermediate objective
KAB	Know About Business
KAP	Knowledge, attitudes, and practices
KII	Key informant interview

LOP	Life of project
M&E	Monitoring and evaluation
MARD	Ministry of Agriculture and Rural Development
MOET	Ministry of Education and Training
MOH	Ministry of Health
MOLISA	Ministry of Labour, Invalids, and Social Affairs
MOU	Memorandum of understanding
NCLS	National Child Labour Survey
NIRF	New Industrial Relations Framework
NPA	National Plan of Action on the Elimination of Child Labour
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OSH	Occupational safety and health
PMP	Performance Monitoring Plan
PMU	Project Management Unit
SCREAM	Supporting Children's Rights through Education, the Arts, and the Media
SDG	Sustainable Development Goals
SIMPOC	IPEC's Statistical Information and Monitoring Program on Child Labour
TPR	Technical progress report
UCL	Understanding Child Labor
USDOL	United States Department of Labor
VASEP	Vietnam Association of Seafood Exporters and Producers
VCA	Vietnam Cooperatives Alliance
VCCI	Vietnam Chamber of Commerce and Industry
VGCL	Vietnam General Confederation of Labor
VIRI	Vietnam Rural Industries Development and Research Institute
VITAS	Vietnam Textiles and Apparel Association
WDACL	World Day Against Child Labor
WFCL	Worst forms of child labor

EXECUTIVE SUMMARY

The United States Department of Labor (USDOL), through the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) in the Bureau for International Labor Affairs (ILAB), contracted with IMPAQ International, LLC (IMPAQ) to conduct a performance evaluation of the Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labor in Vietnam (ENHANCE) project. The overall purpose of the evaluation was to assess the performance and achievements of the project since its launch in 2015 to the time of the evaluation (July 2021) and to identify promising practices and lessons learned. This report presents the evaluation team's main findings, conclusions, and recommendations.

Project Context and Description

The ENHANCE project's development objective is "to build a comprehensive and efficient multi-stakeholder response for the prevention and reduction of child labor (CL) in Vietnam." The project sought to capitalize on the Government of Vietnam's (GVN's) commitment to reducing the prevalence of CL in the country as demonstrated by its adoption of various international conventions and legal reforms. Notably, the project was designed to support ongoing policy initiatives on children, including the National Plan of Action on the Prevention and Reduction of Child Labor 2016–20 (NPA 2016–20) coordinated by the Ministry of Labour, Invalids and Social Affairs (MOLISA) Direction of Child Affairs (DCA) at the central level and by the Department of Labour, Invalids, and Social Affairs (DOLISA) in Vietnam's 63 provinces and municipalities.

In December 2014, ILAB awarded an $8 million, five-year cooperative agreement to the International Labour Organization (ILO), to which the GVN contributed $1.2 million cash and in-kind, for a total budget of $9.2 million. In October 2015, the Prime Minister approved the project document and the project officially launched in November 2015, nearly a year after award. Through a cost modification executed in 2020, ILAB added $2 million to the project budget and extended the period of performance from December 2019 to March 31, 2022. The modification was necessary due to the need to sustainably complete existing interventions, develop and expand activities for maximum impact, as well as account for project implementation delays attributed to both the pandemic and initial launch of the project.

Summary of Key Findings and Conclusions

The project document and associated monitoring frameworks were well formulated and clear. USDOL, ILO and MOLISA/DCA officials effectively engaged national stakeholders in the development of the project document and its monitoring tools, which contributed positively to stakeholders' overall understanding of project objectives as well as how progress would be measured. Although achieving consensus on the definition of CL was a long and challenging process, project and other complementary ILO efforts resulted in a clear, operational definition of CL that is aligned with Vietnam's Labor Code, associated circulars, and ILO Conventions 138 (Minimum Age) and 182 (Elimination of the Worst Forms of Child Labor).

The ENHANCE theory of change addressed key challenges affecting the prevalence of CL in Vietnam in a timely and comprehensive way. ENHANCE's three-pronged strategy effectively addressed critical gaps and challenges. It proposed timely interventions to reinforce the national framework of laws and policies, as well as stakeholders' capacity to implement associated programs at the national, provincial, and local levels. ENHANCE developed direct

intervention models to reduce and prevent CL in economically diverse locations where CL is prevalent. At the same time, the project aimed to raise awareness among responsible agencies and a broad cross section of society at national, provincial, and local levels on the negative consequences of CL, as well as national laws that prohibit it. These various strategies and interventions were especially relevant and timely to boost MOLISA's institutional capacity to carry out NPA 2016–2020. Moreover, various stakeholders affirmed that ENHANCE's holistic approach was a critical factor to its many achievements.

ENHANCE was largely effective in adapting its strategies and activities based on the results of project needs and other assessments (baseline assessment, knowledge, attitudes and practices survey, institutional capacity needs) as well as recent legal and socioeconomic developments in Vietnam. ENHANCE made effective use of its research to adapt its geographic and sector targets and to design intervention strategies that addressed GVN's counterpart needs and capitalized on existing programs and market opportunities to serve vulnerable children. The project also reacted relatively effectively to unforeseen events and developments. Responding to the 2019 labor code revision, especially its extension to the informal sector, ENHANCE supported a timely pilot on labor inspections on CL in informal workplaces. Until mid-2021 (about the time of the evaluation), Vietnam had been spared from many of the worst effects of the COVID-19 pandemic and, as a result, ENHANCE's response to the changes in the project implementation environment resulting from the pandemic had likewise been relatively limited, but largely effective, at maintaining the pace of project implementation. However, given the recent intensification of the pandemic in Vietnam, more important adjustments are likely to be required in the project's remaining months until March 2022.

ENHANCE was well aligned with the objectives of national programs on child protection and child labor and with the broader objectives of the Decent Work Country Program (DWCP) 2017–2021. The project directly and indirectly contributed to these national program objectives by developing useful communication and capacity-building resources and testing intervention strategies. ENHANCE was effective at mainstreaming project interventions into counterparts' existing training and support mechanisms, which was useful for replicating project activities in non-project zones and promoting their sustainability. ENHANCE's integration within ILO's larger country program supporting DWCP implementation enabled it to capitalize on synergies with other projects. Examples included joint ILO project efforts on improving occupational safety and health (OSH) standards for young workers, harmonizing its labor code with International Labor Standards (ILS), and building the capacity of the labor inspectorate.

ENHANCE made significant progress toward its life of project (LOP) outcome and output targets in the first two project outcome areas but is behind in the third, based on April 2021 reporting. Both the project's first component on capacity building of national institutions and stakeholders and its second component on raising awareness of CL had achieved most of its output indicator targets and many of its outcome indicator targets at the time of the evaluation. Outcome 2 largely exceeded many output targets. Component 3 of the project, on intervention models to prevent and withdraw children from CL, was much less advanced, having achieved or nearly achieved seven out of 17 (41 percent) of its output indicator targets (and only two out of seven (11 percent) of its outcome targets one year prior to ENHANCE's scheduled end. With the most severe COVID-19 wave to date ongoing, there is significantly greater risk that some planned activities will need to be scaled back or redesigned in the final months of project implementation,

especially within the project's third component on intervention models, making it more difficult to achieve several indicator targets.

Under outcome 1, ENHANCE-supported legal framework and knowledge base strengthening, as well as its training modules and activities, contributed to significant national capacity improvements. One of the key project achievements under component 1 was the National Child Labor survey, which provided reliable estimates of working children and CL disaggregated by sex; urban versus rural; and economic, social, and geographical domains. In another notable achievement, the project provided technical assistance and organized policy dialogues that resulted in the 2019 Labor Code revision, which took effect in January 2021, with new articles and circulars on the protection of minor workers. A remarkable reform that was several years in the making, the new code extended the scope of labor laws, including laws limiting children's work to include the informal sector, where most CL is prevalent. In addition, ENHANCE improved MOLISA's and DOLISA's capacities to implement the national action program on CL with its support for management guidelines, training methodologies, communication materials, and technical assistance for monitoring progress. Although continued efforts are needed to dynamize the program at district and commune levels in non-project provinces, project methodologies and tools are already being utilized by GVN counterparts in most of Vietnam's 63 provinces.

ENHANCE's contributions to improve labor inspection checklists and training modules were likewise effective and have been mainstreamed into MOLISA's annual training programs. However, overall, MOLISA's capacity for CL detection, especially in the informal sector, is an ongoing challenge, requiring continued investments to strengthen the labor inspectorate and community level monitoring and referral mechanisms, as well as continued self-policing efforts by employers.

Component 2 of the ENHANCE project contributed to increasingly open dialogue about CL, especially among policy and program makers, and the media to progress raising awareness and changing attitudes and practices among other key target groups and the public. ENHANCE carried out a comprehensive communication strategy using both traditional and nontraditional methods and channels. The reach of project communication activities largely exceeded expectations for most target groups except at the community level and in schools. While highlighting the valuable contributions of the project-promoted Supporting Children's Rights through Education, Arts, and the Media (SCREAM) methodology and training, which involved more than 1,000 school children as well as diverse, annual World Day Against Child Labor events, the project's endline knowledge, attitudes, and practices (KAP) survey, as well as stakeholder feedback, showed a few enduring gaps in community-level stakeholders' knowledge of CL laws as well as where victims, vulnerable children, and households can go to find support.

ENHANCE's component 3's most important outcome was strengthened provincial and local stakeholder capacity in the project's three target provinces. ENHANCE trained more than 1,000 provincial, district, and commune level child protection and other officials from key grassroot and other government offices on the project-developed training package "Understanding Child Labor" and on how to identify and monitor children at risk or engaged in CL, more than double the number planned. ENHANCE's engagement of MOLISA, DOLISA, and Ministry of Education and Training (MOET) counterparts as well as other relevant implementing

partners was effective in fostering a more coordinated and multisectoral response to CL, capitalizing on existing child protection mechanisms and poverty reduction programs.

ENHANCE's education and livelihood intervention models fell short of achieving most project supporting objectives but made effective use of existing ILO methodologies, community needs and market assessments, and mobilized relevant technical service providers. ENHANCE's various intervention models helped children to stay in school and acquire useful vocational skills and, in addition, enabled household members to develop new market-oriented income generation activities. Some of the models still require strengthening and better documentation of lessons learned. To date, the extent that children and households receiving project services achieved improved education and work status or livelihood improvements is less than anticipated. Some important contributing factors included the relatively short duration of project services resulting from component 3's implementation delays; challenges in effectively meeting the needs of migrant children and their households, COVID-19 related school closures, job losses; and the related economic downturn. Although ENHANCE developed and monitored gender-disaggregated beneficiary targets and maintained a policy of nondiscrimination, stakeholders reported few differentiated interventions addressing the specific needs and challenges of boys and girls.

Although differences remain between the three partners (GVN, DOL, and ILO) on project management modalities, the significant acceleration in project implementation since 2018 suggests the compromises agreed upon by each party have been largely effective. Solutions such as the creation of a project steering committee and signing implementation agreements with key GVN agencies improved coordination and strengthened GVN's role in project management. Nevertheless, ENHANCE continued to experience delays related to both ILO and GVN approvals and the project's slow procurement processes, highlighting the need for additional improvements in coordination and administrative systems.

With its contributions to harmonizing laws with ILS, strong emphasis on building stakeholder capacity and ownership, and progress mainstreaming CL into existing policy frameworks and programs, ENHANCE effectively contributed to sustainable action against CL in Vietnam. GVN's commitment, a key factor supporting sustainability, was seen in its desire to be actively involved in project work planning and oversight as well as in its efforts to scale up project activities (especially training and communication) to reach non-project provinces using its own resources. ILO facilitated these actions by ensuring that its methodologies and materials were appropriately reviewed, tested, and validated by GVN counterparts. Other promising factors suggesting that national efforts to prevent and reduce CL in Vietnam will be sustained was the Prime Minister's validation of the next NPA covering 2021–2025, Vietnam's pathfinder status within the Alliance 8.7, and its Free Trade Agreement commitments, which require progress in eliminating CL in supply chains. However, various persistent challenges and gaps, especially in the detection of CL by labor and child protection officers, suggest that continued efforts by national and international stakeholders are necessary. Moreover, the effects of COVID-19 pandemic on Vietnam's most vulnerable populations risk setting back progress and therefore require renewed emphasis on social protection for vulnerable children and their households.

Recommendations

For USDOL, ILO, and MOLISA

1. Urgently consider ways to reprogram direct support budgets to assist vulnerable children and households and/or further project objectives, taking into consideration the potential for extended delays in planned services due to COVID-19 and time needed for most current education and livelihood interventions to be effective.
   – Revive project steering committee meetings and use these as an opportunity to focus on exit strategies and opportunities for continued assistance (if possible).

2. In future child labor projects and programming, pay more attention to identifying specific CL risk factors among boys and girls as well as highly vulnerable or marginalized groups and develop more targeted intervention strategies.
   – As part of future programming, conduct additional research to identify gender-based and vulnerable group-specific risk factors and needs.

3. In future child labor project and programming, ensure that direct education and livelihood services are provided over a sufficiently long period to foster sustainable impact, either directly through project support or through the continued efforts of project partners. The ideal duration of services will depend on the needs of the recipient and the type of service.

4. In future child labor project and programming in Vietnam, ensure that the roles and responsibilities of the donor, the grantee, and the recipient country are discussed and agreed upon at as early as possible in the project development process to avoid later delays. Agreements should adapt to the laws and capacity of the recipient country.
   - Future programs may consider replicating the steering committee mechanism (composed of representatives of ILAB, the grantee, and GVN) to foster regular communication between the three parties and resolve differences.

For ENHANCE

5. Before ENHANCE ends in March 2022, continue efforts to scale up SCREAM training of trainers (TOT) to non-project provinces, as well as revising and updating other training and communication materials, taking into consideration the revised Labor Code.

6. Before ENHANCE ends (pandemic restrictions permitting), prioritize piloting the Child Labor Monitoring System (CLMS) and document results.
   – Within the pilot, clarify roles and responsibilities of local child protection taskforce for CL monitoring.
   – Clarify/develop referral mechanisms.
7. Prepare key stakeholders for end of ENHANCE assistance, with clear guidance on the future of project-supported activities and strategies.

For MOLISA

8. Consider the feasibility of integrating a module on CL into Vietnam's labor force survey, or another regularly implemented survey, to produce more frequent updates of the prevalence and characteristics of CL in Vietnam.
   – Publish annual updates, potentially coinciding with annual June 12 World Day Against CL commemoration events.

9. Building on child protection hotline good practices, future communication campaigns should include more specific information about where citizens can go and with whom to consult to find help.
   - Consider mapping and diffusing information in easy-to-use formats on available social service programs and providers in specific localities to help vulnerable children and households.

10. As part of the next phase of NPA, develop and monitor actions plans on the replication of training packages to reach district and commune level stakeholders in high-priority geographic zones.

11. Work with other GVN counterparts to mainstream training/awareness on CL in other agency training programs (education, agriculture, health, law enforcement).

1.   PROGRAM CONTEXT AND DESCRIPTION

The United States Department of Labor (USDOL), through the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) within the Bureau for International Labor Affairs (ILAB), contracted with IMPAQ International, LLC (IMPAQ) to conduct a performance evaluation of the Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labor in Vietnam (ENHANCE) project. The overall purpose of the evaluation was to assess the performance and achievements of the project since its launch in 2015 to the time of the evaluation (July 2021) and to identify promising practices and lessons learned. This report presents the evaluation team's main findings, conclusions, and recommendations.

1.1 Background

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the United States (U.S.) Congress has appropriated funds annually to DOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by DOL support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

1.1.1 Child Labor in Vietnam

According to the 2018 National Child Labor Survey,[1] the number of child laborers in Vietnam is estimated to be approximately 1 million, or 5.4 percent of 5–17-year-olds. Half of these children (50.4 percent) were engaged in hazardous work. More boys than girls were found in child labor (59 percent), as well as in hazardous child labor (67.2 percent). In line with global trends, 84 percent of children in child labor in Vietnam live in rural areas and over half of them work in the agricultural, forestry, and fishery sectors (53.6 percent). Other sectors in which child labor is prevalent include the service sector, in industry and the construction sector. Notably, 40.5 percent of children in child labor work as unpaid family workers.

Compared with the results of the 2012 National Child Labour Survey, the 2018 survey has evidence pointing to a positive change in the situation of working children in Vietnam. In 2018, the proportion of working children aged 5–17 years decreased to 9.1 percent from 15.5 percent in 2012; the proportion of working children attending school in 2012 was 43.6 percent, increasing to more than 63 percent in 2018.

1.1.2 Vietnam's Legal and Policy Framework on Child Labor

Vietnam has demonstrated strong commitment to reducing the prevalence of child labor in the country, having ratified multiple international declarations, including the Convention on the Rights of the Child, various International Labour Organization (ILO) Conventions (e.g., Forced Labor Convention No.29, Minimum Age Convention No. 138, Worst Forms of Child Labor Convention

---

[1] ILO and Ministry of Labor, Invalids, and Social Affairs (MOLISA). *Viet Nam National Child Labour Survey 2018,* December 2020. https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms_764357.pdf

No. 182, and Abolition of Forced Labor Convention No. 105). At the global level, Vietnam is one of 25 pathfinder countries in Alliance 8.7, a global partnership for eradicating forced labor, modern slavery, human trafficking, and child labor. The Government of Vietnam (GVN) has included child labor prevention in many legal documents (e.g., Children Law 2016, Revised Penal Code 2017, Labor Code 2019) and has issued guidelines on the forms of work in which children of legal working age may engage and expanded the list of hazardous and dangerous tasks prohibited to youth.

In 2016, the GVN ratified the National Plan of Action on Prevention and Reduction of Child Labor (NPA) for the period of 2016–2020 with the overall objectives being (i) Effective prevention and reduction of child labor in Vietnam, and (ii) Children at risk of child labor engagement and children engaged in child labor are identified in a timely manner and provided interventions and support to integrate in the community and have development opportunities.

1.2 Project Description

In December 2014, ILAB awarded an $8 million, five-year cooperative agreement to the International Labour Organization (ILO), to which the GVN contributed $1.2 million cash and in-kind, for a total budget of $9.2 million. In October 2015, the Prime Minister approved the project document and the project officially launched in November 2015, nearly a year after award. Through a cost modification executed in 2020, ILAB added $2 million to the project budget and extended the period of performance from December 2019 to March 31, 2022. The modification was necessary due to the need to sustainably complete existing interventions, develop and expand activities for maximum impact, as well as account for project implementation delays attributed to both the pandemic and initial launch of the project.

The ENHANCE project's development objective (DO) is "to build a comprehensive and efficient multi-stakeholder response for the prevention and reduction of child labor in Vietnam." The project aims to make progress toward this DO by achieving three intermediate objectives (IOs) and 16 supporting objectives, involving national and local level (provincial, district, and commune) activities, which include direct intervention models in Ho Chi Minh City (HCMC), Hanoi, and An Giang. IOs and associated outputs are listed in Exhibit 1.[2]

Exhibit 1: Intermediate and Supporting Objectives

IO 1: Increased capacity of national institutions and stakeholders to identify, monitor, and respond to child labor as part of the promotion of International Labor Standards (ILS)
1.1. Expanded knowledge base on child labor
1.2. Improved coherence of legislation and policy on child labor in alignment with ILS
1.3. Enhanced capacity of national stakeholders for implementation and monitoring of national plan of action and commitments on child labor
1.4. Project partners, implementing agencies, and collaborating agencies with improved capacity to implement child labor-related national legislation, ILS, and labor standards obligations under trade agreements
1.5. Government agencies with strengthened capacity to identify child labor, to enforce child labor and occupational safety and health (OSH) regulations, and to address hazardous child labor

---

[2] ILO and MOLISA. *Detailed Project Document: Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labour in Viet Nam*. October 2015.

IO 2: Awareness of child labor, associated hazards, and legal prohibitions raised among all levels of society
2.1. Increased awareness and advocacy on child labor among government staff including national and provincial policy and program makers and the media
2.2. Commune authorities, target households, communities, and employers and workers in target localities with increased awareness of child labor
2.3. Increased awareness of child labor among the general public
IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available
3.1. Coordination mechanisms to address child labor established
3.2. Community-based child labor monitoring and response models established
3.3. Enterprises in the garment supply chain with improved capacity to prevent child labor and provide decent working conditions for children aged 15–17 years
3.4. Enterprises in handicrafts, agriculture, and fisheries sectors with improved capacity to prevent child labor and provide decent working conditions for children aged 15–17 years
3.5. Models documented and shared among provinces and national stakeholders
3.6. Children engaged in child labor or at risk with improved access to education and job orientation services
3.7. Target children aged 14–17 years (out of school) with access to vocational skills training and apprenticeships linked with employment prospects
3.8. Target households and youth with improved economic status

.

2.   EVALUATION OBJECTIVES AND METHODOLOGY

2.1   Evaluation Objectives

The overall purpose of the evaluation was to assess the performance and achievements of the ENHANCE project since its start in 2014 to the time of the evaluation (July 2021) and to identify key challenges, promising practices, and lessons learned. The evaluation examined the relevance, coherence, efficiency, effectiveness, impact, and sustainability of the project. More specifically, this final performance evaluation assessed the following:

- The extent and way the project achieved its objectives, identifying both success factors and challenges
- Intended and unintended effects of the project
- Lessons learned and emerging practices from the project and experiences in implementation that can be applied in current or future projects in Vietnam and in projects designed with similar objectives in similar contexts
- Which outcomes or outputs appear sustainable

The scope of this final evaluation includes all activities carried out under the DOL Cooperative Agreement with the ILO since the project's launch (October 2015). However, the team concentrated on assessing progress from the midterm evaluation (May 2018) through the time of the evaluation data collection (July 2021). The primary audiences of this evaluation include ILAB, the ILO, GVN officials, and other project stakeholders, including implementing partners.

