

EVALUATION REPORT

This is an external evaluation commissioned and managed as per donor requirements and evaluation policies and procedures, and not necessarily within ILO evaluation policy.

The follow-up to the follow-up (e.g. management response follow-up) is not within the remit of EVAL's responsibility.



External Independent Interim Evaluation

Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Program



Implemented by:
International Labour Organisation

Evaluators:
Mei Zegers
Lorenzo Gracia Blasco

Cooperative Agreement Number: IL-24943-13-75-K

Financing Agency: U.S. Department of Labor

Dates of Project Implementation: November 2013 - November 2017

Evaluation Fieldwork Dates: 19 October - 26 November, 2015

Total Project Funds from USDOL: US \$7,950,000



Sistemas, Familia y Sociedad
Consultores Asociados

TABLE OF CONTENTS

TABLE OF CONTENTS	i
ACKNOWLEDGEMENTS	ii
LIST OF ACRONYMS	iii
EXECUTIVE SUMMARY	iv
I. INTRODUCTION AND PROJECT DESCRIPTION.....	1
II. EVALUATION OBJECTIVES AND METHODOLOGY.....	4
III. EVALUATION FINDINGS	10
3.1 Relevance and Project Design	10
3.2 Project Effectiveness.....	16
3.3 Project Challenges.....	35
3.4 Project Knowledge Integration and Management.....	35
3.5 Project Efficiency	37
3.6 Sustainability	39
IV. MAIN CONCLUSIONS.....	41
4.1 Project Progress and Assessment of Results.....	41
4.2 Project Efficiency	43
4.3 Relevance and Project Design	43
4.4 Sustainability	45
V. GOOD PRACTICES AND LESSONS LEARNED	46
VI. RECOMMENDATIONS.....	48
6.1 Project Management and Overall Implementation.....	48
6.2 CLEAR Country-Level Recommendations	49
6.3 Recommendations for Future Projects	49

ANNEXES

ANNEX A: Overview of Project Progress	51
ANNEX B: Evaluation Terms of Reference.....	58
ANNEX C: Evaluation Data Collection Matrix.....	77
ANNEX D: Online Forms	93
ANNEX E: Evaluation Schedule and Interviewees.....	97
ANNEX F: List of Documents Reviewed	102

ACKNOWLEDGEMENTS

The evaluators wish to thank all of the project staff in headquarters and in the project countries for their straightforward and helpful inputs into the evaluation. We are also grateful to all stakeholders in country governments, employers and workers organizations, research institutions as well as other civil society organizations who participated in the evaluation. Their interest in contributing to the evaluation was noteworthy and useful.

LIST OF ACRONYMS

ABS	<i>Algemeen Bureau voor Statistiek</i> in Suriname
BGD	Bangladesh
CL	Child Labor
CLEAR	Country Level Engagement and Assistance to Reduce Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CONAETI	<i>Comisión Nacional para la Erradicación del Trabajo Infantil</i>
DOLE	Department of Labor and Employment
DWCP	Decent Work Country Programme
FPRW	Fundamental Principles and Rights at Work
GAP 11	Global Action Programme (GAP) on Child Labour Issues Project
ILO	International Labour Organization
IO	Intermediate Objective
IPEC	International Programme on the Elimination of Child Labor
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Survey
MOL	Ministry of Labor
MoU	Memorandum of Understanding
MTE	Mid Term Evaluation
NAP	National Action Plan
NA	Not Applicable
NCLC	National Child Labor Committee
NCLS	National Child Labor Survey
NCLWC	National Child Labor Welfare Council
NGO	Nongovernmental Organization
NPC	National Project Coordinator
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
PHI	Philippines
PRG	Paraguay
PPACL	Philippine Program Against Child Labor
RF	Results Framework
SAARC	South Asian Association for Regional Cooperation
SO	Sub-outcome
SUR	Suriname
TDA	USDOL Worst Forms of Child Labor Report
ToC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
UCW	Understanding Children's Work Project
UGA	Uganda
USDOL	US Department of Labor
UN	United Nations
UNATU	Uganda National Teachers' Union
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
WFCL	Worst Forms of Child Labor
WHO	World Health Organization

EXECUTIVE SUMMARY

Project Description and Purpose of Evaluation

The International Labour Organization (ILO) is implementing a four-year project called the Country Level Engagement and Assistance to Reduce Child Labor Program (CLEAR). The United States Department of Labor's (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) is providing US \$7,950,000 to fund the CLEAR project. The project agreement between USDOL and the ILO was signed in November 2013. The purpose of CLEAR is to support a reduction in child labor by "strengthening the capacity of governments, national authorities, employers' and workers' organizations"¹ as well as other civil society and specialized stakeholders² in a minimum of 10 countries. At the time of the Cooperative Agreement, Bangladesh, Paraguay, Philippines, Suriname and Uganda had been selected. Since then, other countries have submitted requests for inclusion in the project. Afghanistan, Côte d'Ivoire, Lebanon, Serbia, and Sri Lanka have been officially approved by USDOL and implementation will start soon. The inclusion of Armenia is still pending negotiations.

Between October and December 2015, an Interim Evaluation of the CLEAR project was carried out to assess the extent to which the project has achieved the targeted results to date. The current evaluation report covers the work carried out to support the first five countries included in the CLEAR project.

CLEAR supports national stakeholders in taking targeted actions to eliminate child labor (CL), including its worst forms. The provision of critically needed technical guidance and support in several key areas, such as strengthening legislation, enforcement, monitoring, development and implementation of National Action Plans, is expected to lead to the achievement of these goals. The project also supports the improved implementation and integration of child labor into relevant policies and social programs. While the project as a whole focuses on achieving these outcomes, not all target countries conduct activities under each and every component.

The intended ultimate beneficiaries of the CLEAR project are children at risk of—or who are engaged in—child labor in the project countries. There are no direct beneficiaries under this particular project. Entities benefitting from this capacity development initiative are the governments, particularly the Ministries of Labor, Education, Social Protection, Social Action, Social Assistance, Health, Social Development or Justice, as well as employers' and workers' organizations and other civil society agencies working with children.

CLEAR Overall Project Objective: Increased capacity of target countries to reduce child labor, including its worst forms. Accordingly, the project has developed four Intermediate Objectives (IOs), each with a set of Sub-Outcomes (SOs).

¹ ILO (2015) Revised Project Document: Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor. Fundamental Principles and Rights at Work (FPRW), International Program on the Elimination of Child Labor (IPEC), Multi-bilateral Program of Technical Cooperation 24 June 2015. Geneva: ILO.

² Such as research institutions working child labor and other related child protection issues, corporate social responsibility programs, and others as relevant.

IO 1: Legal/regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies. Under this IO, the project aims to improve specific aspects of national legislation on child labor, so that countries take the necessary steps toward aligning with the international standards, also responding to the country-specific needs and the recommendations raised by the ILO supervisory bodies.

IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms. IO 2 targets three groups: Labor Inspectorates (SO 2.1); other government enforcement agencies such as the Police and the Judiciary (SO 2.2); and the country's local level enforcement agencies (SO 2.3).

IO 3: Increased implementation of National Action Plans on child labor, including its worst forms. The goal of IO 3 is to increase the national capacity to implement National Action Plans (NAP) (SO3.1) or to develop/update the CL NAP (SO 3.2).

IO 4: Improved implementation/integration of national and local policies and social programs aimed at the reduction and prevention of child labor, including its worst forms. IO 4 seeks to improve the implementation of national and local policies and programs. It also aims to integrate CL concerns into those policies and programs that do not currently have such scope of action.

The scope of the external interim evaluation includes a review and assessment of all activities carried out under the USDOL CLEAR Cooperative Agreement with the ILO during the first two years of project implementation. The overall purpose of the interim evaluation is to:

1. Assess the relevance of the project's Theory of Change, as stated in the CLEAR CMEP, to the issue of child labor in the implementing countries and whether activities are being implemented in accordance with the project design.
2. Review the design and implementation of CLEAR to determine whether the project is meeting its objectives and identify challenges and/or successes encountered in doing so. Analyze the possible factors, internal and external to the project, which may be contributing to these successes and challenges.
3. Describe the management and staffing structure of the project as well as the communication flow between each country and with Geneva. Assess the efficiency of the project management structure and its effectiveness.
4. Describe whether the CMEP is being implemented as designed and whether it is accurately measuring project results.
5. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability during the second half of the project.

The evaluation Team Leader first conducted a series of meetings with ILO CLEAR headquarters staff prior to the fieldwork that was conducted in the countries. The evaluation then conducted field visits to assess CLEAR actions in Bangladesh, Suriname and Paraguay. For Uganda and Philippines, data was collected through Skype calls and online forms. In the case of the Philippines, Skype calls were conducted with four key stakeholders, including the National

Project Coordinator (NPC) and one representative each from Government, employers' and workers' representatives. In the case of Uganda, a Skype call with the NPC was conducted.

The primary evaluation limitation was the fact that much of the project activities were yet to be conducted in most of the five countries at the time of the evaluation. The exception was Paraguay, which had already completed or was well underway with the CLEAR in-country actions.

Evaluation Findings

Project Progress and Assessment of Results

The project has experienced a number of delays in general, although some progress has been made in different countries and in specific subject areas. It was very difficult for the evaluators to assess the quality of project activities as there were still few to no achievements to observe and analyze in two of the three countries visited (Bangladesh and Suriname). Many stakeholders consistently noted delays.³ Delays were mostly due to administrative issues, project inception processes and contextual factors in each country, such as changes in government, staff, or elections that were beyond project control. Much groundwork has been laid, however, and the evaluators believe that if administrative and financial processes are streamlined within the ILO, it still may be possible for some of the expected results to be achieved. In some cases, however, country government-specific impediments are foreseen that might also slow down the achievement of *all* of the planned results within the allocated time for the first five countries.

The evaluation found that there was some lack of clarity across the documents (narrative and tables) in the Technical Progress Reports (TPR) with respect to reporting of results, which made it difficult to assess the actual progress.

The evaluation concludes that it would have been possible to do more ground work and networking while the CMEP was being developed, which would have helped the project to progress more quickly towards the attainment of results. The CLEAR project staff told the evaluators that they believed that approval from the donor on the CMEP was required before beginning the implementation of activities. The donor stated to the evaluators that it is not a requirement to finish the CMEP before starting project activities, and that this was also communicated to the project staff throughout the development of the CMEP. The donor further stated that it was possible to engage in activities, adding that at a minimum, ground work to allow for immediate and efficient carrying out of activities once CMEP was approved should have been done.

The ILO indicated that they did do some initial groundwork where it was possible. In Bangladesh it was not possible to do more groundwork primarily because of the Bangladesh Government's requirement to have a Memorandum of Understanding with the ILO first. Some

³ Reasons for the delays are discussed in various sections of the report and include the long project start-up processes.

actions were undertaken in the Philippines and Paraguay, while in Uganda the project engaged in a consultative process with the government to revise legal frameworks.

As the progress delays indicate, however, the project was still behind in implementation for a range of reasons. These include the understanding of the ILO that a step-wise approach to implementation was required, which precluded implementing a step until the previous one was completed. Other challenges included insufficient professional/technical staff to provide support for the four separate components of the project. These challenges were compounded by the centralization of the financial/administrative mechanism, without adequate Admin/Finance support staff for the project and the late start of NPCs/Project Focal Point.

One aspect that appears little highlighted is the work on developing advocacy strategies with key stakeholders to promote the approval of proposed legal amendments or new regulations. While advocacy for approval can only be fully implemented once the amendments and regulations are ready for submission, it is useful to have a well-developed advocacy strategy at an earlier stage of the amendment development process. This could have been done during the project inception phase.

The evaluation finds that although progress is slow, the stakeholder interviews and online forms indicated that the ILO is recognized as a valid partner for developing the legal and policy frameworks. This is in part because the ILO works with the countries on other labor issues and because, of course, the country governments are members of the ILO. The ILO's involvement of workers' and employers' organizations as active members in the discussions is another element that is seen as useful.

The evaluation found that there was a very high level of interest in the project component on labor inspector trainings. Producing reports on strengthening the needs of target institutions and proposing revisions to standard operating procedures are important aspects in this regard. In all of the current CLEAR countries, many interviewees and some online respondents expressed strong demand to expand training on child labor to cover many more service providers.

The evaluation found that the project is still in the early stages of implementing the IO on increased implementation of NAP on child labor. Some progress towards the integration of existing policies and social programs is visible in the project countries but much of this is still in the planning phase, with the exception of Paraguay and a few other country-specific exceptions. There are particular challenges in Suriname where there has been limited past experience with child labor initiatives.

The extent to which CLEAR will be able to achieve its targets for the current five countries during the planned period varies from country to country. A major impediment towards achieving the project targets are the ILO bureaucratic administrative and financial disbursement procedures to which the project has to adhere. An important evaluation finding is that all of the components are feasible to implement.

At the time of the evaluation, the expected research on the IOs was still in a planning phase and no activities to share knowledge between different countries had yet been carried out. Research

that was conceived to be conducted according to IO could be better implemented through country-level case studies of good practices and lessons learned.

The evaluation found that the goal of working with different UN agencies and NGOs⁴ is still limited so far and could be increased. Work with employers' and workers' organizations is more visible.

Project Efficiency

Project efficiency was low until the time of the evaluation. The efficiency of the project management structure was impeded because of the challenges in administrative and financial processing. The same challenges also had an impact on effectiveness as it resulted in implementation delays. The ILO has centralized the processing of all financial disbursements for global projects, such as CLEAR, in an office within the ILO.

Relevance and Project Design

The evaluation does conclude that the project was globally relevant and had overall good alignment with country child labor policy priorities, Country Decent Work programming, and existing legal frameworks. The concept of having a primary focus on the enabling environment with smaller budgets and scope was useful in those countries with long experience working on child labor programming.

The Theory of Change (ToC) and Results Framework (RF) are only somewhat valid since implementation began. At project inception and during CMEP planning, the country offices were of the opinion that the indicators and targets were realistic. The evaluation has found, however, that the details of some of the means to attain the targets still need to be reformulated and finalized due to contextual challenges.

One of the key design issues that has hampered project coordination and may potentially affect the extent and quality of project results was country selection. It should be noted that the project was designed largely to provide countries with an opportunity to address suggested actions in USDOL's annual Worst Forms of Child Labor (TDA) report. An assessment of a country's TDA-suggested actions was a key piece to final selection of the project countries. Accordingly, the project component areas correspond to the subjects that would benefit from strengthening according to the TDA report. There were some criteria for country selection included in process documents that USDOL/ILO created, but these did not include criteria to group countries by type. This resulted in a mix of countries from different regions with highly varying contexts, needs, population size and past child labor project experience.

The Comprehensive Monitoring and Evaluation Plan (CMEP) was indisputably useful as a planning tool although project staff⁵ unanimously deemed that its preparation was much too

⁴ Interaction with both national and international NGOs could be increased although some instances of interactions can be cited, especially in Paraguay.

⁵ In Suriname the project has a focal point who is not technically part of the project staff, as she is a government employee. However, to simplify report language, wherever the text refers to "project staff" it includes the Focal Point.

detailed and complex for the real needs of the project. The duration of the CMEP design process interfered with the timely implementation of country actions.

As a monitoring tool, the CMEP appears to be functioning to some extent and project staff indicated that it is not very difficult to use. Given that much of the actual work to implement activities still needs to be carried out, however, it was not possible to fully assess the usefulness of the CMEP as a monitoring tool.

The evaluation concluded that there is an excessive emphasis on quantitative indicators and indicator definitions. While quantitative measures are useful, as they tend to be less debatable and easier to track, qualitative measures are also needed when engaging in activities to strengthen the enabling environment. The evaluators noted that there are many expected results but these were insufficiently formulated to provide measurement of how these actually contribute to improving the child labor situation in the countries.

The evaluators are of the opinion that separating large-scale projects that combine enabling environment with downstream actions from projects that focus mostly on the enabling environment has negated consideration of a third alternative. In countries where there is already long-standing experience with child labor projects and governments are funding their own actions on child labor, outside technical support is still needed for downstream actions. A mixed-focus technical support is likely needed.

Sustainability

The evaluators found that it is difficult to assess the quality of the progress towards sustainability in the project so far, despite its focus on the enabling environment.

The project components that focus on enforcement have good *potential* for sustainability. Given the delays in implementation, however, it is not possible at this time to indicate whether they will contribute to substantial sustainability of downstream efforts to address child labor.

The evaluators do have concerns that the sustainability of project intermediate objectives and sub-outcomes is uncertain given the lack of remaining time to properly implement them. The ownership of national and local partners is only likely if the project does not face any more implementation challenges due to internal processing of disbursements and other challenges.

Even if the project achieves all of the results, the rush to attain them within the short remaining period for implementing activities in the five countries may affect quality. If quality is low and activities are not fully integrated into the country's child labor programming by the end of the time allotted to the countries, sustainability will certainly be affected. The fact that the indicators focus on quantity and not quality is also challenging in this respect.⁶ This makes it extremely difficult to measure the quality of the results and their contribution to sustainability.

⁶ As stated in **Section 3.1.2**

Key Good Practices

1. Focusing a child labor project primarily on strengthening the enabling environment is useful in countries where there has been past experience with child labor projects.
2. Including National Project Coordinators who are familiar with the child labor programming in their respective countries is useful as they are able to maximize their knowledge of the context. This is particularly important when they combine their technical knowledge with their personal networks to obtain support.
3. Strengthening the capacities of the Labor Inspectorate, including master training of labor inspectors, is seen as a potentially very useful input to strengthen the enabling environment.

Key Lessons Learned

Lessons learned focus on the need to:

- Organize the selection of countries around specific criteria, such as by region or experience with past child labor programming.
- Increase focus on a holistic view and high-level measurement of outcomes and learning, while avoiding focus on detail when developing the CMEP for projects that support the enabling environment.
- Ensure streamlining of administrative and financial disbursement processes so that implementation can be carried out in a timely manner. Ensure that an adequate number of staff and time is allocated for coordination and support at project headquarters.

Recommendations

Key entities responsible for implementation are added in parentheses and italics after each recommendation.

Project Management and Overall Implementation

1. Consider decentralizing technical support, administrative and financial management of basic project activities to regional or (preferably) country level wherever relevant and possible, in order to streamline the disbursement of funds and achievement of targets. *(ILO)*
2. Develop a methodology to collect potential good practices and lessons learned at an early project stage, such as during CMEP development. *(ILO, implementing agencies of similar projects)*
3. **Implement the research that was conceived to be conducted by Intermediate Objective through country case studies.** This will allow the project to account for socioeconomic, political and past experience with child labor programming. These case studies would need to focus on the lessons learned and good practices for each IO as implemented in the country contexts. *(ILO, implementing agencies of similar projects)*

4. Develop a systematic advocacy plan for the remaining five (new) countries. This would include advocacy at country level to facilitate buy-in of the project and its strategies. *(ILO, implementing agencies of similar projects)*
5. Increase cross-sectoral, inter-agency and even regional (between countries) collaboration to develop and implement approaches to the elimination of hazardous child labor. *(USDOL, countries, implementing agencies)*
6. Expand the focus of capacity strengthening to encompass more service providers through a master trainer system. The master trainer system would enable a cascading method through which certified master trainers would train service providers at the local level. *(ILO)*
7. Increase visibility of the CLEAR project and of USDOL as the funding agency. *(ILO)*

CLEAR Country-Level Recommendations

1. Extend the contract of the NPC and the duration of implementation time in Paraguay and Bangladesh to ensure targets are fully met. *(ILO)*
2. Provide the Suriname Focal Point with substantial additional technical and other support to ensure that targets are met. *(ILO and Government of Suriname)*
3. Work with and carry out the National Child Labor Survey in Suriname with a broadly accepted national institution, since the National Statistics Bureau is not available to supervise a study for the foreseeable future. *(ILO and Government of Suriname)*
4. Model downstream direct actions in Suriname to ensure that the eventual NAP is successful. This should entail the provision of capacity strengthening and guidance to local government to enable them to implement direct actions with beneficiaries. The child labor survey and analysis of local government capacities should be used to inform the needs and content of training for local government service providers. *(USDOL, ILO and Government)*

Recommendations for Future Projects with Primary Focus on the Enabling Environment

1. Develop criteria for the selection of project countries so that they can be grouped and managed in a coherent way. *(USDOL)*
2. For CMEPs in projects similar to CLEAR, increase the focus on creating a global results matrix, including intermediate and supporting objectives with accompanying indicators. *(USDOL, implementing agencies, consulting agencies providing support on CMEP development)*
3. Conduct intensive networking, including with national child labor committees and/or other key stakeholders, at an early project stage while the CMEP is being developed. *(Implementing agencies)*

4. Develop qualitative as well as quantitative indicators to measure the achievement of results and determine the extent to which specific results contribute most effectively to eliminating exploitative/hazardous child labor. *(USDOL, implementing agencies)*
5. Develop and/or fund an intermediate system between a fully-fledged enabling environment-focused project and projects with combined up and downstream activities. *(USDOL, implementing agencies)*

I. INTRODUCTION AND PROJECT DESCRIPTION

The International Labour Organization (ILO) is implementing a four-year project as the first part of the Country Level Engagement and Assistance to Reduce Child Labor Project (CLEAR). The United States Department of Labor's (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) is providing US \$7,950,000 to fund the CLEAR project. The project agreement between USDOL and the ILO was signed in November 2013. The purpose of CLEAR is to support a reduction in child labor (CL) by "strengthening the capacity of governments, national authorities, employers' and workers' organizations" ⁷ as well as other civil society and specialized stakeholders.⁸ At the time of the Cooperative Agreement, Bangladesh, Paraguay, Philippines, Suriname and Uganda had been selected. Since then, other countries have submitted requests for inclusion in the project. Afghanistan, Lebanon, Côte d'Ivoire, Serbia, and Sri Lanka have been officially approved by USDOL and implementation will start soon. The inclusion of Armenia is still pending.

Between October and December 2015, an Interim Evaluation of the CLEAR project was carried out to assess the extent to which the project has achieved the targeted results to date. The current evaluation report covers the work carried out to support the first five countries included in the CLEAR project.

It should be noted that the CLEAR Child Labor Program is a part of USDOL's strategy to carry out targeted action in specific sectors to support national efforts to eliminate child labor. USDOL-funded child labor elimination projects seek to achieve five major goals:

- Reducing exploitative child labor, especially the worst forms, through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
- Strengthening policies on child labor, education, and sustainable livelihoods as well as the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational/skills education opportunities to provide children with alternatives to child labor;
- Raising awareness of exploitative child labor, its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
- Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational/skills alternatives, microfinance and other income generating activities to improve household income; and

⁷ ILO (2015) Revised Project Document: Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor. Fundamental Principles and Rights at Work (FPRW), International Program on the Elimination of Child Labor (IPEC), Multi-bilateral Program of Technical Cooperation 24 June 2015. Geneva: ILO.

⁸ Such as research institutions working child labor and other related child protection issues, corporate social responsibility programs and others as relevant.

- Ensuring the long-term sustainability of these efforts.

In accordance with these goals, CLEAR supports national stakeholders in taking targeted actions to eliminate child labor, including its worst forms. The provision of critically needed technical guidance and support in several key areas, such as strengthening legislation, enforcement, monitoring, development and implementation of National Action Plans (NAP), is expected to lead to the achievement of these goals. The project also supports the improved implementation and integration of child labor into relevant policies and social programs. While the project as a whole focuses on achieving these outcomes, not all target countries conduct activities under each and every component.

The intended ultimate beneficiaries of the CLEAR project are children at risk of—or who are engaged in—child labor in the project countries. There are no direct beneficiaries under this particular project. Entities benefitting from this capacity development initiative are the governments, particularly the Ministries of Labor, Education, Social Protection, Social Action, Social Assistance, Health, Social Development or Justice, as well as employers' and workers' organizations and other civil society agencies working with children.

CLEAR Overall Project Objective: Increased capacity of target countries to reduce child labor, including its worst forms.

Below is a table that identifies which Intermediate Objectives (IO), Sub-Outcomes (SO) and associated activities are relevant for each country included in the project.

Table 1: Expected Country-Level Activities by Immediate Objective

Immediate Objective and Activities	Bangladesh	Paraguay	Philippines	Suriname	Uganda
IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies Under this IO, the project aims to improve specific aspects of national legislation on child labor, so that countries take the necessary steps toward aligning with the international standards, also responding to the country specific needs and the recommendations that ILO supervisory bodies have raised	X	X	X		X
Activities					
Providing technical advice on a regulatory framework on child domestic work, on permissible light work		X	X		X
Providing technical advice on a regulatory framework on sanctions for hazardous child labor regulations		X	X		
General assessments of the compatibility of national legal frameworks with the International Labor Standards	X	X	X		X
Strengthening capacity of national constituents and other relevant stakeholders to develop legal and regulatory instruments in line with the project's recommendations	X	X	X		X
Developing advocacy strategies with key	X	X	X		X

Immediate Objective and Activities	Bangladesh	Paraguay	Philippines	Suriname	Uganda
stakeholders for their implementation to promote approval of proposed legal amendments or new regulations.					
IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms IO 2 targets three groups: Labor Inspectorates (SO 2.1), other government enforcement agencies such as the Police and the Judiciary (SO 2.2) and the country's local level of the enforcement agencies (SO 2.3).	X	X	X	X	X
Activities					
Producing diagnostic reports on the target institutions	X				
Proposing revisions to standard operating procedures and Inspectorate tools	X	X	X	X	X
Training relevant officials, including development of training materials.	X	X	X	X	X
Providing technical assistance (design and implementation) to establish a CLMS				X	
Providing technical assistance (design and implementation) to replicate existing community-based monitoring systems in other areas of the country	X				
IO 3: Increased implementation of National Action Plans on child labor, including its worst forms The goal of IO 3 is to increase the national capacity to implement National Action Plans (NAPs)(SO3.1) or to develop/update the CL NAP (SO 3.2).	X		X	X	X
Activities					
Training CL NAP Steering Committees	X				X
Working with stakeholders to formulate policies and develop activities to integrate sectorial approaches for eliminating the WFCL in specific sectors, such as domestic work and agriculture, into the NAPs	X		X		
Providing training and technical advice to national stakeholders to advocate for and drafting a NAP, including carrying out a National Child Labor Survey whose results will be disseminated jointly with the national competent authorities				X	
IO 4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms. IO 4 seeks to improve the implementation of national and local policies and programs. It also aims to integrate CL concerns into those policies and programs that do not currently have such scope of action.	X	X	X		
Activities					
Providing technical advice for the integration of such concerns into basic education policies, CCT program and social protection services through	X		X		

Immediate Objective and Activities	Bangladesh	Paraguay	Philippines	Suriname	Uganda
recommendation reports and consultative workshops.					
Assessing social and other policies and programs to identify potential synergies	x				
Promoting effective coordination of social programs in selected areas through a pilot project		x			

II. EVALUATION OBJECTIVES AND METHODOLOGY

Section 2 describes the evaluation scope and objectives as set out in the evaluation Terms of Reference (TOR). It also includes an overview of the methodology used to carry out the evaluation.

2.1 Evaluation Scope and Objectives

The scope of the external interim evaluation includes a review and assessment of all activities carried out under the USDOL CLEAR Cooperative Agreement with the ILO. All activities that have been implemented from project launch through the time when the evaluation fieldwork were considered. The interim evaluation assesses and evaluates the project's implementation for the first two years, providing insight on what aspects are effective and determining whether the project is on track towards meeting its goals and objectives.

The evaluation addresses issues of *project design, implementation, management and staffing, project communication flow, and Comprehensive Monitoring and Evaluation Plan (CMEP) implementation*. The evaluation report focuses these issues around the evaluation criteria of project relevance, effectiveness, efficiency, efficacy of project performance monitoring, lessons learned and sustainability.

The overall purpose of the interim evaluation is to:

1. Assess the relevance of the project's Theory of Change (ToC), as stated in the CLEAR CMEP, to the issue of child labor in the implementing countries and whether activities are being implemented in accordance with the project design.
2. Review the design and implementation of CLEAR to determine whether the project is meeting its objectives and identify challenges and/or successes encountered in doing so. Analyze the possible factors, internal and external to the project, which may be contributing to these successes and challenges.
3. Describe the project's management and staffing structure as well as the communication flow between each country and with Geneva. Assess the efficiency of the project management structure and its effectiveness.
4. Describe whether the CMEP is being implemented as designed and whether it is accurately measuring project results.
5. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability during the second half of the project.

Relevant evaluation questions, as determined by USDOL and the CLEAR project, are listed in Table 2 in **Section 2.4**.

2.2 Methodology

The evaluation conducted field visits to assess CLEAR actions in Bangladesh, Suriname and Paraguay. For Uganda and Philippines, data was collected through Skype calls and online forms. In the case of the Philippines, Skype calls were conducted with four key stakeholders, including the National Project Coordinator (NPC) and one representative each from Government, employers' and workers' representatives. In the case of Uganda, a Skype call with the NPC was conducted. Notwithstanding attempts, it was not possible to interview other representatives of the constituent members of the Uganda National Steering Committee.

Despite repeated follow up efforts, the online survey (See **Annex D** for details) was not very successful although there were repeated follow up efforts to encourage invited persons to fill in the form. NPCs in both the Philippines and Uganda responded to the form that had been specifically developed for them. Of 48 other (non-ILO) stakeholders invited in Uganda and the Philippines, only 13 responded (5 in Uganda, 7 in Paraguay and 1 country not indicated). Where relevant, information from the online form was integrated into the analysis included in the evaluation report.

To ensure a thorough evaluation, the evaluator used a combination of methods that included the following:

- Preparation of a detailed methodology including a data matrix and guidelines for questioning;
- Review of key documents including direct project related documents;⁹
- Review of documentation to understand the current socioeconomic situation in the project countries;
- Individual interviews and group discussions with stakeholders from the ILO headquarters and field offices, national government representatives from various ministries, workers' and employers' representatives as well as other United Nations (UN) bodies; and
- Stakeholder meeting held on 30 November, 2015, in ILO headquarters where initial findings were presented, discussed, and enriched with additional input from the participants.

Further, the evaluation adheres to the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms for Evaluation in the UN System.¹⁰ The evaluation team thus observed confidentiality and other ethical considerations throughout the evaluation.

⁹ This included CMEP-related documents; project document; Cooperative Agreement; Technical Progress Reports; Project Results Frameworks and Monitoring Plans; work plans; correspondence related to Technical Progress Reports.

This evaluation was conducted by a team of co-evaluators. While Mei Zegers was the Team Leader and principal author of the report, Lorenzo Gracia Blasco reviewed and contributed suggestions for the draft. The Team Leader first conducted a series of meetings with ILO CLEAR headquarters staff prior to the fieldwork in the countries. This was followed by missions to the three field study countries. Mei Zegers went to Bangladesh and Suriname while Lorenzo Gracia Blasco went to Paraguay. **Annex E** indicates the schedule and people met during the missions. The online survey was also shared at the same time. Skype calls with the Philippines stakeholders¹¹ were conducted between the missions to Bangladesh and Suriname. The Uganda call was conducted after the mission to Paraguay was completed.¹²

Frequent contact was maintained between the co-evaluators to share information gathered and discuss potential findings. Prior to the stakeholder workshop, the co-evaluators conducted a Skype call to discuss common agreement on the contents of the preliminary findings. The co-evaluators found that this was straightforward as they were in complete agreement on the findings. Despite the major differences between the countries, the overall evaluation findings are very similar, enabling the co-evaluators to present solid conclusions for the evaluation.

2.3 Evaluation Limitations

The primary evaluation limitation was the fact that much of the project activities were yet to be conducted in most of the five countries at the time of the evaluation. The exception was Paraguay, which had already completed or was well underway with the CLEAR in-country actions. Meetings with stakeholders or Skype calls in Bangladesh, Suriname, Uganda, and the Philippines were somewhat limited as it was not really possible to actually assess many project actions. Stakeholders in these countries primarily commented on project start up actions and/or their wishes for activities that the project should carry out. The evaluation thus primarily focused on assessing the groundwork that had been implemented to enable the effective implementation of project actions. The evaluation also identified some gaps in the project that stakeholders would like to see addressed. Details are discussed in the remainder of the report.

At least one third of the evaluation interviewees were confused about the existence of the CLEAR project. They could not distinguish it from the overall activities of the ILO and had very little knowledge of USDOL as the funding agency. Most of these interviewees were only aware of the project because they had received a letter asking them to meet with the evaluator of the CLEAR project. The evaluator consequently needed to spend time at the beginning of the interview to describe the project to them before interviewing them.

The limited response to the online form means that it was not possible to do any useful quantitative analysis of this data. Where it was relevant, information from the online forms was

¹⁰ www.unevaluation.org/document/detail/102

¹¹ Mei Zegers conducted the Philippines Skype calls.

¹² Lorenzo Gracia Blasco conducted the Uganda call and was also responsible for the tracking and analysis of the online forms.

directly cited or simply integrated in the broader references to the points of view of stakeholders on different evaluation issues.

2.4 Evaluation Questions and Corresponding Report Findings

Please note that the questions and their answers do not all follow the order in which they were presented in the Terms of Reference for the evaluation. This is because adjustments were made in the report structure in accordance with the realities and logic applied during the project implementation.

Table 2: Evaluation Questions and Corresponding Section of Report Findings

TOR Question	Corresponding Section
Relevance	
1) Are project IOs and SOs consistent with the current needs of key national stakeholders?	3.1
2) Are Project IOs and SOs linked to CL national plans and strategies?	3.1
3) How effective is the project's contribution to broader child labor NAPs?	3.1, 3.1.2 and pp. 27-30
4) How effective is the project's contribution to other strategic frameworks related to child labor?	3.1
5) What adjustments might the project require in order to respond to the evolving needs/dynamics at the country level (especially when these are significantly different from the ones that were identified at the time of submitting the bidding proposal in 2013?)	3.1 and rest of report
6) At the country level, how does the project support the overall country's decent work agenda?	3.1.3
Project Design	
1) How does the management structure, with key personnel housed in Geneva, impact project results?	3.5
2) How are the roles and responsibilities of ILO country staff and CLEAR staff delineated in country?	3.5
3) How has the structure of the roles and responsibilities at ILO country staff and CLEAR staff affected project results?	3.5
4) Is there validity in the strategy/approach of focusing on predetermined thematic areas in multiple countries, with smaller budgets and scope in each country, as compared to the more traditional comprehensive child labor strategies that are implemented in specific countries?	3.1 and pp. 26-27
5) Was the CMEP useful as a planning tool?	3.1.5
6) Was the CMEP useful as project monitoring tool (and as an M&E system) to provide evidence on project outcomes and document learning?	1.1
7) Are indicators and targets realistic?	3.1.2, 3.2.1 and 3.2.2
8) Can indicators be tracked?	3.1.2
9) Are the Theory of Change and Results Framework still valid since implementation has begun?	3.1.1
Effectiveness	
1) By the time of the evaluation, is the project achieving its targets according to Annex 1 of the TOR?	3.2.1, 3.2.2 and Annex A
2) IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies	3.2.1
– Providing technical advice on a regulatory framework on child domestic work, on permissible light work (Paraguay , the Philippines and Uganda)	3.2.1
– Providing technical advice on a regulatory framework on sanctions for hazardous work regulations (Paraguay and the Philippines)	3.2.1

TOR Question	Corresponding Section
– General assessments of the compatibility of national legal frameworks with the International Labor Standards	3.2.1
– Strengthening capacity of national constituents and other relevant stakeholders to develop legal and regulatory instruments in line with the project's recommendations	3.2.1
– Developing advocacy strategies with key stakeholders for their implementation to promote approval of proposed legal amendments or new regulations.	3.2.1
3) IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms	3.2.1
– Producing diagnostic reports on the target institutions	3.2.1
– Proposing revisions to standard operating procedures and Inspectorate tools	3.2.1
– Training relevant officials, including development of training materials.	3.2.1
– Providing technical assistance (design and implementation) to establish a CLMS (Suriname)	3.2.1
– Providing technical assistance (design and implementation) to replicate existing community-based monitoring systems in other areas of the country (Bangladesh)	3.2.1
4) IO 3: Increased implementation of National Action Plans on child labor, including its worst forms	3.2.1
– Training CL NAP Steering Committees (Bangladesh and Uganda)	3.2.1
– Working with stakeholders to formulate policies and develop activities to integrate sectorial approaches for eliminating the WFCL in specific sectors, such as domestic work and agriculture, into the NAPs (Bangladesh and the Philippines).	3.2.1
– Providing training and technical advice to national stakeholders to advocate for and drafting a NAP, including carrying out a National Child Labor Survey whose results will be disseminated jointly with the national competent authorities (Suriname).	3.2.1
5) IO4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms	3.2.1
– Providing technical advice for the integration of such concerns into basic education policies and social protection services (the Philippines)	3.2.1
– Assessing social and other policies and programs to identify potential synergies (Bangladesh)	3.2.1
– Promoting effective coordination of social programs in selected areas through a pilot project (Paraguay)	3.2.1
– Developing recommendation reports and consultative workshops to incorporate stakeholders' inputs, with support in some countries (Philippines) to integrate child labor concerns in social programs and policies.	3.2.1
6) What are the current challenges that the project is facing in its implementation?	3.2 – 3.5
7) What efforts have been made to overcome implementation challenges?	3.2 –3.5
8) Compare the effectiveness or the results of countries with a National Project Coordinator present with those that do not have a National Project Coordinator in country.	3.2
9) How is the data in Annex C of the TPR being used to make project adjustments? (Note to Lorenzo: according to ILO headquarters staff, this is not yet being done.)	3.4
10) Of the four project component areas, which are more challenging or difficult to address and why ?	3.3
11) Is the project generating knowledge from working in different countries?	3.4

TOR Question	Corresponding Section
Sustainability	
1) How is the project's sustainability plan being implemented?	3.6
2) Are the project outcomes and sub-outcomes sustainable at the local and/or national level? ¹³	3.6
3) Please identify steps that can be taken to increase their sustainability.	3.6
4) Do national and local partners perceive project activities to be useful?	3.6
5) Are national and local partners prepared to take ownership?	3.6
6) How is the project sharing lessons learned between countries?	3.4

¹³ According to the TOR, it is understood that this question can be answered only to the extent that the project has assessed its intermediate and sub-outcomes. This evaluation is not a formal impact assessment.

III. EVALUATION FINDINGS

Section 3 focuses on the main evaluation findings. The evaluation found that the project is relevant overall and generally in line with country needs. There is progress in some areas but also significant delays in others for a variety of reasons. The project may overcome the delays if challenges around administrative and financial processing, and staff shortage issues are addressed. Extending the contracts of some of the NPCs will also be needed to ensure that they can overcome country context specific challenges. Countries are interested in participating in the project and are committed to helping ensure sustainability.

3.1 Relevance and Project Design

The evaluation concludes that the project was globally relevant and had overall good alignment with county child labor policy priorities, Country Decent Work programming, and existing legal frameworks. Specifically, the project is relevant in the CLEAR countries as it is generally in line with the political priorities defined in the NAP or other major documents that mention child labor, such as poverty reduction documents. In the case of Suriname, no NAP yet exists although there are some laws and policies with elements that are relevant to child labor.¹⁴ The extent to which CLEAR is effective in supporting these policy and legal frameworks is discussed in **Section 3.2**. The design of CLEAR's contribution to broader child labor NAPs and other strategic frameworks related to child labor is likely to lead to effective results as related to the country needs, but only if sufficient time is allocated for full implementation. At the current rate, and as discussed throughout the report, there are many issues that need to be addressed to ensure that the planned results will be achieved within the expected period.

The evaluation TOR includes a question on the validity of the CLEAR project design strategy/approach which focuses on predetermined thematic areas in multiple countries, with smaller budgets and scope in each country. The TOR requests a comparison of this approach to the more traditional comprehensive child labor strategies that are implemented in specific countries. This question is difficult to answer because the answer appears to be related to the level of prior country experience regarding child labor activities. This aspect will need to be reassessed at the time of the final evaluation when more countries have been added into the project, including at least two with limited prior child labor elimination activities.

In the meantime, the evaluators do believe that the concept of primarily focusing on the enabling environment, with smaller budgets and scope, was useful in those countries with long experience working on child labor programming. In such countries interviewees felt that, while continuing to have downstream (local level) actions is also important, a focus on the enabling environment with smaller budget allocation is useful. As an interviewee in the Philippines stated, "This approach helps us to take our work to the next level, a jumping off point from where we take greater responsibility as a country to address child labor."

¹⁴ See for an overview: United States Department of Labor's Bureau of International Labor Affairs (2015), Findings on the Worst Forms of Child Labor- Suriname. Available from <http://www.dol.gov/ilab/reports/child-labor/suriname.htm> (Website consulted December 1, 2015)

The usefulness of having a strong focus on the enabling environment (with limited budget) was less evident in the case of Suriname. In Suriname, CLEAR only included a small downstream activity to pilot test a local Child Labor Monitoring System (CLMS). Suriname has only limited prior experience conducting actions at local (downstream) level. Stakeholders in Suriname thus reiterated that it was still difficult to determine how to address child labor in the local context as there was such limited experience on this so far. This meant that developing a NAP is challenging, as inspiration has to be garnered from other countries, whereas the complex multi-cultural environment of Suriname was perceived as being quite different from other settings. Investing in a more traditional child labor project, even with a smaller budget due to the smaller population size as compared to many other countries, would be useful for Suriname. This would help to test appropriate local models in various country cultural settings but also contribute to the necessary advocacy and provide experiences that can be used to promote awareness-raising.

3.1.1 Consistency of Project Design and Validity of Objectives

CLEAR is generally still consistent with the current needs of key national stakeholders, although stakeholders also indicated that there were gaps and other needs that the project is not addressing (see remainder of report and **Section 5.2** for examples). Many interviewees in all countries started their interview by citing all of the country needs related to child labor issues, almost as if it was actually a project design interview. These interviewees cited a long list of issues that they felt should have been addressed in the project although it is beyond the scope of the evaluation to detail every one of these.

In summary, however, identified gaps include:

- Strengthening cross sectoral coordination at national level;
- Strengthening linkages to anti-trafficking initiatives;
- Strengthening advocacy and conducting continuous awareness raising on child labor issues;
- Advocating for the government adoption of Child Labor Free Zones and integrated area-based approaches;
- Providing technical support for local government in locations with high prevalence of hazardous child labor;
- Training of nongovernmental organizations (NGOs) working on CL;
- Exchanges with other existing programs and projects working on child labor-related issues; and
- Training former child laborers and older children and youth to organize and help each other articulate their needs and access their rights.

In fact, the evaluators found that a proportion of key stakeholders, especially in Bangladesh, felt that the IOs and SOs were somehow imposed. This point was also noted in Paraguay and Suriname even if stakeholders in these countries still agreed that the IOs were still useful and in line with the country's policies. In the case of Bangladesh, reticence about the IOs was primarily because of the sub-component on IO1 to revise the labor law to bring it more accurately in line

with international standards. Given that the labor law had only recently been renewed (in 2013), government stakeholders in particular felt that it had been “difficult enough” to come to agreement on the new labor law. It was now seen as very challenging to go back to revise it so soon after its adoption, especially since this would require renewed difficult advocacy, numerous meetings and an explanation to parliament about why these aspects had not been included in the newly adopted labor law. After advocacy and negotiations, wording for Bangladesh for the IO on legal frameworks was adjusted and the situation resolved.

The impression among some stakeholders that the IOs and SOs were imposed may be, at least in part, because the project outcomes were determined based on interactions and assessments that had been conducted from 2012 for the first five project countries, which was quite some time earlier than the start of activities. The stakeholders interviewed for the evaluation had not been included in those discussions, did not remember them or did not link them to the existence of the CLEAR project. It should be noted that, especially in government, there is often substantial staff turnover and new individuals may have been assigned who were not associated with the earlier preparations.

Project adjustments that might be required in order to respond to the evolving needs/dynamics at the country level are primarily related to the gaps that that evaluation stakeholders feel should be addressed. This appears to be, at least in part, because of a disconnect in time between the period when the countries and outcomes were identified and when the project actually started practical implementation.

Although stakeholders generally did support the concepts in the CLEAR project design, they particularly expressed appreciation for the sub-component on labor inspector training. It should be added, however, that it was pointed out in all countries that training on preventing and withdrawing children from child labor should be extended to cover more types of service providers. Such training is being provided by CLEAR in Paraguay, Philippines and Uganda but there were still requests to cover more types and numbers of service providers.

The project’s Theory of Change (ToC) and Results Framework remain only somewhat valid since implementation began. At project inception and during CMEP planning, the country offices were of the opinion that the indicators and targets were realistic. The evaluation has found, however, that the details regarding the means to attain some of the targets still need to be reformulated and finalized. In the case of Suriname, for example, the way in which the child labor survey will be implemented still needs to be decided. Only once this has been completed will it be possible to determine if the related indicator and target were actually realistic in the local context. In the case of Paraguay, the current restructuring of the Labor Inspector office means that the way in which the indicator and associated target will be achieved still needs to be reviewed. Under the circumstances, it is not yet certain if this will be feasible in the case of Paraguay.

3.1.2 Assessment of Project Indicators

One of the issues that the evaluation identified is the heavy emphasis on quantitative indicators and indicator definitions. While having quantitative measures is useful, as they tend to be less in dispute and are easier to track, qualitative measures are also needed when engaging in activities such as the strengthening of the enabling environment. As a matter of fact, while the number of

indicators is sufficient and they are easy to track, the evaluation finds that they may not be sufficient in terms of the types of indicators. The number of indicators could even be reduced to focus on higher level indicators, although this is not necessary at this stage of the project.

Specifically, for example, the evaluation finds that the *quality* of changes that are brought about in legal and policy frameworks should be measured to determine the extent to which they are beneficial to eliminating exploitative/hazardous child labor. Concretely, one way to do this could be to include a measure on the extent to which desired changes in laws were made in accordance with international labor standards.

The evaluators noted that there are many expected results but these were insufficiently formulated to provide measurement of how these actually contribute to improving the child labor situation in the countries. There is an assumption that the achievement of the SOs will lead to child labor reduction and—based on experience with past projects—this is likely true.

At the same time, using only numerical measures of results will not provide sufficient proof that the IOs are really achieved. Quantitative indicators need to be complemented with qualitative measures of results. Of course, given the project time frame, it is not always possible to measure the extent to which a training really leads to change. There is an assumption that improved capacity of Labor Inspection Systems (SO 2.1) will lead to effective integration of child labor concerns in labor inspection processes and that this, in turn, is expected to lead to improved enforcement of laws and policies (IO level). Nevertheless, a system is needed which goes beyond simply counting the number of guidelines/manuals developed and number of labor inspectors trained. This is because such information does not automatically mean that it will lead to the actual improved enforcement of laws and policies.

It is true that guidelines/manuals and training are useful to strengthen capacities. However, many contextual aspects can limit the ability of labor inspectors to enforce laws and regulations. Examples include the limited number of labor inspectors in a country, their inability to sufficiently monitor child labor in the informal economy in particular,¹⁵ and the limited financial and logistical resources to cover all and/or remote areas. The quality of the training and ability of labor inspectors to understand the materials may influence the extent to which they implement what has been learned. At a minimum there should be some measure to determine the extent to which labor inspectors are able to use the guidelines/manuals and implement what they learned in training. This could be done by testing their knowledge and following up after training, if this is possible within the project time period. The short time period allocated per country is a limitation in this regard. If this is not possible, a mechanism would still be needed for stakeholders to assess the effectiveness of training and manuals. Collected feedback could further help to fine-tune such trainings and collect good practices and lessons learned.

It should be stated that the project timeline, with its corresponding indicators and targets, does not always reflect the realities and/or needs. For example, in some cases the steps towards developing an outcome have been listed but there is no corresponding target, even up to

¹⁵ As a result of laws and regulations that only require/mandate monitoring of formal economy enterprises and other aspects such as limited human and other resources.

October 2015. For example, in the case of SO 3.2.1 “NAP institutions’ members advocate for updating/developing a NAP,”¹⁶ a corresponding indicator is, “Number of NAP stakeholders that take advocacy actions (such as organization of public events and production of publications) focused on developing/updating the CL NAP (disaggregated by country). Still it appears somewhat redundant to indicate this in such a way. Furthermore, there is no target for this indicator for the period up to October 2015. As the advocacy actions are to promote the development/updating of the NAP it can (and should) be done during the entire period from the moment that the CMEP was approved.¹⁷ It should be noted that the project team indicated that, in the case of Suriname, there was a lack of detail on the relevant stakeholders who would be included in the NAP development. The project team thus indicated that a target could not be identified without first having more information on the stakeholders. This is problematic given that evaluation findings in the field (see **Section 2.3** on evaluation limitations) indicated that many stakeholders were still unaware of the planned NAP in Suriname, so initiating advocacy to promote their involvement at an early planning stage would be important.

3.1.3 Decent Work Agenda

At the country level, CLEAR supports the project countries’ Decent Work Country Programs (DWCP). In the case of Paraguay there is not an officially signed country program but the project does support country priorities in general even if child labor is not specifically indicated. In countries with DWCP, CLEAR supports several different aspects of the DWCP. This includes components on the improvement of working conditions, social protection, capacity strengthening and workers’ rights. In the case of Bangladesh the priority areas are, for example, safety and working conditions, rights of the workers, social protection and social security and social dialogue. In the Philippines, the DWCP is included in the Labor and Employment Plan with specific components on child labor.¹⁸ In Suriname, the DWCP is aimed at, among other aspects: adherence to the fundamental principles and rights at work (FPRW); modernization of existing labor legislation; strengthening of labor inspection; and production of statistics.¹⁹ For Uganda, the project is in line with country priorities on improved labor administration and adherence to fundamental rights and labor standards.²⁰

3.1.4 Country Selection

One of the key design issues that has hampered project coordination and may potentially affect the extent and quality of project results was country selection. It should be noted that the project was designed largely to provide countries with an opportunity to address suggested actions in USDOL’s annual Worst Forms of Child Labor (TDA) report. An assessment of a

¹⁶ See **Annex A**.

¹⁷ With the exception of Bangladesh, where it would be from the time the government approved the project.

¹⁸ Department of Labor and Employment (2011), The Philippine Labor & Employment Plan 2011 2016: Inclusive Growth Through Decent and Productive Work. Manila: Department of Labor and Employment.

¹⁹ ILO (2015). Available from http://www.ilo.org/global/docs/WCMS_335460/lang--en/index.htm. (Website consulted November 30, 2015)

²⁰ The Republic of Uganda (2012), Decent Work Country Programme 201-2017. Kampala: Ministry for Gender, Labour and Social Development and ILO.

country's TDA-suggested actions was a key part of the final selection of the project countries. Accordingly, the project component areas correspond to the subjects that would benefit from strengthening according to the TDA report. There were some criteria for country selection included in process documents that USDOL/ILO created, but these did not include criteria to group countries by type.

This resulted in a mix of countries from different regions with highly varying contexts, needs, population size and past experience with child labor projects. Including such a diverse mix of countries in different parts of the world caused difficulty in providing timely country-specific technical support from project headquarters. Having more specialized staff at regional level — or even country level — who are assigned to provide technical support to the NPCs would be useful. As will be discussed in **Section 3.5**, this has also impacted the efficient provision of administrative and financial support. A more regional approach, and/or a selection process that groups countries logically, would be beneficial to improve the project's functioning and collection of appropriate lessons learned and good practices.

3.1.5 Comprehensive Monitoring and Evaluation Plan (CMEP)

The purpose of the CMEP was to design the full CLEAR results matrix, including country details, and to provide a tracking tool for project implementation. The CMEP is also intended to function as a feedback mechanism within a project systems approach.²¹ This enables projects to flexibly respond to identified realities, maximize opportunities and reduce challenges. CLEAR developed a Results Framework (RF) showing the expected outputs and outcomes for each specific country project together with related indicators and other means to measure results.