2.2   Methodology

The evaluation team carried out the evaluation using primarily qualitative research. The team addressed the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative and qualitative data. Qualitative data were obtained from key informant interviews (KIIs) and document review. Quantitative data were obtained from the project monitoring plan (PMP) matrices submitted every six months by ENHANCE to ILAB. Data collection methods and stakeholder perspectives were triangulated to bolster the credibility and validity of the results.

This report addresses the main research questions and sub-questions presented in Exhibit 2. The evaluation team developed these questions in collaboration with ILAB and ENHANCE, based on their needs and the types and scope of data available.

Exhibit 2: Evaluation Questions and Data Sources

No.	Question	Method
1	To what extent has the project's theory of change been validated? To what extent has the project's theory of change remained responsive and relevant to the evolving implementing environment, including the recent impacts of COVID-19?	Document review, KII, M&E data
2	To what extent was the project's logical framework, including the desired outcomes, clearly identified and articulated from the onset?	Document review, KII,
3	To what extent were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders?	Document review
4	How has the project adjusted the design and implementation of activities to reflect ongoing learning and ensure alignment with the current situation in the	Document review, KII

	country, including the needs of project participants, communities, and other stakeholders, as well as the recent impacts of COVID-19?	
5	To what extent was the project aligned with the objectives of national and provincial programs (the Vietnam Decent Work Country Program [DWCP] for 2017–2021, National Child Protection Program 2016–2022, National Poverty Reduction Program) as well as other international partner programs and development frameworks, including the One UN Plan and the UN Sustainable Development Goals (particularly the principle of "leaving no one behind"[3])?	Document review, KII,
6	To what extent and how has the project achieved its primary objectives and planned outcomes at the time of the evaluation? How likely is the project to achieve them by the end of the project? Specifically, to what extent and how has the project: a) increased the capacity of national institutions and stakeholders to identify, monitor, and respond to child labor as part of the promotion of international labor standards? b) raised awareness of child labor, the associated hazards, and prohibitions against it among all levels of society? c) implemented intervention models for preventing and withdrawing children from child labor in the targeted areas? To what extent are these models ready for replication?	Document review, KII, M&E data
7	To what extent and how has the project coordinated with GVN to secure approvals for project implementation in relation to new and extended activities and deliverables? What were the key internal or external factors that limited or facilitated the attainment of approvals?	Document review, KII
8	To what extent and how has the project established links and coordinated with government-led efforts to eliminate child labor and with other donor-funded interventions?	Document review, KII
9	To what extent and how were the recommendations from the midterm evaluation implemented and what were the results?	Document review, KII
10	What were the key internal or external factors that limited or facilitated the achievement of project outcomes?	Document review, KII
11	In what unanticipated ways, if any, did the project affect beneficiaries, partners, and institutions?	Document review, KII
12	To what extent and how has the project mainstreamed gender equality as a cross-cutting concern throughout its methodology and deliverables, including in its technical progress reports?	Document review, KII
13	How is the project coordinated during the implementation and monitoring? Are the cooperation and coordination in project implementation smooth or difficult? - Among the Steering Committee, the Project Management Unit (PMU), and the project executive agency - Between the PMU and the project executing agency - Among the PMU, the project executing agency and implementing partners at central and local levels	Document review, KII
14	What is the likelihood that the benefits of project outputs and outcomes will continue absent ILAB resources? Which factors limit or facilitate the sustainability of project results?	Document review, KII

---

[3] https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind

15	To what extent and how are project activities/initiatives likely to be continued through government or other organizations after the end of the project?	Document review, KII
16	To what extent and how are project stakeholders leveraging the project learnings to promote the sustainability of outcomes?	Document review, KII

2.2.1 Evaluation Schedule

The evaluation team, composed of one international and one national evaluation specialist, carried out data collection from June 28 to July 23, 2021. Because of COVID-19 restrictions on international travel and face-to-face meetings in Vietnam, all data collection was conducted using remote communication methods. The lead evaluator conducted remote KIIs with the assistance of a local interpreter via Zoom. The Vietnam-based evaluation team member conducted KIIs with stakeholders in the selected project intervention zones and communities using either Zoom or Zello, a mobile phone application used in Vietnam.

Following data collection, the lead evaluator conducted initial data analysis and presented preliminary findings, conclusions, and recommendations to approximately 50 project stakeholders during a virtual workshop organized by ENHANCE on August 4, 2021. Workshop participants provided initial feedback, which was considered by the lead evaluator while drafting the evaluation report. The lead evaluator completed data analysis and submitted the draft report in mid-August. Following stakeholder feedback of the draft, the report was finalized in October 2021.

2.2.2 Data Collection

Semi-structured interviews. The evaluation team consulted with 77 stakeholders (43 women, 34 men) via semi-structured KIIs to obtain participants' perspectives on the project's implementation and progress. Exhibit 3 shows the number of KII participants by stakeholder group. The evaluation team's interview guides are found in Appendix A.

Exhibit 3: Participants in the Semi-Structured Interviews

Key Informant Interviews	No. Participants	Female	Male
USDOL and US Embassy representatives	3	1	2
ILO personnel (project staff, technical backstoppers, country office representatives)	14	10	4
Government stakeholders	31	14	17
Employer and workers organization representatives	5	4	1
Other partners	17	8	9
Participants	7	6	1
Total	77	43	34

Document review. The evaluation team reviewed ENHANCE documents to understand the project design and implementation, extract findings relevant to answer the evaluation questions, and inform data collection protocol development so that instruments would appropriately supplement the information collected from background documents. Categories of documents are listed below and detailed in Appendix B. These include:

- ENHANCE semiannual technical progress reports to USDOL (April 2016–April 2021)
- ENHANCE Comprehensive Monitoring and Evaluation Plan

- ENHANCE-supported research and surveys (e.g., KAP surveys, 2018 National Child Labor Survey)

- ENHANCE awareness raising and training materials

- Other relevant statistical and background information produced by the GVN, ILO, and other relevant research organizations

2.2.3 Data Analysis

Evaluation team members took detailed notes of key informant interviews throughout fieldwork. The lead evaluator employed several data analysis methods to identify key findings from the collected data, as well as to draw conclusions and make recommendations.

Content analysis. The evaluator reviewed and coded interview data to identify and highlight notable examples of ENHANCE successes (or lack of successes) that contributed to (or inhibited) achievement of its objectives.

Trend analysis. The evaluator examined ENHANCE monitoring and evaluation (M&E) data on its indicators over time to identify trends in performance relative to its targets.

Gap analysis. The evaluator analyzed where ENHANCE fell short of anticipated performance targets, and the likely factors contributing to these gaps based on stakeholder feedback.

Comparative analysis. The evaluator compared different stakeholder groups' perspectives to assess either convergence or divergence.

2.2.4 Limitations

Remote evaluation communication and other challenges. In the current pandemic conditions, it was not possible for the evaluators to conduct data collection face to face, so they relied entirely on remote data collection methods. It was relatively more difficult to establish rapport with respondents, clarify responses, and understand the overall context via online platforms than might have been the case if face-to-face interviews had been possible. To mitigate the effects of this limitation, the evaluation team requested additional information when needed via follow-up email communication and capitalized on the stakeholder workshop and comments on the draft to fill in information gaps and clarify issues that may have been misunderstood.

Bias. The evaluation team was aware of potential biases associated with qualitative data collection methods. For example, the team may have encountered selection bias in cases in which interviewees were selected by the project or project partners from lists of potential interviews. The evaluation team may also have encountered social desirability bias, wherein KII participants may tend to reply in ways they think will be viewed favorably by others, a significant risk when questions pertain to sensitive topics such as child labor or when participants believe their answers may affect future support. The evaluation team mitigated these potential limitations by administering a clear data collection protocol that introduced the purpose and use of the evaluation before each KII, including confidentiality protocols. The team also interviewed supervisors and subordinate personnel separately. Finally, the evaluation team triangulated data with secondary data sources whenever possible.

Methodological limitations. The evaluation team used primarily qualitative methods to assess the project's performance (interviews and narrative reports). These methods have known limitations

such as limitations in the sample, key informant bias (see above) and challenges determining causality. To mitigate these risks, the evaluation team interviewed as many key informants who were well-informed about project progress as possible and triangulated key informant data with quantitative found in the project monitoring plan.

3. EVALUATION RESULTS

This section presents the key evaluation results organized by evaluation criterion: relevance and coherence, efficiency and effectiveness, impact, and sustainability.

3.1 Relevance and Coherence

In this section, the evaluation team presents the results of its analysis on the overall validity of the project design, the extent the project management team effectively adapted project interventions to fit with changes in the implementing environment and learnings from project implementation, and the extent and ways ENHANCE aligned with other government, ILO, and other relevant stakeholders' policies and programs.

Summary of key evaluation results on relevance and coherence

- ENHANCE team members, GVN counterparts and other national partners found ENHANCE's design, as well as its associated implementation and monitoring modalities, were sufficiently detailed and clear and that the strategies outlined in these project documents were relevant to combat child labor in Vietnam. Many credited the project's participative design process.

- ENHANCE adjusted its strategies-based needs assessments as well as early project learning, which highlighted changes in what types of work child labor was most prevalent in the target regions, children's education needs, as well as where there were opportunities to improve household livelihoods. Both project managers and GVN officials also highlighted the need to adjust project strategies taking into consideration the importance given by the GVN and employers to combatting CL in supply chains, the extension of the labor code to the informal sector, and the effects of the COVID-19 pandemic on household incomes and children's education.

- Evaluation stakeholders reported numerous useful adjustments in the project strategy and noted that the spring/summer 2021 spike in COVID-19 cases would likely require more significant changes in activities in the project's last six months.

- ENHANCE aligned its interventions with key international and national policy frameworks and programs with similar or complementary objectives such as Alliance 8.7, the NPA on child labor 2016-20 as well as associated GVN programs on child protection and poverty elimination, and the Decent Work Country Program.

3.1.1 Validity and Clarity of ENHANCE's Implementation Strategy

Clarity of project document and associated monitoring frameworks

Based on the evaluation team leaders' review of the project document and Comprehensive Monitoring and Evaluation Plan (CMEP), as well as ILO project personnel and MOLISA official accounts, the project design, as well as its associated implementation and monitoring modalities, were sufficiently detailed and clear. The project logical framework and associated documents included well-formulated outcomes and outputs, indicators, indicator definitions, and targets.

After the project document approval, USDOL provided technical assistance to develop the project CMEP through two technical workshops and additional coaching while ILO drafted the plan. ILO reported that the CMEP process was initially challenging, given MOLISA counterparts' unfamiliarity with monitoring and evaluation (M&E) procedures, but ultimately yielded positive results in terms of both a comprehensive plan and the participants' clearer understanding of the project's logical framework, the importance of M&E, and their reporting roles and responsibilities.

ENHANCE's M&E framework included an operational definition of child labor. Although not foreseen when the project was designed, coming to formal agreement on this definition proved to be both a challenge and an opportunity. Based on document review, it was a challenge because resolving the issue required prolonged discussions that delayed project implementation. However, the ILO was able

to capitalize on these discussions to provide technical assistance and guidance to clarify issues within Vietnam's legal framework. According to MOLISA officials and document review, the DCA, assisted by MOLISA's legal department and ILO specialists, succeeded in developing an operational definition of child labor that is aligned with Vietnam's Labor Code, associated circulars, and ILO Conventions 138 and 182.

Based on the NPA 2016–2020 final evaluation report, although the validated child labor definition is clear, inconsistency between Vietnam's definition of a child as a person less than 16 years old and the definition of a "minor worker" as a person less than 18 years old has contributed to confusion among some child protection officers and the public. The report recommends continued efforts to amendments *"to create a common and consistent definition of child labor under one law; and also advocacy to bring the definition of a child under the Law on Children into alignment with international conventions."*

> "Based on the evaluation interviews, this continues to lead to confusion among officers and the public in their understanding of the age-based criteria defining permissible work, given that under the Labour Code, persons can work from age 15 and are permitted to undertake hazardous work from the age of 18 years."
>
> *- NPA 2016–2020 final evaluation report*

Relevance of ENHANCE's interventions to critical challenges affecting child labor prevalence

ILO, MOLISA, and DOLISA officials reported that the project design process was participative; took into consideration feedback from various stakeholders, both at the national and subnational levels; and was subject to an extensive review process within the GVN, which, while taking time, contributed to ownership at different levels. One MOLISA official underlined the important role the Ministry played in ensuring that project activities were relevant: *"When we designed this project, we designed interventions to help us."*

Based on ILO, MOLISA, and other implementing partners' feedback and document review, ENHANCE conducted a thorough analysis of the risk factors that contributed to child labor and proposed actions addressing many of the most critical challenges and needs affecting national capacity to fight against it. ENHANCE's CMEP, which was developed based on the project document and refined by stakeholder inputs during CMEP workshops, highlighted poor socioeconomic conditions in some communities, limited societal awareness of the types of work that are appropriate and not appropriate for children, and limited capacities of relevant agencies to systematically protect vulnerable children and enforce labor laws as the principal causes of CL in Vietnam. Subsequent project research activities, including its baseline assessment, institutional capacity needs assessment, and KAP surveys, largely validated this overall problem analysis.

ENHANCE's strategy was based on three mutually reinforcing pillars of intervention. The project provided technical assistance to reinforce the national framework of laws and policies, as well as stakeholders' capacity to implement laws, policies, and associated programs at the national, provincial, and local levels. In three provinces, ENHANCE developed direct intervention models to reduce and prevent child labor in selected economically diverse locations where child labor is prevalent in priority sectors. At the same time, the project aimed to raise awareness among responsible agencies and a broad cross section of society at national and local levels on the negative consequences of child labor as well as national laws that prohibit the practice. Key informants from nearly all stakeholder groups highlighted that the integration of various strategies into an overall comprehensive approach was what made ENHANCE's intervention strategy relevant.

3.1.2 Project Responsiveness to Evolving Context and Ongoing Learning

During the project inception phase, as well as in later stages of project implementation, ENHANCE and its partners carried out a variety of assessments, surveys, stakeholder consultations, and studies[4] that were reportedly used to further refine its interventions.

Project responsiveness to research findings

While proposing an area-based approach,[5] ENHANCE targeted priority economic activities in the three target provinces where it believed it would find children engaged in or at risk of child labor: handicrafts in Hanoi, agriculture and fisheries in An Giang, and handicrafts and garments in HCMC. ILO and MOLISA officials reported that based on baseline assessments and project learning, it made some adjustments in its interventions:

- Fishing activities had declined in An Giang and, as a result, ENHANCE focused its interventions in agricultural zones.
- In Hanoi, ENHANCE reported that the numbers of children needing education services were lower than originally foreseen and reduced their related targets. The project also found that many vulnerable households in Hanoi province's handicraft villages supplemented their income through agricultural activities and so, in the latter stage of project implementation, focused livelihood support services to boost these types of activities.

Project responsiveness to contextual changes

ILO and MOLISA officials highlighted changes in the project-implementing environment that necessitated more or different intervention strategies than had been foreseen in the project document. The following examples were highlighted by multiple stakeholders consulted by the evaluation team:

Vietnam's growing integration in the global economy. During KIIs, MOLISA and ILO officials as well as representatives of workers' and employers' organizations emphasized the growing importance of Vietnam's integration into the global economy, its new-generation free trade agreement (FTA) commitments[6], growing consumer demand, and other international supply chain stakeholders' expectations that goods and services be produced in ways that respect ILS and uphold human rights. The project document considered and was largely responsive to these developments and, to varying degrees, ENHANCE adjusted its strategies and activities to give greater emphasis to child labor in international supply chains. For example, in 2016, ENHANCE organized a national workshop on prevention and elimination of child labor in supply chains. ENHANCE also carried out awareness-raising activities with relevant business associations (e.g., Vietnam Chamber of Commerce

---

[4] These included: Technical Capacity and Institutional Needs of Key Stakeholder Agencies; KAP Survey, Baseline Survey, Community Selection Assessments.

[5] An area-based approach is one in which the child labor interventions target specific geographical locations with the aim of addressing all forms of child labor.
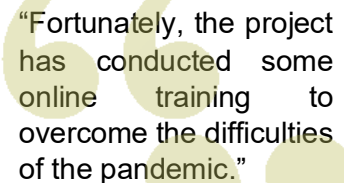
[6] New generation FTA, such as Vietnam's agreement with the EU and the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP) include clauses requiring the GVN take actions aimed at improving respect for core labor standards, including the standard on the elimination of CL.

and Industry [VCCI], Vietnam Cooperative Alliance [VCA], Vietnam Association of Seafood Exporters and Producers [VASEP][7], and Vietnam Textile and Garment Association [VITAS]).

Extension of the labor code jurisdiction to the informal sector. The 2019 labor code reform updated the list of hazardous occupations prohibited to minor workers and provided additional guidance on allowable work. In addition, the reform extended labor law coverage to the informal sector. Responding to this development, ENHANCE contributed to the development of guidelines and checklists for labor inspection of OSH conditions for workers in the informal economic sectors, including the minor workers. In addition, it supported the labor inspectorate to pilot child labor inspection activities in the informal sector. The project also proposed relevant activities to train small, informal business managers on child labor and OSH regulations, and to create "model" enterprises.

COVID-19. After the first cases of COVID-19 were detected in Vietnam in January 2020, the country effectively contained the virus with targeted shutdowns and effective testing and contact tracing strategies. Until May 2021, the seven-day average number of cases had never been more than 100; however, starting in May, the number of cases jumped dramatically and were averaging more than 7,000 a day at the time of the evaluation (July 2021).

Until recently, ENHANCE and MOLISA reported relatively limited disruptions in project activities due to COVID-19: some in-person activities were delayed; some school children receiving project education support faced intermittent school closures, especially in HCMC; and participants in project household livelihoods reported that their revenue-generating activities had been negatively affected. Ways in which ENHANCE personnel reported addressing pandemic-related challenges included conducting meetings and some planned training and communication activities online, undertaking a rapid assessment on the pandemic effects in An Giang, and providing a small number of children with non-educational support (health insurance cards) to improve access to medical services during the pandemic.

> "Fortunately, the project has conducted some online training to overcome the difficulties of the pandemic."
>
> *- DCA official*

During the evaluation stakeholder workshop, given the spike in cases and the growing negative consequences of the pandemic on vulnerable children, many participants emphasized that ENHANCE should adjust its planned activities in its final months, especially under component 3 (development of education and livelihood intervention models). Stakeholders highlighted the need for COVID-19–related communication activities as well as emergency relief (e.g., support for medical services, food for children and families in lockdown zones). Stakeholders also proposed that target zones be expanded to take into consideration areas most hard hit by the crisis.

3.1.3 Project Alignment with International and National Policy and Program Frameworks

Based on document review and ILO and MOLISA official accounts, ENHANCE aligned with key international and national policy frameworks and programs with similar or complementary objectives. A key factor contributing to alignment was the coordinating role of the DCA, the main project counterpart. MOLISA officials reported that the DCA played an important role in ensuring that ENHANCE contributed to Ministry priorities as well as making sure that the project and various other international partners' activities were complementary and avoided duplication of effort (for example, project documentation), and representatives of nearly all stakeholder groups highlighted effective cooperation between ENHANCE and other UN agencies and international non-governmental

---

[7] VASEP was a relevant partner to address CL in international supply chains. According to VASEP, seafood is the 7th most important export industry in terms of export revenue and employs more than 4 million workers. The industry has been warned by the European Union regarding the use of CL in the industry, which VASEP reported it is actively addressing. Moreover, fish was included in DOL's 2018 List of Goods Produced by Child Labor or Forced Labor in Vietnam

organizations (INGOs) working on children's welfare and rights issues. For example, ILO and UNICEF collaborated effectively on advocacy and technical assistance activities related to legal framework reforms.

Alliance 8.7. ILO and MOLISA officials reported that ENHANCE and UNICEF were instrumental in Vietnam's decision to become a pathfinder country in Alliance 8.7.[8] Alliance 8.7 is a broad multistakeholder platform for collaborative action to eradicate forced labor, modern slavery, human trafficking, and child labor globally, that was introduced in Vietnam in late 2016.[9] As of April 2021, 25 countries globally have pathfinder status. Of these, 13 countries have established detailed roadmaps identifying priorities for action to achieve target 8.7, among them Vietnam. With ILO Country Office funding, ILO supported the DCA to develop an Alliance 8.7 Roadmap, which was later merged with NPA 2021–2025. The ILO country office also sponsored other national and international knowledge-sharing events organized by the DCA, most of which reportedly capitalize on learnings from ENHANCE, NPA 2016–20, and past child labor projects.