The CMEP was indisputably useful as a planning tool, although project staff²² unanimously deemed that its preparation was much too detailed and complex for the real needs of the project. The full design process was initiated in a workshop in Geneva with the technical support of a specialized consultant. ILO headquarters staff attended. A subsequent meeting in August 2014 was conducted at the USDOL office in Washington, DC, with attendance from all project staff, ILO HQ staff and NPC, plus USDOL officers (with the exception of the Suriname focal point). In addition, much discussion was carried out using other online means of communication.

It should be added that NPCs have different opinions about the eventual quality of the CMEP content. All stated, however, that it is too detailed. It should be added that during project design, the CLEAR project had wanted a simpler CMEP. The CLEAR project interpreted donor guidelines on CMEP development as requiring a high level of detail. The CLEAR project management thus prepared different country level CMEPs in addition to the overall CMEP. The donor, in turn, indicated to the evaluators that such detail was not actually required during project start-up.

²¹ This approach conceives projects as systems where information is gathered, fed back into the system using a feedback loop, and approaches are altered in line with field realities and needs. The ultimate purpose is to maintain the highest possible stability of the project system so as to best achieve the intended project results.

²² In Suriname the project has a Focal Point who is not technically part of the project staff as she is a government employee. However, to simplify report language, wherever the text refers to "project staff" it includes the focal point.

The donor indicated that they did expect the project to determine the project results that would be expected for each country but that a specific CMEP per country was not needed. At the end of the evaluation, the evaluators concluded that there was a level of confusion in this regard which affected the speed of project start-up. The evaluators are of the opinion that a project on the enabling environment needs to focus more on higher level process and results indicators as opposed to extremely detailed indicators at all levels.

The NPCs noted that the discussions to prepare CMEP components were too “in depth” and time consuming. Country-level challenges, opportunities and other issues were discussed in great detail. The NPCs felt that it would have been sufficient just to cite these challenges and opportunities without engaging in lengthy discussions about their particular aspects. They also felt, in fact, that it was not necessary to have the “country-level CMEP.” In their opinion it would have been sufficient for global project indicators to measure implementation actions and expected results in order to feed into the overall project results-based management. The evaluators agree that it would be more straightforward, practical and useful for the CMEP to focus on a global results matrix and accompanying indicators. At country level, expected results should be listed with only core accompanying qualitative expected outputs and outcomes that feed into the global matrix.

The duration of the CMEP design process interfered with the timely implementation of country actions. In the case of Bangladesh, it was particularly challenging as the government has to approve all development projects. The request for government approval of CLEAR could not be submitted until the Bangladesh-specific CMEP components had been agreed upon. Normally, once a project document has been finalized it can be submitted to the Bangladesh government, but since the original project document was at the global level and not country specific, it could not be proposed in this case. It was thus necessary to wait for the completion of the CMEP before it could be submitted to the government. This led to even further delays, as it took a three month period for the NPC to advocate with the government to approve the project through a “fast track” Memorandum of Understanding (MoU).

As a monitoring tool, the CMEP appears to be functioning to some extent and project staff indicated that it is not very difficult to use. Given that much of the actual work to implement activities still needs to be carried out, however, it is not possible to fully assess the usefulness of the CMEP as a monitoring tool. CMEP as a monitoring and evaluation (M&E) system is intended to report and provide evidence on project outcomes and document learning, which is hard to do when there are not yet many results to include. More implementation of actions is needed due to the project delays (also further detailed in **Section 3.2**), at which time the CMEP system can be better assessed.

3.2 Project Effectiveness

The project has experienced a number of delays in general, although some progress has been made in different countries and in specific subject areas. Much groundwork has been laid and the evaluators believe that, if administrative and financial processes are streamlined, most of the expected results can be achieved. In some cases, impediments are foreseen that might slow down the achievement of *all* the planned results within the allocated time for the first five countries. These impediments are mostly contextual, such as national elections and government

restructuring, and are beyond the control of the project. For this reason it will be especially important for the project to focus strongly on streamlining the bureaucratic processes within the ILO. If the processing challenges are not addressed it will needlessly complicate the attainment of the desired achievements. It should also be stressed that, given the limited time available to implement activities in the current countries, implementation quality may be compromised. In the Philippines, for example, the NPC's contract ends in March 2016 which allows very limited time for attaining high quality results.

3.2.1 Extent of Achieving Targets

The project has made some progress so far, especially in Paraguay, but in general there have been significant delays. The reasons for the delays are detailed in the remainder of **Section 3.2**, and also included in **Section 3.5**. It was very difficult for the evaluators to assess the quality of project activities as there were few to no achievements to observe and analyze in two of the three countries visited (Bangladesh and Suriname). Among stakeholders who were aware of project actions in the countries visited, Skype call participants and online form respondents consistently noted the delays. The main critique that was evident in analyzing the online forms was, in fact, focused on the delays in initiating planned activities and the bureaucratic processes. At the time of fieldwork, Bangladesh and Suriname had only been able to undertake limited actions to launch the planned activities. In the case of Uganda and the Philippines there has been some progress although both were also affected by various other challenges.

It should be added, however, that despite the challenges in the Philippines, CLEAR did manage to achieve some results even in subjects where it did not have planned targets. See **Annex A** for an overview of the expected targets and reported achievements up to October 2015.

Some of these delays have already been discussed in preceding sections regarding the development of the CMEP and the needed government approval of CLEAR in Bangladesh. It should be added, however, that it would have been possible to do more ground work and networking while the CMEP was being developed. Networking meetings with the key stakeholders, including national child labor committees, to develop the CMEP would have been beneficial as it would have been possible to launch the other activities more quickly once the CMEP was finalized.

The CLEAR project staff told the evaluators that they believed that they must have approval from the donor on the CMEP before implementing activities. The donor stated to the evaluators that it is not a requirement to finish the CMEP before starting project activities. The donor further stated that it was possible to engage in activities, adding that at a minimum ground work should have been done to allow for immediate and efficient carrying out of activities once CMEP was approved. This was also communicated to the project staff throughout the development of the CMEP.

The ILO indicated that they did do some initial groundwork where it was possible. In Bangladesh it was not possible to do more groundwork primarily because of the requirement of the Bangladesh government to have a MoU with the ILO first. In the Philippines and in Paraguay some actions were undertaken, while in Uganda a consultative process with the government was also undertaken to revise legal frameworks.

As the progress delays indicate, however, the project was still behind in implementation for a range of reasons. These include the understanding of the ILO that a step wise approach to implementation was required that precluded implementing a step until the previous one was completed. Other challenges included insufficient professional/technical staff to provide support for the four separate components of the project. These challenges were compounded by centralization of the financial/administrative mechanism without adequate Admin/Finance support staff for the project and late start of NPCs/Project Focal Point.

Other delays are a result of a wide range of factors, including the bureaucratic processing of administrative and financial approvals for dispersing funds to finance activities (See **Section 3.5**). In Uganda there have also been some delays as a result of staffing changes at the Ministry of Labor, which limited the ability of CLEAR to speed up progress on the activities.

The Evaluation Terms of Reference laid out a set of targets against which the evaluation would assess progress, which is included in **Annex A**. Unfortunately, the evaluation is not able to provide an in-depth answer with regard to the quality of these targeted efforts and must use other means of analysis to assess progress as well as possible. This is because, so far, the project is not yet able to answer positively regarding many of the indicators included in the Annex A table. In some cases this is because there were no targets yet to be achieved by October 2015. In other cases it was because of the various implementation delays.

As a consequence, the remainder of Section 3 will focus on the extent to which *activities* are being implemented to achieve the objectives, as opposed to the extent to which *immediate objectives have been fully achieved*. It is too early to provide a considered evaluation of the quality of accomplishments because so many are only being launched or are not yet completed. The project targets and corresponding results are presented in Annex A using the format required in the Evaluation TOR. Annex A is only a brief quantitative summary, so **Table 3** below provides a short narrative of results. To understand the type of activities that the project is yet to implement by country, Table 3 summarizes the IOs and expected implementation of activities by country.

It should be added that there was some lack of clarity across the documents (narrative and tables) with respect to the reporting of results. The evaluators found that it was not as straightforward to fill in the results tables as could be expected (Table 3 and Annex 1). The evaluators found that it was necessary to cross-verify results between the tables and the narrative in the Technical Progress Reports (TPR) to better understand the basis for the reported results. Further aligning these reports with the responses from interviews and online forms was quite challenging. That is, it was difficult to determine which of the TPR results corresponded to which of the results that interviewees and online respondents had indicated. The evaluators expected, given that indicator data is mostly reported in numeric format such as “number of countries with...” that it would have been easier to understand the basis for the reported results.

Table 3: Key Accomplishments at Mid-Term and Overview of Project Start-up Situation

Country / Component	Bangladesh	Paraguay	Philippines	Suriname	Uganda
General Challenges & Opportunities with regard to CLEAR at MTE	<ul style="list-style-type: none"> · National Child Labor Survey (NCLS) delayed by political unrest and violence · National Child Labor Welfare Council (NCLWC) coordinating the Divisional CLWC to be established · Ministry of Labor and Ministry of Women and Children: Divisional Councils to be established · Recruitment of 60 labor inspectors + 28 in recruiting. Milestone of 392 new inspectors up to 575D. Requires substantial scaling up of training for labor inspectors · Department of Inspection for Factories and Establishments support synergies with ILO project 	<ul style="list-style-type: none"> · 2015: Election year (districts and cities) · Little formality in the articulation of the State, administration of Justice · Inspection Directorate. Ministry of Labor (MoL) working on the Charter of the Social Security General Directorate · Working towards a single Observatory of Employment + map of employment of the country · Restructuring of the Ministry of Labor including the Labor Inspectorate 	<ul style="list-style-type: none"> · Presidential elections in 2016 · Advocacy needed for Executive Order for a Secretariat with funds · Department of Labor and Employment (DOLE) Department Order No.4 (list of hazardous occupations for children) is still a draft. · Case referral system for 900.000 children covered in HELP-ME Convergence Program validated Nov. 2015 	<ul style="list-style-type: none"> · Presidential elections in May 2015 · Needed to reschedule activities · Well-developed labor inspection but CL is not an issue of the inspections · Informal sector and inland territory not covered by labor inspection, inspection just on the coast. · National Commission of the abolition of CL, in 2008 	<ul style="list-style-type: none"> · Cabinet reshuffle in march 2015; change of Ministries · General elections in 2016: need speed up tasks · Pending child pornography not included in the Amendment Bills to the Children's Act
(I01) Component 1: Legal/Regulatory instruments aligned with international standards on child labor	<ul style="list-style-type: none"> · Labor Laws have recently (2013) amended. Government reluctant to modify again. · Consultations with the National Human Rights Commission · Policy on Domestic Workers is under review; incorporates section on child domestic workers · CLMS pilot planning phase 	<ul style="list-style-type: none"> · Draft Decree on the definition of Light Work expected signing by President soon · Hazardous CL Act: (ILO C. 182): Consultation WS on the extension of Hazardous CL; Draft for the extension of Decree 4951/2005. The process has been stopped at the DG of Legal Affairs of the 	<ul style="list-style-type: none"> · Gap between schooling age and minimum age to work – The project has elaborated a “Legal Options Study” that is the base for the National Child Labor Committee (NCLC) to encourage the modification of the republic Act 9231 about legal age for work. · Contacts for an 	<ul style="list-style-type: none"> · Not applicable (NA) 	<ul style="list-style-type: none"> · Position paper presented before the Parliamentary Committee on Gender and Labor for the Children Act Amendment Bill. The Bill is pending 2nd reading. · Support for a Position Paper and Policy brief for the Initiated coordination the

Country / Component	Bangladesh	Paraguay	Philippines	Suriname	Uganda
		<p>Ministry of Labor (doubts about defining Criadazgo).</p> <p>The Decree will need to be revised after the recently approved Law on Domestic Work</p>	Education Roadmap to Eliminate CL.		Uganda National Teachers' Union (UNATU) for the amendment of the Education Act
(I02) Component 2: Improved enforcement of laws and policies related to child labor	<ul style="list-style-type: none"> Finalization of the training curriculum for labor inspectors underway. Training manual and materials for labor inspectors under development. Inputs for developing a checklist for Labor Inspection under development. Replicating a CLMS- planning underway 	<ul style="list-style-type: none"> Survey: Criadazgo and Trafficking and CHILD LABOR completed Protocol against Criadazgo as an annex to the Inter-Service Guide for workers under 18 years old. Approved by the CONAETI. Labor inspections: survey on internal training procedures and materials underway. 132 persons (60% of target) other than labor inspectors, have increased their knowledge of how to enforce national legislation 	<ul style="list-style-type: none"> Tailor-made national training plan for labor inspectors in progress. Preparations for Labor Inspectors trainings underway Approval of the Case Flow Management Protocol by the NCLC to be applied by Labor Inspectorate and other enforcement bodies 	<ul style="list-style-type: none"> Contents and list of trainees for labor inspection training under development Tailor-made national training plan for labor inspectors started development. 	<ul style="list-style-type: none"> Tailor-made national training plan Uganda in progress. New list of Labor inspectors/officers to be trained identified Development of CLMS pilot test under discussion
(I03) Component 3: Increased implementation of National Action Plans on child labor	<ul style="list-style-type: none"> Support of the first meetings of the NCLWC. Started the preparation of a Training Manual for the members of the NCLWC. 	NA	<ul style="list-style-type: none"> NCLC: Operations Manual under development Roadmap on Protecting Child Domestic Workers in the Philippine Program 	<ul style="list-style-type: none"> Background Information Document to facilitate under development for preparation of the NAP in Suriname Hired an international 	CL NAP District guidelines yet to be designed and piloted

Country / Component	Bangladesh	Paraguay	Philippines	Suriname	Uganda
			Against Child Labor (PPACL)	consultant for the revision/update of the NAP. · First workshop with key stakeholders held.	
(104) Component 4: Improved implementation/integration of national and local policies and social programs	· Draft discussion paper on the prevailing NGOs' programs in the country able to participate in combating child labor.	· Pilot program in Caaguazú district. Coordination of the 2 Social Programs: TEKOPORA and ABRAZO completed for joint implementation of child labor component.	· Department of Education finalized draft policy on child labor. It has to be validated by the stakeholders before doing a pilot test in selected schools. · Reports on social programs (i.e. Conditional Cash Transfer and Social Protection Floor) finalized by the NCLC.	· NA	· NA

The following discussion provides greater detail on the status of each of the Intermediate Objectives.

IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies.

Please note that the discussions on the activities under each of the IOs will not detail each and every aspect of the planned activities for every country, but will rather focus on key issues. This is in part because there is not yet much to report on some subjects, and other aspects are only relevant for certain countries. The analysis of the results on the IOs thus focuses more on some of the challenges in laying the groundwork for project activities as opposed to an evaluation of completed project activities. Progress that could be identified for some of the activities is cited, although it is often too early to indicate whether they were of sufficient quality. Except for Paraguay, quite a few of the stakeholders interviewed stated points such as, “It is too early for a mid-term evaluation since we cannot say much yet.”

The stakeholder interviews and online forms indicated that, although progress is slow, the ILO is recognized as a valid partner for the development of the legal and policy frameworks. This is in part because the ILO works with the countries on other labor issues and also because, of course, the country governments are members of the ILO. The ILO’s involvement of workers and employers organizations as active members in the discussions is another element that is seen as useful. In the Philippines an interviewee noted, for example, that “child labor is an issue that we can all agree on and work together to address.” The countries recognize that they have an obligation to address these issues in order to bring them in line with the ratified ILO Child Labor Conventions 138 and 182. It should be added, however, that stakeholders also mentioned the important role of other national and international agencies ranging from various United Nations agencies to NGOs and local civil society groups.

In Bangladesh, as already stated, the government is reluctant to amend the Labor Law again, as it has been recently amended. Nevertheless, discussions on needed changes have been agreed upon and will be continued in 2016. A policy on domestic workers that includes a section on child domestic workers is under review. The Human Rights Commission is also already starting to work on these issues. The evaluator found the Human Rights Commission to be committed to addressing the issues beyond the life of the CLEAR project and well into the future.

In Paraguay, the President is expected to sign the draft Decree on the definition of Light Work soon, as it is currently in the Presidential Cabinet. Progress has been made on an extension to the Hazardous Child Labor Act, but it is currently stalled at the level of the Director General of Legal Affairs of the Ministry of Labor (MoL) due to doubts on the definitions on domestic work. The recently approved Law on Domestic Work will help in the revision of the Hazardous Child Labor Act, so this situation is expected to be resolved. A revision of the draft Decree on the extension of the List is in progress as a consequence of the approval of the Law.

There has been progress in the case of the Philippines, including an analysis of the options to align the legal frameworks with international standards on child labor, including its worst forms. The National Child Labor Committee (NCLC) has, however, decided to start working on amendments in the child labor law after its necessity was indicated in the CLEAR-supported Legal Options study. The evaluation noted, however, that it is uncertain if CLEAR will be able to

bring the proposals for changes to the legal framework to the Philippines parliament on time due to the pending elections. Stakeholders mentioned during the Skype calls that they do expect to be able to present proposed amendments to parliament after the elections and are hopeful that it will be adopted.²³

Although IO 1 is not part of the project in Suriname, most interviewees specifically indicated that there really is an important need to analyze the alignment of the country's legal frameworks with international standards. The Minister of Labor also stated that, "Suriname has made national and international commitments on labor standards. If we are serious about these commitments we need to do more than promise to implement them. We need to act, including adopting six laws that have been prepared but are not yet approved." Most of the other interviewees also stressed that country actions on child labor should be well based in at least a general understanding of the situation, and major gaps still exist in this area.

For Uganda, a position paper was presented before the Parliamentary Committee on Gender and Labor for the Children Act Amendment Bill. The Bill is currently pending a second reading in the Parliament Committee. Support has been obtained for a Position Paper and Policy brief with the Uganda National Teachers' Union (UNATU) regarding an amendment of the Education Act.

One aspect that appears little highlighted in the project is the work on developing planned advocacy strategies with key stakeholders to promote the approval of proposed legal amendments or new regulations. While advocacy for approval can only be fully implemented once the amendments and regulations are ready for submission, it is useful to have a well-developed advocacy strategy at an earlier stage of the amendment development process. That is, it is useful to start advocacy with and through national child labor committees from the moment that discussions on the amendments are initiated. To some extent, the NPCs are already doing this using their personal contacts, but this does not yet reach the actual decision makers sufficiently. In the Philippines, interviewed stakeholders did indicate that they have already been active in advocacy within their own agencies and with government officials whenever possible (see previous discussion of the plan to target child rights champions in the country).

Having a well-planned advocacy strategy for all project activities from project inception would have been beneficial. Given that CLEAR is primarily focused on strengthening the enabling environment, tapping into advocacy good practices and lessons learned from past child labor projects would have been useful. In part due to the lack of awareness of the project goals among many of the evaluation interviewees, it is apparent that advocacy has been too limited so far (See **Section 2.3** on Evaluation Limitations). Strong advocacy with all of the key stakeholders is a key to successful effort toward strengthening the enabling environment. The evaluators are thus of the opinion that a systematic advocacy plan for the remaining five countries should still be developed. Such an advocacy plan can also still be adapted and used in the existing project countries. An advocacy plan does not need to be long but it should be clear in terms of the roles

²³ Elections are slated to be held in May 2016.

and responsibilities of key stakeholders, especially for national child labor committee members (where such a committee exists). It should also be based on a review of past effective methods used to achieve successes on child labor in previous countries.

One aspect that was not sufficiently highlighted in the project design was child participation in discussions and decision-making regarding the enabling environment. This is especially important given the increasing international focus on children's right to participate in the decision-making processes that may be relevant to their lives—as indicated in Article 12 of the Convention on the Rights of the Child.²⁴ There are several references in the CLEAR project documentation to points such as "...proposals on CL issues produced with key stakeholder participation."²⁵ The inclusion of children as part of the "key stakeholders" is, however, not clearly emphasized. This gap was also noted in the online forms, where it was suggested that there should be support for strengthening children's capacities to "articulate their needs and access their rights." It could be argued that a project such as CLEAR often works with existing committees and other structures which may or may not include children or youth. This should not, however, prevent the project from advocating actively for child participation in decision making on legal and policy framework development or other enabling environment issues. In line with the stress on children's participation in the UN Convention on the Rights of the Child, one means of including children in enabling environment discussions is through their representation in local children's participatory groups.²⁶ These may include representatives of children's parliament groups, if they exist in the country, or other participatory groups.²⁷

IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms

During the evaluation, stakeholders consistently stressed that the prime challenge facing countries in the elimination child labor is the importance of improving the enforcement of laws and implementation of policies. Interviewees and online form respondents indicated that, while they consider it important to align the legal frameworks with international standards, the enforcement of existing laws and regulations would contribute to the most immediate and useful improvements to the elimination of child labor. In line with this observation, the evaluation found that there was a very high level of interest in the project component on labor inspector trainings. Producing reports on the needs of target institutions and proposing revisions to standard operating procedures are important aspects in this regard.

²⁴ UNICEF (2015) Fact Sheet: the Right to Participation. New York: UNICEF. United Nations (2009), Convention on the Rights of the Child. CRC/C/GC/12 1 July 2009. Committee on the Rights of the Child Fifty-first Session, Geneva, 25 May; 12 June 2009.

²⁵ See for example Annex 1 - OTP 1.1.1.a

²⁶ Article 12 of the Convention on the Rights of the Child states that children have the right to participate in decision-making processes that may be relevant to their lives. UNICEF (2015) Fact Sheet: the Right to Participation. New York: UNICEF. United Nations (2009), Convention on the Rights of the Child. CRC/C/GC/12 1 July 2009. Committee on the Rights of the Child Fifty-first Session, Geneva, 25 May; 12 June 2009.

²⁷ See for example, Ponet, D (2014) Handbook for Parliamentarians No. 18-201. Inter-Parliamentary Union, UNICEF. Available from: http://www.comminit.com/communicating_children/content/handbook-child-participation-parliament. Website accessed 02-02-16.

While there were still some issues regarding the ability of labor inspectors to inspect child work in the informal economy, training labor inspectors is seen as a very important first step in addressing child labor. Advocacy for increasing the number of labor inspectors and ensuring that they are authorized to inspect the informal economy was stressed as a need. It should be stated that, in the case of Bangladesh, the country is currently already rapidly expanding the number of labor inspectors to ensure that decent work conditions are assured.²⁸

In all of the current CLEAR countries, many interviewees and some online respondents expressed strong demand to expand training on child labor to cover many more service providers. Some are already covered under SO 2.2 for Paraguay, Philippines and Uganda but there was strong interest in increasing capacity strengthening of additional types and numbers of service providers.. Examples of service providers cited who need capacity strengthening on child labor were the police, educators, health providers and other local government officials.

The evaluation found that the principal progress that CLEAR has made so far with regard to IO 2 on enforcement is the development of a country-specific training curriculum, manual and materials for labor inspectors. Only in Suriname has there been less progress on developing the materials for the labor inspection trainings, which is largely due to the overall slow start up of activities in the country. While some work on the contents and a list of trainees are being developed, the evaluation found that comparatively less had been developed although there is strong commitment in the country to training labor inspectors on child labor.

In addition to developing the strength of labor inspection services, Paraguay and the Philippines have moved forward with other actions as well. In the Philippines, the NCLC has approved a protocol on Case Flow Management. This protocol is likely important as it sets out the means to enforce legal frameworks and provide services to children in hazardous child labor. Training is being provided to 75 people from different government agencies, including the department of justice and law enforcement agencies, on the implementation of the case management system.

Due to the process of restructuring and replacing existing labor inspectors, CLEAR has not yet been able to conduct the planned training for labor inspectors in Paraguay. It is unlikely that this will be possible before the end of the time period allotted for implementation in Paraguay. However, a survey on child domestic work and trafficking has been completed. The *Comisión Nacional para la Erradicación del Trabajo Infantil* (CONAETI)²⁹ has approved the addition of a protocol on child domestic work that is appended to the “Inter-Service Guide.” The guide is aimed at service providers in different sectors who work on issues related to child labor elimination. In Paraguay, 132 persons other than labor inspectors (60% of the target) have “increased their knowledge of how to enforce national legislation.”³⁰

²⁸ This is also in line with the Bangladesh Decent Work Country Programme’s emphasis on improving working conditions and its economic development strategies.

²⁹ National Commission for the Elimination of Child Labor

³⁰ See **Annex A**, SO 2.2

With regard to Suriname, labor inspectors who were interviewed for the evaluation were very interested in the training and stated that they look forward to working with CLEAR specialists on this subject. They confirmed their belief that the training will form an important component in their work to improve decent work conditions in the country. At the same time, they pointed out that it is very difficult to reach areas where much of the suspected worst forms of child labor exist, such as in remote areas where gold mining is done. Such areas must often be reached by air, followed by travel in boats and on foot. Most of the labor inspection work is done in coastal areas where the majority of businesses are situated. As a result, labor inspectors expressed concerns about the cost, human resources and practicality of enforcing the laws and regulations in these areas.

With regard to capacity strengthening in relevant government and other institutions, the need to expand such strengthening is variable by country. In terms of institutional capacity, Bangladesh, the Philippines, Paraguay and Uganda have long standing experience with child labor programming. The project aims at strengthening these capacities further. Nevertheless, there will always still be a need to continue strengthening capacities due to staff turnover and the evolving approaches to addressing child labor. In addition, none of the countries have national coverage of child labor actions and past projects have only worked in some urban and/or rural areas. With increased government budget allocations to child protection, education and related issues, it will be important to keep a focus on strengthening capacities as governments expand their programming. In the case of Suriname, of course, even more attention to capacity strengthening will be needed as the country has only very limited capacities with respect to the elimination of child labor. CLEAR will thus need to be followed up with additional technical support to governments.

Providing Technical Support for Capacity Strengthening in Future Projects

The evaluators are of the opinion that separating large-scale projects that combine enabling environment with downstream actions from projects that focus mostly on the enabling environment has negated the consideration of a third alternative. In countries where there is already long-standing experience with child labor projects and governments are funding their own actions on child labor, outside technical support is still needed for downstream actions. The team leader in the current evaluation has observed in CLEAR as well as in some other recent projects that technical support with a mixed focus is likely needed.