As a pathfinder country, Vietnam's four priority action areas in child labor are (1) business and supply chains, (2) child labor in agriculture, child labor and education, and (3) trafficking and labor migration for labor exploitation. MOLISA (led by the DCA) is the focal point for Alliance 8.7 activities, which, in addition, have mobilized UN agencies (ILO, UNICEF, UNESCO, and the Food and Agriculture Organization [FAO]), INGOs (Save the Children, Plan International, ChildFund, and World Vision), other ministries (Ministry of Education and Training [MOET], the Ministry of Agriculture and Rural Development [MARD], the Ministry of Public Security, and various law enforcement agencies, among others), employers' and workers' organizations, and grassroots organizations.

NPA 2016–20. One of the main objectives of ENHANCE was to support the implementation of NPA 2016–20[10], based on USDOL, ILO, and MOLISA accounts and document review. Referred to as "Program 1023," the NPA, which covered all 63 provinces, was the central mechanism to implement Vietnam's commitment to eliminate the WFCL and reduce child labor. The overall objectives of the program were:

- Effective prevention and reduction of child labor in Vietnam

- Children at risk of child labor engagement and children engaged in child labor are identified in a timely manner and provided interventions and support to integrate in the community and have development opportunities.

---

[8] The global effort to tackle child labor under the Sustainable Development Goals (SDG) Agenda for 2030 is channeled through SDG target 8.7. This target urges United Nations member states to take immediate and effective measures to eliminate the WFCL and by 2025 end CL in all its forms.

[9] The ILO introduced SDG 8.7 and its Alliance to Vietnam's national stakeholders at the launch of the National Programme for the Prevention and Reduction of Child Labour for 2016–2020 held in December 2016. https://www.ilo.org/hanoi/Informationresources/Publicinformation/newsitems/WCMS_541534/lang--en/index.htm.

[10] On June 7 2016, Vietnam's Prime Minister issued Decision No. 1023/QD-TTg approving the Programme on the Prevention and Reduction of Child Labour for the period 2016-2020 (Programme 1023).

Building national stakeholder capacity for NPA 2016–2020 implementation was integrated directly in the ENHANCE logframe.[11] According to the final evaluation of the GVN program[12] (which was funded by ENHANCE), project-supported training and awareness raising materials, as well as its technical assistance to develop the NPA M&E framework, contributed significantly to the national program implementation. For example, referring to the updated Understanding Child Labor (UCL) training package developed by ENHANCE, the NPA final evaluation report stated, *"The program benefited from the high quality of this package, which is a sustainable resource."*

National child protection mechanisms and action plans. ENHANCE and MOLISA officials reported that project activities were extensively mainstreamed into Vietnam's existing child protection system and programs. ENHANCE's main GVN counterpart, the DCA within MOLISA, is the primary government unit responsible for child welfare and protection. Children at risk or engaged in child labor are included with other children in "special circumstances" who are served by Vietnam's child protection system. The DCA's child protection unit, staffed by five officers at the central level, provides guidance and technical assistance to child protection officers at the provincial (DOLISA), district, and commune levels. Vietnam's overall plans on child protection are detailed in the Child Protection Program for 2016–20, which aimed to stop child abuse and provide support to 90 percent of children in "special circumstances" to help them integrate into communities and get access to development opportunities.

In the project target provinces, ENHANCE included labor and child protection officers in its capacity-building and awareness-raising programs, some of which were extended by MOLISA to non-project provinces. In addition, ENHANCE signed implementation agreements with DOLISA to coordinate and provide services to children through existing child protection mechanisms. DOLISA officials reported that in addition to project-supported services, they also referred some project direct service recipients to other GVN programs available for vulnerable children and their households.[13] The project also reported providing technical assistance to improve the DCA database on children receiving child protection services, an activity that was ongoing at the time of the evaluation.[14]

Decent Work Country Program (DWCP). Vietnam's DWCP (2017–2021), which coincides with the UN's One Strategic Plan for Vietnam 2017–2021, contains a specific outcome addressing child labor and forced labor. Outcome 2.2 of the DWCP 2016–21 is "Unacceptable forms of work, especially child

---

[11] Supporting Outcome 1.3 of the project was "Enhanced capacity of national stakeholders for implementation and monitoring of national plan of action and commitments on child labor."

[12] "Final Programme Evaluation, Viet Nam National Programme for the Prevention and Reduction of Child Labour from 2016-2020, September 2020" produced by ILO consultants Ruth Bowen and Le Thị Khanh Van. DCA collaborated with ENHANCE to conduct an end-of- program evaluation of the NPA 2016-2020, which was finalized in October 2020. The main objectives of the evaluation were to assess the relevance, progress and achievements of the national child labor program, and to garner learning to inform the development of the next program.

[13] The final evaluation of NPA 2016–20 highlighted various GVN program instruments that DOLISA officials use to assist children identified by child protection officers. These include Decree 136 to provide social assistance to poor households. Related to vocational training policies, Decision 1956 (2009), updated by Decision 971/QD-TTg (2015), provides vocational training for disadvantaged rural workers aged 15–29 years. Vocational training, college boarding policies, and scholarship and tuition fee reductions are available to assist vulnerable students, including poor and ethnic minority students and those with disabilities. Based on KII, children's' families are also referred to various anti-poverty programs that provide support for livelihood development, including access to credit.

[14] The DCA operates a computer-based database system to collect, manage and aggregate information on children served identified through its child protection programs. To support DCA to effectively manage the information on vulnerable children, including those who are in child labor or at high risk of engaging in child labor, the ENHANCE project hired an IT company to review then upgrade the "computer-based" child database system.

and forced labor, measurably reduced." The five sub-outcomes largely align with ENHANCE project objectives, with the exception that ENHANCE contains no specific objectives related to forced labor.[15] The DWCP set out three priorities: (1) promote decent employment and an enabling environment for sustainable entrepreneurship opportunities; (2) reduce poverty by extending social protection for all and reduce unacceptable forms of work, especially for the most vulnerable; and (3) build effective labor market governance compliant with fundamental principles and rights and at work. The outcome on child labor falls under the second priority.

The DWCP is the overarching framework that guides ILO's program of support in the country and is designed to promote ILO programs' internal and external alignment. Based on ILO official accounts, the ILO country office contributes to coordination among ILO projects in support of DWCP objectives. Reported examples of coordination between ENHANCE and other ILO projects included:

- Collaboration with Better Work Vietnam (BWV) on factory manager training to strengthen detection of child labor in export-oriented factories and an informal sector supplier mapping exercise.

- Collaboration with SafeYouth@Work and New Industrial Relations Framework (NIRF) projects on capacity building for labor inspectors (development of training materials and training of trainers), the development of inspection guidelines and checklists covering OSH conditions for children and minor workers in the informal sector, and providing inputs in the process of revising the Labour Code 2012, with a focus on issues related to child and minor workers.

In addition, based on document review and ILO official accounts, ENHANCE's IO activities on labor code reform were a joint effort of ENHANCE and the above NIRF project, and received significant support from ILO specialists based in Bangkok and Geneva.

3.2 Efficiency, Effectiveness, and Impact

In this section, on efficiency, effectiveness, and impact, the evaluation team analyzed the extent to which ENHANCE achieved the main outcomes set out in the project document and complementary Comprehensive Monitoring and Evaluation Plan (CMEP). This section also identifies and highlights key external and internal constraints affecting project progress and results, and examines the extent to which ENHANCE management, collaboration, and coordination mechanisms effectively and efficiently contributed to overall project performance.

Summary of key evaluation results on efficiency, effectiveness, and impact

- Under outcome 1, various project and GVN officials highlighted that ENHANCE's support for legal framework and knowledge base strengthening, as well as its training modules and activities, had significantly improved national capacity to combat CL. As examples of impactful interventions, stakeholders highlighted ENHANCE's support for the 2018 National Child Labor Survey and the 2019 Labor Code revision, as well as the development of management guidelines, training methodologies, and communication materials as key achievements. Many capacity building and communication approaches and materials were adopted by MOLISA and used in both project and non-project provinces, the latter as part of the NPA 2016-20. However, despite the development of labor inspector checklists, training materials on CL, and support for piloting labor inspection in the informal sector,

---

[15] The sub-outcomes are: (1) Increased awareness of discrimination supports action taking aimed to increase equality. (2) Changed laws and their implementation instruments begin being applied in practice, reducing forced labor. (3) Capacity of national institutions and stakeholders to identify, monitor and respond to child labor, will have been strengthened. (4) Intervention models for preventing and withdrawing child labor implemented and documented for replication. (5) Awareness on child labor, the associated hazards and prohibition against raised among all levels of society.

project M&E data and key informant feedback show little or no increase in the numbers of children engaged in CL detected by labor inspectors.

- Under outcome 2 on raising awareness and advocacy on child labor, based on document review and various stakeholder accounts, ENHANCE implemented wide-ranging communication and advocacy strategies targeting diverse audiences via multiple communication media and using many innovative methods. SCREAM, an ILO awareness raising methodology, received high praise from key informants across all key stakeholder groups because of its effectiveness raising awareness on CL and engaging children in advocacy activities. MOLISA and DOLISA official reports and knowledge, attitudes and practices assessment results showed examples of positive changes as well as enduring challenges, suggesting needs for further community-level communication activities as well as for more communication on where victims, vulnerable children, and households can go to find support.

- Under outcome 3 on intervention models, ENHANCE provided both training and hands-on learning experiences to MOLISA, DOLISA, and Ministry of Education and Training (MOET) counterparts as well as other relevant implementing partners on ways to identify and prevent children from CL through education and livelihood services. With some exceptions, ENHANCE intervention models were viewed positively by participants and reportedly contributed to a more coordinated and multi-sector response to CL in the project target zones. Due to implementation delays, challenges associated with serving migrant children and their households, and the negative effects of the pandemic, ENHANCE's education and livelihood intervention models fell short of reaching the planned number of children and households as well some outcome-oriented objectives on educational achievement and livelihood improvements.

3.2.1 Progress Achieving Planned Outcomes

Outcome 1: Increased capacity of national institutions and stakeholders

ENHANCE's first outcome on capacity building set out to achieve five supporting outcomes to strengthen national institutions and stakeholders' abilities to identify, monitor, and respond to child labor. These objectives aimed to improve the knowledge base, strengthen the legal framework, build the capacity of labor and social affairs officials and law enforcement agencies charged with implementing the NPA 2016–20 and enforcing relevant labor laws, and strengthen multi-stakeholder responses to child labor, especially by effectively mobilizing employers and workers and their organizations.

Progress against output and outcome targets. Based on the project's March 2021 financial report and M&E reporting, with 87 percent of the Outcome 1 LOP budget expended, ENHANCE had achieved eight of eleven output targets and four of six outcome targets. Exhibit 4 highlights key achievements as well as gaps under each of the five supporting outcomes.

Exhibit 4: Outcome 1, Capacity Building: Key Accomplishments and Gaps

IO 1: Increased capacity of national institutions and stakeholders to identify, monitor, and respond to child labor as part of the promotion of ILS	
Supporting Outcomes (SOs)	**Key Achievements and Gaps**
1.1 Expanded knowledge base on child labor	✓ National Child Labor Survey (NCLS) 18 conducted, report validated, diffused, and used in development of NPA 2021–25, training and communication materials ✓ OSH risk assessments carried out • Final reports still pending
1.2 Improved coherence of legislation and policy on child labor in alignment with ILS	✓ 2019 Labor Code revision with articles and circulars on minor workers • The circular detailed the list of light jobs that children between 13 and 15 years old can work and areas of jobs and working conditions in which minor workers cannot be recruited.

IO 1: Increased capacity of national institutions and stakeholders to identify, monitor, and respond to child labor as part of the promotion of ILS	
	• Prior to completing the circular, MOLISA reviews and updates the list of hazardous work for children and minors
1.3 Enhanced capacity of national stakeholders for implementation and monitoring of national plan of action and commitments on child labor	✓ 2016–2020 NPA implementation supported and evaluated, next phase formulated (2021-2025 vision 2030) • Provincial Action Plans developed by 43 of 63 provincial governments; other provinces integrated actions against child labor in their child protection action plans. • Guidelines on identifying and addressing child labor developed and adopted by DCA. • NPA M&E indicators developed, and final evaluation conducted. The latter summarized key learnings and made recommendations to guide the next phase.
1.4 Project partners, implementing agencies and collaborating agencies with improved capacity to implement child labor related national legislation, ILS and labor standards obligations under trade agreements	✓ Understanding Child Labor (UCL) updated and used in both project and non-project provinces • ENHANCE trained 15 partners from central and 3 target provinces • DCA conducted three TOT training courses using UCL manual reaching officials and partners in all 63 provinces ✓ Handbooks on ILS and Vietnam's international commitments to reducing child labor produced ✓ Training for members of employers' associations **GAP:** *Target on the percentage of informal enterprises sensitized by the project that sign a code of conduct on labor standards obligations not met* ✓ Manuals on Career Orientation and Development of Training Program and Curricula Matching the Labor Market Needs finalized
1.5 Government agencies with strengthened capacity to identify child labor, to enforce child labor and OSH regulations and to address hazardous child labor	✓ Child Labor Monitoring System (CLMS) guideline developed • Piloting of CLMS guidelines still pending ✓ Labor inspection of child labor checklists developed and piloted in informal sector ✓ Child labor topics integrated into labor inspector training • Nearly 100 labor inspectors from all 63 provinces trained • Online labor inspector training on CL available in Vietnamese **GAP:** *Target for the number of child labor cases, including hazardous child labor as defined by the national law, detected, and addressed by government agencies not met*

Knowledge base and legal and policy framework strengthening (SOs 1.1 and 1.2). The second National Child Labor Survey report was produced by the Institute of Labour Science and Social Affairs (ILSSA) and published with the ENHANCE technical and financial report in November 2020. The report provided updated information on the age groups, localities, and sectors where child labor was predominant. Key NCLS 18 findings were diffused in Vietnamese and English and in accessible formats including a short video clip and infographics. Various MOLISA and other national stakeholders reported that the survey provided useful information for policy and program design. For example, DCA officials reported that they used data from the survey as evidence to convince higher-level decision makers of the need for continued action against child labor and to guide the development of the Alliance 8.7 Roadmap and next phase of NPA. In addition, UN agency representatives reported reading the report with interest; one official reported that it contributed to their understanding of the interaction between school dropout and child labor rates.

In the 2019 revision of the Labor Code, which was approved by the National Assembly in November 2019 and went into effect in January 2021, provisions relating to minors were updated to bring the law

into alignment with ILS, including age-specific articles on minimum age, working hours, working conditions, and jobs and workplaces employing young workers. In addition, the coverage of the revised code was extended to the informal sector, where child labor most frequently occurs. MOLISA, ILO, and DOL officials reported the latter to have been a major reform, facilitated by policy dialogue and ILO technical specialist inputs during the first half of project implementation.

Enhanced capacity of national stakeholders for NPA 2016–20 implementation and monitoring (SO 1.3). MOLISA and DOLISA officials frequently highlighted ways in which ENHANCE activities contributed to the national program on child labor. Among other ways cited, ENHANCE produced training and awareness raising materials that were used by the national program in provinces not served by ENHANCE. Specific ways the project contributed to SO 1.3, based on its M&E framework indicators, was by supporting the development of provincial and district action plans, providing technical assistance and training to MOLISA and DOLISA personnel for the development and monitoring of NPA 2016–20 performance indicators, sponsoring an independent evaluation of the program in 2020, and supporting the development of the program's next phase.

Improved capacity to implement child labor related national legislation, ILS, and labor standards obligations under trade agreements (SO 1.4). Under SO1.4, the project, in collaboration with MOLISA, VCCI, VASEP, and Vietnam General Confederation of Labor (VGCL), created new educational resources and guidelines and supported their rollout. With its own resources, MOLISA rolled out some training packages to non-project provinces.

- Completed in January 2020, with ENHANCE support, the DCA developed and completed technical guidelines for DOLISA local officers on the process of providing individual support and interventions to children in child labor. The guidelines were disseminated to local labor and child protection officers nationally.

- In 2019, ENHANCE reported updating and validating UCL, a comprehensive TOT package on child labor and using it to train 15 central and provincial level partners.[16] DCA officials reported the training materials were high quality and complete. In addition to project-sponsored training, the DCA used the modules to train DOLISA representatives in all 63 provinces (generally one province-level and one district-level DOLISA officer) in three TOT training rounds completed in October 2019.

- ENHANCE supported educational materials development and training on child labor by Employers' and Workers' organizations (VCCI, VGCL, VASEP) for their members. ENHANCE also supported the VCA to provide training on child labor to its officers providing support services to the cooperatives sector.

Feedback from MOLISA officials on the effectiveness of ENHANCE capacity building activities was positive overall. One official reported, *"In relation to capacity building, the project has achieved its objectives. It has improved capacity at the national and local levels."* Based on detailed feedback from various officials on capacity-building achievement, the project's holistic approach was appreciated. Officials cited all aspects of ENHANCE interventions (support for developing circulars, M&E indicators, awareness-raising tools, model interventions), not only training, as having contributed to their capacity.

According to a VCCI representative, VCCI developed guidelines for eliminating child labor for employers *"with very clear and step by step guidelines"* and that highlighted the benefits of the new FTAs and of complying with national labor laws. VCCI also revised a code of conduct on child labor and published it in a booklet. Planned follow-up activities to encourage companies to make written

---

[16] Participants in UCL came from MOLISA, the University of Labor and Social Affairs, MOET, the Vietnam Chamber of Commerce and Industry, the Vietnam Cooperative Alliance, the Vietnam General Confederation of Labor, the Vietnam Women's Union, the Youth Union, the Vietnam Association for Protection of Child's Rights, relevant NGOs, and selected representatives from ENHANCE's three target provinces.

commitments on the elimination of child labor in 2020 were delayed because of COVID-19 restrictions, according to the representative. In general, VCCI reported without the delayed project-supported follow-up activities; it has little information on the activities and commitments of companies sensitized by VCCI, one of the reasons for the gap in the project outcome indicator on private sector signed commitments to codes of conduct on child labor.

As highlighted in section 3.1.2, ENHANCE also collaborated with VASEP, the seafood industry association on awareness raising and training activities. VASEP reported that it produced pamphlets and two video clips on regulations on child labor in the seafood industry, which were diffused at both central and local levels through various meetings and in the local media, and are available on the Ministry of Agriculture website. VASEP also organized two training courses for fishing port managers and fishing boat workers on child labor reduction and prevention and employment of minor workers with ENHANCE support. The VASEP representative noted that changing practices that involve children in household fishing activities takes a long time and are challenged by the households' poor socioeconomic conditions, the lack of government programs to improve their livelihoods, and the limited capacity of port managers and other GVN agencies to monitor small-scale fishing activities.

Similarly, VGCL collaborated with ENHANCE between 2017 and 2021 to organize several national and provincial-level forums on child labor for trade union officers. With project support, VGCL developed a manual on child labor prevention for workers, which VGCL reported is "currently being tested." As in the case of VCCI, planned training using the manual has been delayed because of COVID-19 restrictions. On the impact of past forums, the VGCL representative said that following ENHANCE support, *"we place more importance on training TU [trade union] officers on CL. They [trade union officers] used to think it was something that happened somewhere else, not in their enterprise. But after the training, it improved their awareness and they have added awareness raising to their activities with workers."* Although its membership is found exclusively in the formal sector, the VGCL representative indicated that many of its members are migrant workers who need awareness raising to protect their children from child labor.[17]

Strengthened capacity to identify child labor, to enforce child labor and OSH regulations, and to address hazardous child labor (SO 1.5). With ENHANCE support, the Department of Labor Inspection assessed requirements, modified its inspection checklist to include child labor criteria, and developed written guidance on how to identify and respond to cases of child labor. Following up on these tools, it trained 17 master trainers on the process in November 2018. Training participants included department decision makers and inspectors, Department of Occupational Safety and Health officials, DCA, and several provincial DOLISA officers from the project target provinces. In 2019, MOLISA rolled out the training to 126 inspectors from all 63 provinces, based on document review. According to MOLISA officials, the child labor inspection procedure is now mainstreamed in annual labor inspectorate training.

Responding to the 2019 labor code reform that allowed labor inspectors to carry out inspection in the informal sector, ENHANCE supported a pilot effort to detect child labor, including hazardous child labor in informal sector businesses. The pilot included developing a self-assessment checklist to collect data on child labor from informal sector enterprises, inspection visits to 80 households in craft villages, and analyzing results and lessons learned. Following the pilot, the inspectorate recommended to ENHANCE to assist them in developing a Child Labor Monitoring System (CLMS) to be implemented by labor officers at the commune and village levels. ENHANCE planned to pilot a CLMS in Hanoi in 2021 using the guideline on identifying and providing support services to children in

---

[17] KIIs and document review highlighted that migrant workers who bring their children with them face challenges in enrolling their children in school and providing needed supervision. Although potentially benefiting from financial support from parents working in cities, key informants reported that children left in home villages may also lack sufficient support to maintain them in school.

child labor approved in early 2020. However, implementation was delayed because of COVID-19 restrictions.

In part because of the delay in implementing CLMS, ENHANCE has made no progress against its outcome indicator on the detection and remediation of child labor cases, including hazardous child labor. Other indicators and other documents also highlight national stakeholder challenges related to child labor detection and remediation. For example, ENHANCE reported zero progress against one target on an outcome 3 indicator[18] on the detection and remediation of child labor within the garment sector. The NPA 2016–20 final evaluation report also highlighted that the number of child labor cases identified by the DCA in the past five years is small: only 162 cases were reported in 2020.[19] Based on document review and KIIs with MOLISA and ILO officials, child labor detection is negatively affected by several factors, including limited numbers of labor inspectors compared with their large scope of work, limited capacity of child protection officers to distinguish child labor from among multiple vulnerabilities they monitor at the community level, limited self-monitoring by employers, and some stakeholders' reluctance to report child labor because of possible negative consequences on business and trade.