A more gradual movement toward enabling governments to take the lead on child labor programming should include embedding a technical expert to guide and support the government as it scales up its activities across their country. In such a situation, individuals such as the current NPCs or others with solid child labor project experience would work with government departments to strengthen their capacities “on the job” as they implement actions. Guidance would be provided to implement a range of actions, including scaling up the CLMS system in countries. Naturally such an expert—preferably a national expert—would also still continue to provide support on the types of enabling environment approaches included in CLEAR.

This concept was discussed in Bangladesh with most stakeholders after the first two days of fieldwork. The basic idea had actually come from the government which stated that they had difficulties implementing some previous government-funded projects. Subsequently the

evaluator crosschecked the concept with other stakeholders who were enthusiastic about the idea. Allocating a respected expert as governments phase in and upscale their child labor initiatives may be a positive approach for consideration in future projects in such countries.

IO 3: Increased implementation of National Action Plans on child labor, including its worst forms

IO 3 is implemented in Bangladesh, Philippines, Suriname and Uganda but not in Paraguay. CLEAR activities to increase the implementation of NAPs are focused on training CL NAP Steering Committees in two countries (Bangladesh and Uganda). IO 3 further includes support for the broadening of NAPs to develop specific policies and activities on domestic work and agriculture in Bangladesh and Philippines. In a fourth country, Suriname, which does not yet have a NAP, CLEAR is oriented towards providing technical support and training for the development of a NAP. Given that no national child labor survey (NCLS) has yet been implemented in Suriname—which is important to help inform national legal frameworks and policies—it also includes support for carrying out an NCLS.

As was the case with other IOs, the project is still in the early stages of implementing IO 3. In Bangladesh, support was provided for initial meetings of the National Child Labor Welfare Council (NCLWC). So far this has not yet led to concrete results, although they are expected to accelerate within the next few months. In the meantime, CLEAR in Bangladesh has initiated the preparation of a training manual for the members of the NCLWC. Again, this is an example of ground work being done but not yet leading to a completed activity due to the earlier delays.

In the Philippines, likewise, an NCLC Operations Manual is under development. A Roadmap for Protecting Child Domestic Workers in the Philippine Program against Child Labor (PPACL) was being finalized at the time of the evaluation.

A background document for the preparation of the NAP is being developed in Suriname. An international consultant conducted a first NAP preparation workshop in Suriname and interviewees told the evaluator that it was well appreciated. It was, however, unfortunate that more stakeholders had not attended the workshop. Even if a sub-group was to be subsequently organized to work towards the development of the NAP, having more stakeholder representatives in the initial workshop would have allowed for more buy-in from the earliest stage. Past experience in many projects and countries indicates that early inclusion in discussions contributes to ownership. In fact, while most of the stakeholders who were met during fieldwork were very positive about the need to address child labor in the country, a few were not at all convinced.

In Suriname an NCLS is to be carried out and the results are to be disseminated jointly with the national competent authorities. This is a very challenging exercise for many reasons. An important setback was that the *Algemeen Bureau voor Statistiek* in Suriname (ABS)³¹ is not available to conduct such a study until 2020. The ABS has other studies that are already planned

³¹ The Suriname National Statistics Office

for the intervening period until 2020. It should be added that ABS has indicated that they can provide conceptual inputs if another entity carries out the study.

Evaluation interviewees did, however, solidly support the carrying out of an NCLS. They feel such data is highly needed in order to properly design actions to address child labor. There were, however, mixed ideas about whether or not a survey should be completed before preparing a NAP. The Minister of Labor indicated that it is necessary to start implementing actions to eliminate hazardous child labor as soon as possible. He expressed concern that it might take too long before activities are undertaken if the NCLS has to be completed first. The final conclusion is that the NAP should be developed within the next few months and adjusted as needed once the NCLS is finalized.

Several interviewees voiced criticism of past studies, which they questioned as being insufficiently scientific, “biased” and/or “not representative” of the realities. This reinforced their opinion that better data is needed. A recent Understanding Children’s Work Project (UCW) analysis of the 2010 Multiple Indicator Cluster Survey (MICS)³² did not sufficiently cover child labor in different key sectors.³³ Other studies were considered insufficiently conclusive, such as on child labor in gold mining.³⁴ A review of one such recent study indicates that it did include interviews with 167 children in three sites; however the children were not randomly selected, which led some to question the realities included in the discussions. Yet it should be stated that the study was in-depth on many of the contextual issues surrounding child labor in gold mining. This includes socio-cultural aspects that could be used to inform planning and round out a more quantitative NCLS.

It would have been ideal if the ABS were available to carry out the NCLS study, since broad support for eventual findings would be more likely. In addition, the technical support that would be provided to the ABS would contribute to government capacity strengthening.

Possible solutions that had been discussed included adding questions on child labor issues in other surveys. However other studies are planned very long in advance and the number of questions that can be added are limited. Such studies may not focus sufficiently on the overall relevant issues.³⁵ Most of the stakeholders noted that even if there are advantages to integrating

³² Government of Suriname and UNICEF (2010). Multiple Indicator Cluster Survey (MICS): Monitoring the Situation of children and women – Suriname. Paramaribo: Government of Suriname and UNICEF.

³³ As stated in evaluation interviews and the ILO-PEC Technical Progress Reports CLEAR Global Project – April and October 2015. Geneva: ILO. Also cited in the United States Department of Labor’s Bureau of International Labor Affairs (2015), Findings on the Worst Forms of Child Labor- Suriname. Available from <http://www.dol.gov/ilab/reports/child-labor/suriname.htm> (Website consulted December 1, 2015)

³⁴ One study conducted in 2011 and published in 2012 focused on child labor in gold mining. The study is detailed but not sufficiently quantitative to provide sufficient data on quantitative prevalence and related factors in this sector. Heemskerk, M. & Duijves, C. (2012), Child Labor in Small-Scale Gold Mining in Suriname. Calverton, MD: ICF Macro. Available from <https://www.dol.gov/ilab/reports/pdf/2012CLGoldMiningSuriname.pdf> (Website consulted December 2, 2015)

³⁵ ABS mostly focuses on census data, unemployment figures, and macro-economic data. Algemeen Bureau Statistiek Suriname (ABS) (2015), SurInfo. Available from: <http://www.statistics-suriname.org/>. (Website consulted December 2, 105)

questions in another study, it would not serve the purpose of providing sufficiently detailed data.

In Suriname, the Minister of Labor and Minister of Justice, as well as interviewees from the Ministry of Rural Development and the Ministry of Youth and Sports indicated that the NCLS requires three main components. This means that the study will need to go beyond the usual NCLS studies that are carried out in many countries. The needed components are an in-depth literature survey, a quantitative survey to provide hard data and a qualitative survey to help inform the necessary actions to eliminate hazardous child labor. The solid literature review of past studies was considered important, including a review on cultural attitudes that may help inform implementation on child labor. This is because Suriname is probably one of the most complex and culturally diverse countries in the world for its population size. Two distinct cultural groups exist of people who are primarily of African descent. There are also both Hindu and Muslim people whose families originated from the Indian Sub-continent as well as from Indonesia. Two groups of ethnically Chinese people can also be identified, those who have been in Suriname for generations and recent arrivals. Then there are the Creoles, who are of mixed heritage, as well as several ethnic groups of indigenous heritage.³⁶ Yet other groups also exist such as Lebanese, Jewish, and persons of original Dutch ancestry. Clearly this mix means that a single way of approaching the issues, including the study, will be challenging.

In addition, as stated, accessing some of the areas where the most hazardous child labor has been identified will be extremely challenging. Aside from the practical aspects, evaluation interviews with the police as well as other stakeholders also indicated that there are security challenges. The police, who have only limited human resources, are often over-stretched when they have to accompany teams heading to the interior to provide security. Other identified challenges include the mobility of people working in informal gold mining. As one interviewee indicated, “you go to one place as you have been told that there are workers there. On arrival you find that they already moved to another mining site two weeks before.”

Naturally, this situation will also have consequences for the implementation of effective actions to address child labor in these remote areas and necessitates consideration in the design of the NAP. This also applies to children who carry heavy loads or work in commercial sexual exploitation in the Suriname border areas with Guyana. Evaluation interviewees from the Ministry of Regional Development pointed out that it will be essential to work with local leaders of all types³⁷ as well as with local government in order to have any impact “at all.” This will not be easy either as such persons are often difficult to reach.

As a result of all of these challenges, the Suriname evaluator tried to identify better solutions to ensure a broadly accepted and useful NCLS. The *Instituut voor Maatschappij Wetenschappelijk Onderzoek*³⁸ within the University of Suriname was the most commonly suggested institution to

³⁶ Indigenous, or Native American

³⁷ Including religious and traditional leaders who have a great influence in many areas but also, of course, local government as is usual in child labor projects

³⁸ In English: “Institute for Social Research”

carry out the NCLS. This institute was also involved in the 2010 MICS survey³⁹ and is well recognized, especially for quantitative research. Another university institute—the Institute for Graduate Studies—was also mentioned as one that could effectively contribute to the literature and qualitative component of the needed research. It is evident that these institutes will need to obtain guidance from the ILO to implement the NCLS, as such a study has never been carried out before. Still, the involvement of the ABS will also be important even if only limited to their technical inputs. The same stakeholders who are involved in the NAP development want to be—and will need to be—included in the development of the research plan. Meetings will need to be held to agree on the principal orientations and methodologies.

IO 4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms

The integration of existing policies and social programs is important to successfully achieve real results toward eliminating child labor. As countries move forward in increasing social protection for the most vulnerable in their populations, it is important that child labor is a consideration within child and social protection efforts.

In Bangladesh, a draft discussion paper on the NGOs in the country who are able to participate in combating child labor has been developed. The Bangladesh evaluator also met with the researcher who will carry out an analysis of social protection systems. The researcher will provide recommendations on improving the integration of child labor into these social protection systems. The evaluator noted to the researcher that this is one particular subject where it will be important for the researcher and the ILO to consult with another UN agency, notably UNICEF.⁴⁰ In 2014 the same evaluator also carried out an evaluation of some UNICEF actions in the country, several of which were related to social protection cash transfers. Child labor is one of the elements that are included in the work that UNICEF is doing in some districts in the country.

According to the evaluation TOR: “In each target country during implementation, the project will work with different UN organizations as well as with NGOs, social movements defending children’s rights, organizations of women and youth, as well as community based organizations as appropriate that have potential to contribute to sustainable outcomes towards the elimination of child labor.” The evaluation found, however, that the goal of working with different UN agencies and NGOs⁴¹ is still limited thus far and could be increased. Work with employers’ and workers’ organizations is more visible as they are more directly involved in some of the project activities, such as decision making regarding which legal and policy framework content should be proposed to government.

³⁹ Government of Suriname and UNICEF (2010). Multiple Indicator Cluster Survey (MICS): Monitoring the Situation of children and women – Suriname. Paramaribo: Government of Suriname and UNICEF.

⁴⁰ The evaluator also met with UNICEF during this mission.

⁴¹ Interaction with both national and international NGOs could be increased although some instances of interactions can be cited, especially in Paraguay.

The ILO interacts with other international agencies such as UNICEF and Save the Children in some of the countries on child labor/child protection issues, especially regarding legal and policy frameworks. The agencies discuss the issues together in donor groups and various committees where issues regarding child labor and related child trafficking are discussed. The evaluators did observe, however, that few actual joint activities on child labor are implemented in any of the CLEAR countries. This is unfortunate, especially as the UN moves forward with its “Delivering as One” initiatives. In the Delivering as One approach, UN development support is organized through a single, coherent business plan for all UN funds, programs and agencies, in which each is responsible for delivering a set of key actions that jointly contribute to shared results.⁴² While it is likely that individual agencies will continue to have their own programs and projects, they are expected to collaborate more intensively. The main goal is to maximize the integration of development approaches into a coherent whole across thematic areas.

It is evident that child labor is a subject area with multi-sectoral linkages to education, health, justice and other areas. It thus makes sense to increase focus on integrating child labor projects that focus on strengthening the enabling environment with other actions across agencies. More closely integrating child labor into the child protection efforts of different agencies is one example where more attention could be placed. This is of particular importance as issues such as addressing violence against children is increased in agencies such as UNICEF, WHO and among many International NGOs.⁴³

It should be noted that CLEAR did work in the Philippines with the Global Action Programme on Child Labour Issues (GAP 11) on child domestic regulatory frameworks. The NPC in the Philippines actually spent 10% of his time on GAP 11 which allows him to create synergies on this issue between the two projects. This interaction between the two projects appears to be useful as they jointly contribute toward attaining positive results on frameworks to address challenges regarding child domestic workers.

In the Philippines, the NCLC has validated the report on social programs and child labor. The report will be presented for inclusion in the country’s social protection floor. An activity on strengthening the child labor component in the conditional cash transfer has not yet been carried out as data from an assessment report on the child labor program⁴⁴ is awaited.

In Paraguay, CLEAR supported the integration and coordination of two social programs: the Tekoporá⁴⁵ and Abrazo⁴⁶ programs. This includes strengthening the capacities of local

⁴² United Nations Tanzania Office of the United Nations Resident Coordinator in Tanzania (2010) United Nations Development Assistance Plan July 2011- June 2015 United Republic of Tanzania. Dar es Salaam: UNDP. Page: i.

⁴³ The lead evaluator of the CLEAR MTE was recently team leader of a thematic evaluation of UNICEF’s global programming on violence against children. A main conclusion of the evaluation was that there is insufficient collaboration across agencies on this subject. Particularly noteworthy was the lack of attention to violence that occurs within child labor settings which needs more inter-sectoral approaches.

⁴⁴ The assessment is carried out by the international “Understanding Children’s Work program.”

⁴⁵ The Tekoporã program targets families living in extreme poverty and with high vulnerability. It includes households with children and adolescents aged 0-18 years old, people with disabilities and pregnant women. The principal goal is to break the intergenerational transmission of poverty, allowing the children of these families to exercise their rights to improve their future opportunities. In 2015 the program protects 120,407 families in 178

committees and mothers of both programs in the target district of Caaguazú and developing appropriate monitoring mechanisms. Such efforts can contribute in a useful way to helping ensure the effective implementation of social protection programs to address child labor.

In Bangladesh some stakeholders also stressed that there is a gap with respect to technical support for more regional strategy discussions on child labor. Specifically one interviewee noted the need for “inter-ministerial work in the South Asian Association for Regional Cooperation (SAARC) as this issue needs to be better organized at that level as well. If we can involve the SAARC that would really help as governments are more likely to listen. This is also done on domestic work and migrant workers and it appears to work.” The provision of technical support to strengthen regional cooperation for addressing child labor is an interesting idea and could be pursued more in-depth in the future.

3.2.2 Expect Accomplishment of Targets

The extent to which CLEAR will be able to achieve its targets for the current five countries included in the project during the planned period varies from country to country. Details of the different situation in the countries are discussed in the current section. It should be noted that the groundwork to launch the activities has been laid in all countries except Suriname, where key decisions on how activities will be implemented still need to be made.

Since the project is focused on the enabling environment and much of the work depends on decisions made at government level, further delays may be expected. As some interviewees indicated, achieving changes in the enabling environment is time consuming. The Joint Secretary of the Ministry of Labour and Employment in Bangladesh said, for example, “I know from experience that legal reform is a long process. Many stakeholders and issues have to be considered.” In Paraguay, delays in enacting the Light Work Decree are attributed to a lack of follow up among relevant government units.

Much of the progress is thus beyond the control of the project, as it also depends on government bureaucratic processes as well as country political considerations. This is one reason why the staggered approach to implementing the project in two phases in groups of five countries is questionable. Even without the delays discussed in previous sections, the evaluators believe that it would be much more effective allow at least three years of actual implementation for the project actions per country.

Working on strengthening the enabling environment involves a great deal of advocacy which can be better achieved by building strong relationships. This does not necessarily mean that

districts of which 8,850 families belong to different indigenous communities. Secretaría de Acción Social (2015). Programme description available from <http://www.sas.gov.py/pagina/54-tekopor.html>. (Website accessed December 1, 2015)

⁴⁶ The Abrazo program is a social protection program that includes conditional cash transfers and other support. It is implemented by the National Secretariat for Children and Adolescents and is designed to cover working children and their families and homeless families. ILO (2015), Paraguay: Abrazo Programme, Available from <http://www.social-protection.org/gimi/gess/ShowTheme.do?tid=2973> (Website accessed December 1, 2015)

project country staff persons need to work full time for three years, but they need to carefully and consistently work on advocacy activities.

Although the NPCs and Focal Point are known persons in their countries, they have to focus on new activities in each project. Building on their past relationships is helpful but not sufficient, especially when considering issues such as the frequent staff turn-over in government departments in many countries. Bringing up each new element for discussion with regard to legal and policy frameworks requires the construction of positively minded groups of individuals who will champion it.

A major impediment towards achieving the project targets is the bureaucratic procedures for administrative and financial disbursement to which the project has to adhere. These procedures are in line with ILO regulations for globally administered projects such as CLEAR.⁴⁷ Many interviewees and online respondents from all five countries critiqued the project for its bureaucratic administrative and financial processes. For example, in the Philippines targets may be met in time but only if administrative and financial procedures are smoothly implemented without any delays.

In Bangladesh it may be possible to achieve the targets if the NPC is given more time for her contract. In Bangladesh the MoU between the government and the ILO has an agreed-upon completion date of August 2017. If this date is maintained, it should be possible to achieve the project targets. This date is, however, in contradiction with the NPC's contract which has been slated to end in mid-2016. To achieve the targets, the NPC's contract will need to be extended, both to ensure that targets are met and also honor the MoU with the government. It is evident that the government expects the NPC to remain involved unless another means is identified for continuing the project activities until August 2017 without the NPC.

In Paraguay, with the exception of training labor inspectors, the project is expected to complete the planned activities within the expected time allocated. In Paraguay most of the planned activities are actually completed or close to completion. There are substantial challenges to conducting the planned training for labor inspectors. There has been a complete restructuring of the Labor Inspection office, with most of the staff being replaced. Although all guidelines and training materials are expected to be finalized, CLEAR depends on the speed with which new labor inspectors will be assigned and available for training to ensure that they can still be trained during the project period.⁴⁸

In Uganda and the Philippines, there are concerns about implementing planned activities in 2016 as national elections are to be held next year. Stakeholders in the Philippines did state, however, that CLEAR may be able to implement most of its activities, but only if all the planned activities can be implemented smoothly. According to the NPC, there are still eight activities to

⁴⁷ The ILO is in the process of restricting its management processes and approval of financial disbursements in projects like CLEAR to be centralized in an office that is not a part of the project.

⁴⁸ That is, at least a Training of Trainers can be carried out.

be implemented.⁴⁹ The contract of the NPC in the Philippines is due to end in March 2016 which is very soon indeed.

On a positive note, the evaluator had a very encouraging interview⁵⁰ with the Director of the Bureau of Workers with Special Concerns in the Department of Labor and Employment (DOLE) in the Philippines government. The Director stated that the President of the Philippines has instructed their office to intensify their efforts on eliminating child labor. Also, the Philippines NPC noted that the Secretary of Labor is very “positive and pushing the NCLC” to achieve results.

In the case of Suriname, the project is not dependent on an NPC’s contract, as the work is being implemented through a government-assigned Focal Point. This means that CLEAR has time until the end of the project to implement the activities in the country, which is a good aspect.

Although the project is implementing only two intermediate objectives in Suriname, these do involve a great deal of planning, decision-making on steps forward, and advocacy. Developing a NAP, developing and supervising a Child Labor Survey, providing labor inspection training, and conducting a pilot CLMS are high intensity activities that require high quality time inputs. The fact that the country has a small population does not mean that these project activities are simple and easy to accomplish. Multi-cultural complexity, lack of available time of various experts, limited awareness and information about key issues on child labor are only some of the country challenges. Consequently, Suriname likely faces the greatest difficulties in accomplishing its targets.

The challenges in Suriname are further exacerbated by some of the same issues that the other countries are facing regarding slow project administrative and financial processes (see **Section 3.5**) but also for other reasons. These include the fact that, unlike the NPCs in other countries who are dedicated solely to the CLEAR project, she also has to carry out many other tasks within her ministry. As will be further detailed in Section 3.5, the Suriname Focal Point will need substantial additional technical support and human resources to ensure that targets are met.

As discussed in previous sections, during the CLEAR start-up the duration of the CMEP development and project approval process resulted in delays in the case of Bangladesh. The slow and complex functioning of the administrative and financial approval processes within the ILO have also resulted in challenging and slow implementation.

3.2.3 Role of NPCs in Overcoming Project Challenges

The role of the NPCs in moving CLEAR activities forward despite the challenges has been noteworthy. The evaluation noted several examples where the NPCs managed to find solutions by circumventing or identifying shortcuts to improve progress on the activities.

⁴⁹ A point which the NPC also shared with the NCLC members to stimulate them to also move quickly to help finalize the activities

⁵⁰ By Skype

In Bangladesh, for example, the NPC was able to organize an approval of the project through a MoU mechanism with the government instead of through the more standard project approval process which is much longer. The NPC has also been able to closely involve the Human Rights Commission for the remainder of the project. This is expected to contribute to effective and efficient implementation as well as sustainability as the Human Rights Commission is well organized and committed to this subject.

In Paraguay, the NPC has long experience on child labor issues and is well known as a strong and effective advocate on the subject. In Paraguay, as well as the other countries, the NPCs have been able to mobilize their personal reputations and contacts to keep the project IOs in the foreground.

In the Philippines the NPC has worked with stakeholders to make the proposed changes to the laws an election issue. NCLC members will reach out to candidates who are known champions of child rights. It should be noted, however, that in the Philippines the NCLC is not yet a legally mandated body, which limits its power to use influence. The President of the Philippines would need to sign an order to enable the NCLC to perform its designated function, which is unlikely to happen during this election year. The situation thus provides circular challenges but, fortunately, NCLC members are committed to moving the issues forward.

3.3 Project Challenges

One of the TOR questions was, “Of the four project component areas, which are more challenging or difficult to address and why?” As the analysis in the preceding sections indicates, it is not really possible to say that one component area is more difficult to implement than another. Different challenges exist in different countries for different reasons. For example, Paraguay has experienced challenges due to the changes in the Labor Inspection staffing while Suriname had challenges because they have less experience with child labor. In the first case, the challenge is very specific and the government is slated to resolve the staffing issues independently of the project. In the case of Suriname, however, both project components are affected by the limited past experience with child labor issues. The delayed start in Bangladesh affected all of their activities, while the elections in the different countries also affects(-ed) all actions.

An important evaluation finding is, however, that all of the components are feasible to implement. The main challenge is really time and not the lack of ability to carry out the activities. It is evident that the amount of time needed was seriously underestimated. At the same time, the evaluation found that stakeholders are willing and able to carry out the activities. Even in Bangladesh, where there were some initial hesitations regarding the component on changing the labor law, agreement was obtained to improve the alignment of labor law with international labor standards and other existing laws.

3.4 Project Knowledge Integration and Management

With regard to the evaluation question on how data in Annex C of the Technical Progress Reports is being used to make project adjustments, the evaluators concluded that it is not yet possible to answer this question. Annex C refers to the Status of Project Performance against

Indicators and the information in Annex C could be used to feed back into the project and make adjustments. CLEAR headquarters staff noted that, due the fact that many of the actions are still being launched, this has not yet been done. An important aspect of this situation is, however, that the lack of results in some areas does not mean that adjustments cannot be made. In fact, the delays in and of themselves can serve to inform the need to make adjustments in the project. As pointed out in **Section 3.2.3**, the NPCs are already making their own adjustments. It would be useful to analyze progress as reported (or not available) in Annex 1 of the TPR and determine if adjustments in project implementation need to be made. Lessons learned and good practices from the experience of the first five countries would also need to be integrated at that stage to ensure that the implementation process of the next five countries proceeds smoothly and well.

At the time of the evaluation, the expected research on the IOs was still in a planning phase and no information or knowledge sharing between different countries had yet been carried out. Stakeholders in all three countries visited, as well as during the Skype calls and in the online forms, consistently indicated the need to have “Exchanges with other existing programs and projects working in parallel.”⁵¹ Given the challenges of implementing actions to strengthen the enabling environment but also of improving the implementation of downstream activities, there was great interest in learning from others. Stakeholders were particularly interested in learning from other countries that they perceive as having more—or at least substantial—experience in eliminating child labor. In Bangladesh, for example, stakeholders wanted to learn from the Philippines and Indonesia, although a few also said they wanted to learn from African experiences.

It was conceived that the research would be conducted by IO but, given the interest in country experience and the specificities of the contexts, the evaluators believe that it would be better to do country case studies. These case studies would then need to focus on the lessons learned and good practices for each IO as implemented in the particular contexts. Such case studies could help contribute to a greater understanding of “what works where, how” and most especially “why.” This is because the ability to implement an approach depends so much on the context, including past work on child labor, country size and population, governance including level of decentralization, socio-cultural settings and many other elements. To fully understand and acquire ideas on what could be suitable for a country, it is better to have the whole picture of how implementation was done in other countries.

Given this situation, the evaluators also believe that it would be better to start collecting data on the individual circumstances in the countries now, including lessons learned and good practices. For the new countries, this should be done as soon as work is started. The main reason is that it is much more difficult to identify the lessons learned and good practices at the end when much may have been forgotten. A simple system can be developed based on the information from the original project proposal, the CMEP, and the existing narrative reports which all have data on context. The narrative reports can also already be analyzed for lessons learned and some good practices so far.

⁵¹ Quote from one of the online forms.

3.5 Project Efficiency

As can be noted from the preceding sections, project efficiency has been low until the time of the evaluation. The evaluators have determined that it would be useful to discuss the management and staffing as well as the administrative and financial processes in some more detail in the current section. The evaluation does not require an analysis of project budgetary efficiency but the evaluators did feel that it would be useful to do a general analysis of some of the main budget elements. This will be discussed in the second half of this section.