Outcome 2: Increased awareness and advocacy on child labor

ENHANCE's second outcome on raising awareness of child labor, associated hazards, and legal prohibitions among all levels of society set out to achieve three supporting outcomes, each of which describe awareness and advocacy improvements among specific audiences: (1) national and provincial policy and program makers and the media, (2) community level authorities, target households, communities, and employers and workers in project-served localities, and (3) the general public.

Progress against output and outcome targets. Based on the project's April 2021 financial report and M&E reporting, with 95 percent of LOP budget expended, ENHANCE had achieved or exceeded five of six outcome 2 output targets and had nearly achieved one of three outcome targets measuring knowledge and awareness improvements.

Exhibit 5: Outcome 2, Awareness Raising: Key Accomplishments and Gaps

IO 2: Awareness of child labor, associated hazards, and legal prohibitions raised among all levels of society	

2.1 Increased awareness and advocacy on child labor among government staff, including national and provincial policy and program makers and the media	✓ *Based on KAP endline survey results, 38.7 percent of targeted policy and program makers and media increased awareness and advocacy activities on eliminating child labor (nearly attaining target: 40 percent)*
	 ✓ Awareness raising materials produced and shared
	     • 874 policy and program makers and media staff trained on communication methodologies, exceeding targets by 50 percent
	     • MOLISA 2021–2025 NPA foresees using ENHANCE materials

[18] The target was OTP 22 on the number of children withdrawn or protected from child labor in the garment supply chain that receive remediation support.

[19] The labor inspectorate is the main GVN agency for identifying child labor. The DCA is mandated to provide services to children in "special circumstances" which includes children engaged child labor. It manages a database of children identified as needing services.

IO 2: Awareness of child labor, associated hazards, and legal prohibitions raised among all levels of society	
2.2 Commune authorities, target households, communities, and employers and workers in target localities with increased awareness of child labor	• Employers' and workers' organizations mobilized to raise awareness of membership • More than 2,000 employers' and workers' organization participants attended project events, almost 8× target • SCREAM package updated; TOTs organized • Department of Education and Training (DOET)-led SCREAM activities involved more than 1,200 students and 100+ schoolteachers and school administrators **GAP:** *21 percent of KAP respondents improved their awareness on child labor, less than 40 percent targeted by project*
2.3 Increased awareness of child labor among the general public	• World Day Against Child Labor celebrated annually • Multiple events and themes covered (1000+ attendees, more than 2× target) • Various awareness raising campaigns in the mass media • More than 2,000 TV airings and radio broadcasts in target provinces (7× target) • More than 2,000 workers and employers attended events (3× target) • Recent social media campaign with over 800k views **GAP:** *51 percent of KAP respondents confirmed that they heard/watched programs on mass media/ newspapers on child labor (the project target was 70 percent)*

Increased awareness among government staff including national and provincial policy and program makers and the media (SO 2.1), commune authorities, target households, communities and employers and workers in target localities (SO 2.2), and the general public (SO 2.3). Based on document review and various stakeholder accounts, ENHANCE implemented wide-ranging communication and advocacy strategies targeting diverse audiences via multiple communication media and using many innovative methods. These were implemented in collaboration with a variety of national and international partners, including MOLISA and DOLISA officials on all levels, employers' and workers' organizations, journalists and media outlets, and other UN organizations and INGOs. For most partners, ENHANCE support included training and support for the development of communication materials. Overall, representatives from nearly all stakeholder groups expressed strong appreciation for ENHANCE's communication and awareness-raising activities.

"Through the capacity building activities that ENHANCE provided, I know on how to facilitate good small group communication."

- District labor officer

"A key success of this project was raising the awareness of companies in the formal sector. They now know that that they should address child labor in their supply chain."

- MOLISA official

Communication supports. Based on document review, the project produced a variety leaflets, billboards, posters, and video clips, which MOLISA distributed to provincial DOLISA and other partners. Project personnel as well as GVN officials reported many DOLISA in non-project provinces had reproduced the materials for use in awareness raising activities using their own budget. According to the NPA 2016-20 final evaluation report, communication was a successful component of the national program, and made extensive use of ENHANCE information, education, and communication (IEC) supports: *"Taking 2016 as a baseline, the extent of communications activities steadily increased during the |NPA] program period in terms of number of IEC materials distributed and numbers of people reached, up to 1.6 million people across 33 provinces."*

> "I think that the project's communication activities have been implemented very well."
>
> *- VGCL representative*

Mass media campaigns. ENHANCE produced a variety of short video and audio clips that were broadcast on TV and radio networks as public service announcements. In addition, ENHANCE personnel, along with MOLISA and UNICEF officials, participated in a TV talk show discussing Vietnam's efforts to combat child labor.

> "Through SCREAM, the messages on child labor are delivered very effectively."
>
> *- DCA official*

SCREAM. In 2018, ENHANCE adapted the ILO communication and education methodology Supporting Children's Right through Education, Arts, and the Media, known as SCREAM, and organized a first TOT for 26 trainers and replication training in three provinces reaching 90 participants, including DOLISA officials at district level, DOLISA staff at commune levels, teachers, and youth union members. In 2020, ENHANCE again updated SCREAM materials with updated information from NCLS 18 and provided training for stakeholders from 45 non-project provinces. In its M&E framework, the project reported that after training, DOET educators organized SCREAM activities involving more than 1,200 students and 100+ schoolteachers and school administrators. In evaluation KIIs, various stakeholders from nearly all stakeholder groups provided positive feedback on the SCREAM methodology, which they reported was ideal for community-level communication activities and effectively engaged children in awareness raising and advocacy among their peers. Several stakeholders reported adapting the methods for awareness raising on other child protection issues.

World Day Against Child Labor (WDACL) events. Each year, DCA implements a campaign to commemorate WDACL on June 12. Every year, commemorations feature a different theme, emphasizing different dimensions of the problem, specific issues based on sectors where child labor is prevalent, and solutions. Based on document review and various stakeholder group accounts, ENHANCE capitalized extensively on the annual events in its awareness-raising and advocacy activities. To date, it has reported more than 1,000 attendees in special events, more than double the number planned. Representatives of nearly all stakeholder groups highlighted the success of these events.

WDACL Themes 2015–2021
2015: "NO to child labor – YES to quality education!"
2016: "End child labor in supply chains – It's everyone's business!"
2017: "Prevention of child labor in natural disasters and climate change"
2018: "Generation Safe & Healthy"
2019: "Children shouldn't work in the field but on dreams"
2020: "Covid-19: Protect Children from Child Labor"
2021: "Act Now: End Child Labor"

Media collaboration and outreach. The ENHANCE communications team reported conducting extensive outreach to journalists, which resulted in coverage of child labor in leading media outlets. In 2019, ENHANCE sponsored a contest on "Child Labor in Journalism," which, it reported, attracted 100 entries from 70 press agencies. ENHANCE personnel noted a marked increase in media interest on child labor issues over the life of the project. According to their accounts, when ENHANCE was first launched, journalists were wary of covering child labor because of potentially negative repercussions

on Vietnam's reputation internationally. By the end of the project, this had reportedly changed along with the GVN's increased willingness to openly discuss the issue. One ILO program manager remarked, *"With all of the work we have done with media, their [journalists] awareness is much better. Now they see the importance of the issue. They don't need us to initiate communication, they come to us."*

Communication activities' reach and changes in awareness. Based on M&E data, ENHANCE communication activities exceeded targets measuring reach for most target groups except at the community level and in schools. For example, ENHANCE reported that its social media campaigns attracted more than 600,000 views in 2020 and more than 800,000 views in 2021. It reported more than 2,000 TV airings and radio broadcasts in target provinces (seven times the number anticipated) and involved more than 2,000 workers and employers in project-sponsored events (twice the target set in its M&E framework).

ENHANCE completed two KAP surveys to measure baseline and endline KAP indicators among its key target groups. Because of delays in project implementation and the timing of the project extension approval, the two surveys were conducted relatively close together. The endline KAP survey measured changes as of 2019, 1.5 years after the baseline survey. Based on KAP endline survey results, 38.7 percent of targeted policy and program makers and media increased awareness and advocacy activities on eliminating child labor, nearly attaining the target set in the project M&E framework (40 percent). However, ENHANCE did not achieve other key outcome indicator targets. Although 53 percent of KAP survey respondents affirmed that they had heard/watched programs in mass media/newspapers on child labor, the project expected to reach 70 percent. Similarly, 21 percent of all KAP respondents improved their awareness on child labor, less than the 40 percent targeted by project.

MOLISA and DOLISA official reports and KAP results showed examples of positive changes and enduring challenges, suggesting needs for further community-level communication activities as well as for more communication on where victims, vulnerable children, and households can go to find support. On the positive side, the percentage of households that perceived risks to children's welfare associated with some types of working conditions (night work, long hours) and who would report a case of child labor to the authorities increased. However, based on KAP survey results, knowledge of hazardous work and where to go to find support were low: less than 14 percent of surveyed children were aware of types of work prohibited to children and less than 13 percent of households were aware of where to seek guidance/support on child labor issues.

Various evaluation respondents reported challenges changing household and children's attitudes and practices given strong cultural traditions regarding the role of children, especially children's (particularly boys') duty to contribute to family livelihoods and the short-term benefits of earning income for some youth (who could, for example, buy better clothes). To some extent, these values were partially counterbalanced by parents' appreciation for the value of education and their hopes for a better life for their children. In addition, project personnel reported that there was a need to communicate more on changes in the labor law since the 2019 reform and to clarify differences in the national definition of a child (a person under age 16) versus the definition of a young worker (a person under age 18).

Outcome 3: Intervention models for preventing and withdrawing children from child labor

ENHANCE's third outcome on the development of intervention models for preventing and withdrawing children from child labor had eight supporting objectives.

Progress against output and outcome targets. With 74 percent of LOP budget expended (March 2021), Based on its April 2021 reporting, ENHANCE had achieved or nearly achieved ten of 16 output targets. Out of nine outcome indicator targets, it had achieved or nearly achieved three.

Exhibit 6: Outcome 3, Intervention Models: Key Accomplishments and Gaps

IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available	
3.1 Coordination mechanisms to address child labor established	✓ Coordinated response mechanism to child labor as part of the child protection system and the NPA on child labor implemented in six locations ✓ More than 1,000 provincial, district and commune officers in target provinces trained on case management • Achieved 2× target for number of key institutions staff trained at provincial, district, and commune level ✓ 16 districts in project target provinces with action plans to address child labor
3.2 Community-based child labor monitoring and response models established	✓ Training on CLMS for district and commune staff has been conducted ✓ CLMS guideline tested in 4 communes **GAP**: *No target districts with an operational CLMS*

3.3 Enterprises in the garment supply chain with improved capacity to prevent child labor and provide decent working conditions for children aged 15–17 years	✓ Workshops on child labor identification and response organized in garment sector
	  • 305 enterprises and household businesses attended, 3× target number of participants
	  • No information available on number of child labor cases or remediation efforts
	  GAP: *Only three enterprises in the garment supply chain reported introducing changes to improve OSH and working conditions for minors, much less than the 25 planned.*
	  GAP: *No children reported to have been withdrawn or protected from child labor in the garment supply chain. In the absence of identified cases, no remediation support provided.*

3.4 Enterprises in handicrafts, agriculture, and fisheries sectors with improved capacity to prevent child labor and provide decent working conditions for children aged 15–17 years	✓ 29 targeted enterprises in the handicrafts, agriculture and fisheries industries introduced changes to improve OSH and working conditions for minors, nearly attaining target [30] ✓ Over 80 enterprise staff and workers trained to identify CL, young workers' rights and safe working conditions for minors ✓ Seven model enterprises with improved OSH and labor practices established **GAP**: *11 reported cased of children being withdrawn or protected at workplaces in the handicrafts, agriculture or fisheries sectors, while 50 had been targeted by the end of the project.*
3.5 Models documented and shared among provinces and national stakeholders	✓ Six good practices validated through stakeholders' workshops **GAP**: *Dissemination of Intervention models and good practices pending official validation of good practices*
3.6 Children engaged in child labor or at risk with improved access to education and job orientation services	✓ 4,850 children received educational services (92 percent of the targeted number) from the project, mainly subsidies for education expenses. Recipients evenly distributed by gender. **GAP:** *85 percent of beneficiary children regularly attended some form of education during the past six months (reported in October 2020; target was 90 percent)* ✓ 32 schools per province with "Know About Business" curriculum and/or other supports for transition to work implemented (about 50 percent of target)[20]

---

[20] These are the number of schools supported directly by ENHANCE. Because the materials were validated and shared through the MOET website, other schools may be using the material.

IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available	
	✓ Know About Business (KAB) modules adapted, tested and available for secondary school teachers and students
3.7 Target children aged 14–17 years (out of school) with access to vocational skills training and apprenticeships linked with employment prospects	✓ 475 children aged 14–17 years with referrals to market-driven vocational training courses and apprenticeships (65 percent of targeted number) ✓ 124 DOLISA staff and vocational training units staff trained per province (60 percent of targeted number) GAP: *14 children aged 14–17 completing a technical and vocational training program with support from the project linked to employment support services (only 4 percent of the targeted number)*
3.8 Target households and youth with improved economic status	✓ 1,213 household members with children engaged in or at risk of child labor (about 60 percent of the target) received technical training or other assistance to improve their livelihoods GAP: *6.3 percent of target households have improved their income (the project targeted a 15 percent increase)*

Strengthened coordination and response mechanisms for child labor detection and support service provision (SOs 3.1 and 3.2). Based on document review, in 2017 MOLISA required all provincial governments to strengthen the child protection system by establishing a multisectoral task force on child protection at all levels. As highlighted in section 3.1.3, children at risk for or engaged in child labor are included among children in special circumstances who are served by Vietnam's child protection system. Based on MOLISA instructions, task force members should include government agencies from labor, education, health care, judiciary, police, and relevant mass organizations such as Women's Union, Youth Union, and the mass media. At the provincial level, the task force was to be coordinated by DOLISA through a provincial steering committee.

ENHANCE reported helping the DCA to develop guidelines for the provision of individual child-based support and interventions to address cases of child labor for use by labor and child protection officers and members of multisectoral task forces, which were adopted nationally.[21] The project supported training for labor and child protection officers on these guidelines and had planned to pilot the guidelines in Hanoi during the project extension period. The midterm evaluation also highlighted the importance of piloting networking and referral mechanisms among social service providers at the provincial level. However, pilot implementation was delayed, in part because of COVID-19 restrictions.[22] The evaluation team did not collect sufficient information on the extent that government-mandated child protection task forces had been formed in project implementation zones. Most likely the planned CLMS pilot would have contributed to forming the task forces, as well as building their capacity to monitor and refer children at risk or engaged in child labor to DOLISA for follow-up.

In addition to planned activities for development of the CLMS model, provincial-level stakeholders reported learning from the project direct beneficiary monitoring system (DBMS), which it implemented in collaboration with its implementing partners to collect and update information on children and households receiving project services. One DOLISA official indicated that DBMS implementation (e.g.,

---

[21] According to project reports, the guidelines were developed based on the content of the GVN Decision 56/2017/ ND-CP which outlines the responsibilities of ministries and ministerial-level agencies in ensuring that children can participate in children's affairs.

[22] As noted earlier, an important finding of ENHANCE's pilot of labor inspection in the informal sector, as well as the final NPA 2016–20 evaluation, was that further strengthening the capacity of commune and district-level child protection mechanisms to identify and refer children engaged in child labor to appropriate services was needed, given the limited capacity of the labor inspectorate and the still nascent development of multisector task forces, especially in zones not directly served by ENHANCE.

monitoring the education status of children receiving project services) became more challenging after the start of the COVID-19 pandemic. One district level official reported, *"Due to social distancing, we cannot conduct home visits, so we do not know if the children are working."*

Strengthened capacity to prevent child labor and provide decent working conditions for children aged 15–17 years old by enterprises in the garment, handicrafts, agriculture, and fisheries sectors (SOs 3.3 and 3.4). Based on document review and ENHANCE project management interviews, in collaboration with BWV, ENHANCE sensitized representatives from nearly 100 formal and informal garment sector enterprises on child labor detection and remediation but was largely unsuccessful in following up on its awareness-raising activities to mobilize factories and small workshops to establish and implement action plans to improve OSH and working conditions for minor workers. In addition to the project activity, BWV has a zero-tolerance protocol that requires its enterprise advisors to report cases of child labor to MOLISA for follow-up. The program has provided guidance to BWV factories on ways to detect false identification papers, sometimes used by young workers to circumvent factory minimum age hiring policies.

Outside the garment sector, ENHANCE provided training to 81 small enterprise managers on improving OSH and working conditions for minor workers and contributed to the creation of seven model enterprises. An owner of a small candy-making business who participated in the latter activity reported to the evaluation team, *"I learned many new things. Before I had recruited some children under 16 years old, but after participating in training, there are no more children working in my shop."*

Improved access to education, job orientation, vocational skills training, and apprenticeships linked with employment prospects by children engaged in or at risk of child labor (SOs 3.6 and 3.7). Based on document review, MOLISA, DOLISA, and implementing partner accounts, ENHANCE contributed to a variety of educational and vocation services for at-risk children. Based on ENHANCE M&E data, 4,850 children received educational services (92 percent of the targeted number) from the project, which included schools supplies and uniforms and health insurance cards distributed to children by DOLISA and provincial MOET offices. In addition, ENHANCE helped 500 youth to access vocational training (65 percent of target) with referrals to public and private vocational training programs and apprenticeships, tuition and travel subsidies, and, for some, inputs to their own enterprises.

- In collaboration with MOET, ENHANCE also adapted Know About Business (KAB), an ILO methodology to promote enterprise culture and entrepreneurship awareness in schools, and introduced it into 32 secondary schools in each of the project's three provinces.[23] Following ENHANCE-supported pilot testing,[24] the adapted KAB modules and guidelines were validated by MOET and are available on its website for use in both in-school and after-school programs. ENHANCE reported that the students who participated in the program, who were either engaged in or at risk of child labor, gained confidence through the course, which involved group work, games, and roleplays. Teachers reported using the materials in the vocational orientation activities.

- Addressing the need to improve the quality of career orientation and vocational training services available to vulnerable youth, in collaboration with MOLISA's Directorate of Vocational Education and Training (DVET), ENHANCE contributed to training and guidelines on

---

[23] Implemented in more than 50 countries, KAB is a training methodology and curriculum developed by the ILO that aims to promote awareness among young people on the opportunities and challenges of entrepreneurship, working in enterprises, and self-employment, as well as their role in shaping their own future and contributing to their country's economic and social development. The project proposed to adapt the methodology in responses to MOET's request for ILO support to improve entrepreneurship education in schools.

[24] Based on project documentation, KAB curriculum was then piloted among 1,910 students, including beneficiary children and other groups in six lower secondary schools in four districts of Hanoi. KAB has also been piloted and implemented in nine secondary schools and one upper secondary school in An Giang.

vocational counseling. The materials included tools to help children and other groups needing career counseling[25] to identify their interests and strengths and information on available education and vocational training options. In addition, orientation materials included content on the labor code regulations for minor workers.

- To improve school-to-work transitions, ENHANCE and DVET developed guidelines for market-oriented curriculum development and trained relevant DOLISA administrators and training institution officials on their application. The project also supported vocational training institutes to develop three new market-oriented,[26] short vocational training programs based on an assessment of employers' demand. Planned piloting of the materials scheduled for 2021 has been delayed because of COVID-19 restrictions. The project is currently considering whether some of the training can be provided online.

Improved economic status of households and youth (SO 3.8). Approximately 1,200 household members with children engaged in or at risk of child labor (about 60 percent of the target) received technical training or other assistance to improve their livelihoods. Livelihood assistance models and service providers varied in the three target provinces (see Exhibit 7). In all cases, the project reported carrying out value chain and market assessments to determine promising income-generating activities. In Hanoi, the project originally planned to focus on improving handicraft producer livelihoods but in the second phase expanded into agricultural activities such as pig raising and vegetable growing.[27] In An Giang, the project helped with various agriculturally based income generating activities, such as mango juice processing and spray irrigation systems for chili production. In HCMC, the project mainly helped household members to join technical and vocational training courses. In most cases, project assistance to households included technical training, the provision of needed inputs, and training or technical assistance related to marketing.

In addition, DOLISA and implementing partners reported that the project organized awareness raising for participating households on laws forbidding child labor, its negative consequences, and the importance of education. Implementing partners reported that it was challenging in some cases to get parents to participate in awareness-raising activities. One participating household representative interviewed by the evaluation team reported understanding that the livelihood support was to enable parents and guardians to support their children's development and schooling and to reduce child labor.

Exhibit 7: ENHANCE Livelihood Support and Vocational Training Providers

Organization	Livelihood support activities
Centre for Technology Transfer and Services (CTTS), Can Tho University	· Delivered project livelihood services in 4 districts in An Giang province · Offered technical support and inputs for the development of mango processing unit, fertilizer production, and chili, mango, soybean plant production · Also provided training courses on business management skills
Social sciences and Humanities Research Center, An Giang University	· Assessed needs and referred youth to vocational education or apprenticeships in four districts in An Giang province · Provided life skills training and awareness on child labor and the labor code

---

[25] These groups include workers who want to have a sustainable career, as well as children' parents.