The project's management and staffing structure in headquarters consists of the Project Director, the project M&E Specialist, and a Labor Inspectorate Specialist. The efficiency of the project management structure was impeded as a result of the significant challenges related to administrative and financial processing. The same challenges also had an impact on effectiveness, as it resulted in implementation delays.

An Administrative Assistant is currently being added in order to help streamline the processing of requests for financial disbursements. The four current NPCs and the Focal Point have no additional team members in their respective countries. In the countries with NPCs, the ILO country staff provides some support on specific questions as related to the larger ILO Decent Work agenda in the countries, but the NPCs manage all activities fairly independently. With the exception of Suriname, the evaluation determined that the number and quality of in-country staffing is sufficient to attain the planned project results. In Suriname, the Focal Point needs an additional government-assigned specialist to concentrate more in-depth on the project. Additional technical support is also needed to strengthen the child labor capacities of the Focal Point and any additional government staff who may work on CLEAR activities. The evaluation thus recommends that the consultant providing support for the NAP development spends more time in Suriname to train the Focal Point(s) and other technical inputs. The evaluation estimates that the extra time needed will be approximately 15 working days in total, but these can be split into separate missions.

The communication flow between each country and Geneva depends on the country. The Project Director interacts with all the NPCs and the Focal Point although the other project team members at headquarters also provide support. As expected, the M&E Specialist also supports the project country staff with their monitoring activities and TPR reporting. Country staff indicated that sometimes they had to wait some time for responses on these subjects, as the Specialist's time for the project was too limited. Given that the M&E Specialist's time allocated on the project will increase to 50%, this should improve.

The ILO has centralized the processing of all financial disbursements for global projects such as CLEAR in an office within the ILO. Until the time of the evaluation, the Project Director had to spend much of his time managing the administrative and financial challenges that the project is facing. He also spent considerable time engaging in the political/technical negotiations with the new five countries to finalize their programs. Communications with the countries were impeded as a result of this situation, since the Project Director had to resolve what should be mundane issues.

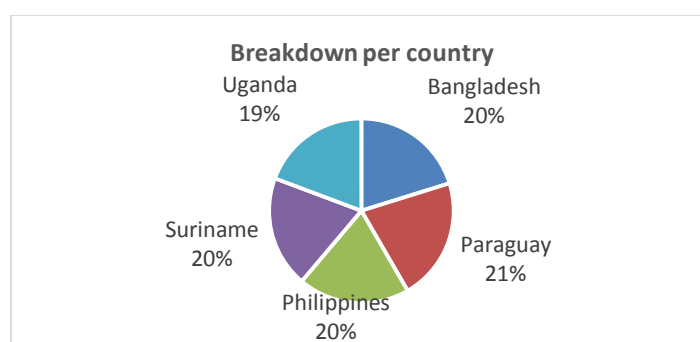
The financial management office is not part of the project but is based in a separate unit. There have been numerous challenges related to this situation, as this system has made even spending

the simplest small-scale amounts to implement activities into a very complex exercise. Even amounts of a few hundred dollars⁵² have to be approved in the Geneva financial management office, which is situated outside the project in a different ILO unit. All procurement requests must be accompanied by three bids for the service. In addition, because the staff persons in the financial unit are not familiar with the project's subject matter, they also ask many clarification questions. Examples include questions about the need for spending on specific aspects of the project and the meaning of technical terms included in the requests. This situation has put the NPCs and Focal Point in a difficult position as they cannot implement activities as planned with the stakeholders and must provide explanations for the delays. This situation has led to delays, stress and needless frustration for the NPCs and Focal Point. Clearly this also gives the stakeholders the impression that the project is not as well organized as it should be. The evaluators conclude that it is vital for solutions to be found for this situation. They also conclude that the addition of an Administrative Assistant is not likely to be sufficient to resolve the processing challenges, as these are centralized outside the project itself.

Allowing projects to directly manage funds below a certain threshold would help solve at least some of the basic challenges. In the case of relatively large ILO country offices such as in Bangladesh and the Philippines, most disbursements should be managed in the country office. For other countries, regional offices may provide support if they provide quick turn-around for requests.⁵³

With regard to budget allocations per country, the amounts are very similar for the five countries. In the case of Suriname, the evaluation team wondered about the size of the budget given the disparities between the countries with regard to population size. In practice, however, the need for a well carried out NCLS in the country coupled with other strategic aspects means that the amount allocated is in line with actual needs.

Figure 1: Budget Breakdown for Current CLEAR Countries⁵⁴



With regard to the breakdown of the budget per component in the current project countries, the

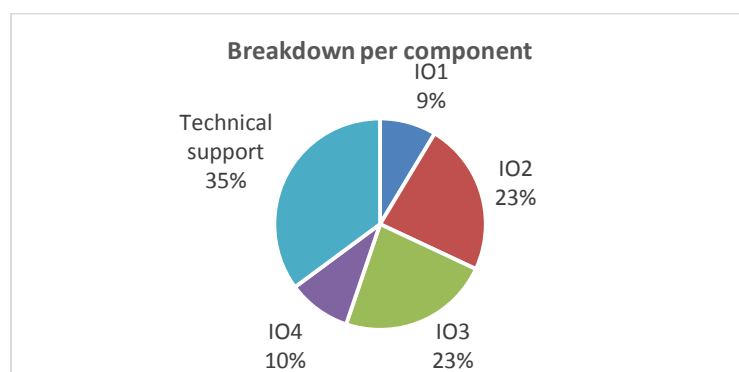
⁵² Such as for the payment of the local transport for the evaluators

⁵³ In some situations the lead evaluator has noted that regional offices are not always very quick in their turnaround responses to requests for disbursements.

⁵⁴ Please note that this figure only shows the proportional budget allocations per country during the implementation of the activities for the first five countries. It does not include information for the countries that are being added. The evaluation team prepared Figures 1 and 2 based on general budget information that was provided to the team.

evaluation analysis indicated that IO 2 and IO 3 had an approximately equal allocation. IO 1 and IO 4 also have an approximately equal allocation. The evaluation team deems this logical as IO 2 and IO 3 are focused on strengthening the implementation of concrete actions to reduce child labor while IO 1 and IO 4 are more focused on planning. Noteworthy in Figure 2 is that slightly over one third of the budget is allocated to the provision of technical support at the country level. Given the fact that the project is focused on strengthening the enabling environment, the evaluators are of the opinion that this amount is in line with needed realities.

Figure 2: Budget Breakdown per Project Component and Technical Support



3.6 Sustainability

The evaluators found that it is difficult to assess the quality of the project's progress towards sustainability so far, despite its focus on the enabling environment. A focus on strengthening the enabling environment normally means that the project is entirely intended to ensure the sustainability of its own actions. Engaging in strengthening the legal and policy framework and improving the quality of their enforcement means that there is a built-in goal to attain good sustainability. That is, frameworks should be sustainable at least until new frameworks are adopted. As many stakeholders indicated, however, the main issue is really the enforcement/implementation of legal and policy frameworks.

The project components that focus on enforcement have good potential for sustainability. Given the delays in implementation, however, it is not possible at this time to indicate if they will contribute to the substantial sustainability of downstream efforts to address child labor.

The evaluators do have concerns that the sustainability of project intermediate objectives and sub-outcomes is uncertain given the lack of remaining time to properly implement them. The ownership among national and local partners is only likely if the project does not face any more implementation challenges due to the internal processing of disbursements and other challenges.

According to the project management, there were staff shortages from the very beginning of the project, which resulted in major project implementation challenges. This constraint has been discussed with the donor and IPEC management and resources for new staff have recently been budgeted, with new staff starting in January 2016. An adequate number of technical as well and administrative and financial support staff should be budgeted while formulating a project.

Even if the project achieves all of the results, the rush to attain them within the short period of time remaining for implementing activities in the five countries may affect quality. If quality is

low and full integration of the activities into the country's child labor programming is not attained by the end of the time allotted to the countries, sustainability will certainly be affected. The fact that the indicators focus on quantity and not quality is also challenging in this respect (as stated in **Section 3.1**). This makes it extremely difficult to measure the quality of the results and their contribution to sustainability.

It should be said that national stakeholders do recognize the usefulness of the project outcomes and, especially within the child labor committees, are committed to achieving them. Evaluation interviewees stressed the importance of strengthening the enabling environment to ensure the elimination of hazardous child labor. It is evident that stakeholders want to see results so it is important that the project can now demonstrate swift and high quality outputs leading to positive outcomes for their country. Expectations are high and need to be met for the satisfaction of stakeholders and to ensure that they remain motivated to work on the sustainability of the project actions.

The project does have a sustainability plan. Reporting on progress to implement the plan is included in the TPR. The sustainability reporting in the TPR is useful, as it provides short and clear narrative on progress. At the same time, however, it is very difficult to assess the quality of the plan's implementation given the need for the project to achieve more results. In the meantime it is possible to state that the plan is adequate to be able to report on progress towards sustainability.

As indicated in previous sections, many stakeholders desire for the project to contribute toward strengthening the enabling environment. It should be recalled here, however, that many stakeholders were confused about the role of the project versus that of the ILO as a whole. There was also a lack of awareness among many stakeholders about USDOL as donor. Increasing project visibility may help increase focus on the results that need to be attained. If it is clear to stakeholders, especially government, that the project is limited in time and not an effort of the ILO in general as part of its overall decent work support, it may help to move the efforts forward with greater speed.

Steps to increase sustainability include solving the challenges that the project is facing with regard to speeding up implementation. It also includes increasing national and international exchanges on lessons learned and good practices in order to inform further strengthening of the enabling environment. In the case of Suriname, it also means providing more technical support and assigning more national human resources. It will also be very important to ensure that lessons learned from within the project are also used to implement activities in the new countries that are being added to the project. To ensure that the eventual NAP in Suriname is successful, it will also be necessary to model downstream direct actions. This should entail the provision of capacity strengthening and guidance to the local government in order to enable them to implement direct actions with beneficiaries. The child labor survey analysis of local government capacities should be used to inform the needs and content of the training for local government services providers. This was a priority need that many stakeholders in Suriname stressed. As they have little past experience with child labor actions, they will need well-carried out pilot actions for eventual scaling up. While it will not be possible to carry out such actions within CLEAR, it should be recognized that it will be necessary to model some pilot actions in the future.

IV. MAIN CONCLUSIONS

4.1 Project Progress and Assessment of Results

The project has experienced a number of delays in general, although some progress has been made in different countries and in specific subject areas. It was very difficult for the evaluators to assess the quality of project activities, as there were few to no achievements to observe and analyze in two of the three countries visited (Bangladesh and Suriname). Among stakeholders who were aware of project actions in the countries visited, Skype call participants and online form respondents consistently noted the delays. Much groundwork has been laid and the evaluators believe that, if administrative and financial processes are streamlined within the ILO, it still may be possible for some of the expected results to be achieved. In some cases, however, country government-specific impediments are foreseen that might also slow down the achievement of *all* of the planned results within the allocated time for the first five countries.

The donor stated to the evaluators that finishing the CMEP before starting project activities is not a requirement and that this was also communicated to the project staff throughout the development of the CMEP. The donor further stated that it was possible to engage in activities, adding that at a minimum, ground work should have been done to allow for immediate and efficient carrying out of activities once the CMEP was approved.

The ILO indicated that they did do some initial groundwork where it was possible. In Bangladesh it was not possible to do more groundwork, primarily because the Bangladesh government requires a MoU with the ILO to be in place first. In the Philippines and in Paraguay, some actions were undertaken while in Uganda a consultative process with the government was also undertaken to revise legal frameworks.

As the progress delays indicate, however, the project is still behind in implementation for a range of reasons. These include the understanding of the ILO that a step-wise approach to implementation was required, which precluded implementing a step until the previous one was completed. Other challenges included insufficient professional/technical staff to provide support for the four separate components of the project. These challenges were compounded by centralization of the financial/administrative mechanism without adequate Admin/Finance support staff for the project and late start of NPCs/Project Focal Point.

One aspect that appears to be little highlighted in the project is the work on developing advocacy strategies with key stakeholders to promote the approval of proposed legal amendments or new regulations. One other aspect that was insufficiently highlighted in the project design was the participation of children in discussions and decision-making regarding the enabling environment. While advocacy for approval can only be fully implemented once the amendments and regulations are ready for submission, it is useful to have a well-developed advocacy strategy at an earlier stage of the amendment development process.

The evaluation found that there was some lack of clarity across the documents (narrative and tables) in the TPR with respect to reporting of results, which made it difficult to assess the project's actual progress.

The extent to which CLEAR will be able to achieve its targets for the current five countries during the planned period varies from country to country. Since the project is focused on the enabling environment and much of the work depends on decisions made at government level, further delays may be expected. A major impediment towards achieving the project targets are the ILO bureaucratic administrative and financial disbursement procedures to which the project has to adhere. In addition, contextual factors in each country such as changes in government, staff, and elections that were beyond project control also contributed to the delays.

An important evaluation finding is that all of the components are feasible to implement. The main challenge is really the remaining time and not the lack of ability to carry out the activities. It is evident that the amount of time needed was seriously underestimated.

The evaluation finds that, although progress is slow, the stakeholder interviews and online forms indicated that the ILO is recognized as a valid partner for developing the legal and policy frameworks. This is in part because the ILO works with the countries on other labor issues and because, of course, the country governments are members of the ILO. The ILO's involvement of workers' and employers' organizations as active members in the discussions is another element that is seen as useful.

The evaluation found that there was a very high level of interest in the project component on labor inspector trainings. Producing reports on strengthening the needs of target institutions and proposing revisions to standard operating procedures are important aspects in this regard. In all the current CLEAR countries, many interviewees and some online respondents expressed strong demand to expand training on child labor to cover many more service providers.

As was the case with other IOs, the evaluation found that the project is still in the early stages of implementing IO 3 on increased implementation of NAPs on child labor. Some progress towards the integration of existing policies and social programs is visible in the project countries, but much of this is still in the planning phase with the exception of Paraguay and a few other country-specific exceptions. The project implementation plan was designed so that the four project components would not be initiated at the same time in all five countries. The project planning was thus to add components 3 and 4 after component 1 and 2, mostly because of a lack of sufficient technical staff at project headquarters.

There are particular challenges in Suriname, where there has been limited past experience with child labor initiatives. Likewise, data in Suriname is greatly lacking and organizing the necessary research is problematic, although the lead evaluator was able to identify some solutions which are detailed in the recommendations.

The evaluation found that the goal of working with different UN agencies and NGOs⁵⁵ is still limited so far and could be increased. Work with employers' and workers' organizations is more visible. The evaluators observed that few actual joint activities on child labor are implemented

⁵⁵ Interaction with both national and international NGOs could be increased although some instances of interactions can be cited, especially in Paraguay.

in any of the CLEAR countries. Cross-sectoral implementation of program development at national level is also still limited, with some exceptions such as in the Philippines.

At the time of the evaluation, the expected research on the IOs was still in a planning phase and no activities to share knowledge between different countries had yet been carried out. Research that was conceived to be conducted by IO could be better implemented through country case studies of good practices and lessons learned. Such case studies could help contribute to a greater understanding of “what works where, how” and most especially “why.” This is because the ability to implement an approach depends so much on the context, including past work on child labor, country size, population characteristics, governance including level of decentralization, socio-cultural settings, and many other elements. Given this situation, the evaluators also believe that it would be better to start collecting data on the individual circumstances in the countries, compiling lessons learned and good practices now.

4.2 Project Efficiency

Project efficiency was low until the time of the evaluation. The efficiency of the project management structure was impeded because of the challenges related to administrative and financial processing. This included the lack of sufficient staff to assist in processing and to provide the needed technical support. The same challenges also had an impact on effectiveness as it resulted in implementation delays. The ILO has centralized the processing of all financial disbursements for global project, such as CLEAR, in an office within the ILO. Until the time of the evaluation, the Project Director had to spend much of his time managing the administrative and financial challenges that the project is facing instead of providing technical support. Communications with the countries were impeded because of this situation, since the Project Director had to resolve what should be mundane issues.

4.3 Relevance and Project Design

The evaluation concludes that the project was globally relevant and had overall good alignment with country child labor policy priorities, Country Decent Work programming, and existing legal frameworks. Specifically, the project is relevant in the CLEAR countries as it is generally in line with the political priorities defined in the NAP or other major documents, such as poverty reduction documents that also mention child labor. The evaluation notes that the design of CLEAR’s contribution to broader child labor NAPs and other strategic frameworks related to child labor is likely to lead to effective results as related to the country needs, but only if sufficient time is allocated for full implementation.

The concept of having a primary focus on the enabling environment, with smaller budgets and scope, was useful in those countries with long experience working on child labor programming.

CLEAR is generally still consistent with the current needs of key national stakeholders, although stakeholders also indicated that there were gaps and other needs that the project is not addressing. At the country level, CLEAR supports the project countries’ Decent Work Country Programs.

One of the key design issues that has hampered project coordination and may potentially affect the extent and quality of project outcomes was the mix of different types of countries included

in the project. It should be noted that the project was designed largely to provide countries with an opportunity to address suggested actions in USDOL's annual TDA report. An assessment of a country's TDA-suggested actions was a key piece to the final selection of the project countries. Accordingly, the project component areas correspond to the subjects that would benefit from strengthening according to the TDA report. There were some criteria for country selection included in process documents that USDOL/ILO created, but these did not include criteria to group countries by type. The selection process thus resulted in a mix of countries in different regions with very different contexts, needs, population size and past child labor project experience.

The Theory of Change and Results Framework are only somewhat valid since implementation began. At project inception and during CMEP planning, the country offices were of the opinion that the indicators and targets were realistic. The evaluation has found, however, that the details of some of the means to attain the targets still need to be reformulated and finalized due to contextual challenges.

The CMEP was indisputably useful as a planning tool although project staff⁵⁶ unanimously deemed that its preparation was much too detailed and complex for the real needs of the project. The duration of the CMEP design process interfered with the timely implementation of country actions.

As a monitoring tool, the CMEP appears to be functioning to some extent and project staff indicated that it is not very difficult to use. Given that much of the actual work to implement activities still needs to be carried out, however, it was not possible to fully assess the usefulness of the CMEP as a monitoring tool.

The evaluation concluded that there is an excessive emphasis on quantitative indicators and indicator definitions at country level. While quantitative measures are useful as they tend to be less debatable and easier to track, qualitative measures are also needed when engaging in activities to strengthen the enabling environment. Specifically, for example, the evaluation finds that the *quality* of changes that are brought about in legal and policy frameworks should be measured to determine the extent to which they are beneficial to eliminating exploitative/hazardous child labor. Concretely, one way to do this could be to include a measure on the extent to which desired changes in laws were made in accordance with international labor standards.

The evaluators noted that there are many indicators but insufficient measurement at outcome level regarding how these actually contribute to improving the child labor situation in the countries.

Although stakeholders generally supported the concepts in the CLEAR project design, they particularly expressed appreciation for the sub-component on labor inspector training. It should be added, however, that in all countries it was pointed out that training on preventing

⁵⁶ In Suriname the project has a Focal Point who is not technically part of the project staff as she is a government employee. However, to simplify report language, wherever the text refers to "project staff" it includes the Focal Point.

and withdrawing children from child labor should be extended to cover more types of service providers.

The evaluators are of the opinion that separating large-scale projects that combine enabling environment with downstream actions from projects that focus mostly on the enabling environment has negated consideration of a third alternative. In countries where there is already long-standing experience with child labor projects and governments are funding their own actions on child labor, outside technical support is still needed for downstream actions. The team leader in the current evaluation has recently observed in some other projects, as well as in CLEAR, that a mixed-focus technical support is likely needed.

4.4 Sustainability

The evaluators found that it is difficult to assess the quality of the progress towards sustainability in the project so far, despite its focus on the enabling environment.

The project components that focus on enforcement have good *potential* for sustainability. Given the delays in implementation, however, it is not possible at this time to indicate whether they will contribute to substantial sustainability of downstream efforts to address child labor.

The evaluators do have concern that the sustainability of project intermediate and sub-outcomes is uncertain given the lack of remaining time to properly implement them. The ownership of national and local partners is only likely if the project does not face any more implementation challenges due to internal processing of disbursements and other challenges.

Even if the project achieves all of the results, the rush to attain them within the short period of time remaining to implement activities in the five countries may affect quality. If quality is low and full integration of the activities into the country's child labor programming is not attained by the end of the time allotted to the countries, sustainability will certainly be affected. The fact that the indicators focus on quantity and not quality is also challenging in this respect.⁵⁷ This makes it extremely difficult to measure the quality of the results and their contribution to sustainability.

⁵⁷ As stated in **Section 3.1**

V. GOOD PRACTICES AND LESSONS LEARNED

5.1 Key Good Practices

1. Focusing a child labor project primarily on strengthening the enabling environment is useful in countries where there has been experience with child labor projects in the past.
2. Including National Project Coordinators who are familiar with the child labor programming in their respective countries is useful, as they are able to maximize their knowledge of the context. This is particularly important when they combine their technical knowledge with their personal networks to obtain support.
3. Strengthening the capacities of the Labor Inspectorate, including master training of labor inspectors, is seen as a potentially very useful input to strengthen the enabling environment.

5.2 Key Lessons Learned

The evaluation identified a number of lessons learned through evaluation interviews and the online survey with regard to the gaps for strengthening the enabling environment. Identified gaps include:

- Strengthening cross sectoral coordination at national level;
- Strengthening linkages to anti-trafficking initiatives;
- Strengthening advocacy and conducting continuous awareness raising on child labor issues;
- Advocating for the government adoption of Child Labor Free Zones and integrated area-based approaches;
- Providing technical support for local governments in locations with a high prevalence of hazardous child labor;
- Training of NGOs working on CL;
- Exchanges with other existing programs and projects working on child labor-related issues; and
- Training former child laborers and older children and youth to organize and help each other articulate their needs and access their rights.

Other project lessons learned focus on the need to:

- Organize the selection of countries around specific criteria, such as by region or experience with past child labor programming.
- Increase focus on a holistic view and high-level measurement of outcomes and learning, while avoiding focus on detail when developing the CMEP for projects providing support to the enabling environment.

- Ensure streamlining of administrative and financial disbursement processes so that implementation can be carried out in a timely manner. Ensure that an adequate number of staff and time is allocated for coordination and support staff at project headquarters.
- Divide research to extract specific good practices and lessons learned around country case studies, instead of per intermediate objective, to allow for taking socioeconomic, political and past experience with child labor programming into account.

VI. RECOMMENDATIONS

Key entities responsible for implementation are added in parentheses and italics after the recommendation.

6.1 Project Management and Overall Implementation

1. **Decentralize technical support, administrative and financial management of basic project activities to regional or (preferably) country level wherever relevant and possible, to ensure streamlining the disbursement of funds and achievement of targets.** Allow projects to directly manage funds below a certain threshold to help solve some of the basic implementation challenges. *(ILO)*
2. **Develop a methodology to collect potential good practices and lessons learned at an early project stage, such as during CMEP development.** Such a system should consistently and progressively identify and verify the extent to which the good practices and lessons learned are valid throughout project implementation. Inter-country exchange of collected information should be carried out at several intervals to share, crosscheck and obtain inputs to improve the good practices and lessons learned. This should be done in the short term for the CLEAR project but also applies to other similar projects. *(ILO, implementing agencies of similar projects)*
3. **Implement the research that was conceived to be conducted by Intermediate Objective through country case studies.** This will allow for taking socio-economic, political and past experience with child labor programming into account. These case studies would need to focus on the lessons learned and good practices for each IO as implemented in the country contexts. *(ILO, implementing agencies of similar projects)*
4. **Develop a systematic advocacy plan for the remaining five (new) countries.** This would include advocacy at country level to facilitate buy-in of the project and its strategies. Adapt and use the advocacy plan in the existing project countries. The plan should be clear in terms of the roles and responsibilities of key stakeholders, especially of national child labor committee members (where such a committee exists). It should also be based on a review of past effective methods used to achieve successes on child labor in previous countries. Such plans should also be developed in future similar projects. *(ILO, implementing agencies of similar projects)*
5. **Increase cross-sectoral, inter-agency and even regional (between countries) collaboration to develop and implement approaches to the elimination of hazardous child labor.** *(USDOL, countries, implementing agencies)*
6. **Expand the focus of capacity strengthening to encompass more service providers through a master trainer system.** The master trainer system would enable a cascading method through which certified master trainers train service providers at local level. Examples of service providers cited who need capacity strengthening on child labor were the police, educators, health providers and other local government officials. Expand training content so that it can be adapted to be used for other persons as well. *(ILO)*

7. **Increase visibility of the CLEAR project and of USDOL as funding agency.** This will contribute to advocacy effectiveness and provide evidence that the project targets must be achieved within a specific period. A project leaflet that can be disseminated to stakeholders would contribute to this. *(ILO)*

6.2 CLEAR Country-Level Recommendations

1. **Extend the NPC's contract and the ,duration of implementation time in Paraguay and Bangladesh to ensure targets are fully met.** In the case of Paraguay this primarily applies to ensuring that labor inspector training can be conducted after the restructuring of the labor inspection agency. *(ILO)*
2. **Provide the Suriname Focal Point with substantial additional technical and other support to ensure that targets are met.** An additional government-assigned specialist should be added to concentrate more in depth on attaining project results. Additional technical support is also needed to strengthen capacities on child labor issues. The consultant providing support for the NAP development should spend more time in Suriname to train the Focal Point(s) and provide other technical inputs. *(ILO and Government of Suriname)*
3. **Work with and carry out the National Child Labor Survey in Suriname with a broadly accepted national institution, since the National Statistics Bureau is not available to supervise a study for the foreseeable future.** The survey will need a qualitative component to ensure that the complex multi-cultural environment in Suriname is understood with regard to the development of activities to address child labor. The involvement of the National Statistics Bureau will still be important even if only limited to their technical inputs. The same stakeholders who are involved in the NAP development should be included in the development of the research plan. *(ILO and Government of Suriname)*
4. **Model downstream direct actions in Suriname to ensure that the eventual NAP is successful.** As the country has little past experience with child labor actions, Suriname needs well carried-out pilot actions for eventual scaling up. While it will not be possible to conduct such actions within CLEAR, it should be recognized that it will be necessary to model some pilot actions in the future. This should entail the provision of capacity strengthening and guidance to local governments to enable them to implement direct actions with beneficiaries. The child labor survey and analysis of local government capacities should be used to inform the needs and content of the training for local government service providers. *(ILO, USDOL)*

6.3 Recommendations for Future Projects

The following recommendations pertain to projects with a primary focus on strengthening the enabling environment.