[26] The three courses were air conditioning repair and maintenance, poultry farming methods and disease prevention, and pangasius farming and breeding.

[27] The midterm evaluation highlighted the need to identify vocational training opportunities for rural youth. ENHANCE's greater emphasis on supporting rural or semi-rural agriculturally based income generating activities partially addressed this recommendation. In addition, ENHANCE developed new vocation training curriculum related to poultry and fish farming.

Organization	Livelihood support activities
Saigon Children's Charity	· Offered vocational orientation counseling and placed vulnerable youth (14–17-year-olds) in vocational training programs
Chau Phu District Vocational and Technical Training School	· Offered vocational training courses: IT, accounting, veterinary medicine, plant protection and cultivation
Hanoi Cooperative Alliance (HCA)	· Delivered training and technical support to farmers in four communes in Hanoi province · Livelihood models included pig raising, onion and taro root cultivation · Participants also received financial education (how to access credit)
Vietnam Rural Industries Development and Research Institute (VIRI) and Vietnam Handicraft Exporters Association (VIETCRAFT)	· Provide technical support to ENHANCE project communes in Hanoi in bamboo crafts · Conducted awareness raising for craft enterprise owners on OSH · Provided vocational training to youth

3.2.2 Intervention Models' Responsiveness to Targeted Children and Household Needs

Reported outcomes of education and livelihood support models

Based on project M&E data reported in October 2020, 85 percent of beneficiary children who received education and vocational training services from ENHANCE regularly attended some form of education in the six months preceding October 2020, nearly attaining the project's target rate (90%). Based on project personnel reports, most children enrolled in vocational training had not yet finished their training nor received support to find a job, a key outcome sought by the project.

Based on a very small number of evaluation interviews, participants in project vocational training programs were satisfied with the support they received. For example, one youth who participated in vocational training in An Giang reported, *"I feel good about ENHANCE support. In addition to the training, I also received tools and supplies to set up my own beauty shop in my parents' house. … Now I do not have to work under the sun and in faraway fields anymore."* Before receiving training, she reported having dropped out of school and was regularly going out with her father to fish from two to six in the morning and was also helping with family agricultural activities. Following the training, she reported earning sufficient income from her beauty shop activities; more recently, however, her income has deteriorated with the worsening pandemic.

Another participant reported taking part in a project-sponsored six-month vocational training course to become a cook. Prior to joining the course, he worked in a small restaurant. After completing his training, the participant opened a small restaurant with a group of friends. He reported, *"I can earn double and triple of what I could before receiving ENHANCE support. My parents can now have some savings and our life is getting better. However, since May 2021, we have had to close our restaurant due to COVID situation in HCMC."*

Despite these success stories, implementing partners also reported cases of children dropping out from project-supported programs to support their families.

Based on project M&E data and provincial stakeholder reports, participation in livelihood activities contributed to modest increases in participants' income as of October 2020, but not to the extent anticipated. An internal assessment of the first phase of livelihood activities in An Giang, conducted by a project service, provides information on factors affecting livelihood service results: *"According to the assessment of the project's implementation results, the above activities [livelihood models tested in An Giang] are still primitive, fragmented and not yet replicated for the community of target groups. The main reason for this limitation is due to short project cycle (from April 2019 to March 2020), [the] Covid-19 epidemic, changes in production master plan, and the target households' immigration to other localities outside the province."*

Based on evaluation interviews and document review, participants in the intervention model on mango juice processing reported initially positive results. Their juice was selected by the province to be a model product and participants' incomes initially rose. However, following the onset of the pandemic, demand dropped off and participant income declined. In another case, a participant in project-supported mushroom production reported that she was able to sell her mushrooms but that the volume of inputs provided by the project was not enough to produce enough mushrooms to significantly increase her household income. As a result, she maintained other parallel activities to meet household needs.

Need for more differentiated intervention models

A few key informants from the ILO, MOLISA, and other implementing partners identified the need for more differentiated interventions (for example, interventions specifically tailored to the needs of particular groups of vulnerable children and households or to address economic sector-specific factors contributing to CL) to address specific challenges affecting children based on their gender, membership in some marginalized groups, and/or involvement in specific types of hazardous work.

Gender differences. A few ILO and MOLISA officials suggested that future projects should identify differentiated intervention strategies addressing specific gender associated needs more effectively. Although not available when the project was designed, NCLS 18 and KAP survey results showed important gender-based differences. For example, the research showed that boys were more likely to be asked to forgo schooling to contribute to family livelihoods than girls. Boys also faced significantly greater exposure to hazardous work than girls.

However, most individuals consulted by the evaluation across all stakeholder groups thought that gender had been adequately integrated into project activities. For example, ENHANCE had gender-specific beneficiary targets, which it monitored and reported on. The project used some gender-related criteria to identify participants for project support programs (for example, female-headed households). In addition, it reported making efforts to avoid gender bias in its career orientation activities.

Needs of specific marginalized groups of children. The project document and midterm evaluation report highlighted challenges affecting children of migrant workers; while it made efforts to address these issues, ENHANCE project managers, MOLISA counterparts, and implementing partners reported that serving migrant children was challenging and complex due to their mobility, the socio-economic conditions they faced in destination zones, and related educational challenges. For example, based on implementing partner reports, ENHANCE was challenged to identify appropriate livelihood support for migrant worker households in HCMC, many of whom could not afford to forego working hours to participate in project training activities. A few project staff reflected that a future project should consider more focused strategies in sending zones to offer alternatives to labor migration.

Cognizant of these challenges, GVN stakeholders identified trafficking and labor migration for labor exploitation as a priority in its Alliance 8.7 roadmap. During the stakeholder workshop, a MOLISA official likewise pointed out new, emerging issues affecting migrant children and their families. Many have lost their jobs and returned to their home villages with needs for reintegration support. MOLISA officials also suggested the need for differentiated strategies to prevent or reduce child labor among other vulnerable groups, such as orphans, children with disabilities, and children of ethnic minorities.

3.2.3 Project Management and Coordination Effectiveness

After a slow start, when ILO, MOLISA, and DOL officials reported differences in the three institutions' management systems and expectations challenged effective collaboration and created unanticipated delays, implementation greatly accelerated in the latter half of the project. Based on ENHANCE output-based budget financial reporting, whereas from late 2015 to the end of 2018, ENHANCE had spent only 25 percent of its activity budget, this figure jumped to 76 percent by the end of 2020. Spending dropped off in the first quarter of 2021, pending GVN approval of the project's $2 million extension.

Exhibit 8: ENHANCE Annual Expenditures on Activities, 2015–March 2021
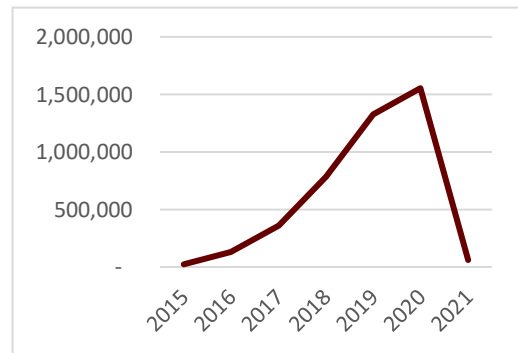
MOLISA, DOLISA, ILO, and USDOL officials and document review showed a variety of management, communication, and coordination-related challenges that impeded progress at key moments in the project's implementation.

Early differences in ILO, GVN, and USDOL's management systems and expectations. USDOL, ILO, and MOLISA officials reported that aligning management systems, as well as their expectations on how the project would be carried out, were significant initial challenges that were largely overcome by the time of the midterm evaluation in late 2018. Initially, MOLISA expected that most project funding would flow through it and that it would have a strong role developing annual workplans and deciding on resource allocations. MOLISA officials highlighted that they needed detailed financial and other information to meet the GVN's internal reporting requirements. For example, one official recounted, *"In principle the Project Management Unit (PMU)[28] is responsible for managing the project, but our members only knew the activities that they were directly involved in. We didn't have information from other partners like employers or from research institutes."* DOLISA officials expressed similar views on their role at the provincial level.[29]

Evaluation key informants reported many factors that helped ENHANCE overcome this challenge. These included effective dialogue and willingness to find compromises within the project steering committee, which was composed of representatives from MOLISA, USDOL, and ILO,[30] useful management contributions from the ILO Country Director in Vietnam,[31] and various team building, information, and knowledge-sharing events that improved communication and coordination.

MOLISA and ILO officials reported that implementation agreements with MOLISA departments (e.g., DCA, legal affairs, communication center, inspection, DVET) and DOLISA in the three target provinces were effective increasing coordination as well as GVN satisfaction and buy-in. One labor official

---

[28] The PMU was established with 10 members from different agencies with MOLISA under the direction of the DCA. Individual members were designated as focal points covering different aspects of ENHANCE implementation and charged with coordinating activities in their area with ENHANCE and ENHANCE consultant. The PMU is involved in annual work planning and receives financial information on the activity budget.

[29] The midterm evaluation highlighted this that DOLISA were dissatisfied with the level of communication between them and ILO's other implementing partners. This was partially addressed by sensitizing other implementing partners on the important of communication with DOLISA and by organizing knowledge sharing events and monitoring visits with and by MOLISA and DOLISA officials.

[30] The tripartite management committee guiding the ENHANCE project was different than typical committee overseeing ILO projects because it was composed of DOL, ILO, and MOLISA representative rather than the government and social partners. The committee met annually to review and approve annual workplans.

[31] For example, the ILO director met with his counterpart, the vice minister of international cooperation, to find solutions on key differences including the project's level of financial disclosure and frequency of reporting required by the GVN. The country office also organized an ENHANCE project management team and MOLISA team-building retreat to discuss and brainstorm solutions.

reported, *"I appreciate the approach of ENHANCE. They let us be active. They gave us a role."* At the time of the final evaluation, DOLISA officials still perceived that the department's role leading interventions in target provinces could have been reinforced and implementation made more efficient had it been allowed to contract service providers directly.[32] Also cited in the midterm evaluation, DOLISA reported that by contracting implementing partners directly for the delivery of provincial level programs, ENHANCE procedures undermined its coordination role and sometimes led to delays in monitoring and reporting on results.

At the time of the final evaluation, both national and provincial-level GVN officials and other implementing partners expressed overall positive views on the quality of communication and coordination with ILO project managers. For example, project counterparts frequently described project personnel as "dedicated" and "helpful" and open to their suggestions. Based on document review, in addition to its donor-directed technical progress reports, ENHANCE produced nine newsletters with detailed updates on project activities. In addition, the project organized several meetings and national workshops with MOLISA and DOLISA officials, project implementing partners, and ENHANCE personnel during which participants shared project learnings and discussed how to overcome problems.

Long review and validation processes. USDOL, ILO, and MOLISA officials highlighted that lengthy GVN approval processes constrained progress at times. Among other factors, officials indicated that Vietnam's relatively stringent regulations governing the management and use of overseas development cooperation funds were an important factor behind the delayed approval of the project document and, later, the approval of the project extension. ILO and other UN officials consulted during the evaluation reported it was common for these types of approval processes to take time because they need the validation of officials high up in the GVN. Unfortunately, because of delayed approval of the extension budget,[33] provincial-level stakeholders reported that the gap in project direct services had negative consequences on some participants, especially youth participating in vocational training activities, some of whom outgrew project support.[34]

Delays were not limited to the project document and extension approval. ENHANCE project managers reported that multiple offices within MOLISA needed to review and eventually sign off on many project deliverables. Based on document review, key documents often went through many rounds of review and testing and required several months to complete. Based on both MOLISA and project accounts, many of the project counterparts within MOLISA are understaffed relative to the large scope of their responsibilities. Project managers reported assisting counterparts by hiring external consultants and calling upon ILO specialists for support. ENHANCE project personnel perceived that in many cases the delays in getting approvals were compensated by MOLISA's strong ownership of project-produced methodologies, materials, and results. One ILO official reported that ownership of project deliverables often influenced policy, reinforcing project impact and sustainability.

Slow procurement processes and staff turnover. Several provincial-level stakeholders, including DOLISA officials and implementing partners, remarked on ILO's slow administrative and procurement processes, which they said created problematic delays in the delivery of assistance to children and households. While the midterm evaluation encouraged that ENHANCE quickly launch its intervention models following the evaluation, various stakeholders reported implementation challenges that slowed

---

[32] In past ILO projects, MOLISA and DOLISA had more comprehensive implementation agreements with ILO. These past agreements charged them with selecting and overseeing other service providers. Because of U.S. regulations, it was not possible for ILO to follow the same procedure within the ENHANCE project, so ILO contracted the service providers separately.

[33] Approval was provided in May 2021.

[34] The midterm evaluation underlined the importance of rapidly mobilizing project resources for direct services to participating children and households. However, the project was only partially successful because of delays in getting approval for implementing partner contracts.

down the provision of services. In several cases, project counterparts reported that school supplies and livelihood supports were delivered so late that they were no longer relevant to the recipients' needs. ILO administrative staff said that the delays were often due to DOL and/or ILO procurement policies, which required competing price offers or a formal bidding process for most types of procurements, including relatively small dollar value ones.

In addition, MOLISA and ILO officials reported relatively high rates of ILO staff turnover, which they said created minor disruptions. Project management personnel explained that turnover was attributable to its personnel approaching the end of their contracts without guaranteed extensions (an issue related to delays in project extension approvals). The same key informants noted that there was relatively good continuity within key project staff positions. The departure of the international chief technical advisor (CTA) occurred in early 2019, according to the schedule in the original project document staffing plan. ILO officials noted that by early 2019, many of the important project management challenges, especially those of a political nature, had been overcome. An experienced project staff member as project director and, based on stakeholder reports and the acceleration of project implementation in the latter half of the project, provided capable project leadership.

3.2 Sustainability

In this section, the evaluation report discusses the potential sustainability of ENHANCE's positive results as well as the likelihood that current efforts to prevent and reduce child labor will continue or increase in Vietnam. The evaluator addresses these issues with analysis of supporting and constraining factors, as highlighted in KIIs and document review.

Summary of key evaluation results on Sustainability

- Project personnel, MOLISA and DOLISA officials, and other implementing partners cited the project's successes harmonizing labor laws with ILS, building MOLISA and DOLISA capacity to implement the NPA 2016–20, and mainstreaming training and capacity-building tools into the regular activities of the labor inspectorate and the child protection system as important positive contributions toward sustainability

- Key informants also cited the new generation FTAs signed by Vietnam as an important contextual factor likely to favor sustained action. However, the same key informants also described persistent systemic challenges and gaps in project support that would likely slow progress and suggested that continued efforts by both national and international stakeholders was necessary.

- Among others, continuing systemic challenges identified by stakeholders and highlighted in project and other documents included the inspectorate's capacity to enforce labor laws, especially in the informal sector, employers' ability and will to monitor CL in the lower tiers of their supply chain, budget and capacity to provide needed support services to vulnerable children and their households nationwide, various challenges associated with CL and labor migration, and persistent beliefs that children have an obligation to contribute to their household's livelihood.

Legal framework improvements. MOLISA and ILO officials perceived the 2019 labor code reform, which extended labor laws and labor inspection jurisdiction to informal sector economic activities and updated what constituted permitted and unpermitted occupations and working conditions for minor workers, to be an important milestone supporting sustained efforts to combat child labor. Although it constitutes an enduring legal framework to define actions on child labor, several key informants also highlighted enforcement-related challenges. For example, following the project-supported pilot, which tested an approach to the inspection of informal sector workshops for compliance with the updated child labor and OSH laws, MOLISA and project personnel observed the following:

- No child labor was detected; labor inspectors found children were working with their families but not for sufficiently long hours for it to be considered child labor.

- Some households were open to receiving labor officer visits, whereas others were not.

- The pilot contributed to increased awareness of child labor in the target villages.

- The resources needed to maintain this activity exceeded currently available resources at the central and provincial levels. Therefore, additional efforts were needed to build capacity at the district and commune levels for child labor monitoring.

The last point was underlined by multiple stakeholders, one of whom said, *"With our existing number of inspectors, if we were to visit every enterprise in the country, it would take 50 years. This is only the formal sector, not to mention the informal sector."* Moreover, as previously highlighted in section 3.2.1 on progress achieving planned outcomes, ENHANCE supported the DCA to develop guidelines on the detection of child labor and provision of supportive services, which were validated by MOLISA for use nationally. However, the project has not yet piloted the guidelines extensively to document lessons learned. In addition, the inspectorate requested ENHANCE's assistance to develop a specific checklist and procedure for district and commune-level labor officers and related training, tasks that are outstanding at the time of the evaluation.

NPA 2021–25 vision 2030. MOLISA and DOLISA officials, as well as other implementing partners, frequently cited ENHANCE's contributions to the NPA 2016–20 and the prime minister's validation of the next phase of the program as a key achievement favoring sustainability. The final evaluation of the NPA 2016–20, which was based on fieldwork and data from 43 provinces, provided many insights into potential outcomes of the first phase of NPA implementation. It highlighted several successes as well as suggested areas of needed improvement to be addressed in the next phase. The following are some key conclusions:

- Both awareness and capacity have advanced across all provinces based on the rollout of training on child labor concepts, especially among provincial level labor officers but less successfully at lower levels. The report concluded that because of the NPA, *"the capacity to address child labor has advanced across all provinces but has not reached deeply at the district and community level."*

- The most intensive area of activity was in communications and education to raise societal awareness. The report concluded, "*The effects of these communications are beginning to be seen among children and parents."*

- Although most provinces began their implementation in 2017, much of the capacity-building support was not delivered until 2019. The report concluded that relatively late delivery of guidance, with only two years remaining in the program, *"limited the overall quality of implementation—particularly the capacity to provide supportive services to children identified as at risk or engaged in child labor."*

- The provinces lacked "*the budget, guidance, and expertise to implement models of support to children and families in a way that could be attributed to the [child labor] program. However, supports to vulnerable children are being provided across the country through other, existing [child protection and poverty reduction] programs.*"

Mainstreaming capacity building on child labor into child protection and labor inspection activities. Based on MOLISA and DOLISA official reports, ENHANCE was largely effective at mainstreaming child labor into various child protection and labor inspection policies, procedures, and training activities. MOLISA officials highlighted that this mainstreaming approach was important to capitalize on available resources within existing government programs rather than creating temporary, child labor-specialized units that would likely not be sustainable after the project's end.

"From the beginning, we agree that whatever we do should be sustained as a routine activity when the project ends."

- MOLISA official

An important aspect of ENHANCE's mainstreaming approach, as documented in project reports, and cited by MOLISA and ILO officials, was the significant involvement of GVN counterparts in the development and validation of communication and capacity-building materials and policy guidelines. One ILO official elaborated on ILO's rationale, *"Going through that process [getting GVN validation], was seen as important for cementing the work and anchoring it in the government."* In most cases, the project reported that it adhered to government-prescribed review, testing, and validation processes. As previously highlighted in this report, these processes slowed down implementation in several instances. However, because they have been officially validated, many ENHANCE methodologies and materials were accepted and were ready for use outside the project context and timeframe at the time of the evaluation (July 2021). Notable examples include the UCL and SCREAM training packages, the labor inspection training modules and checklists, and various communication packages, which, according to project reports and stakeholder accounts, have already been appropriated and used by MOLISA in its own training programs and other activities outside ENHANCE's three target provinces, with GVN funding.

Project and project implementing partner personnel also highlighted opportunities for further mainstreaming of child labor topics into the programs and policies of other ministries, including for teacher (MOET), agricultural extension agent (MARD), and health care provider (MOH) training programs. Both the Ministries of Education and Agriculture are part of Vietnam's national Alliance 8.7 working group, which established child labor in agriculture and child labor in education as priority work areas.

GVN commitments to uphold ILS in trade agreements. Several MOLISA officials, as well as project and other documents, highlighted that the country's performance in meeting child labor and forced labor standards is increasingly critical in the context of Vietnam's economic integration in the global economy. More explicitly, they cited Vietnam's commitments within the current new generation FTAs to which Vietnam is party, which include social clauses requiring Vietnam to ensure respect for ILS.[35] One MOLISA official said, *"Child labor is no longer a taboo issue in the country. It is mentioned in the FTAs. That is why the government will continue to address child labor."* Employers' organization representatives reported being aware of the potential benefits of these agreements in terms of improved access to international markets as well as the potentially negative consequences of failing or being seen to fail to detect child labor in its supply chains. One ILO official remarked on the effect of FTAs, *"What is different about Vietnam today is the importance of labor conditions in the context in the FTA. It is now very clear that national stakeholders want to take these things seriously. … Vietnam is beginning to own its role as an [Alliance 8.7] Pathfinder country. It has no hesitation to share practices. For me that is a sign of sustainability."* Although mostly seen as positive, several key informants also highlighted risks associated with the spotlight placed on Vietnam's labor practices. For example, one key informant reported, *"The government is under pressure to showcase their compliance. They want to show that everything is ok. From my perspective, improving labor practices will be a long struggle."*

Effects of pandemic on vulnerable groups. Whereas Vietnam's steady economic growth and social policies in recent years have been favorable to decreasing child labor prevalence (based on document review), national stakeholders participating in the evaluation validation workshop speculated that the COVID-19 pandemic had set back some of this progress. They highlighted that COVID-19–related school closures, restrictions on movement, and the closure of international borders had had an especially negative effect on Vietnam's poor, who, lacking access to social insurance programs, are most susceptible to turn to child labor to supplement household livelihoods. Based on DOLISA, implementing partners, and interviews with children and households participating in project education and livelihood service activities, initial capacity gains among project-served children and households

---

[35] For example, the Comprehensive and Progressive Agreement for Trans-Pacific Partnership and the Free Trade Agreement between Vietnam and the European Union, both signed in 2019.

have been negatively affected by school closures and the slowdown in the economy. Because of this, ILO and MOLISA officials highlighted that both short- and medium-term responses are required to mitigate the negative effects of the pandemic, including on child labor prevalence.