1. **Develop criteria for the selection of project countries so that they can be grouped and managed in a coherent way.** Criteria should include the consideration of relatively common levels of experience on child labor actions and similarities in regional context.

This recommendation is for future projects that are similar to CLEAR with a high focus on strengthening the enabling environment. *(USDOL, implementing agencies)*

2. **For CMEPs in projects similar to CLEAR, increase the focus on creating a global results matrix, including intermediate and sub-objectives with accompanying indicators.** To ensure learning at country level, expected results should be listed with only core accompanying qualitative expected outputs and outcomes which feed into the global matrix, with added country specific detail as needed. Ensure that it is evident that the level of detail required to develop the CMEP is focused on a global results matrix. *(USDOL, implementing agencies, consulting agencies providing support on CMEP development)*
3. **Conduct intensive networking, including with national child labor committees and/or other key stakeholders, at an early project stage,** while the CMEP is being developed. Include representatives of children in the process. This will increase ownership and quality of adherence with country needs. This should not be limited to members of an existing national child labor committee, but also include attention to stakeholders who may contribute to the project at later stages as this creates buy-in. Identification of such individuals needs to be done prior to or during the first trimester of project implementation in a country. Allow for updating of Intermediate Objectives and Sub-outcomes if contextual realities have changed between the time the project was approved and when implementation starts. In combination with networking, start advocacy with the stakeholders at the earliest possible stage, while CMEP is under development. *(Implementing agencies)*
4. **Develop qualitative as well as quantitative indicators to measure the achievement of results and determine the extent to which specific results contribute most effectively to eliminating exploitative/hazardous child labor.** This applies to assessing the quality of changes in legal and policy frameworks, strengthened capacities, training guidelines and implementation manuals. *(Implementing agencies, USDOL)*
5. **Divide research to extract specific good practices and lessons learned around country case studies,** instead of per intermediate objective, to allow for taking socio-economic, political and past experience with child labor programming into account.
6. **Develop and/or fund an intermediate system between a fully-fledged enabling environment-focused project and projects with combined upstream and downstream activities.** Such a system should primarily focus on embedding a national and highly experienced technical expert to guide and support governments as they self-finance and scale up their activities. Such an expert should also receive technical support from a larger international agency as needed. This will contribute toward strengthening governments to take the lead on addressing child labor issues. *(USDOL, implementing agencies)*

ANNEX A: Overview of Project Progress

Acronyms:

BGD: Bangladesh; PRG: Paraguay; PHI: Philippines; SUR: Suriname; UGA: Uganda;

CL: Child Labor; CLMS: Child Labor Monitoring System; NGO: D Non-governmental Organization;

UN: United Nations; NAP: National Action Plan; NSO: National Statistics Office

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
Project Objective: Increased Capacity of target countries to reduce child labor, including in its worst forms	Number of countries that have increased their capacity in at least 3 of the 6 ⁵⁸ areas covered by USDOL C1 indicator ⁵⁹ (legal framework, policies/plans/programs to combat CL, including CL concerns in development/education/anti-poverty/social policies and programs, CLMS, CL research institutionalization, CL training for government institutionalized).		
IO 1: Legal/regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate body	1. Number of countries in which new/revised regulatory instruments related to child labor, aligned with International Standards have adopted by an appropriate body	Target	0
		Actual	0
	2. Number of countries in which new/amended legal instruments related to child labor, aligned with International Standards have been formally submitted for adoption by the appropriate body	Target	2 (PRG and UGA)
		Actual	1 (PRG)
	3. Number of new/amended legal instruments related to child labor, aligned to International Standards, that have been adopted by the appropriate body (disaggregated by country)	Target	2 (PRG)
		Actual	0
	4. Number of regulatory instruments related to child labor adopted (disaggregated by country)	Target	0
		Actual	0
	5. Number of new/amended legal instruments related to child labor, aligned to International Standards, that have been submitted for adoption by the appropriate body (disaggregated by country)	Target	1 (UGA)
		Actual	1 (PRG)
SO 1.1/1.2 Draft new/amended legal instruments modified/finalized by relevant government body and ready for submission I	1 Number of draft new/amended legal instruments ready for submission for approval by appropriate body	Target	-
		Actual	-
SO 1.1.1 Stakeholders advocate for adopting new/amended legal and	1. Number of countries in which National CL Committees that discuss the draft new/amended legal and regulatory instruments on CL	Target	3 (PHI, PRG and UGA)

⁵⁸ In countries such as Suriname where fewer interventions will be implemented it is expected that the target will be only 2 USDOL C1 areas.

⁵⁹ The relevant immediate and sub-objectives are listed in the TPR reports.

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
regulatory instruments	(disaggregated by country)	Actual	2 (PHI and PRG)
	2. Number of countries where institutions such as Government entities, Employers' Workers' organizations NGOs, and UN organizations take advocacy actions (such as organization of public events and production of publications) to discuss the draft new/amended legal or regulatory instruments on CL	Target	-
		Actual	-
	3. Number of countries where Government entities, Employers' and Workers' organizations, NGOs and UN organizations have mutual consultations at government level regarding the new/amended legal or regulatory instruments on CL	Target	1 (PH)
		Actual	0
	4. Number of institutions such as Government entities, Employers' and Workers' organizations, NGOs and UN organizations that take advocacy actions (such as organization of public events and production of publications) to discuss the draft new/amended legal or regulatory instruments on CL (disaggregated by institution)	Target	Gov: 3 (UGA)
		Actual	0
	5. Number of government entities, Employers' and Workers' organizations, NGOs and UN organizations that have mutual consultations at government level to discuss the draft new/amended legal or regulatory instruments on CL (disaggregated by institution)	Target	Gov: 2 (PHI) Emp. Org:1 (PHI) Wrk. Org:2 (PHI)
		Actual	0
OTP 1.1.1.a Advocacy plans for submission of new/amended legal and regulatory instrument proposals on CL issues developed by CLEAR with key stakeholders' participation	1. Number of advocacy plans for submission of new/amended legal and regulatory instruments proposals on CL issues produced with key stakeholders participation	Target	2 (BGD and UGA)
		Actual	0
OTP 1.1.1.b /1.2.1 Draft new/amended legal/regulatory instruments developed by CLEAR based upon stakeholders' input	1. Number of draft legal/regulatory instruments developed by CLEAR based upon stakeholders' inputs	Target	2 (PRG)
		Actual	2 (PRG)
OTP 1.1.1.1.1/1.2.1.1 Recommendation report to improve legal and regulatory instruments, developed by CLEAR,	1. Number of countries where recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR were discussed by key stakeholders and with their inputs integrated	Target	3 (BGD, PRG and UGA)
		Actual	1 (PHI)

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
discussed by key stakeholders and with their inputs integrated	2. Number of recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR discussed by key stakeholders and with their inputs integrated (disaggregated by country)	Target	2 (PRG), 1 (BGD), 1 (UGA)
		Actual	2 (PRG), 1 PHII)
OTP 1.1.1.1.1/1.2.1.1.1 Recommendation reports to improve legal and regulatory instruments on CL developed by CLEAR	1. Number of recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR	Target	4 (1 BGD, 2 PRG and 2 UGA)
		Actual	2 (PRG), 1 (PHI) 1 (UGA)
IO 2 Improved enforcement of laws and policies related to child labor, including its worst forms ⁶⁰			
SO 2.1 Improved capacity of national Labor Inspection systems to effectively integrate child labor concerns into the regular labor inspection process	1 Number of countries in which the National Labor Inspectorate sets of procedures and tools include child labor issues, consistent with CLEAR recommendations (disaggregated by country)	Target	3 (PH, PRG and UGA)
		Actual	0
	2. Number of countries in which National Labor Inspectorate has integrated child labor into training procedures for inspectors following CLEAR recommendations (disaggregated by country)	Target	-
		Actual	-
OTP 2.1.a/ 2.1.b.1 New or revised sets of standard operating procedures and training materials for Labor Inspectorates to cover CL issues developed	1. Number of new/revised sets of standard operating procedures for Labor Inspectorates to cover CL issues developed	Target	3 (BGD, PHI and SUR)
		Actual	0
	2 Number of sets of training materials on the integration of CL concerns in the regular labor inspection process developed	Target	3 (BGD, PHI and SUR)
		Actual	0
OTP 2.1.b Labor inspectors trained on the new standard operating procedures developed or revised by CLEAR	1. Number of Labor inspectors trained on the standard operating procedures developed or revised by CLEAR	Target	-
		Actual	-
SO 2.2 Improved capacity of enforcement officials to enforce national legislation, using international labor and child rights standards	1. Number of countries in which at least 80% of enforcement officials, other than labor inspectors trained by CLEAR have increased their knowledge of how to enforce national legislation, in compliance with international labor and child rights standards	Target	-
		Actual	-

⁶⁰At the current stage, it has not been possible to identify a feasible indicator for IO2. The project planned to work, jointly with USDOL, in trying to develop one to measure improved enforcement in relation to the three Sub-IOs.

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
	2. Number of countries that have integrated child labor into training procedures for enforcement officials others than labor inspectors (following CLEAR recommendations)	Target	-
		Actual	-
	3. Number (and %) of enforcement officials, other than labor inspectors, trained by CLEAR that have increased their knowledge of how to enforce national legislation on CL (disaggregated by country)	Target	-
		Actual	132/ 60% (PRG only)
OTP 2.2.a/ 2.2.b.1 CL Law enforcement sets of reporting templates and training material for officials, others than labor inspectors, developed or revised	1. Number of CL law enforcement sets of reporting templates and training material for officials, others than labor inspectors, developed or revised	Target	5 (1 BGD, 2 PRG, PHI, and 1 UGA)
		Actual	1 (PHI), 2 (PRG)
OTP 2.2.b Enforcement officials, other than labor inspectors, trained on CL issues	1. Number of enforcement officials, other than labor inspectors, trained on CL issues	Target	200 (PRG)
		Actual	277 (PRG)
SO 2.3 Local government and NGOs agree to formally continue operating the CLMS	1. Number of countries in which local government and NGOs, with CLEAR support, formally agree to continue operating a local level CLMS in at least one targeted community	Target	-
		Actual	-
	2. Number of communities in which local government and NGOs agree to formally continue operating a local level CLMS, implemented with CLEAR support	Target	-
		Actual	-
OTP 2.3. Local level CLMS pilot project proposal implemented by the local stakeholders with CLEAR support	1 Number of local level CLMS pilot projects implemented by stakeholders with CLEAR support and that follow the proposed model (disaggregated by country)	Target	-
		Actual	-
OTP 2.3.1 Local level Child Labor Monitoring System (CLMS) pilot project proposal developed by CLEAR with inputs from local stakeholders	1. Number of local level Child Labor Monitoring System (CLMS) pilot project proposals developed and discussed with key stakeholders	Target	1 (BGD)
		Actual	0
IO 3: Increased implementation of National Action Plans on child labor, including its worst forms	1 Number of countries in which NAPs implementation has improved at least 2 implementation elements in the CLEAR NAP performance menu (disaggregated by country)	Target	-
		Actual	-
SO 3.1 Capacity of NAP institutions members increased to implement the NAP	1. Number of countries in which the CL NAP National Steering Committee is fulfilling at least 2 basic functions (disaggregated by country)	Target	-
		Actual	-
	2. Number of CL NAP implementing institutions that expand their active participation in the implementation of the NAP	Target	-
		Actual	-

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
OTP 3.1.a Child Labor NAP National Steering Committees trained on updating and implementing the NAP	1. Number of CL NAP National Steering Committees that have been trained in updating and implementing the NAP	Target	-
		Actual	-
OTP 3.1.b Proposals to improve the level of implementation of the NAPs developed	1. Number of policy recommendations and activities proposed to improve the level of implementation of the NAPs, developed by CLEAR	Target	1 (BGD)
		Actual	1 (PHI)
OTP 3.1.c Pilot projects to improve the NAP's level of implementation developed and ready for implementation	1. Number of pilot projects to improve the level of implementation of the NAPs developed	Target	-
		Actual	-
SO 3.2 NAP is developed/updated by appropriate bodies based on CLEAR's draft	1. Number of countries in which the CL NAP documents are developed or updated based on CLEAR's draft	Target	-
		Actual	-
OTP 3.2 Draft new/revised NAP developed by CLEAR and stakeholders	1. Number of CLEAR's proposals of new/revised NAPs developed/updated	Target	-
		Actual	-
SO 3.2.1 NAP institutions' members advocate for updating/developing a NAP	1. No of countries in which the NAP stakeholders have at least 4 inter-institutional meetings during 12 months period to discuss CL elimination policies and strategies relating to the NAP	Target	-
		Actual	-
	2. No of countries in which the NAP stakeholders take advocacy actions (such as organization of public events and production of publications) focused on developing/updating the CL NAP	Target	-
		Actual	-
	3. Number of NAP stakeholders that take advocacy actions (such as organization of public events and production of publications) focused on developing/updating the CL NAP (disaggregated by countries)	Target	-
		Actual	-
OTP 3.2.1.a Work plans to develop/update a NAP elaborated	1. Number of work plans to develop/update a NAP elaborated by CLEAR	Target	1 (SUR)
		Actual	0
OTP 3.2.1.b.1 National Child Labor Survey conducted by the National Statistics Office with on-going technical guidance from the project	1. Number of National Child Labor Survey conducted by the National Statistics Office (NSO) with the support of the project	Target	1 (SUR)
		Actual	0
OTP 3.2.1.b National Child Labor surveys disseminated by the National Statistics Offices with on-going technical guidance from the project	1. Number of National Child Labor survey reports disseminated by the National Statistics Offices with the support of the project	Target	-
		Actual	-
IO 4: Improved implementation/integration	1. Number of countries in which national and local social programs and policies include, as a	Target	1 (PRG)

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms	new target group, children vulnerable to child labor in their services	Actual	1 (PRG)
	2. Number of countries in which national or local CL programs and policies have improved or expanded implementation of activities aimed at elimination of CL	Target	-
		Actual	-
	3. Number of social programs and policies that include, as a new target group, children vulnerable to child labor in their services (desegregated by country)	Target	1 (PRG)
		Actual	0
	4. Number of national or local CL social programs and policies with improved or expanded implementation of activities aimed at elimination of CL services (desegregated by country)	Target	1 (PRG)
Actual		0	
SO 4.1. Stakeholders advocate for integration of child labor concerns into policies and social programs and for improving policies and programs that explicitly target child labor	1. No of countries in which government and non-government entities take advocacy actions (such as organization of public events, production of publications, and others as appropriate) focused on integration of child labor concerns into policies and social programs and/or on improving policies and programs implementation that explicitly target child labor that are targeted by CLEAR (disaggregated by country)	Target	-
		Actual	-
OTP 4.1.a Pilot projects to integrate or expand the child labor component in social programs developed and ready for implementation	1. Number of pilot projects to integrate or expand the child labor component in social programs developed and ready for implementation	Target	1 (PRG), 2 (PHI)
		Actual	1 (PRG)
OTP 4.1.b Mechanisms for integration of CL tools and methodologies in policies and social programs developed	1. Number of set of mechanisms for integration of CL tools and methodologies in policies and social programs developed	Target	-
		Actual	1 (PHI)
OTP 4.1.c Officials trained on implementation of existing mechanisms and tools aiming to address CL in policies and social programs	1. Number of officials trained on implementation of mechanisms and tools aiming to address CL in policies and social programs	Target	-
		Actual	-
OTP 4.2/4.1.1. Recommendation reports developed by CLEAR on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL discussed by policy makers, program managers and related government officials and with their inputs integrated	1. Number of countries in which recommendations to integrate CL in programs or in improving CL programs that have been produced jointly by the Project and policy makers, social program managers and related government officials	Target	2 (PHI)
		Actual	2 (PHI)

Area	Indicators with Targets up Oct 2015 and Corresponding Progress		
OTP 4.2.1/4.1.1.1. Recommendations reports on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL developed by CLEAR	1. Number of recommendations reports on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL developed	Target	-
		Actual	-

ANNEX B: Evaluation Terms of Reference

TERMS OF REFERENCE

for the

External Independent Interim Evaluation

of

Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Program

Cooperative Agreement Number: IL-24943-13-75-K

Financing Agency: U.S. Department of Labor

Grantee Organization: International Labour Organization

Dates of Project Implementation: 15 November 2013 – 14 November 2017

Type of Evaluation: Independent Interim Evaluation

Evaluation Field Work Dates: October 19 – November 26, 2015

Preparation Date of TOR: August 2015

Total Project Funds from USDOL Based
on Cooperative Agreement: US \$7,950,000

Vendor for the Evaluation Contract:



Sistemas, Familia y Sociedad
Consultores Asociados

ACRONYMS

CL	Child Labor
CLEAR	Country Level Engagement and Assistance to Reduce Child Labor Program
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
EO	Expected Outcome
FY	Fiscal Year
HH	Household
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labour Organization
IO	Intermediate Objective
IPEC	ILO International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
NAP	National Action Plan
NGO	Non-Governmental Organization
NSO	National Statistics Office
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
SFS	Sistemas, Familias y Sociedad – Consultores Asociados
TPR	Technical Progress Report
USDOL	United States Department of Labor
UN	United Nations
WFCL	Worst Forms of Child Labor

I. BACKGROUND AND JUSTIFICATION

USDOL - OCFT

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor (CL); supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms (WFCL) through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

Project Context⁶¹

According to data from the International Labour Organization (ILO), approximately 168 million children are engaged in exploitative labor around the world, with approximately 115 million engaged in its worst forms. The majority of the world's working children, in absolute numbers, are

⁶¹ Adapted from the CLEAR CMEP

found in Asia, followed by Sub-Saharan Africa, and Latin America and the Caribbean. Myriad factors on the family and community level contribute to children's involvement in child labor, with the most frequent being poverty; barriers to education; limited access to social support and infrastructure (e.g. healthcare, roads, water, sanitation); cultural and traditional practices; tenuous labor markets; and imperfect information about the importance of education and dangers associated with child labor. Factors on the national and local policy level also affect continuing high levels of child labor.

The ILO CLEAR project seeks to strengthen local and national government capacity to address child labor in at least 10 countries by focusing on four key problems:

- Insufficient national child labor legislation in compliance with international standards, with an accompanying lack of harmonized definitions of what constitutes child labor and worst forms of child labor;
- Weak child labor monitoring especially at the community level and enforcement within national inspection systems and by associated enforcement partners such as the Ministry of Justice;
- A lack of a coordinated National Child Labor Action Plan and ongoing consultations among national partners in the fight against child labor; and
- Poor implementation of existing national and local child labor policies and programs and limited scope of programs addressing critical social issues such as basic education, vocational training, social protection services, employment creation and poverty reduction initiatives.

Specific capacity issues vary from country to country. In each country the CLEAR project's interventions are designed according to its priority issues as per the USDOL SCA, beginning with a first set of five countries in 2014.

The CLEAR Project⁶²

In November 2013, the International Labour Organization (ILO) signed a four-year Cooperative Agreement with OCFT worth US \$7,700,000 to implement the Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Program. The purpose of the Cooperative Agreement was to support a reduction in child labor by building local and national capacity of host governments in a minimum of 10 countries. At the time of the Cooperative Agreement, Bangladesh, Paraguay, Philippines, Suriname and Uganda had been selected. Since then, other countries have submitted requests for inclusion in the project. Serbia and Sri Lanka have been officially approved by USDOL, and Afghanistan, Armenia and Lebanon are still under negotiations.

⁶² Adapted from the CLEAR Project Document, Cooperative Agreement, CMEP and TPRs

CLEAR plans to support national stakeholders in taking targeted actions to eliminate child labor, including its worst forms. This will be achieved by providing critically needed technical guidance and support in the areas of legislation, enforcement, monitoring, development and implementation of National Action Plans, and improved implementation of policies and social programs with impact on CL, as well as integration of CL in policies and social programs. While the project as a whole focuses on achieving these four outcomes, not all target countries will conduct activities under each and every component.

The intended ultimate beneficiaries of the CLEAR project are children at risk of or in child labor in the project countries. There are, however, no direct beneficiaries under this project. Those directly benefitting from this capacity development initiative are the governments, particularly the Ministries of Labor, Education, Social Protection, Social Action or Social Assistance, Health, Social Development and Justice, and employers' and workers' organizations as well as other civil society agencies working with children.

In each target country during implementation, the project will work with different UN organizations as well as with NGOs, social movements defending children's rights, organizations of women and youth, as well as community based organizations as appropriate that have potential to contribute to sustainable outcomes towards the elimination of child labor.

The CLEAR project has worked on a Comprehensive Monitoring and Evaluation Plan (CMEP), which identified the following project and intermediate objectives.

Project Objective: Increased capacity of target countries to reduce child labor, including its worst forms.

The Intermediate Objectives (IOs) are described as follows:

IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies

Under this IO, the project aims to improve specific aspects of national legislation on child labor, in order for the countries to take the necessary steps toward aligning with the international standards, also responding to the country specific needs and the recommendations raised by the ILO supervisory bodies. Activities may include:

- Providing technical advice on a regulatory framework on child domestic work, on permissible light work (Paraguay, the Philippines and Uganda) and sanctions for hazardous work regulations (Paraguay and the Philippines)
- General assessments of the compatibility of national legal frameworks with the International Labor Standards
- Strengthening capacity of national constituents and other relevant stakeholders to develop legal and regulatory instruments in line with the project's recommendations
- Developing advocacy strategies with key stakeholders for their implementation to promote

approval of proposed legal amendments or new regulations.

IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms

IO 2 targets three groups: Labor Inspectorates (SO 2.1), other government enforcement agencies such as the Police and the Judiciary (SO 2.2) and the country's local level of the enforcement agencies (SO 2.3). Project activities may include:

- Producing diagnostic reports on the target institutions
- Proposing revisions to standard operating procedures and Inspectorate tools
- Training relevant officials, including development of training materials.
- Providing technical assistance (design and implementation) to establish a CLMS (Suriname) or replicate existing community-based monitoring systems in other areas of the country (Bangladesh)

IO 3: Increased implementation of National Action Plans on child labor, including its worst forms

The goal of IO 3 is to increase the national capacity to implement NAPs (SO3.1) or to develop/update the CL NAP (SO 3.2). Project activities may include:

- Training CL NAP Steering Committees (Bangladesh and Uganda)
- Working with stakeholders to formulate policies and develop activities to integrate sectorial approaches for eliminating the WFCL in specific sectors, such as domestic work and agriculture, into the NAPs (Bangladesh and the Philippines).
- Providing training and technical advice to national stakeholders to advocate for and drafting a NAP, including carrying out a National Child Labor Survey whose results will be disseminated jointly with the national competent authorities (Suriname).

IO 4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms

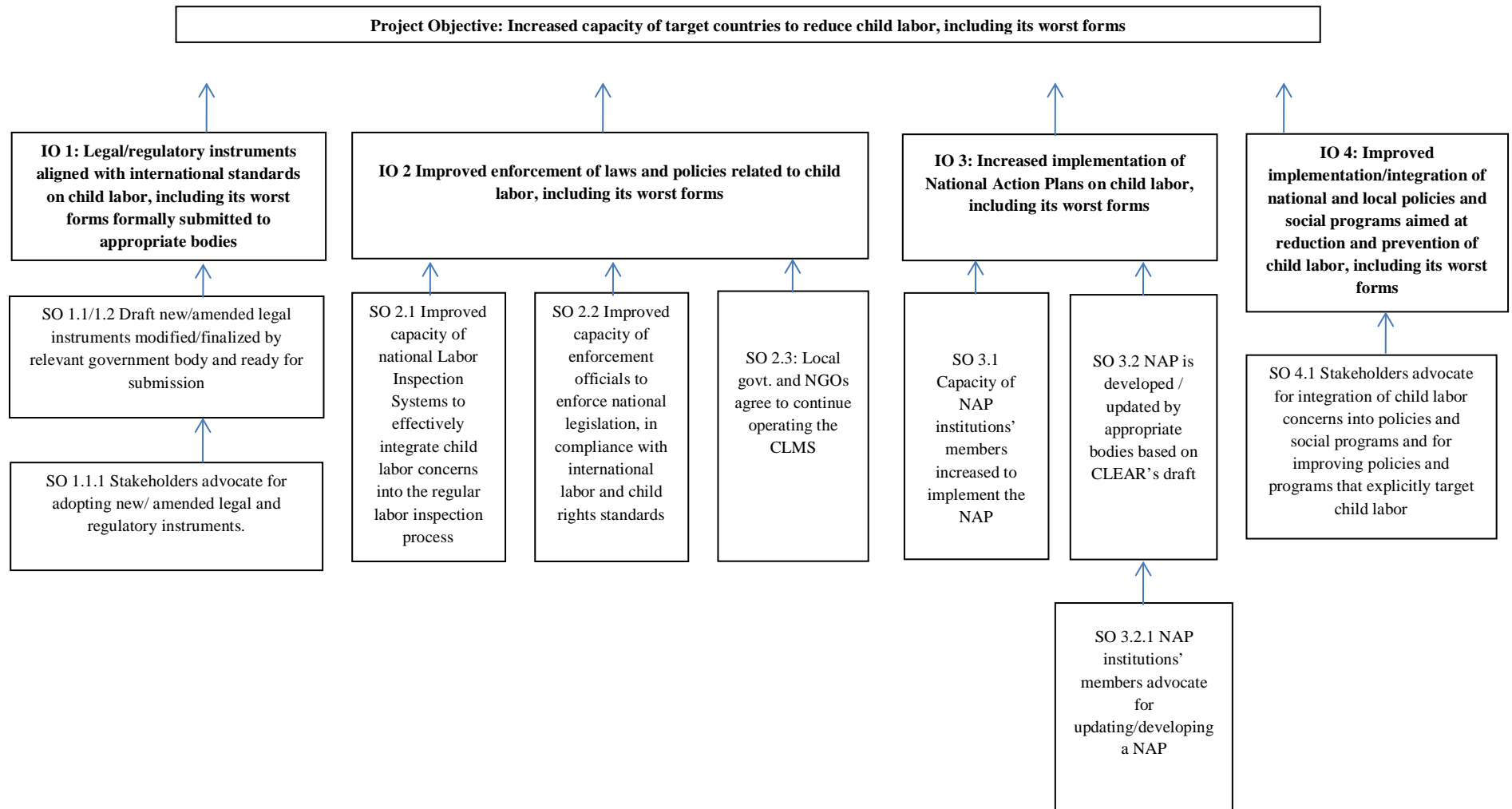
IO 4 seeks to improve the implementation of national and local policies and programs. It also aims to integrate CL concerns into those policies and programs that do not currently have such scope of action. Project activities may include:

- Providing technical advice for the integration of such concerns into basic education policies and social protection services (the Philippines)
- Assessing social and other policies and programs to identify potential synergies (Bangladesh)
- Promoting effective coordination of social programs in selected areas through a pilot project (Paraguay)
- Developing recommendation reports and consultative workshops to incorporate stakeholders' inputs, with support in some countries (Philippines) to integrate child labor

concerns in social programs and policies.