Resource availability: Based on the NPA 2016–20 final evaluation report, government allocations to the NPA amounted to a total of 4 billion VND ($175,000) from financial years 2017 to 2020. Of this total budget, 72.25 percent was spent on national-level activities, including developing guidance documents, communications, capacity-building activities, and legal framework advocacy regarding the labor code. A total of 27.25 percent was allocated to support implementation in three provinces. As previously reported, GVN officials mobilized additional resources through its other existing child protection and poverty reduction programs. In addition, the GVN reported it allocated 4.5 billion VND ($197,000) for the national CL survey in 2018.

One MOLISA official noted that government-sponsored social protection programs for workers who had lost their jobs during the pandemic would likely constrain social protection budgets post-pandemic. Several MOLISA officials highlighted that ENHANCE's financial support for child labor programs had enabled higher levels of support than would likely be the case following the project. They noted other international support for child labor programs, such as UNICEF activities, a new World Vision program on hazardous child labor and a Save the Children Program serving migrant children in HCMC. ILO and MOLISA officials hoped that the country would be able to mobilize additional support for its next phase NPA and to contribute to progress against its Alliance 8.7 priority action areas.

4.   PROMISING PRACTICES AND LESSONS LEARNED

4.1 Promising Practices

Conducting and disseminating research to refine project intervention strategies, mobilize stakeholders, and influence GVN and other partner policies and practices. ENHANCE reported collecting and using baseline data, KAP surveys, value chain assessments, and other assessments to refine its intervention strategies. One ENHANCE program manager highlighted that project needs assessments were a key to successful capacity building activities, explaining that *"we needed to analyze the functions of the stakeholders, their capacity as well as their needs in terms of support. From that we developed an action plan or training materials."* Similarly, project and implementing partner personnel reported that ENHANCE's value chain assessments formed the basis for developing livelihood models tailored to local market demand and the needs and capacities of families within the livelihood component of the project. Finally, ILO and MOLISA officials and other implementing partners highlighted that NCLS 18 provided needed evidence to convince national stakeholders of the need to address child labor and to guide the development of related policies and programs.

Implementing project activities in partnership with relevant host government agencies, such as MOLISA. Evaluation results show that ENHANCE developed implementing agreements with various MOLISA and other GVN agencies to carry out specific project activities. For example, ENHANCE contracted with the government office in charge of statistics (GSO) and with MOLISA's research agency (ILSSA) for the child labor survey. It also worked with the MOLISA legal department to finalize labor code articles, with the Communications Center for TV and radio broadcasts, and with the labor inspectorate to pilot labor inspection in the informal sector. Within the context of Vietnam's strong centralized governance structure, these implementing agreements were an effective means to ensure that activities were implemented successfully, obtained needed GVN buy-in, and were sustainable.

South/South[36] knowledge-sharing activities. ENHANCE featured several activities aimed at fostering knowledge sharing between countries in the region on ways to effectively prevent and reduce child labor. For example, ENHANCE sponsored a study trip by a Vietnamese tripartite delegation to learn about the Philippines' experiences combatting child labor. Vietnam hosted a knowledge sharing and training workshop for stakeholders from Indonesia, Myanmar, and the Philippines. MOLISA officials underscored the high value they placed on learning from other countries' experiences to guide the development of Vietnam's own child labor policies and programs.

Use of diverse and creative communication strategies targeted to specific audiences. Following a project-commissioned media assessment, which provided guidance for the development of key messages, target audiences, and potential communication channels, ENHANCE carried out a comprehensive communication strategy. It used both traditional and nontraditional methods and channels, such as posters, billboards, and brochures, state TV, radio, and newspapers as well as more youth-oriented social media (Facebook, Instagram, and YouTube). Different methods were effective in reaching different audiences. For example, various MOLISA, ILO, and implementing partner personnel found SCREAM effective in reaching school children and fit in with existing school civic education activities. The previously cited competition targeting journalists and the ongoing "Music Against Child Labor Song Competition" are additional examples of creative approaches to mobilize and inform different population segments.

---

[36] South/south exchanges allow countries with similar levels of economic development to exchange knowledge and information to improve their policies and practices.

Although strictly speaking not a communication activity, ENHANCE partnership with the University of Vietnam School of Law master's program on Human Rights was likewise an innovative and effective means to educate future leaders and activists on child labor.[37] A university official affirmed the activity's potential contribution: "*The academic community has their own power. They can influence society and the government as well. They can provide solutions.*"

Collaboration with the Vietnam Cooperative Alliance (VCA). ENHANCE collaborated with VCA on awareness raising and livelihood support activities. ENHANCE trained VCA educators and officers on the prevention and reduction of child labor and on the SCREAM package. Several ILO and MOLISA officials highlighted the strategic value of working with VCA, given its strong presence in agricultural zones and focus on improving livelihood activities in family enterprises and small holder farms where child labor is most prevalent.

Offering free lunches in schools serving vulnerable children. ENHANCE provided support to a humanitarian school in HCMC serving migrant children. Through project support, the school offered school lunches, a strategy both project managers and DOLISA officials reported to be effective at keeping migrant children in school for longer hours. According to the school's director, "*Before ENHANCE support, children went to school for a half day and left before lunch time … some children were met by their parents at the school gate with lottery tickets in hand—they went sell those on the street. Since we started providing lunch, many of these children stay in school, had a good meal, a good rest, and time to study in the afternoon.*"

4.2 Lessons Learned

Communication should be not only about the dangers of child labor but also about services that aid affected children and households. Key informant interviewees and KAB results suggested the need for more communication on where victims, vulnerable children, and households can go to find support. Responding to this need, a MOLISA official reported that ENHANCE had supported communication activities to promote the DCA child hotline, a national number that citizens can use to report cases of child neglect or abuse, including cases of child labor. Based on KII and document review, communication on the hotline had led to wider community awareness and use of the service. ENHANCE or a future project may also consider ways to communicate about available social protection programs and educational programs for marginalized children as well as the specific requirements and procedures to follow to receive services. Rather than conducting mapping activities for its own use only, future projects should consider how to package information on who is providing what kind of service and make it available to other service providers and the public.

To increase positive outcomes, project livelihood assistance needed to be provided over a longer period. Within the project's livelihood component, implementing partners reported that services needed to be extended for a longer time to cement learning, improve practices, and increase livelihoods sustainably.

---

[37] In 2020, ENHANCE signed an implementing agreement with the university to develop a textbook on child labor for use in its master's in human rights program and to coordinate a conference on CL in ASEAN countries by the Southeast Asia Human Rights and Peace Studies network during which researchers shared the results of their work on child labor topics.

5. CONCLUSIONS AND RECOMMENDATIONS

In this section, the evaluation team presents its main conclusions about the project's overall implementation and its progress for each evaluation criterion. The team also makes recommendations based on the evaluation findings presented in Section 3.

5.1 Conclusions

5.1.1 Relevance and Coherence

The project document and associated monitoring frameworks were well formulated and clear. USDOL and ILO officials effectively engaged national stakeholders in the development of the project document and its monitoring tools, which contributed positively to stakeholders' overall understanding of project objectives as well as how progress would be measured. Although achieving consensus on the definition of CL was a long and challenging process, project and other complementary ILO efforts resulted in a clear, operational definition of CL that is aligned with Vietnam's Labor Code, associated circulars, and ILO Conventions 138 (Minimum Age) and 182 (Elimination of the Worst Forms of Child Labor).

The ENHANCE theory of change addressed key challenges affecting the prevalence of CL in Vietnam in a timely and comprehensive way. ENHANCE's three-pronged strategy effectively addressed critical gaps and challenges. It proposed timely interventions to reinforce the national framework of laws and policies, as well as stakeholders' capacity to implement associated programs at the national, provincial, and local levels. ENHANCE developed direct intervention models to reduce and prevent CL in economically diverse locations where CL is prevalent. At the same time, the project aimed to raise awareness among responsible agencies, especially within MOLISA, and a broad cross section of society at national, provincial, and local levels on the negative consequences of CL, as well as national laws that prohibit it. These various strategies and interventions were especially relevant and timely to boost MOLISA's institutional capacity to carry out NPA 2016–2020. Moreover, various stakeholders affirmed that ENHANCE's holistic approach was a critical factor to its many achievements.

ENHANCE was largely effective in adapting its strategies and activities based on the results of project needs and other assessments (baseline assessment, knowledge, attitudes and practices survey, institutional capacity needs) as well as recent legal and socioeconomic developments in Vietnam. ENHANCE made effective use of its research to adapt its geographic and sector targets and to design intervention strategies that addressed GVN's counterpart needs and capitalized on existing programs and market opportunities to serve vulnerable children. The project also reacted relatively effectively to unforeseen events and developments. Responding to the 2019 labor code revision, especially its extension to the informal sector, ENHANCE supported a timely pilot on labor inspections on CL in informal workplaces. Until mid-2021 (about the time of the evaluation), Vietnam had been spared from many of the worst effects of the COVID-19 pandemic and, as a result, ENHANCE's response to changes in the project implementation environment resulting from the pandemic had likewise been relatively limited, but largely effective, at maintaining the pace of project implementation. However, more important adjustments are likely to be required in the project's remaining months until March 2022.

ENHANCE was well aligned with the objectives of national programs on child protection and child labor and with the broader objectives of the Decent Work Country Program (DWCP) 2017–2021. The project directly and indirectly contributed to these national program objectives by developing useful communication and capacity-building resources and testing intervention strategies. ENHANCE

was effective at mainstreaming project interventions into counterparts' existing training and support mechanisms, which was useful for replicating project activities in non-project zones and promoting their sustainability. ENHANCE's integration within ILO's larger country program supporting DWCP implementation enabled it to capitalize on synergies with other projects. Examples included joint ILO project efforts on improving occupational safety and health (OSH) standards for young workers, harmonizing its labor code with International Labor Standards (ILS), and building the capacity of the labor inspectorate.

5.1.2   Efficiency and Effectiveness

ENHANCE made significant progress toward its life of project (LOP) outcome and output targets in the first two project outcome areas but is behind in the third, based on April 2021 reporting. Both the project's first component on capacity building of national institutions and stakeholders and its second component on raising awareness of CL had achieved most of its output indicator targets and many of its outcome indicator targets at the time of the evaluation. Outcome 2 largely exceeded many output targets. Component 3 of the project, on intervention models to prevent and withdraw children from CL, was much less advanced, having achieved or nearly achieved seven out of 17 (41 percent) of its output indicator targets and only two out of seven (11 percent) of its outcome indicator targets one year prior to ENHANCE's scheduled end. With the most severe COVID-19 wave to date ongoing, there is significantly greater risk that some planned activities will need to be scaled back or redesigned in the final months of project implementation, especially within the project's third component on intervention models. Based on the former and ILAB proposed four-point rating scale, the evaluation team rates the level of achievement of outcomes one and two as "high" and outcome three as "low". Additional analysis on the evaluation performance ratings by outcome is provided in Annex E.

Under outcome 1, ENHANCE-supported legal framework and knowledge base strengthening, as well as its training modules and activities, contributed to significant national capacity improvements. One of the key project achievements under component 1 was the National Child Labor survey, which provided reliable estimates of working children and CL disaggregated by sex; urban versus rural; and economic, social, and geographical domains. In another notable achievement, the project provided technical assistance and organized policy dialogues that resulted in the 2019 Labor Code revision, which took effect in January 2021, with new articles and circulars on the protection of minor workers. A remarkable reform that was several years in the making, the new code extended the scope of labor laws, including laws limiting children's work to include the informal sector, where most CL is prevalent. In addition, ENHANCE improved MOLISA's and DOLISA's capacities to implement the national action program on CL with its support for management guidelines, training methodologies, communication materials, and technical assistance for monitoring progress. Although continued efforts are needed to dynamize the program at district and commune levels in non-project provinces, project methodologies and tools are already being utilized by GVN counterparts in most of Vietnam's 63 provinces.

ENHANCE's contributions to improve labor inspection checklists and training modules were likewise effective and have been mainstreamed into MOLISA's annual training programs. However, overall, MOLISA's capacity for CL detection, especially in the informal sector, is an ongoing challenge, requiring continued investments to strengthen the labor inspectorate and community level monitoring and referral mechanisms, as well as continued self-policing efforts by employers.

Component 2 of the ENHANCE project contributed to increasingly open dialogue about CL, especially among policy and program makers, and the media to progress raising awareness

and changing attitudes and practices among other key target groups and the public. ENHANCE carried out a comprehensive communication strategy using both traditional and nontraditional methods and channels. The reach of project communication activities largely exceeded expectations for most target groups except at the community level and in schools. While highlighting the valuable contributions of the project-promoted Supporting Children's Rights through Education, Arts, and the Media (SCREAM) methodology and training, which involved more than 1,000 school children as well as diverse, annual World Day Against Child Labor events, the project's endline knowledge, attitudes, and practices (KAP) survey, as well as stakeholder feedback, showed a few enduring gaps in community-level stakeholders' knowledge of CL laws as well as where victims, vulnerable children, and households can go to find support.

ENHANCE's component 3's most important outcome was strengthened provincial and local stakeholder capacity in the project's three target provinces. ENHANCE trained more than 1,000 provincial, district, and commune level child protection and other officials from key grassroot and other government offices on the project-developed training package "Understanding Child Labor" and on how to identify and monitor children at risk or engaged in CL, more than double the number planned. ENHANCE's engagement of MOLISA, DOLISA, and Ministry of Education and Training (MOET) counterparts as well as other relevant implementing partners was effective in fostering a more coordinated and multisectoral response to CL, capitalizing on existing child protection mechanisms and poverty reduction programs.

ENHANCE's education and livelihood intervention models fell short of achieving most project supporting objectives but made effective use of existing ILO methodologies, community needs and market assessments, and mobilized relevant technical service providers. ENHANCE's various intervention models helped children to stay in school and acquire useful vocational skills and, in addition, enabled household members to develop new market-oriented income generation activities. Some of the models still require strengthening and better documentation of lessons learned. To date, the extent that children and households receiving project services achieved improved education and work status or livelihood improvements is less than anticipated. Some important contributing factors included the relatively short duration of project services resulting from component 3's implementation delays; challenges in effectively meeting the needs of migrant children and their households, COVID-19 related school closures, job losses; and the related economic downturn. Although ENHANCE developed and monitored gender-disaggregated beneficiary targets and maintained a policy of nondiscrimination, stakeholders reported few differentiated interventions addressing the specific needs and challenges of boys and girls.

Although differences remain between the three partners (GVN, DOL, and ILO) on project management modalities, the significant acceleration in project implementation since 2018 suggests the compromises agreed upon by each party have been largely effective. Solutions such as the creation of a project steering committee and signing implementation agreements with key GVN agencies improved coordination and strengthened GVN's role in project management. Nevertheless, ENHANCE continued to experience delays related to both ILO and GVN approvals and the project's slow procurement processes, highlighting the need for additional improvements in coordination and administrative systems.

5.1.3   Sustainability

With its contributions to harmonizing laws with ILS, strong emphasis on building stakeholder capacity and ownership, and progress mainstreaming CL into existing policy frameworks and programs, ENHANCE effectively contributed to sustainable action against CL in Vietnam. GVN's commitment, a key factor supporting sustainability, was seen in its desire to be actively involved in project work planning and oversight as well as in its efforts to scale up project activities (especially training and communication) to reach non-project provinces using its own resources. ILO facilitated these actions by ensuring that its methodologies and materials were appropriately reviewed, tested, and validated by GVN counterparts. Other promising factors suggesting that national efforts to prevent and reduce CL in Vietnam will be sustained was the Prime Minister's validation of the next NPA covering 2021–2025, Vietnam pathfinder status within the Alliance 8.7, and its Free Trade Agreement commitments, which require progress in eliminating CL in supply chains. However, various persistent challenges and gaps, especially in the detection of CL by labor and child protection officers, suggest that continued efforts by national and international stakeholders are necessary. Moreover, the effects of COVID-19 pandemic on Vietnam's most vulnerable populations risk setting back progress and therefore require renewed emphasis on social protection for vulnerable children and their households.

5.2 Recommendations

5.2.1 For USDOL, ILO, and MOLISA

1. Urgently consider ways to reprogram direct support budgets to assist vulnerable children and households and/or further project objectives, taking into consideration the potential for extended delays in planned services due to COVID-19 and time needed for most current education and livelihood interventions to be effective.

   o   Revive project steering committee meetings and use these as an opportunity to focus on exit strategies and opportunities for continued assistance (if such is possible).

2. In future child labor projects and programming, pay more attention to identifying specific child labor risk factors among boys and girls as well as highly vulnerable or marginalized groups and develop more targeted intervention strategies

   o   As part of future programming, conduct additional research identifying gender-based and vulnerable group-specific risk factors and needs.

3. In future child labor projects and programming, ensure that direct education and livelihood services are provided over a sufficiently long period to foster sustainable impact, either directly through project support or through the continued efforts of project partners. The ideal duration of services will depend on the needs of the recipient and the type of service.

4. In future child labor projects and programming in Vietnam, ensure that the roles and responsibilities of the donor, the grantee, and the recipient country are discussed and agreed upon at as early as possible in the project development process to avoid later delays. Agreements should adapt to the laws and capacity of the recipient country.

   o   Future programs may consider replicating the steering committee mechanism (composed of representatives of ILAB, the grantee, and GVN) to foster regular communication between the three parties and resolve differences.

5.2.2 For ENHANCE

5. Before ENHANCE ends in March 2022, continue efforts to scale up SCREAM TOT to non-project provinces, as well as revising and updating training and other communication materials, taking into consideration the revised Labor Code.

6. Before ENHANCE ends, pandemic restrictions permitting, prioritize piloting CLMS and document results.

- o Within the pilot, clarify roles and responsibilities of local child protection taskforce for child labor monitoring.
- o Clarify/develop referral mechanisms.

7. Prepare key stakeholders for end of ENHANCE assistance with clear guidance on future of project supported activities and strategies.

5.2.3 For MOLISA

8. Consider the feasibility of integrating a module on child labor in Vietnam's labor force survey, or another regularly implemented survey, to produce more frequent updates of the prevalence and characteristics of child labor in Vietnam.

- o Publish annual updates, potentially coinciding with June 12 annual World Day Against Child Labor commemoration events.

9. Building on child protection hotline good practice, future communication campaigns should include more specific information about where citizens can go and with whom to consult to find help.

- o Consider mapping and diffusing information in easy-to-use formats on available social service programs and providers in specific localities to help vulnerable children and households.

10. As part of the next phase NPA, develop and monitor actions plans on the replication of training packages to reach district and commune-level stakeholders in high-priority geographic zones.

11. Work with other GVN counterparts to mainstream training/awareness of child labor in other agency training programs (education, agriculture, health, law enforcement).

APPENDIX A: KEY INFORMANT INTERVIEW PROTOCOLS

ILO personnel: KII Protocol

1. How long have you been part of the ENHANCE implementation/oversight team? What are your main roles and responsibilities?

2. Under each of its three immediate objectives, what were ENHANCE's most significant achievements? What were "good practices" that contributed to these? Were any ENHANCE interventions less successful and why (lessons learned)? Were there any results, either positive or negative, that were not as expected/anticipated? (EQ1, EQ6, EQ11)

   ONE "Increased capacity of national institutions and stakeholders to identify, monitor and respond to child labor as part of the promotion of ILS"

   TWO "Awareness on child labor, associated hazards and legal prohibition raised among all levels of society"

   THREE "Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available"

3. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities benefit from project interventions?

4. What internal and/or external factors hindered ENHANCE's progress? How did Covid-19 affect results? (EQ10)

5. Based on project learning, how well designed was ENHANCE from the beginning? Was anything left out in the design of ENHANCE that was needed to achieve the project goal and objectives? To meet key stakeholders and beneficiaries needs effectively? In what ways, if any, has ENHANCE adapted its strategy to better respond to the evolving context (including Covid-19) or to stakeholder needs? (EQ2,4)

   · To what extent was the project's Logical Framework, including the desired outcomes, clearly identified and articulated from the onset? (EQ2) (to be asked of some but not all key informants in this category)

6. How, if at all, has ENHANCE integrated cross cutting gender concerns into its intervention strategies? Is there anything more that the project might have done to address women and girls' needs more effectively? Those of other marginalize or socially excluded groups (such as migrant workers) (EQ12)

   · In what ways was gender integrated into Enhance monitoring and reporting?

7. How did ENHANCE coordinate project design and implementation with its main Government of Vietnam (GVN) institutional partners? What was successful regarding coordination efforts? What was unsuccessful? How satisfied do you think GVN counterparts are with ENHANCE's efforts to include it in planning and monitoring interventions? (EQ7,8)

   · What challenges did ENHANCE experience in securing approvals for project implementation in relation to new and extended activities and deliverables?

   · To what extent and how has the project established links and coordinated with government-led efforts to eliminate child?

- To what extent was the project aligned with the objectives of national and provincial programs (the Vietnam Decent Work Country Program (DWCP) for 2017-2021, National Child Protection Program 2016 – 2022, National Poverty Reduction Program) The One UN Plan for Vietnam?

8. In what ways, if at all, did ENHANCE create/capitalize on synergies with other donor-funded projects in Vietnam? (EQ8)

9. To what extent and how are project activities/initiatives likely to be continued through Government or other organizations after the end of the project? (EQ14, 15, 16)

- To what extent and how are project stakeholders leveraging the project learnings in their own programs to combat child labor (currently or likely in to in the future)? What has ENHANCE done to facilitate this?

- To what extent do you think the benefits of ENHANCE's capacity building/awareness raising interventions will have enduring impact at the community/beneficiary level? What has ENHANCE done to facilitate this?

- What factors affect the extent results will be sustained? Is there anything more ENHANCE should be doing between now and the end of the project to enhance sustainability?

10. Did the midterm evaluation make useful recommendations? If so, has the project followed up on these? (EQ9)

- How did ENHANCE facilitate better communication between national and provincial level stakeholders?

- How did ENHANCE strengthen its focus on the needs of migrant children and their households?

- How did ENHANCE facilitate networking and referrals among social service providers at the provincial level?

- How did ENHANCE facilitate access to vocational training for rural youth (agribusiness, etc.)

- In what ways did ENHANCE systematically capacity development and document what works for different stakeholders?

- How did ENHANCE systematically vet volunteers?

11. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts about what we have discussed today?

USDOL Personnel: KII Protocol

1. How long have you been responsible for overseeing and/or supporting ENHANCE implementation? What are your main roles and responsibilities?

2. What do you consider having been the most significant achievements project? In what ways, in any, did the project fall short of your/the OFCT team's expectations? Were there any results, either positive or negative, that were not expected/anticipated? (EQ1, EQ6, EQ11)

3. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities benefit from project interventions?

4. What internal and/or external factors have helped ENHANCE to achieve the program goal and objectives? Which factors have hindered its progress? How did Covid-19 affect results? How would you rate the project's effectiveness adapting to unforeseen challenges/opportunities? (EQ10)

5. What challenges, if any, did you or other OCFT colleagues experience overseeing implementation/ monitoring progress?

    · To what extent was the project's Logical Framework, including the desired outcomes, clearly identified, and articulated from the onset? (EQ2) (to be asked of some but not all key informants in this category)

    · In what ways was gender integrated into Enhance monitoring and reporting?

6. Based on project learning, how well design was ENHANCE from the beginning? Was anything left out in the design of ENHANCE that was needed to achieve the project goal and objectives? To meet key stakeholders and beneficiaries needs? (EQ2,4)

    · Was there anything more that the project might have done to address women and girls' needs more effectively? Other marginalized/socially excluded groups (such as migrant workers)? (EQ12)

7. To what extent was ENHANCE's coordination/collaboration with its main Government of Vietnam (GVN) institutional partners? What was successful regarding coordination efforts? What was unsuccessful? How satisfied do you think GVN counterparts are with ENHANCE's efforts to include it in planning and monitoring interventions? (EQ7,8)

    · What challenges did ENHANCE experience in securing approvals for project implementation in relation to new and extended activities and deliverables?

8. To what extent and how are project activities/initiatives likely to be continued through Government or other organizations after the end of the project? (EQ14, 15, 16)

9. Did the midterm evaluation provide actionable and relevant recommendations? If so, has the project followed up on these? (EQ9)

10. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts about what we have discussed today?

Government of Vietnam: KII Protocol

1. How long have you been with [Government agency/organization]? What are the roles and responsibilities of your institution with respect to combatting child labor?

2. How does ENHANCE align with the objectives of the GVN? How did the project interventions fit with existing national and subnational plans and policies?

    · To what extent was the project aligned with the objectives of national and provincial programs (the Vietnam Decent Work Country Program (DWCP) for 2017-2021, National Child Protection Program 2016 – 2022, National Poverty Reduction Program) The One UN Plan for Vietnam?

3. How effectively did ILO coordinate and plan its efforts with you (your office, unit, etc.)? What suggestions do you have for improving coordination and communication?

    · What challenges did ENHANCE experience in securing approvals for project implementation in relation to new and extended activities and deliverables?

    · To what extent and how has the project established links and coordinated with government-led efforts to eliminate child labor?

4. Are there any other international cooperation partner supported projects supporting Vietnam's objectives related to the elimination of child labor? If so, how did ENHANCE create/capitalize on synergies with these? Do you have any suggestions on what more might have been done by ILO to coordinate with other initiative?

5. What do you consider were the most significant achievements of the ENHANCE project to date? Please consider achievements at different levels: policy, awareness, and capacity building. Were there any results, either positive or negative, that were not as expected/anticipated?

6. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities benefit from project interventions? Which intervention models have been effective based on results to date? Which intervention models do you think the GVN, or other local stakeholders will be able to continue when ENHANCE ends?

7. What were the most significant challenges that ENHANCE faced in trying to reach its goal and objectives? (or for local officials, What were the most significant challenges facing project activities in your province/district?) How, if at all, did Covid-19 affect progress? In what ways were ILO and its implementing partners effective in dealing with these challenges? What suggestions do you have for how they might have been more effective responding to unexpected challenges?

8. How, if at all, has ENHANCE integrated cross cutting gender concerns into its intervention strategies? Is there anything more that the project might have done to address women and girls' needs more effectively? Those of other marginalized or socially excluded groups (such as migrant workers)?

9. To what extent and how are project activities/initiatives likely to be continued through Government or other organizations after the end of the project?

    · To what extent and how are project stakeholders using ENHANCE intervention models/other approaches in their own programs to combat child labor (currently or likely in to in the future)? What has ENHANCE done to facilitate this?

    · To what extent do you think the benefits of ENHANCE's capacity building/awareness raising interventions will have enduring impact at the community/beneficiary level? What has ENHANCE done to facilitate this?

· What factors affect the extent results will be sustained? Is there anything more ENHANCE should be doing between now and the end of the project to enhance sustainability?

10. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts or suggestions about what we have discussed today?

Employers and Workers Organization Representatives: KII Protocol

1. How have you and your members been involved in activities organized by ILO/ENHANCE or otherwise collaborated with the project? What activities (trainings, seminars, participation in the project steering committee) has your organization participated in?

2. How does ENHANCE (a project designed to combat child labor through stakeholder capacity building, awareness raising and implementing model intervention strategies at the community level)align with the objectives of your organization? How did the project interventions fit with broader national and subnational plans and policies?

3. In what ways have ENHANCE activities (training, seminars, research, and other publications) been useful to your institution in its efforts to identify, monitor, and respond to child labor? What more might ILO have done or do differently in the future to enable your organization to contribute effectively to the elimination of child labor?

4. To what extent did ILO keep you and your members informed about the progress and achievements of the ENHANCE project? How were you or your members informed (Steering committee or other meetings? Monitoring visits? Sharing written reports? Other?)

5. Based on your knowledge or involvement in ENHANCE, what have been the projects most important achievements? Please consider achievements at different levels: policy, awareness and capacity building and/or community/household level achievements.

6. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities benefit from project interventions?

7. To what extent and how will the achievements you highlighted be sustained after the project finishes?

8. Based on your knowledge or involvement in ENHANCE, what have been its most significant challenges affecting project results, either internal (related to the way the project was managed by ILO) and external (related to contextual factors in Vietnam)? In what ways, if at all, has the Covid-19 pandemic affected progress?

9. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts or suggestions about what we have discussed today?

Other UN or Development Partner Representatives: KII Protocol

1. In what ways has (name of organization) collaborated or coordinated its activities to combat child labor in Vietnam with those of ILO/ENHANCE?

2. To what extent was the project aligned with the One UN Plan and the UN Sustainable Development Goals (particularly the principle of 'leaving no one behind')?

3. What were the most important benefits of your coordination/collaboration? (Synergies created? Avoiding duplication of efforts?) Were there any noteworthy achievements that resulted from your collaboration?

4. Do you have any suggestions for how ILO/ENHANCE might have been more effective coordinating/collaborating with (name of organization) or other development partners working toward similar objectives in Vietnam?

5. In what ways have ENHANCE activities (training, seminars, research, and other publications) been useful to your institution in its efforts to identify, monitor, and respond to child labor?

6. Based on your knowledge or involvement in ENHANCE, what have been its most significant challenges affecting project results and sustainability, either internal (related to the way the project was managed by ILO) and external (related to contextual factors in Vietnam)? In what ways, if at all, has the Covid-19 pandemic affected progress and sustainability?

7. Based on your knowledge of child labor in Vietnam, was ENHANCE well-designed to meet its goals and objectives? Was there anything significant missing from ENHANCE's intervention strategy and subsequent implementation that should be considered in future projects with similar objectives?

8. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts or suggestions about what we have discussed today?

Implementing Partners: KII Protocol

1. Please provide a short overview of your organization and its role in the ILO/ENHANCE project.

2. What were the most important achievements of (name of organization)'s work in the ENHANCE project? Were there any results, either positive or negative, that were not as expected/anticipated?

3. To what extent and how did the intended beneficiaries of ENHANCE activities benefit?

4. What internal and/or external factors helped (name of organization) to achieve ENHANCE project objectives? Which factors, if any, hindered its progress? How did Covid-19 affect results?

   · Do you have any suggestion regarding how ILO might have been more effective supporting your organization/its implementing partners to meet project objectives?

5. Was anything left out in the design of ENHANCE that was needed to achieve the project goal and objectives? To meet key stakeholders and beneficiaries needs effectively? In what ways, if any, has ENHANCE adapted its strategy to better respond to the evolving context (including Covid-19) or to stakeholder needs?

6. How, if at all, has ENHANCE integrated cross cutting gender concerns into its intervention strategies? Is there anything more that the project might have done to address women and girls' needs more effectively? Those of other marginalized or socially excluded groups (such as migrant workers)?

   · In what ways was gender integrated into Enhance monitoring and reporting?

7. How did ENHANCE coordinate project design and implementation with its main Government of Vietnam (GVN) institutional partners? What was successful or unsuccessful regarding coordination efforts? How satisfied do you think GVN counterparts are with ENHANCE's efforts to include it in planning and monitoring interventions?

8. Did ENHANCE create/capitalize on synergies with other international development partner or government projects in Vietnam/your intervention area to achieve its objectives? If so, what are some examples? What, if any, opportunities did ENHANCE miss for collaboration with other organizations?

9. To what extent and how are project activities/initiatives likely to be continued through Government or other organizations after the end of the project? What has ENHANCE done to facilitate this? Is there anything more ENHANCE should be doing between now and the end of the project to enhance sustainability?

10. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts about what we have discussed today?

Children who received training/support for education: Small group discussion guide

Informed Consent: The FGD facilitator will explain the purpose of the meeting and administer the informed consent protocol (which includes information about ENHANCE, the purpose of evaluation, and explains that their participation is voluntary, and that information shared will be kept confidential. The facilitator will also request that participants in the group respect the confidentiality of their co-participants by not discussing what was discussed with others outside the group).

Introductions: We will ask each participant to introduce herself/himself, his/her age

Ice breaker exercise: The small group discussion facilitator will initiate the discussion with a non-threatening question or questions.

"Before we talk about the ENHANCE project, I would like to learn something fun about you.

What is your favorite food? Do you know how to cook it yourself?

What is your favorite sport? Do you play? Do you have a favorite team?

If you had all day to do whatever you wanted, what would you do?

Discussion: The small group facilitator will explain that now we are going to discuss about the ENHANCE project…:

> (Note to facilitator: participants might not be familiar with the project name "ENHANCE." They may know it as an "ILO" project, a project of the implementing partner, or just by the name of the activity that they participated in. The first question should help clarify how the project is referred to by the participants. The facilitator should use the names of the activities/project familiar to the participants)

1. Can anyone tell me about the ENHANCE project? What were ENHANCE's activities in your area? Who participated? What has ENHANCE trying to achieve?

   Let the participants answer and then you the opportunity to explain a bit more about the project, if needed.

2. Now that we have spoken about ENHANCE's activities in your area, which of these were you or your household involved in?

   · Did you participate in any education/training activities *(list examples of activities cited by participants based on the discussion above)* which supported by ENHANCE? Which one? Did you find them beneficial?

   · Did you participate in any ENHANCE events or celebrations? What was the purpose of the events or celebrations? What happened? Who attended?

   · Did anyone in your household receive any help from ENHANCE to improve their livelihood activities? To send you to school or training? To access other programs in your area to help get resources to keep you in school or be more successful in their business activities?

   · What did you think was good about these activities?

   · What suggestions do you have for ENHANCE or its partners *(use name of organization that the beneficiaries know – may not be ENHANCE or ILO but the name of the*

implementing partner) on how their activities could have been improved or met your needs better?

3. What have you learned about what kinds of work is ok for children to do and what kinds they should not do until they are older?

    · What difference does a child's age make regarding what kinds and how much work s/he should do?

    · What kinds of tasks are not good or hazardous for children to do until they are 18?

4. What, if anything, has changed for you or your household because of (name the ways children said they were involved with ENHANCE)

    · What if anything changed about your schooling? (do you attend more or less often? Do you do better in school? Were you able to access skills or vocational training?

    · What if anything changed about the kinds of work you do? The number of hours you spend doing it? The extent you are involved in hazardous work?

    · What if anything changed for your household? Did their livelihood improve?

    · How did COVID-19 affect your schooling? Your family's livelihood?

    · Why is education important for children?

    · What obstacles do you still face either attending school or avoiding work that is not allowed/good for children your age?

Children's Households: Small group discussion guide

Informed Consent: The FGD facilitator will explain the purpose of the meeting and administer the informed consent protocol (which includes information about ENHANCE, the purpose of evaluation, and explains that their participation is voluntary, and that information shared will be kept confidential. The facilitator will also request that participants in the group respect the confidentiality of their co-participants by not discussing what was discussed with others outside the group).

Introductions: We will ask each participant to introduce herself/himself, his/her occupation, number and ages of children

> (Note to facilitator: participants might not be familiar with the project name "ENHANCE." They may know it as an "ILO" project, a project of the implementing partner, or just by the name of the activity that they participated in. The first question should help clarify how the project is referred to by the participants. The facilitator should use the names of the activities/project familiar to the participants)

Discussion:

1. Can anyone tell me about the ENHANCE project? What were ENHANCE's activities in your area? Who participated? What has ENHANCE trying to achieve?

   Let the participants answer and then you the opportunity to explain a bit more about the project, if needed.

2. Now that we have spoken about ENHANCE's activities in your area, which of these were you or your children involved in?

   · Did you receive any help from ENHANCE to improve your livelihood activities?

   · Did you receive any help from ENHANCE to help your child/children go to school or training?

   · Did your children participate in any education/training activities supported by ENHANCE? Which one?

   · Did you or your children participate in any ENHANCE events or celebrations? What were the events/celebration about? What was their purpose? Who was there?

3. What have you learned about child labor since ENHANCE started its activities?

   · What have you learned about what kinds of work is ok for children to do and what kinds they should not do until they are older?

   · What difference does a child's age make regarding what kinds and how much work s/he should do?

   · What kinds of tasks are not good for children to do until they are 18?

   · Why is it important for children to stay in school?

4. What, if anything, has changed for you or your household because of (name the ways children/households) said they were involved with ENHANCE)

- To what extent did ENHANCE help you to overcome the obstacles that kept you from sending your children to school or training?

- How has your involvement in ENHANCE activities affected your children? What changes, if any, do you perceive? (school attendance, time spent working? kind of work s/he does?)

- How has your involvement in ENHANCE activities affected your livelihood activities? What changes, if any, do you perceive?

- What suggestions do you have for ENHANCE or its partners on how their activities could have been improved or met your or your children's needs better?

- What other factors affected your livelihoods or your children schooling since ENHANCE started? What affect did COVID-19 have?

Labor Inspectors and DCA Officers: Small Group Discussion Guide

Informed Consent: The FGD facilitator will explain the purpose of the meeting and administer the informed consent protocol (which includes information about ENHANCE, the purpose of evaluation, and explains that their participation is voluntary, and that information shared will be kept confidential. The facilitator will also request that participants in the group respect the confidentiality of their co-participants by not discussing what was discussed with others outside the group).

Introductions: We will ask each participant to introduce herself/himself.

1. How is child labor defined by the Government of Vietnam (GVN)?

2. What are some examples of negative consequences of child labor? When and how should a labor inspector/DCA officer intervene when cases of child labor are identified?

3. What are the main causes of child labor in Vietnam? What are the most common occurrences of child labor in the areas you work? Are there any differences in the types of occupations or ways that child labor affects boys versus girls?

4. What are the main activities and responsibilities of a labor inspection/DCA officers with respect to child labor?

5. Do you perceive any change in the role/capacity of labor inspectors/DCA officers to address child labor in recent years? If so, what are some examples of changes you perceive?

6. What role has ILO played in building your capacity to detect and follow up on cases of child labor? What are some examples of capacity building activities? What was good/useful about ILO sponsored training activities? What suggestions do you have for how they might have been improved?

7. To what extent was the training of master trainers approach used by ILO effective in ensuring that the training was replicated within MOLISA/DOLISA/DCA? To what extent was the e-learning course useful?

8. What new tools (check list, guidelines, data bases) did ENHANCE contribute to your administration for detecting/following up on child labor? To what extent are you using these tools, guidelines, etc now? Do you think you will continue to use them in the future? Why or why not?

9. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities benefit from project interventions?

10. To what extent and how do you think ENHANCE will have a lasting effect on child labor in Vietnam? What more could ENHANCE do before the end of the project to ensure the project has a lasting effect?

Project Management Unit (PMU): Small Group Discussion Guide

Informed Consent: The FGD facilitator will explain the purpose of the meeting and administer the informed consent protocol (which includes the purpose of evaluation and explains that their participation is voluntary, and that information shared will be kept confidential).

Introductions: We will ask each participant to introduce herself/himself

Discussion:

1. What are the PMU's main roles and responsibilities in the ENHANCE project? In what ways has the PMU been an effective mechanism to ensure the Government of Vietnam's (GVN) oversight and coordination role in ENHANCE's design, implementation, and monitoring and evaluation?

· What have been the most significant obstacles you have faced in carrying out your work?

· What types of training and other preparation did you receive from ILO to prepare you to carry out your duties?

· What are examples of ways the PMU has been effectively involved? What suggestions do you have for improvement?

· What challenges did ENHANCE experience in securing approvals for project implementation in relation to new and extended activities and deliverables?

· To what extent and how has the PMU helped ENHANCE to establish links and coordinate with government-led efforts to eliminate child labor?

2. What do you consider were the most significant achievements of the ENHANCE project to date? Please consider achievements at different levels: policy, awareness, and capacity building. Were there any results, either positive or negative, that were not as expected/anticipated?

3. To what extent and how did the intended "ultimate beneficiaries" (children and their households) of ENHANCE activities have benefited from project interventions? Which intervention models have been effective based on results to date? Which intervention models do you think the GVN will be able to continue when ENHANCE ends?

4. What were the most significant challenges that ENHANCE faced in trying to reach its goal and objectives? How, if at all, did Covid-19 affect progress? In what ways were ILO and its implementing partners effective in dealing with these challenges? How might they have been more effective?

5. Was anything left out in the design of ENHANCE that was needed to achieve the project goal and objectives? To meet key stakeholders and beneficiaries needs effectively? In what ways, if any, has ENHANCE adapted its strategy to better respond to the evolving context (including Covid-19) or to stakeholder needs?

6. How, if at all, has ENHANCE integrated cross cutting gender concerns into its intervention strategies? Is there anything more that the project might have done to address women and girls' needs more effectively? Those of other marginalized or socially excluded groups (such as migrant workers)?

7. Are there any other international cooperation partner supported projects supporting Vietnam's objectives related to the elimination of child labor? If so, how did ENHANCE create/capitalize on synergies with these? Do you have any suggestions on what more might have been done by ILO to coordinate with other initiative?

8. To what extent and how are project activities/initiatives likely to be continued through Government or other organizations after the end of the project?

· To what extent and how are project stakeholders using ENHANCE intervention models/other approaches in their own programs to combat child labor (currently or likely in to in the future)? What has ENHANCE done to facilitate this?

· To what extent do you think the benefits of ENHANCE's capacity building/awareness raising interventions will have enduring impact at the community/beneficiary level? What has ENHANCE done to facilitate this?

· What factors affect the extent results will be sustained? Is there anything more ENHANCE should be doing between now and the end of the project to enhance sustainability?

9. Is there anything that I did not ask about that you would like to share with me, or do you have any additional thoughts or suggestions about what we have discussed today?

Consent Script: KII

Thank you for taking the time to talk to me. My name is [INSERT NAME]. I am from IMPAQ International, a U.S.-based international policy research, technical assistance, and evaluation company.