As part of the CMEP, the CLEAR program also developed a Results Framework showing the expected outputs and outcomes for each specific country project. On the next page is a general Results Framework, showing just the general outcomes expected by the project, which are not linked to specific countries. Depending on the needs and requested activities for each country, the relevant outcomes are selected from this table.

CLEAR RESULTS FRAMEWORK



II. PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external independent interim and final evaluations. An external independent interim evaluation is due in late 2015.

External Interim Evaluation Purpose and Scope

The scope of the external independent interim evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with ILO. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The interim evaluation will assess and evaluate the project's implementation for the first two years, providing insight on what aspects are effective and determining whether the project is on track towards meeting its goals and objectives. Interim evaluations allow the donor and grantee to learn from the project's initial implementation in order to continue or redesign strategies as needed to improve the success of the project.

The evaluation should address issues of *project design, implementation, management and staffing, project communication flow, and CMEP implementation*. The evaluation report will focus these issues around the areas of project relevance, effectiveness, efficiency, efficacy of project performance monitoring, lessons learned and sustainability. Relevant questions, as determined by USDOL and the project, are listed below. The Co-Evaluators may also identify further points of importance during the mission that should be included in the analysis as appropriate.

Evaluators will focus their efforts only in those five (5) countries where implementation has been authorized by DOL and initiated by ILO: Bangladesh, Suriname and Paraguay (countries to be visited by the evaluators) and Uganda and Philippines (countries where data will be collected using an on-line questionnaire and phone calls).

The overall purpose of the interim evaluation is to:

1. Assess the relevance of the project's Theory of Change, as stated in the CLEAR CMEP, to the issue of child labor in the implementing countries and whether activities are being implemented in accordance with the project design.
2. Review the design and implementation of CLEAR I to determine whether the project is meeting its objectives and identify challenges and/or successes encountered in doing so. Analyze the possible factors, internal and external to the project, which may be contributing to these successes and challenges.
3. Describe the management and staffing structure of the project⁶³ as well as the communication flow between each country and with Geneva. Assess the efficiency of the project management structure and its effectiveness.

⁶³ It is understood that this analysis will be dependent on the information provided by the ILO to the evaluators, such as detailed organization charts from headquarters to country levels and description of

4. Describe whether the CMEP is being implemented as designed and whether it is accurately measuring project results.
5. Assess the steps taken by the project to mainstream project activities and recommend actions to increase sustainability during the second half of the project.

The evaluation will identify any specific implementation areas that may benefit from adjustments to ensure the project can be as successful as possible during its remaining period of performance. It will identify lessons learned, emerging good practices and models of intervention on how to increase the capacity of national stakeholders to address the root causes of child labor. Recommendations for changing course should be provided for those interventions that have posed challenges or failed to deliver results.

Intended Users

The intended users are OCFT, ILO and its constituents, as well as other stakeholders working to combat child labor more broadly. The evaluation will provide an assessment of the project's experience in implementation and its effects on the child labor climate. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made in order to maximize effectiveness and sustainability, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate.

The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background for readers who are unfamiliar with the details of the project.

Evaluation Questions

Specific questions that the evaluation should seek to answer are found below. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL.

Relevance

1. Are project IOs and SOs consistent with the current needs of key national stakeholders and are they linked to CL national plans and strategies?
2. How effective is the project's contribution to broader child labor NAPs and other strategic frameworks related to child labor?
3. What adjustments might the project require in order to respond to the evolving needs/dynamics at the country level, especially when these are significantly different from the ones that were identified at the time of submitting the bidding proposal in 2013?

communication flows. The evaluators can then assess the quality of communication flows, including efficiency and effectiveness.

4. At the country level, how does the project support the overall country's decent work agenda?

Project Design

5. How does the management structure, with key personnel housed in Geneva, impact project results?
6. How are the roles and responsibilities of ILO country staff and CLEAR staff delineated in country? How has the structure of these roles and responsibilities affected project results?
7. Is there validity in the strategy/approach of focusing on predetermined thematic areas in multiple countries, with smaller budgets and scope in each country, as compared to the more traditional comprehensive child labor strategies that are implemented in specific countries?
8. Was the CMEP useful as a planning and project monitoring tool and as an M&E system to provide evidence on project outcomes and document learning?
9. Are indicators and targets realistic and can indicators be tracked?
10. Are the Theory of Change and Results Framework still valid since implementation has begun?

Effectiveness

11. By the time of the evaluation, is the project achieving its targets according to Annex 1 of the TOR?
12. What are the current challenges that the project is facing in its implementation and what efforts have been made to overcome these challenges?
13. Please compare the effectiveness or the results of countries with a National Project Coordinator present with those that do not have a National Project Coordinator in country.
14. How is the data in Annex C of the TPR being used to make project adjustments?
15. Of the four project component areas, which are more challenging or difficult to address and why?
16. Is the project generating knowledge from working in different countries?

Sustainability

17. How is the project's sustainability plan being implemented?
18. Are the project outcomes and sub-outcomes sustainable at the local and/or national level?⁶⁴ Please identify steps that can be taken to increase their sustainability. Do

⁶⁴ It is understood that this question can be answered only to the extent that the project has assessed its outcomes and sub-outcomes. This evaluation is not a formal impact assessment.

national and local partners perceive project activities to be useful and are they prepared to take ownership?

19. How is the project sharing lessons learned between countries?

III. EVALUATION METHODOLOGY AND TIMEFRAME

A. Approach and Data Collection Methods

Technical assistance/capacity building projects aim to produce relevant indirect effects on specific issues through the action of third parties. Project outcomes acquire an upmost importance in this kind of project because the effectiveness of project interventions is to be measured by medium term outcomes at the institutional and enabling environment levels. Additionally, institutional responsibilities and means may vary substantially in each project target country. The evaluation methodology will take into account these factors, as well as the fact that it will only be able to collect information on the ground for three target countries. The latter will be compensated through the use of online questionnaires to be filled in by local staff in the other seven countries and by face-to-face interviews of ILO staff and review of project databases and documentation. Likewise, in order to adequately address the varied cultural and linguistic differences in the target countries to be visited, SFS has engaged two Co-Evaluators to conduct the fieldwork. After the Lead Evaluator meets with Project Management Team members at Geneva, the evaluation team members will travel to meet ILO staff and other relevant stakeholders working in Bangladesh, Paraguay and Suriname. Staff and key stakeholders in the other two countries not visited during the evaluation will fill in an online questionnaire about the main features, successes and challenges of the project. Where online forms appear incomplete or where country stakeholders have difficulties filling in the online form, Skype calls will be set up to provide needed explanations, collect clarifications on answers provided and any other necessary information.

The Co-Evaluators will collect diverse information using a varied set of (mainly) qualitative and quantitative methods, including but not limited to:

Method	Tools / Target Groups / Products
Interviews with key Informants	<ul style="list-style-type: none"> • Various questionnaires/interview forms used with project management team, implementing teams, and representatives of relevant stakeholders in each country. • Visit institutions to interview key stakeholders. This will be done as relevant where activities are being initiated (or are already completed) at the time of the field visits. Assess their perception and satisfaction with project implementation, contrast the validity of project strategies used in the field, appraise the quality of services (technical assistance, training) delivered by the project, and identify unexpected effects of project activities as well as other relevant features of project implementation.
Document review and extensive discussions with Project staff and key stakeholders	<ul style="list-style-type: none"> • Review project's investments in capacity building: Training materials and curricula of the courses produced for various target groups. • Review the consistency of implementation and ownership of CLMS by local governments / communities • Review the strategy to promote ownership and implementation of NAP by national institutions • Review legal/ policy documents and draft regulations on CL developed with project

Method	Tools / Target Groups / Products
	support in target countries
Focus group discussions (FGD)	FGD guidelines and forms addressed to various key stakeholders (i.e., labor inspectors), and other target groups as needed and feasible with respect to actual CLEAR 1 initiated training conducted in the project countries.
Project performance Analysis	Review baseline information/ initial situational assessments. Compare planned/actual achievements per project indicator, analyze emerging trends and identify factors that favor or hamper project success in each case.
Assess quality of monitoring system data	Review consistency of M&E system, quality of indicators and effective use of the same by project Geneva staff and project staff in each country.
Budget analysis matrix	Review project expenditures (planned/actual) per component under most recent budget revision.

The following principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Gender and cultural sensitivity will be integrated in the evaluation approach.
3. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
4. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

B. Interim Evaluation Team

The evaluation will be conducted by Co-Evaluators. Mei Zegers will serve as Lead Evaluator and Lorenzo Gracia will be Co-Evaluator.

The Co-Evaluators will be responsible for developing the methodology in consultation with Sistemas, Familias y Sociedad (SFS), USDOL, and the project staff; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; and preparing the evaluation report. The Co-Evaluators will decide on the composition of field visit interviews in order to ensure the objectivity of the evaluation and will develop and implement an evaluation methodology that will answer the evaluation questions. The Co-Evaluators will also develop a proposed agenda for field visit interviews in coordination with the Grantee.

Local interpreters will be selected as needed in consultation with the grantee. The responsibility of the interpreter in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

C. Criteria for Selecting Institutions and Other Key Stakeholders

Key stakeholders in the three case study countries will be included in the sampling and interviewed to the extent that they have already been directly involved in project actions.

Communities and/or groups that will receive assistance or have only just started involvement in actions for one month or less will not be included.

The list of types of stakeholders listed below may be supplemented and refined in accordance with project actions that have been completed at the time the evaluation fieldwork takes place. At the end of October a short online form will thus be sent to the case study countries to verify the latest information regarding progress and actions with institutions and communities. This will allow for a good and updated selection of key stakeholders in institutions to be interviewed or included in focus group discussions.

Institutions and Institutional Stakeholders to be included in the evaluation may include:

- ILO Headquarters project coordination specialists
- Government agencies at national level including Ministry of Labor and other relevant agencies. Offices within the ministries that address child labor, occupational safety and health. Ministries of education, gender/children/youth, and others as relevant.
- Government agencies at sub-national level as relevant
- Employers and workers organizations
- Civil society organizations at national and sub-national level working on child labor and related issues
- Consultants developing labor inspection training and former trainees (Judicial officers)
- Labor inspectors and other former trainees of project initiated capacity strengthening actions in formal institutions.

D. Data Collection Milestones

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- If available, documents may include:
 - CMEP documents,
 - Project document and modifications,
 - Cooperative Agreement,
 - Project Results Frameworks and Monitoring Plans,
 - Work plans or Plans of Action,
 - Technical Progress Reports and other status or trip reports,
 - Correspondence related to Technical Progress Reports,
 - Country or situational assessments,
 - National Action Plans, country regulations and local legal frameworks, where relevant;
 - Other legal/policy documents and draft regulations on CL developed with project support in target countries,
 - Management Procedures and Guidelines,

- Training materials and curricula, as appropriate,
- Research or other reports undertaken by the project or relevant to its aims, and
- Project files and strategies, as appropriate.

2. Question Matrix and List of Stakeholders

Before beginning fieldwork, the Co-Evaluators will work with SFS, USDOL and ILO to create a list of stakeholders to interview and a question matrix, which outlines the source of data from where they plan to collect information for each TOR question. This will help the Co-Evaluators to make decisions as to how they are going to allocate time in the field. It will also help the Co-Evaluators to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from. The question matrix and list of stakeholders shall be forwarded by Co-Evaluators to SFS before start of field work and shared with USDOL.

3. Interviews with Stakeholders

Informational interviews will be held with as many project stakeholders as possible. The Lead Evaluator will meet with the Geneva project management team as well as ILO staff and other stakeholders working in Bangladesh and Suriname. The Co-Evaluator will visit stakeholders in Paraguay and will collect and process online information from stakeholders in the other project target countries.

The evaluators will visit institutions and communities, as relevant, to interview key stakeholders; assess their perception and satisfaction with project implementation; contrast the validity of project strategies used in the field; appraise the quality of services (technical assistance, training) delivered by the project; and identify unexpected effects of project activities as well as other relevant features of project implementation. Depending on circumstances, these meetings will be one-on-one or group interviews.

4. Online Questionnaire

Staff and key stakeholders in two countries (Uganda and the Philippines) with ongoing activities that are not visited during the evaluation will complete an online questionnaire about the project's main features, successes and challenges. Skype and/or phone calls will also be arranged with key stakeholders in these countries, such as ILO staff, government staff and workers' and employers' representatives. Given the country-scattered nature of this project, this will necessitate systematization and integration on the part of the Co-Evaluators. The design of the questionnaire will take into account, as relevant, the purpose and specific questions listed in this TOR.

E. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the evaluation fieldwork. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders and communities, only the respondents will be present during interviews. However, implementing partner staff may accompany the Co-Evaluators to make introductions

whenever necessary, to facilitate the evaluation process and to allow the Co-Evaluators to observe the interaction between the implementing partner staff and interviewees.

F. Stakeholders Meeting

Following the field visits, a debriefing meeting will be conducted in Geneva by the Lead Evaluator that brings together project staff and other ILO staff related to project implementation. The list of participants to be invited will be drafted prior to the evaluation fieldwork and confirmed in consultation with project staff during fieldwork. Stakeholders from all countries served by the project will be invited, though it is understood that some may not be able to attend due to travel related challenges.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders. The agenda of the meeting will be determined by the Co-Evaluators in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. If appropriate, a possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
4. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the Co-Evaluators and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

G. Limitations

The Co-Evaluators will only be able to visit three countries included in this project. Online questionnaires and Skype/ phone calls will be conducted for Uganda and Philippines. As a result, the information collected from online questionnaires will not contain the same level of depth as the three countries visited and will depend on the project's progress in initiating activities. Additionally, the quality of information gathered by the online questionnaires will be determined by the responses received and the Co-Evaluators may not have the ability to ask follow-up questions.

Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders and project staff. The accuracy of the evaluation findings will be determined by the integrity of information provided to the Co-Evaluators from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

H. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Draft General Schedule and Itinerary for CLEAR Evaluation	
Task	2015 Date(s)
Draft TOR submitted to USDOL	Mon, Aug 17
Draft General Itinerary sent to ILO	Mon, Aug 17
Evaluation Questions and List of Stakeholders received from ILO and sent to Evaluators	Wed, Aug 19
<ul style="list-style-type: none"> Input received from ILO on Draft General Itinerary and sent to Evaluators ILO to confirm suggested weeks for fieldwork in Geneva, Bangladesh, Paraguay and Suriname 	Mon, Aug 24
Evaluation Questions and feedback on Draft TOR received from USDOL and sent to Evaluators	Mon, Aug 24
Evaluators submit Methodology/Sampling Plan to SFS for TOR	Fri, Aug 28
Evaluators submit selected List of Stakeholders/Interviewees for ILO feedback	Fri, Aug 28
ILO provides feedback on selected List of Stakeholders/Interviewees (meeting in Geneva)	Tue, Sept 1
Evaluators submit Question Matrix	Fri, Sept 11
ILO confirms specific weeks allotted for visits to each country	Fri, Sept 11
TOR Finalized	Fri, Sept 16
Cable Clearance Request sent to USDOL	Wed, Sept 23
SFS sends TOR to the ILO	Wed, Sept 23
ILO sends a table/summary with updated information on context and interventions underway/ completed in all project target countries	Mon, Sept. 28
ILO sends a list of international and national consultants to be interviewed by the evaluators	Mon, Sept 28
ILO sends proposed Field Itinerary and Stakeholder List for Suriname, Bangladesh and Paraguay	Mon, Sept 28
ILO sends list of stakeholders to be contacted on-line/ by phone in Uganda and Philippines	Mon, Sept 28
Evaluators agree or propose alternatives on final itinerary and list of stakeholders for all countries	Thu, Oct 1
Logistics Call	Fri, Oct 2
Contracts signed by Evaluators	Fri, Oct 9
Evaluators interview USDOL	Wed, Oct 14
Lead Evaluator: Fieldwork in Geneva	Oct 19-21
Co-Evaluator: Questionnaires are released to relevant countries (Uganda and Philippines)	Oct 27
Lead Evaluator: Fieldwork in Bangladesh	Oct 28 – Nov 5
Co-Evaluator: Fieldwork in Paraguay	Nov 1-7
Country questionnaires from Uganda and Philippines due to Evaluation Team	Nov 4
Skype calls with Uganda and Philippines (calls will be	Nov 9-13

Draft General Schedule and Itinerary for CLEAR Evaluation	
Task	2015 Date(s)
conducted separately in each country with government staff, ILO staff, workers' and employers' representatives)	
Lead Evaluator: Fieldwork in Suriname	Nov 15-21
Stakeholders' Meeting in Geneva	Nov 30
Post-fieldwork Debrief Call with USDOL	Wed, Dec 2
Draft Report sent to SFS for quality review	Mon, Dec 14
Draft Report to USDOL and ILO for 48 hour review	Wed, Dec 16
Draft Report sent to USDOL, ILO and stakeholders for comments	Fri, Dec 18
Comments due to SFS	Fri, Jan 15
Revised Report sent by Evaluators to SFS for quality review	Thurs, Jan 21
Revised Report sent to USDOL	Mon, Jan 25
Approval from USDOL to Copy Edit/Format Report	Mon, Feb 1
Final Report sent to USDOL	Mon, Feb 15

IV. EXPECTED OUTPUTS/DELIVERABLES

On December 14, 2015, a first draft evaluation report will be submitted to SFS. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary - Providing a brief overview of the evaluation, including sections IV-IX
- IV. Project Description
- V. Evaluation Objectives, Methodology and Table listing evaluation questions and corresponding report findings sections
- VI. Findings - Answers to each of the evaluation questions, with supporting evidence included and organized into sub-sections as evaluators see fit
- VII. Lessons Learned and Good Practices
- VIII. Main Conclusions - Primary takeaways and main conclusions of the evaluation
- IX. Recommendations
 - Key Recommendations – critical for successfully meeting project objectives and judgments on what changes need to be made for future programming
 - Other Recommendations – as needed
- X. Annexes, including but not limited to:
 - An overview of project progress (see template in Annex 1 below)
 - TOR
 - Question Matrix

- List of documents reviewed
- List of interviews, meetings and site visits
- Stakeholder workshop agenda and participants

The total length of the report should be approximately between **30-45 pages** for the main report, excluding the executive summary and annexes. The Lead Evaluator will be responsible for writing the draft and final reports. The Co-Evaluator will write up his findings from the fieldwork and the online questionnaires for the Lead Evaluator to integrate into the evaluation report.

The first draft of the report will be circulated to core staff of OCFT and ILO for a 48 hour review. This initial review serves to identify and correct potentially sensitive information and/or significant inaccuracies before the report is released for formal, detailed comments. Then the draft report will be officially submitted to OCFT, ILO, and key stakeholders individually for a full two week review. Comments from stakeholders will be consolidated and incorporated into the final report as appropriate, and the Co-Evaluators will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the Co-Evaluators, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR. **All reports, including drafts, will be written in English.**

V. EVALUATION MANAGEMENT AND SUPPORT

SFS has contracted with Ms. Mei Zegers and Mr. Lorenzo Gracia to conduct this evaluation. Mei and Lorenzo will work with OCFT, SFS and relevant ILO staff to evaluate this project.

- Ms. Mei Zegers will serve as Lead Evaluator. She is a Dutch national based in Geneva with more than 30 years of experience in various Asian and African countries and twelve evaluations of USDOL-funded projects and various ILO-related assignments in her record. She has worked in Bangladesh five times and is fluent in English, French and Dutch.
- Mr. Lorenzo Gracia will serve as Co-Evaluator. He is a Spanish national based in Madrid with 10 years of experience as evaluator in various Latin American, Asian, European and African countries. Mr. Gracia has carried out the evaluation of a USDOL-funded project on CL in Guatemala and of an ILO/AECID-funded project on CL in Latin America, including Paraguay. Mr. Gracia is fluent in English, Spanish and French.

SFS will provide logistical and administrative support to the Co-Evaluators, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed. SFS will also be responsible for providing the management and technical oversight necessary, including quality reviews of all deliverables, to ensure completion of the evaluation milestones and adherence to technical standards as well as the clarity and comprehensiveness of the evaluation report.

ANNEX C: Evaluation Data Collection Matrix

Evaluation Questions and Indicators	Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other international development partners
Relevance								
1) Are project IOs and SOs consistent with the current needs of key national stakeholders and are they linked to CL national plans and strategies?	x		x	x	x	x	x	
2) How effective is the project's contribution to broader child labor NAPs and other strategic frameworks related to child labor?	x			x	x	x	x	x
3) What adjustments might the project require in order to respond to the evolving needs/dynamics at the country level, especially when these are significantly different from the ones that were identified at the time of submitting the bidding proposal in 2013?	x			x	x	x	x	
4) At the country level, how does the project support the overall country's decent work agenda?								
Project Design								
5) How does the management structure, with key personnel housed in Geneva, impact project results?	x		x	x				
6) How are the roles and responsibilities of ILO country staff and CLEAR staff delineated in country? How has the structure of these roles and responsibilities affected project results?	x		x	x				
7) Is there validity in the strategy/approach of focusing on predetermined thematic areas in multiple countries, with smaller budgets and scope in each country, as compared to the more traditional comprehensive child labor strategies that are implemented in specific countries?	x							

Evaluation Questions and Indicators	Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other international development partners
8) Was the CMEP useful as a planning and project monitoring tool and as an M&E system to provide evidence on project outcomes and document learning?	x		x	x				
9) Are indicators and targets realistic and can indicators be tracked?	x		x	x	x			
10) Are the Theory of Change and Results Framework still valid since implementation has begun?			x	x	x	x		
Effectiveness								
11) By the time of the evaluation, is the project achieving its targets according to Annex 1 of the TOR?	x	x	x	x	x	x	x	

The following table identifies the main data sources for each project indicator, intermediate objective, supporting objective and output.