IMPAQ is conducting a final evaluation of the ENHANCE project. ENHANCE is a project designed to contribute to the elimination of child labor in Vietnam by building the capacity of national institutions and stakeholders to address the problem, building knowledge and awareness of the consequences of child labor at all levels of Vietnamese society, and by testing approaches to prevent and withdraw children from child labor in local communities in three provinces: Hanoi, HCMC and An Giang. ENHANCE is being implemented by the International Labor Organization (ILO). It was launched in October 2015 and is scheduled to end in March 2022.

The purpose of the evaluation is to identify ENHANCE's key achievements, its strategies that have worked well as well as any challenges and lessons learned. The evaluation report will include recommendations to guide ENHANCE activities between now and the end of the project as well as help future projects with similar objectives in Vietnam or elsewhere.

I would like to ask you questions related to your experience with the project.

This interview will last approximately one hour (1h). With your permission, I would like to audio record this session for report writing and analysis purposes only. The recordings will be destroyed once we complete our analysis. Is this okay with you?

Yes   No

In the evaluation report, your name will not be mentioned except in an annex in a list of people consulted and this list will only be shared with the donor (USDOL) The evaluation team will make every effort to protect the anonymity and confidentiality of our discussion and hope you will feel comfortable providing honest feedback on your experiences and points of view. Participation is voluntary; also, you may decline to respond to our questions or end the interview at any time. Do you have any questions? Can we start now?

Consent Script: Small group discussion

Thank you for taking the time to talk to me. My name is [INSERT NAME]. I am from IMPAQ International, a U.S.-based international policy research, technical assistance, and evaluation company.

IMPAQ is conducting a final evaluation of the ENHANCE project. ENHANCE is a project designed to contribute to the elimination of child labor in Vietnam by building the capacity of national institutions and stakeholders to address the problem, building knowledge and awareness of the consequences of child labor at all levels of Vietnamese society, and by testing approaches to prevent and withdraw children from child labor in local communities in three provinces: Hanoi, HCMC and An Giang. ENHANCE is being implemented by the International Labor Organization (ILO). It was launched in October 2015 and is scheduled to end in March 2022.

The purpose of the evaluation is to identify ENHANCE's key achievements, its strategies that have worked well as well as any challenges and lessons learned. The evaluation report will include recommendations to guide ENHANCE activities between now and the end of the project as well as help future projects with similar objectives in Vietnam or elsewhere.

I would like to ask you questions related to your experience with the project.

This interview will last approximately one hour (1h). With your permission, I would like to audio record this session for report writing and analysis purposes only. The recordings will be destroyed once we complete our analysis. Is this okay with you?

Yes   No

In the evaluation report, your name (s) will not be mentioned. The evaluation team will make every effort to protect the anonymity and confidentiality of our discussion and hope you will feel comfortable providing honest feedback on your experiences and points of view. I also request that you respect the confidentiality of your co-participants by not discussing what will be discussed in this discussion group with others outside the group.

Participation is voluntary; also, you may decline to respond to our questions or end the interview at any time. Do you have any questions? Can we start now?

APPENDIX B: LIST OF DOCUMENTS REVIEWED

Can Tho University, Centre for technology transfer and services (CTTS), Rapid Assessment of Socio-Economics and Households' Livelihood Need in ENHANCE Project Area, An Giang Province, October 2020.

Development and Policies Research Center, ENHANCE Knowledge, Attitudes, and Practices Baseline Survey on Child Labour, August 2018.

Development and Policies Research Center, ENHANCE Knowledge, Attitudes, and Practices Endline Survey on Child Labour.

Memorandum of Understanding between USDOL and MOLISA for the ENHANCE Project, November 2015.

International Labour Organization, ENHANCE Comprehensive Monitoring and Evaluation Plan, December 2016.

International Labour Organization, ENHANCE project, Detailed Project Document, October 2015.

International Labour Organization, ENHANCE Midterm Evaluation Report, May 2018.

International Labour Organization, ENHANCE Technical Progress Report (TPR), April 2016.

International Labour Organization, ENHANCE TPR, October 2016.

International Labour Organization, ENHANCE TPR, April 2017.

International Labour Organization, ENHANCE TPR, October 2017

International Labour Organization, ENHANCE TPR, April 2018

International Labour Organization, ENHANCE TPR, October 2018.

International Labour Organization, ENHANCE TPR, April 2019

International Labour Organization, ENHANCE TPR, October 2019.

International Labour Organization, ENHANCE TPR, April 2020.

International Labour Organization, ENHANCE TPR, October 2020.

International Labour Organization, ENHANCE TPR, April 2021.

International Labour Organization, and the Ministry of Labour, Invalids and Social Affairs of Viet Nam, Viet Nam National Child Labour Survey 2018: Key findings, Geneva: International Labour Organization, 2020.

APPENDIX C: ASSESSMENT OF PROJECT PERFORMANCE BY OUTCOME

The evaluator's assessment of project performance by outcome is primarily based on progress made against outcome and output indicator targets as documented in the project CMEP and reported in its most recent TPR (April 2021). The tables below highlight project performance against output and outcome indicator targets using a traffic light system (green=targets met or exceeded, yellow=at least 80 percent of target achieved, red=less than 80 percent of target achieved).

In addition to considering progress against indicator targets, the evaluator also considered other, more qualitative factors such as how ambitious were the targets or benchmarks, how innovative project interventions were, as well as the extent the project took appropriate steps to ensure sustainability. On the latter (sustainability), the evaluator looked at project efforts to ensure buy-in from decision-makers, mainstream or institutionalize project approaches in GVN and other key partners regular activities, as well as the extent the project implemented strategies to build national stakeholders' capacity to continue efforts to reduce and prevent child labor after the end of the project.

> **Outcome 1 – HIGH LEVEL OF ACHIEVEMENT, HIGH LEVEL OF SUSTAINABILITY**
>
> **ENHANCE achieved or exceeded most outcome and output targets, many of which were ambitious and complex. The 2019 labor law revision and project work developing related circulars to guide the application of revised laws were particularly ambitious and their accomplishment, significant. In addition, the 2018 Child Labor Survey was a major achievement that required high level inputs from ILO to overcome sensitive issues surrounding the definition of CL as well as sharing data on CL prevalence. On sustainability, GVN feedback as well as the final evaluation of the NPA 2016-20 showed ENHANCE developed inputs (training and communication materials and policy guidelines) that were effectively mainstreamed into the national program and which will likely be used in the next phase as well.**

ENHANCE's first outcome on capacity building set out to achieve five supporting outcomes to strengthen national institutions and stakeholders' abilities to identify, monitor, and respond to child labor. These objectives aimed to improve the knowledge base, strengthen the legal framework, build the capacity of labor and social affairs officials and law enforcement agencies charged with implementing the NPA 2016–20 and enforcing relevant labor laws, and strengthen multi-stakeholder responses to child labor, especially by effectively mobilizing employers and workers and their organizations.

Progress against output and outcome targets. Based on the project's March 2021 financial report and M&E reporting, with 87 percent of the Outcome 1 LOP budget expended, ENHANCE had achieved eight of eleven output targets and four of six outcome targets.

Intermediate Objective 1 (IO 1): Increased capacity of national institutions and stakeholders to identify, monitor and respond to child labor as part of the promotion of International Labour Standards (ILSs)		
Supporting Objectives (SO) and Outputs	**Indicators**	**Status**
SO 1.1 Expanded knowledge base on child labor	**OTC 1. Number of programs or activities that use the information and research generated by the project**	**Target met**
Output 1.1.1: National child labor survey conducted	**OTP 1.** Report on National Child Labor Survey results available and released	**Target met**
Output 1.1.2: OSH risk assessments available for selected sectors and supply chains	**OTP 2.** Number of occupational safety and health risk assessments for children working in selected sectors available	**Target not met ***
SO 1.2 Improved coherence of legislation and policy on child labor in alignment with ILS	**OTC 2. # of policies and legal documents revised and released by competent authorities**	**Target met**
Output 1.2.1: Law and policy review conducted	**OTP 3.** Report available and disseminated on analysis of CL legal framework and policy's internal coherence and compliance with international child labor-related standards	**Target met**
Output 1.2.2: Drafts of revised laws and related regulations available	**OTP 4.** # legal documents, policies, plans, guidelines, procedures, standards, reports and activities (legal review, research, intervention, inspection, supervision and monitoring) on prevention and reduction of child labor coordinated, issued/ implemented by central or provincial agencies in the project context	**Target nearly achieved**
Output 1.2.3: Hazardous work list for those under 18 years of age updated	**OTP 5.** List Hazardous work for children and minors reviewed and updated	**Target met**
SO 1.3 Enhanced capacity of national stakeholders for implementation and monitoring of the national plan of action and commitments on child labor	**OTC 3. Implementation plan of NPA including M&E framework available**	**Target not met ****
Output 1.3.1 NPA implementers and MOLISA staff with enhanced capacity for roll-out of NPA	**OTP 6.** NPA implementers and MOLISA staff trained to implement and supervise implementation of NPA	**Target not met ****
Output 1.3.2 Government agencies with enhanced capacity to assess and inform internationally on efforts to prevent and reduce child labor	**OTP 7.** Number of technical reports available that inform internationally on prevention and reduction of child labor in Vietnam	**Target met**
SO 1.4 Project partners, implementing agencies and collaborating agencies with improved capacity to implement child labor-related ILS and labor standards obligations under trade agreements	**OTC 4:** # legal documents, policies, plans, guidelines, procedures, standards, reports and activities (legal review, research, intervention, inspection, supervision and monitoring) on prevention and reduction of child labor coordinated, issued/ implemented by central or provincial agencies in the project context	**Target nearly achieved**

Intermediate Objective 1 (IO 1): Increased capacity of national institutions and stakeholders to identify, monitor and respond to child labor as part of the promotion of International Labour Standards (ILSs)		
Supporting Objectives (SO) and Outputs	**Indicators**	**Status**
	OTC 5. Percentage of informal enterprises sensitized by the project that sign a Code of Conduct on labor standards obligations	**Target nearly achieved**
Output 1.4.1 Knowledge of child labor and of CL law and ILS improved among key stakeholder groups	**OTP 8**. # of members of stakeholder groups trained on CL, CL law and ILS on CL	**Target Exceeded**
Output 1.4.2: Increased capacity private sector stakeholders (VCCI and others) to implement child labor and labor standards obligations under international trade agreements	**OTP 9**. Number of enterprises that receive information from the project on child labor and international labor standards	**Target Exceeded**
SO 1.5 Government agencies with strengthened capacity to identify CL, to enforce CL and OSH regulations and to address hazardous CL	**OTC 6. # of CL cases including HCL as defined by national law detected/addressed by government agencies**	**Target not met**
Output 1.5.1: Assessment of labor enforcement system for child labor completed	**OTP 10.** Report on the consultation with enforcement-related institutions available	**Target met**
Output 1.5.2: Key enforcement actors trained on identifying child labor and hazardous work among children	**OTP 11.** # of key enforcement actors trained in identification of CL, hazardous work provisions & detection of violations	**Target Exceeded**

* Although OTC 3 shows as being unmet in ENHANCE April 2021 reporting, since April the GVN formally approved the NPA 2021-21, meeting the target

** Although ENHANCE did not meet it targets related to training, it provided other support useful support for the implementation of the NPA 2016-20 including support for a final evaluation of the program and the development of the follow-up action plan. Outside ENHANCE, with ILO and GVN resources, DCA officials and other key stakeholders participated in Alliance 8.7 activities and developed an Alliance 8.7 Roadmap.

> **Outcome 2 – HIGH LEVEL OF ACHIEVEMENT, HIGH LEVEL OF SUSTAINABILITY**
>
> Although ENHANCE only achieved (or nearly achieved) one of three outcome targets measuring changes in knowledge, attitudes, and practices, the project met, and in several cases, greatly exceeded all but one of its six output targets. The evaluator's overall high rating took into consideration that ENHANCE 's Outcome 2 outcome indicator targets may have been ambitious given that the baseline and endline KAP survey were only 18 months apart. At the level out output targets, the evaluator gave the project high marks for developing and carrying out diverse and innovative communication activities and for the large reach of many of the activities. On sustainability, ENHANCE was also effective packaging communication materials and providing training to national stakeholders so that they could use project approaches in their own activities and in the context of the NAP 2016-21, promoting the sustainability of communication activities. The latter was important given reported high levels of turnover among child protection officers as well as the nation wide scope of the NPA.

ENHANCE's second outcome on raising awareness of child labor, associated hazards, and legal prohibitions among all levels of society set out to achieve three supporting outcomes, each of which describe awareness and advocacy improvements among specific audiences: (1) national and provincial policy and program makers and the media, (2) community level authorities, target households, communities, and employers and workers in project-served localities, and (3) the general public.

Progress against output and outcome targets. Based on the project's April 2021 financial report and M&E reporting, with 95 percent of LOP budget expended, ENHANCE had achieved, or exceeded five of six outcome 2 output indicator targets and had nearly achieved one of three outcome targets measuring knowledge and awareness improvements.

IO 2: Awareness on child labor, associated hazards and legal prohibition raised among all levels of society		
Supporting Objectives and Outputs	**Indicators**	**Status**
SO 2.1 Increased awareness and advocacy on child labor among government staff including national and provincial policy and program makers and the media.	**OTC 7.** % of target policy and program makers & media with increased awareness and advocacy action on eliminating CL	**Target nearly achieved**
Output 2.1.1: Pre-and post- assessments on knowledge, attitudes and practices of key stakeholders available	**OTP 12**. # of KAP reports completed	**Target Exceeded**
Output 2.1.2: Policy and program makers and media organizations staff trained	**OTP 13**. # of policy and program makers & media staff that complete training organized by the project	**Target Exceeded**
SO 2.2 Commune authorities, target HH, communities and employers and workers in target localities with increased awareness of child labor	**OTC 8.** Percentage of KAP respondents that improve their awareness on CL	**Target not met***
Output 2.2.1: Awareness raising activities for commune authorities, teachers, parents and	**OTP 14**. # of awareness raising events on CL at target communities and schools	**Target not met**

IO 2: Awareness on child labor, associated hazards and legal prohibition raised among all levels of society		
Supporting Objectives and Outputs	**Indicators**	**Status**
children conducted in target communities and schools		
Output 2.2.2: Media broadcasts conducted at provincial level	**OTP 15**. # of provincial TV airings and radio broadcasts per target province	**Exceeded target**
Output 2.2.3: Local workers and employers, and their associations aware of CL-related issues	**OTP 16**. # of workers' and employers' representatives attending project supported events	**Exceeded target**
SO 2.3 Increased awareness on child labor among the general public	**OTC 9**. % Surveyed respondents in KAP confirmed that they heard/watched programs on mass media/ newspapers on child labor	**Target not met***
Output 2.3.1: Mass media, social media and other communication campaigns conducted	**OTP 17**. # of campaigns conducted	**Target met**

* Results of OTC 8 and OTC 9 are based on the results of the KAP survey, which was carried out in 2019. ENHANCE carried out additional communication activities since 2019, the results of which were not captured in the survey.

Outcome 3 LOW LEVEL OF ACHIEVEMENT, MODERATE LEVEL OF SUSTAINABILITY
Due to implementation delays, contextual challenges (for the example, the complexity of working with migrant children and their households), and the negative effects of COVID-19, ENHANCE missed many of its outcome and output indicator targets under Outcome three. Not only did it miss targets, but the evaluation highlights the short duration of some interventions limited their impact on participants' education and livelihood outcomes. Despite these shortcomings, the project was relatively successful developing and testing market-oriented livelihood interventions, improving career orientation methodologies, and developing new vocational training curriculum focused on in-demand skills. Another positive aspect of Outcome three interventions, not necessary captured in project indicators, was its adaption to existing child protection mechanisms and the engagement of education, livelihood, child protection and labor stakeholders in a more coordinated response to CL in the target zones, important for sustainability. Within the third component of the project, there were also some good examples of mainstreaming, which may foster sustainability. These included DCA's adoption of the guidelines developed by ENHANCE on identifying and providing services to children at risk or engage in CL, the validation of the Know About Business curriculum by MOET, and the validation of career orientation guidelines by MOLISA.

ENHANCE's third outcome on the development of intervention models for preventing and withdrawing children from child labor had eight supporting objectives.

Progress against output and outcome targets. With 74 percent of LOP budget expended (March 2021), ENHANCE had achieved or nearly achieved ten of 16 output targets. Out of nine outcome indicator targets, it had achieved or nearly achieved three.

IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available		
Supporting Objectives and Outputs	**Indicators**	**Status**
SO 3.1 Coordination mechanisms to address child labor established	**OTC 10. # of locations where a coordinated response mechanism to CL is implemented as part of the CP system and the NPA on CL**	**Target Achieved**
Output 3.1.1: Provincial, district and commune level stakeholders and DOLISA and other relevant organizations' staff with increased understanding of child labor and their roles	**OTP 18. # of staff of key institutions at provincial, district & commune level trained on CL**	**Target Exceeded**
Output 3.1.2 DOLISA and relevant agencies with increased capacity to coordinate and implement actions to address child labor	**OTP 19. Number of districts with action plans to address child labor**	**Target Exceeded**
SO 3.2 Community-based child labor monitoring and case response models established	**OTC 11. # of target districts where a CLM system is available, articulated with DOLISA, the labor inspectorate and the child protection system**	**Not met**

IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available		
Supporting Objectives and Outputs	**Indicators**	**Status**
Output 3.2.1: New child labor monitoring and reporting mechanisms pilot tested	**OTP 20**. # of target communes where a model on monitoring & reporting on child labor is pilot tested	**Not met**
SO 3.3 Enterprises in the garment supply chain with improved capacity to prevent child labor and provide decent working conditions for children aged 15-17 years old	**OTC 12. Number of targeted enterprises in the garment supply chain that introduce changes to improve OSH and working conditions for minors**	**Not met**
Output 3.3.1: Target enterprises within and beyond BWV network with increased capacity to identify and respond to child labor and provide safe working conditions for minors	**OTP 21.** Number of staff of garment enterprises trained to identify and respond to child labor and provide safe working conditions for minors	**Target Achieved**
Output 3.3.2: Remediation support provided for children withdrawn or protected from child labor	**OTP 22.** Number of children withdrawn or protected from child labor in the garment supply chain that receive remediation support	**Not met**
SO 3.4 Enterprises in handicrafts, agriculture and fisheries sectors with improved capacity to prevent child labour and provide decent working conditions for children aged 15-17 years old	**OTC 13. Number of targeted enterprises in the handicrafts, agriculture and fisheries industries that introduce changes to improve OSH and working conditions for minors**	**Target nearly achieved**
Output 3.4.1: Target enterprises and young employees with awareness of child labor, young workers' rights and safe working conditions for minors	**OTP 23.** # of enterprises' staff and workers trained to identify CL, young workers' rights & safe working conditions for minors	**Not met**
Output 3.4.2: Model enterprises with improvements in OSH for minors and labor practices established	**OTP 24.** # of enterprises in which improvements in OSH r practices established	**Target Exceeded**
Output 3.4.3: Remediation support provided for children withdrawn from child labor	**OTP 25.** # of children withdrawn or protected at workplaces in the handicrafts, agriculture or fisheries sectors that receive remediation support	**Not met**
SO 3.5 Models documented and shared among provinces and national stakeholders	**OTC 14. Intervention models and good practices per province disseminated to key national or provincial stakeholders**	**Not met**
Output 3.5.1: Project good practices documented and shared among provincial and national stakeholders	**OTP 26.** Good practices validated through provincial workshops	**Target nearly achieved**
SO 3.6 Children engaged in child labor or at risk with improved access to education and job orientation services	**OTC 15. (POC.4) % of beneficiary children who regularly attended any form of education during the past 6 months**	**Target nearly achieved**

IO 3: Intervention models for preventing and withdrawing children from child labor in selected locations and sectors available		
Supporting Objectives and Outputs	**Indicators**	**Status**
Output 3.6.1: Target children with formal and non-formal education supports	**E.1** # of children engaged in or at high risk of entering CL provided education or vocational services	**Target nearly achieved**
	OTP 27. # of children who are in child labor or at risks of engaging in child labor provided with age-appropriate education supports	**Target nearly achieved**
	OTP 27 B Number of children who are in child labor or at risks of engaging in child labor provided with age-appropriate non-education supports	**Target Exceeded**
Output 3.6.2: Secondary schools with improved curricula and support for children's transition to work	**OTP 28.** # of schools per province with "Know about Business" curriculum and/or other supports for transition to work implemented	**Not met**
SO 3.7 Target children aged 14-17 years (out of school) with access to vocational skills training and apprenticeships linked with employment prospects	**OTC 16. Number of target children 14-17 years completing a technical and vocational training program with support from the project, linked to employment support services**	**Not met**
Output 3.7.1: DOLISA and vocational training centres' staff trained in livelihoods support and child labour awareness	**OTP 29.** # of DOLISA staff & Vocational Training unit staff trained per province	**Not met**
Output 3.7.2: Target children aged 14-17 year old with referrals to market-driven vocational training courses and apprenticeships	**OTP 30.** # of children referred to vocational training courses and receiving fee exemption apprenticeships	**Not met**
SO 3.8 Target households and youth with improved economic status	**OTC 17.** Percentage of target households that have improved their income	**Not met**
	L.1. Number of households receiving livelihood services	**Not met**
Output 3.8.1 Target household members, including youth, with improved skills and access to services for livelihoods or employment	**OTP 31.** Number of target households' members receiving skills training	**Not met**
	OTP 32. Number of target households' members receiving entrepreneurial development services to improve their economic activities	**Not met**