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
IO 1: Legal/regulatory instruments aligned with international standards on child labor, including its	1. Number of countries in which new/revised regulatory instruments related to child labor, aligned with International Standards have been have been adopted by an appropriate body	x		x	x	x			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
worst forms, formally submitted to appropriate body	2. Number of countries in which new/amended legal instruments related to child labor, aligned with International Standards have been formally submitted for adoption by the appropriate body	x		x	x	x			
	3. Number of new/amended legal instruments related to child labor, aligned to International Standards, that have been adopted by the appropriate body (disaggregated by country)	x		x	x	x			
	4. Number of regulatory instruments related to child labor adopted (disaggregated by country)	x		x	x	x			
	5. Number of new/amended legal instruments related to child labor, aligned to International Standards, that have been submitted for adoption by the appropriate body (disaggregated by country)	x		x	x	x			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
SO 1.1/1.2 Draft new/amended legal instruments modified/ finalized by relevant government body and ready for submission I	1 Number of draft new/amended legal instruments ready for submission for approval by appropriate body	X		X	X	X			
SO 1.1.1 Stakeholders advocate for adopting new/ amended legal and regulatory instruments	1. Number of countries in which National CL Committees that discuss the draft new/amended legal and regulatory instruments on CL (disaggregated by country)	X		X	X	X	X	X	
	2. Number of countries where institutions such as Government entities, Employers' Workers' organizations NGOs, and UN organizations take advocacy actions (such as organization of public events and production of publications) to discuss the draft new/amended legal or regulatory instruments on CL	X		X	X	X	X	X	X
	3. Number of countries where Government entities, Employers' and Workers' organizations, NGOs and UN organizations have mutual consultations at government level regarding the	X		X	X	X	X		X

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
	new/amended legal or regulatory instruments on CL								
	4. Number of institutions such as Government entities, Employers' and Workers' organizations, NGOs and UN organizations that take advocacy actions (such as organization of public events and production of publications) to discuss the draft new/amended legal or regulatory instruments on CL (disaggregated by institution)x	x			x	x	x	x	x
	5. Number of government entities, Employers' and Workers' organizations, NGOs and UN organizations that have mutual consultations at government level to discuss the draft new/amended legal or regulatory instruments on CL (disaggregated by institution)	x			x	x	x	x	x
OTP 1.1.1.a Advocacy plans for submission of new/amended legal and regulatory instrument proposals on CL issues developed by CLEAR with	1. Number of advocacy plans for submission of new/amended legal and regulatory instruments proposals on CL issues produced with key stakeholders participation	x			x	x			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
key stakeholders' participation									
OTP 1.1.1.b /1.2.1 Draft new/amended legal/regulatory instruments developed by CLEAR based upon stakeholders' input	1. Number of draft legal/regulatory instruments developed by CLEAR based upon stakeholders' inputs	X			X				
OTP 1.1.1.1.1/1.2.1.1 Recommendation report to improve legal and regulatory instruments, developed by CLEAR, discussed by key stakeholders and with their inputs integrated	1. Number of countries where recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR were discussed by key stakeholders and with their inputs integrated	X		X	X	X	X	X	X
	2. Number of recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR discussed by key stakeholders and with their inputs integrated (disaggregated by country)	X		X	X	X	X	X	X

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 1.1.1.1.1/1.2.1.1.1 Recommendation reports to improve legal and regulatory instruments on CL developed by CLEAR	1. Number of recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR	X		X	X				
SO 2.1 Improved capacity of national Labor Inspection systems to effectively integrate child labor concerns into the regular labor inspection process	1 Number of countries in which the National Labor Inspectorate sets of procedures and tools include child labor issues, consistent with CLEAR recommendations (disaggregated by country)	X			X	X			
	2. Number of countries in which National Labor Inspectorate has integrated child labor into training procedures for inspectors following CLEAR recommendations (disaggregated by country)	X		X	X	X			
OTP 2.1.a/ 2.1.b.1 New or revised sets of standard operating procedures and training materials for Labor Inspectorates to cover CL issues developed	1. Number of new/revised sets of standard operating procedures for Labor Inspectorates to cover CL issues developed	X		X	X	X			
	2 Number of sets of training materials on the integration of CL concerns in the regular labor inspection process developed	X			X	X			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 2.1.b Labor inspectors trained on the new standard operating procedures developed or revised by CLEAR	1. Number of Labor inspectors trained on the standard operating procedures developed or revised by CLEAR	X			X	X			
SO 2.2 Improved capacity of enforcement officials to enforce national legislation, using international labor and child rights standards	1. Number of countries in which at least 80% of enforcement officials, other than labor inspectors trained by CLEAR have increased their knowledge of how to enforce national legislation, in compliance with international labor and child rights standards	X			X	X			
	2. Number of countries that have integrated child labor into training procedures for enforcement officials others than labor inspectors (following CLEAR recommendations)	X			X	X			
	3. Number (and %) of enforcement officials, other than labor inspectors, trained by CLEAR that have increased their knowledge of how to enforce national legislation on CL (disaggregated by country)	X			X	X			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 2.2.a/ 2.2.b.1 CL Law enforcement sets of reporting templates and training material for officials, others than labor inspectors, developed or revised	1. Number of CL law enforcement sets of reporting templates and training material for officials, others than labor inspectors, developed or revised	X		X	X				
OTP 2.2.b Enforcement officials, other than labor inspectors, trained on CL issues	1. Number of enforcement officials, other than labor inspectors, trained on CL issues	X		X	X				
SO 2.3 Local government and NGOs agree to formally continue operating the CLMS	1. Number of countries in which local government and NGOs, with CLEAR support, formally agree to continue operating a local level CLMS in at least one targeted community	X		X	X	X	X	X	
	2. Number of communities in which local government and NGOs agree to formally continue operating a local level CLMS, implemented with CLEAR support	X		X	X			X	X

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 2.3. Local level CLMS pilot project proposal implemented by the local stakeholders with CLEAR support	1 Number of local level CLMS pilot projects implemented by stakeholders with CLEAR support and that follow the proposed model (disaggregated by country)	X			X	X		X	
OTP 2.3.1 Local level Child Labor Monitoring System (CLMS) pilot project proposal developed by CLEAR with inputs from local stakeholders	1. Number of local level Child Labor Monitoring System (CLMS) pilot project proposals developed and discussed with key stakeholders	X			X	X		X	
IO 3: Increased implementation of National Action Plans on child labor, including its worst forms	1 Number of countries in which NAPs implementation has improved at least 2 implementation elements in the CLEAR NAP performance menu (disaggregated by country)	X			X	X	X	X	
SO 3.1 Capacity of NAP institutions members increased to implement the NAP	1. Number of countries in which the CL NAP National Steering Committee is fulfilling at least 2 basic functions (disaggregated by country)	X			X	X	X	X	
	2. Number of CL NAP implementing institutions that expand their active participation in the implementation of the NAP	X			X	X	X	X	

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 3.1.a Child Labor NAP National Steering Committees trained on updating and implementing the NAP	1. Number of CL NAP National Steering Committees that have been trained in updating and implementing the NAP	X			X	X			
OTP 3.1.b Proposals to improve the level of implementation of the NAPs developed	1. Number of policy recommendations and activities proposed to improve the level of implementation of the NAPs, developed by CLEAR	X			X				
OTP 3.1.c Pilot projects to improve the NAP's level of implementation developed and ready for implementation	1. Number of pilot projects to improve the level of implementation of the NAPs developed	X			X	X	X	X	
SO 3.2 NAP is developed/updated by appropriate bodies based on CLEAR's draft	1. Number of countries in which the CL NAP documents are developed or updated based on CLEAR's draft	X			X	X			
OTP 3.2 Draft new/revised NAP developed by CLEAR and stakeholders	1. Number of CLEAR's proposals of new/revised NAPs developed/updated	X			X	X			

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
SO 3.2.1 NAP institutions' members advocate for updating/ developing a NAP	1. No of countries in which the NAP stakeholders have at least 4 inter-institutional meetings during 12 months period to discuss CL elimination policies and strategies relating to the NAP	x			x	x	x	x	x
	2. No of countries in which the NAP stakeholders take advocacy actions (such as organization of public events and production of publications) focused on developing/updating the CL NAP	x			x	x	x	x	
	3. Number of NAP stakeholders that take advocacy actions (such as organization of public events and production of publications) focused on developing/updating the CL NAP (disaggregated by countries)	x			x	x	x	x	
OTP 3.2.1.a Work plans to develop/update a NAP elaborated	1. Number of work plans to develop/update a NAP elaborated by CLEAR	x		x	x				

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 3.2.1.b.1 National Child Labor Survey conducted by the National Statistics Office with on-going technical guidance from the project	1. Number of National Child Labor Survey conducted by the National Statistics Office (NSO) with the support of the project	X	X	X	X				
OTP 3.2.1.b National Child Labor surveys disseminated by the National Statistics Offices with on-going technical guidance from the project	1. Number of National Child Labor survey reports disseminated by the National Statistics Offices with the support of the project	X	X	X	X				
IO 4: Improved implementation/ integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms	1. Number of countries in which national and local social programs and policies include, as a new target group, children vulnerable to child labor in their services	X		X	X	X	X	X	X
	2. Number of countries in which national or local CL programs and policies have improved or expanded implementation of activities aimed at elimination of CL	X		X	X				
	3. Number of social programs and policies that include, as a new target group, children	X		X	X				

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
	vulnerable to child labor in their services (desegregated by country)								
	4. Number of national or local CL social programs and policies with improved or expanded implementation of activities aimed at elimination of CL services (desegregated by country)	x		x	x				
SO 4.1. Stakeholders advocate for integration of child labor concerns into policies and social programs and for improving policies and programs that explicitly target child labor	1. No of countries in which government and non-government entities take advocacy actions (such as organization of public events, production of publications, and others as appropriate) focused on integration of child labor concerns into policies and social programs and/or on improving policies and programs implementation that explicitly target child labor that are targeted by CLEAR (disaggregated by country)	x		x	x	x	x	x	x

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 4.1.a Pilot projects to integrate or expand the child labor component in social programs developed and ready for implementation	1. Number of pilot projects to integrate or expand the child labor component in social programs developed and ready for implementation	X		X	X	X	X	X	X
OTP 4.1.b Mechanisms for integration of CL tools and methodologies in policies and social programs developed	1. Number of set of mechanisms for integration of CL tools and methodologies in policies and social programs developed	X		X					
OTP 4.1.c Officials trained on implementation of existing mechanisms and tools aiming to address CL in policies and social programs	1. Number of officials trained on implementation of mechanisms and tools aiming to address CL in policies and social programs	X		X	X				

Intermediate and Supporting Objectives		Documents	USDOL	ILO HQ	ILO Country Staff/ Project Staff	Government Representatives and Former Trainees	Workers and Employers Organizations	Other National Civil Society	Other Linking Agencies including other development partners
OTP 4.2/4.1.1. Recommendation reports developed by CLEAR on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL discussed by policy makers, program managers and related government officials and with their inputs integrated	1. Number of countries in which recommendations to integrate CL in programs or in improving CL programs that have been produced jointly by the Project and policy makers, social program managers and related government officials	X		X	X				
OTP 4.2.1/4.1.1.1. Recommendations reports on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL developed by CLEAR	1. Number of recommendations reports on how to make social programs more responsive to the needs of child laborers or children vulnerable to CL developed	X		X	X				

ANNEX D: Online Forms

Mid Term Evaluation of CLEAR Project Stakeholders Form

This form is being sent to you so that you can share your thoughts on the implementation of the Country Level Engagement and Assistance to Reduce (CLEAR) project.

The purpose of the CLEAR project is to support a reduction in child labor by building local and national capacity of host governments.

This is achieved by providing critically needed technical guidance and support in the areas of legislation, enforcement, monitoring, development and implementation of National Action Plans. It also includes attention to supporting improved implementation of policies and social programs related to child labor.

Position (job title) and country

Please type your title and country here. There is no need to indicate your name.

1. How did you learn about the CLEAR project?
2. Please summarize in one sentence your involvement with the CLEAR 1 project.
3. Please briefly describe the CLEAR project's main objectives and activities in your country
4. In your opinion, does the CLEAR project contribute in a RELEVANT way to the prevention and elimination of Child Labor?

That is, does it address the key issues related to the main challenges to reducing child labour in your country at the enabling environment level. (Enabling environment = government, civil society support to eliminating child labor) Please rate relevance as follows with 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

5. Please describe your reason for the answer you provided to the previous question on relevance.
6. Please briefly describe the components/ activities of the CLEAR project in which you or the organization you represent specifically involved?
7. How adequately do you think that the CLEAR project-related activities in which you are involved are achieving their objectives so far?

Score as follows 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

8. Please briefly describe your reason for the score you assigned to the previous question on how far the objectives have been achieved.
9. Please list at least 3 recommendations to improve implementation and/or coordination of activities in the CLEAR project
10. List other issues you think CLEAR project should be focusing on in order to improve/ expand its results

11. What do you think that the project should do in order to ensure that local organizations sustainably continue the CLEAR project actions after end of project life?

Including strengthening legal and policy frameworks, capacity strengthening.

Mid Term Evaluation of CLEAR Project ILO - NPC Form

CLEAR Project Mid Term Evaluation Data Collection Form. NOTE: It is easiest to first place your answers to the longer questions in a Word Document. Then then cut and paste them into the form and enter the scores at the same time. This avoids time out when Internet is not working properly.

Indicate the name of your country here

- ☐ Bangladesh
- ☐ Paraguay
- ☐ Philippines
- ☐ Suriname
- ☐ Uganda

1. What are the three main enabling environment-related challenges that need to be addressed to eliminate child labor in your country?

List three key barriers to eliminating child labour in your country. Please provide one sentence for each point.

2. Do you think that the design of the project is the best way to address challenge 1 that you mentioned above or not?

Indicate below how well you think the project design contributes to addressing the challenge with 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

3. Do you think that the design of the project is the best way to address challenge 2 that you mentioned above or not?

Indicate below how well you think the project design contributes to addressing the challenge with 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

4. Do you think that the design of the project is the best way to address challenge 3 that you mentioned above or not?

Indicate below how well you think the project design contributes to addressing the challenge with 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

5. On improving legal/regulatory frameworks in your country, what have been the CLEAR project's 3 main ACHIEVEMENTS so far, if any?

For each achievement, please also describe WHY you were able to achieve it.

6. On improving legal/regulatory frameworks in your country, what have been the CLEAR project's three main CHALLENGES so far, if any?

For each challenge, please also describe WHY you were having the challenge.

7. On improving law enforcement of regulations and policies on child labor in your country, what have been the CLEAR project's three main ACHIEVEMENTS so far, if any?

For each achievement, please also describe WHY you were able to achieve it.

8. On improving law enforcement of regulations and policies on child labor in your country, what have been the CLEAR project's three main CHALLENGES so far, if any?

For each challenge, please also describe WHY you were having the challenge.

9. On strengthening the implementation of National Action Plans, what have been the CLEAR project's 3 main ACHIEVEMENTS so far, if any?

For each achievement, please also describe WHY you were able to achieve it.

10. On strengthening the implementation of National Action Plans, what have been the CLEAR project's 3 main CHALLENGES so far, if any?

For each challenge, please describe WHY you were having the challenge.

11. On Integration of CL concerns into national and local policies and social programs, what have been the CLEAR project's three main ACHIEVEMENTS so far, if any?

For each achievement, please describe WHY you were able to achieve it.

12. On Integration of CL concerns into national and local policies and social programs, what have been the CLEAR project's three main CHALLENGES so far, if any?

For each challenge, please describe WHY you were having the challenge.

13. Score the level of participation of key stakeholders in Government to improving legal/ regulatory frameworks in your country

Please answer on a scale of 1-5

14. Score the level of participation of key stakeholders in Employers Organizations to improving legal/ regulatory frameworks in your country on

Please answer on a scale of 1-5

15. Score the level of participation of key stakeholders in Workers Organisations to improving legal/ regulatory frameworks in your country on

Please answer on a scale of 1-5

16. Score the level of participation of key stakeholders in Government to improving law enforcement of regulations and policies on CL

Please answer on a scale of 1-5

17. Score the level of participation of key stakeholders in Employers Organisations to improving law enforcement of regulations and policies on CL

Please answer on a scale of 1-5

18. Score the level of participation of key stakeholders in Employers Organisations to improving law enforcement of regulations and policies on CL

Please answer on a scale of 1-5

19. Score the level of participation of key stakeholders in Government to Strengthening the implementation of NAPs

Please answer on a scale of 1-5

20. Score the level of participation of key stakeholders in government on the integration of child labor concerns into national and local policies and social programs

Please answer on a scale of 1-5

21. How is the decision making process carried out for each component?

Who decides on local contracts and timing of activities?

22. What are the main three advantages and challenges as applicable, that the above decision making process pose to the achievement of project targets?

23. How can the CLEAR project improve its efficiency in the timely implementation of actions?

24. Is the amount of resources allocated for the achievement of project objectives in your country sufficient? Yes/No

25. Explain your answer to the previous question on the amount of resources

26. Does the project's monitoring system contribute to planning and efficient implementation? Yes/No

27. Explain your answer to the previous question on the project's monitoring system.

If your answer is YES, say why. If your answer is NO, explain how you think it could be improved.

28. Does the project have any information or exchange mechanism for you to learn about CLEAR's developments in other countries? Yes/No

29. If the project does not have an information or exchange system, how would you suggest that this be improved?

30. What should the project be doing your country in the months to come to ensure that its key components/ activities become sustainable after the end of the projects?

ANNEX E: Evaluation Schedule and Interviewees

Meetings in ILO Headquarters 19-October, 2015

CLEAR global team group meeting: Wahid Rahman (rahman@ilo.org), Michael Kandarakis (kandarakis@ilo.org) and Ricardo Furman (furman@ilo.org)

Individual meetings held with CLEAR Global Team members

Beate Andrees, FUNDAMENTALS chief (andrees@ilo.org)

Hervé Berger, Operations manager (bergerh@ilo.org)

Mary Read, Planning and reporting manager and USDOL focal point (read@ilo.org)

Gap 11 Team - Bijoy Raychaudhuri (raychaudhuri@ilo.org), Bharati Pflug (pflug@ilo.org) and Jose Maria Ramirez (ramirez@ilo.org) CTA and specialists of the GAP 11 project (USDOL/IPEC project with which we work in partnership in some areas)

Peter Wichmand, Head Evaluation and Impact Assessment unit (wichmnad@ilo.org)

Schedule of Meetings with ILO Headquarters

Geneva 19-21 October

Time	Mon 19	Tues 20	Wed 21
10:00-11:00	CLEAR team 8-54	Mary Read 5-103	
11:00-12:00		Herve Berger 5-90	10:30 Continue Ricardo Furman
13.00-1400		Bijoy Raychaudhuri, 5-101	
14:00-15:00	Peter Wichmand 5-94	Michael Kandarakis 5-73	
15:00-16:00	Wahid Rahman 5-72		
16:00-17:00	Beate Andrees 5-79/80	Ricardo Furman 5-64	
17:00-18:00	GAP 11 team 5-102		

Bangladesh

Field mission 28 October – 5 November, 2015

Day	Date	Time	Activity
1	28 Oct, 2015, Wednesday	8.00 am 10. 30 am 1.30 pm 2.30pm 2.45 pm	Arrival at Dhaka airport by Emirates (EK 0582) Check in at Pan Pacific Sonargaon Start from hotel Introduction with Director, ILO Country office for Bangladesh Meeting with NPC
2	29 Oct, 2015 Thursday	10.00 am 11.00 am 3.00 pm	Start from hotel Meeting with Dr. Nazneen Ahmed, Senior Research Fellow Bangladesh Institute of Development Studies (BIDS) (Her contract to undertake research on component 4 is under process) (replacement of Centre for Policy Dialogue in the project as not available to work with the project, replaced by BIDS) Go back to ILO Meeting with Mr. Faizur Rahman, Joint Secretary, MOLE
3	1 Nov, 2015 Sunday	9.00 am 10.00am 12.00 3.00pm	Start from hotel Meeting with Deputy Director, ILO Meeting with CLEAN network (At the moment we are developing a pilot proposal for CLMS with CLEAN network) Stay at ILO for lunch Meeting with Ms. Hasina Begum, Programme officer, RMG project
4	2 Nov, 2015 Monday	9.00am 10.00am 3.00 pm	Start from hotel Meeting with Mr. Farooq Ahmed Secretary General, Bangladesh Employers Federation Meeting with Ms. Laila Karim, Manager, Child protection, Save the Children (NCLWC member organization) (about component 3 what could be the role of the council)
5	3 Nov, 2015 Tuesday	 2:00 pm	Strike, morning meetings cancelled. Meeting with Mr. Abdus Shahid Mahmood, Director, Bangladesh Shishu Adhikar Forum(BSAF)(member of NCLWC) (network of 200 NGOs) Meeting with Dr. Wajedul Islam Khan, member, NCCWE (workers platform) at ILO

Day	Date	Time	Activity
		4.30 pm	
6	4 Nov,2015 Wednesday	8:45 9.00 11:00 12:30 4.30pm	Start from hotel Meeting UNICEF Shabnaz Zaherin Meeting with Mr. Kazi Reazul Hoque, full time member, Human Rights Commission Go back to ILO Meeting with NPC Meeting with Mr. Masud Ali, Incidin. (Individual member as academe, NCLWC)
7	5 Nov, 2015 Thursday	9.00 am 10.00 am 12.30 p 5.00pm	Start from hotel Meeting with Labour Inspection. De-briefing session with the Deputy Director, ILO Country office for Bangladesh Final session with Munira

Paraguay

Dia	Hora	Institucion	Direccion	Persona	Cargo
02/11/15	08:00	OIT	Yegros 941 tercer piso.	Bernardo Puente Olivera	Oficial Nacional
02/11/15	13:30	Ministerio del Trabajo Empleo y Seguridad Social	Paraguari 832 casi Fulgencio R Moreno	Natalia Sosa	Directora de proteccion
02/11/15	15:00		15 minutos de Taxi		
02/11/15	15:30	Secretaria de la Niñez y la Adolescencia	Mariscal Lopez 2021 c/Aca Caraya	Lorenzo Vazquez	Coordinador Unidad de Trabajo Infantil
03/11/15	05:00	FORTALESER	3 hs de viaje a Caaguazu. Lo recogeran desde el Hotel		
03/11/15		Programa ABRAZO/Programa TEKOPORA			CODENI de Caaguazu
		Programa ABRAZO/Programa TEKOPORA			Equipò Tecnico de los programas ABRAZO y TEKOPORA
		Programa ABRAZO/Programa TEKOPORA			Comites de Madres Lideres de los Programas ABRAZO y TEKOPORA
04/11/15	08:00	Secretaria de la Niñez y la Adolescencia/Secretaria de Accion social	A confirmar	Direccion de los programas ABRAZO/TEKOPORA a nivel Central	

Dia	Hora	Institucion	Direccion	Persona	Cargo
04/11/15	11:30	Unidad de Derechos Humanos de la Corte Suprema de Justicia	Mariano R. Alonso 958 e/Dr. Paiva y Testanova.	Nuri Montiel/Alba Arriola	Directora de la Unidad.
04/11/15	14:30	Central Unitaria de Trabajadores Autentica		Graciela Congo	Responsable de Educacion y Trabajo Infantil
04/11/15	16:30	Asociacion Rural del Paraguay	A confirmar	Victor Hugo Ayala	Asesor Legal.
05/11/15	09:00	FortaleSer	José Asunción Flores 4059 c/ Martinez Ramella	Aurora Figueredo/Vanessa Stanley	Coordinadora
05/11/15	11:00	consultora Criadazgo	José Asunción Flores 4059 c/ Martinez Ramella	Aurora Figeredo	Consultora
05/11/15 05/11/15	14:00 16:00	DEQUENI	Casa Central: Ruta Mcal. Estigarribia 1757, Km. 9 Fernando de la Mora Tel/fax: 595 21 505601 - 520519	Andresa ortigoza/Monica Romero Marcelo Alas	Directora/Asistente Tecnico. Consultora
06/11/15	08:00	Entrevista telefonica a dos o tres personas que hayan participado de los cursos de capacitacion			
06/11/15	09:30	Cierre de mision con Bernardo Puente			

Suriname

16-20 November, 2015

Day	Date	Time	Activity
1	Monday 16 November	9:30-11:00 11:00-12:00 12.30-13.3 14:00-15:00	Meeting with Ms. Rita Henry, Focal Person, CLEAR project Meeting with Minister and MOLTDE officers Meeting with Labour Inspectorate Head and relevant officers. VSB (Employers Organisation)
2	Tuesday 17 November	9:30-10:30 11:00-12:00 12:30-13:30 14.00-15.00	Ministry of Foreign Affairs Trade Unions- RAVAKSUR Minister of Justice Presidential Committee for Child and Youth Policy
3	Wednesday 18 November	9:30-10:3 11:00-12:00 12:30-13:30	Police Ministry of Social Affairs Ministry of Regional Development;

Day	Date	Time	Activity
		14.00- 15.00	Minister of Education
4	Thursday 19 November	10:30-11:30 14:00-15:30	Representatives of the Federation of Private Education Institutions in Suriname (FIBOS). University Institute of Children's Rights
5	Friday 20 November	09.30-10:30	Ministry of Sport and Youth Affairs Briefing session with the Focal Person and MOLTDE officers. Rachidie Frangie, Political & Labor Assistant, U.S. Embassy.

Stakeholders Interviewed by Skype: Philippines

Sector	Name	Designation	Email Address
NPC	Giovanni Soledad	CLEAR NPC	soledad@ilo.org
Workers	Julius Cainglet (Julius)	Assistant Vice President, Federation of Free Workers	dabigdyul@gmail.com
Government	Ana Charisma Satumba (Cha)	Director, Bureau of Workers with Special Concerns, Department of Labor and Employment	cha_lobrin_satumba@yahoo.com
Employers	Rhodora Snyder (Dang)	Manager, Corporate Social Responsibility Department	dang.buenaventura@ecop.org.ph

NPC Uganda Interviewed by Skype

NPC	Jackie Banya	CLEAR NPC	jbanya@ilo.org
-----	--------------	-----------	----------------

ANNEX F: List of Documents Reviewed

Algemeen Bureau Statistiek Suriname (ABS) (2015), SurInfo. Available from: <http://www.statistics-suriname.org/>. (Website consulted December 2, 105)

Department of Labor and Employment (2011), The Philippine Labor & Employment Plan 2011 2016: Inclusive Growth Through Decent and Productive Work. Manila: Department of Labor and Employment.

Government of Suriname and UNICEF (2010). Multiple Indicator Cluster Survey (MICS): Monitoring the Situation of children and women – Suriname. Paramaribo: Government of Suriname and UNICEF.

Heemskerk, M. & Duijves, C. (2012), Child Labor in Small-Scale Gold Mining in Suriname. Calverton, MD: ICF Macro. Available from <https://www.dol.gov/ilab/reports/pdf/2012CLGoldMiningSuriname.pdf> (Website consulted December 2, 2015)

ILO (2015), Comprehensive Monitoring and Evaluation Plan. “Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)”GLO/13/22/USA. Draft 6. Geneva: ILO

ILO (2015), Revised Project Document: Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor. Fundamental Principles and Rights at Work (FPRW), International Program on the Elimination of Child Labor (IPEC), Multi-bilateral Program of Technical Cooperation 24 June 2015. Geneva: ILO.

ILO (2015). Suriname signs ILO Decent Work Country Programme. Available from http://www.ilo.org/global/docs/WCMS_335460/lang-en/index.htm. (Website consulted November 30, 2015)

ILO (2015), Paraguay: Abrazo Programme, Available from <http://www.social-protection.org/gimi/gess/ShowTheme.do?tid=2973> (Website accessed December 1, 2015)

ILO-PEC Technical Progress Reports CLEAR Global Project – April and October 2015. Geneva: ILO.

Ponet, D (2014) Handbook for Parliamentarians No. 18-201. Inter-Parliamentary Union, UNICEF. Available from: http://www.comminit.com/communicating_children/content/handbook-child-participation-parliament. Website accessed 020202-16.

Secretaría de Acción Social (SAS) (2015). Programme description available from <http://www.sas.gov.py/pagina/54-tekopor.html>. (Website accessed December 1, 2015)

The Republic of Uganda (2012), Decent Work Country Programme 201-2017. Kampala: Ministry for Gender, Labour and Social Development and ILO.

UNICEF (2015) Fact Sheet: the Right to Participation. New York: UNICEF. United Nations (2009), Convention on the Rights of the Child. CRC/C/GC/12 1 July 2009. Committee on the Rights of the Child Fifty-first Session, Geneva, 25 May; 12 June 2009.

United Nations Tanzania Office of the United Nations Resident Coordinator in Tanzania (2010) United Nations Development Assistance Plan July 2011- June 2015 United Republic of Tanzania. Dar es Salaam: UNDP. Page: i.

United States Department of Labor's Bureau of International Labor Affairs (2015), Findings on the Worst Forms of Child Labor- Suriname. Available from <http://www.dol.gov/ilab/reports/child-labor/suriname.htm> (Website consulted December 1, 2015)