ILO EVALUATION

Evaluation Title: **Country Level Engagement and Assistance to Reduce (CLEAR) Child Labour**

- **ILO TC/SYMBOL:** **GLO/13/22/USA**

- **Type of Evaluation:** **Joint Independent Final Evaluation**

- **Country(ies):** **Bangladesh, Paraguay, Philippines, Suriname, Uganda, Sri Lanka, Serbia, Côte d'Ivoire, Lebanon, Afghanistan and Armenia**

- **Date of the evaluation:** **April – August 2018**

- **Name of consultant(s):** **Mei Zegers and Ruth Bowen**

- **ILO Administrative Office:** **FUNDAMENTALS**

- **ILO Technical Backstopping Office:** **FUNDAMENTALS**

- **Other agencies involved in joint evaluation:** **United States Department of Labor**

- **Date project ends:** **January 2019**

- **Donor (country and budget US$):** **United States Department of Labor, USD $ 7,950,000**

- **Evaluation Manager:** **Janette Murawski (ILO), Dwight Ordonez and Azure Maset (Sistemas, Familia y Sociedad)**

- **Key Words:** **Child labour, capacity building, tripartism, social dialogue**

Independent Joint Final Evaluation

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

Implemented by:

International Labor Organization

Evaluators:

Mei Zegers and Ruth Bowen

ILO TC Project Code:	GLO/13/22/USA
Cooperative Agreement Number:	IL-24943-13-75-K
Financing Agency:	U.S. Department of Labor
Dates of Project Implementation:	15 Nov 2013 – 31 Jan 2019
Evaluation Fieldwork Dates:	16 May – 1 June 2018
Total Project Funds from USDOL:	USD $7,950,000

Sistemas, Familia y Sociedad
Consultores Asociados
SFS

TABLE OF CONTENTS

ANNEXES

ACKNOWLEDGEMENTS

The evaluators wish to thank all of the ILO CLEAR project staff and other ILO staff in Geneva and around the world. CLEAR project headquarters staff provided in-depth information and practical support to ensure that the evaluation could be implemented effectively and efficiently despite the complexity of the involvement of eleven countries. In several countries the ILO provided the support of decentralized staff to organize country visits and meetings, which was very helpful. In all cases the ILO local staff ensured that the schedule was smoothly implemented even where some adjustments had to be made due to unexpected circumstances among some stakeholders.

We are grateful to all stakeholders in the project countries, including national and local governments as applicable, workers' and employers' organizations representatives, other civil society organizations, and consultants who provided their time and valuable perspectives to the evaluation. Many persons participated in individual (or face-to-face) meetings in the four countries visited, or agreed to participate in Skype calls for countries that could not be visited.

Thanks to Evaluation Manager Janette Murawski, of ILO EVAL, for helping ensure the smooth implementation of the evaluation with ILO and other national level stakeholders. The support of Evaluation Manager Dwight Ordonez, at SFS, for the Paraguay component and evaluation as a whole was also very useful.

Thank you to the national consultant in Bangladesh, Mr. Harunur Rashid, for excellent assistance with contextual support and additional interviews. We also express our thanks to the interpreters in Armenia (Heghineh Sevoyan), Paraguay (Grizzie Logan) and Serbia (Jelena Jokanovich) for their excellent interpretation and other support.

ACRONYMS

AFG	Afghanistan
ARM	Armenia
BGD	Bangladesh
CA	Critical Assumptions
CCT	Conditional Cash Transfer
CdI	Côte d'Ivoire
CL	Child Labor
CLEAR	Country Level Engagement and Assistance to Reduce Child Labor
CLFD/CLFZ	Child Labor Free District/Child Labor Free Zone (Sri Lanka)
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CONAETI	*Comisión Nacional para la Erradicación del Trabajo Infantil* (Paraguay)
CSEC	Commercial Sexual Exploitation of Children
CSO	Civil Society Organization
CTA	Chief Technical Adviser
CWSG	Community Workplace Surveillance Group (Bangladesh)
DCDC	District Child Development Committees (Sri Lanka)
DepEd	Department of Education (Philippines)
DIFE	Department of Inspection for Factories and Establishments (Bangladesh)
DWCP	Decent Work Country Programme
FPRW	Fundamental Principles and Rights at Work
FUNDAMENTALS	Fundamental Principles and Rights at Work Branch
GAP 11	Global Action Programme (GAP) on Child Labor Issues Project
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
IO	Intermediate Objective
IPEC	International Programme on the Elimination of Child Labor
IRIS	Integrated Resource Information System
LEB	Lebanon
LISA	Labor Inspection System Application
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOL	Ministry of Labor
MOLE	Ministry of Labor and Employment (Bangladesh)
MoLEVSA	Ministry of Labor, Employment, Veteran and Social Affairs
MOU	Memorandum of Understanding

NA	Not applicable
NAP	National Action Plan
NCLS	National Child Labor Survey
NCLWC	National Child Labor Welfare Council (Bangladesh)
NPC	National Project Coordinator
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OECD/DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee
OSH	Occupational Safety and Health
PHI	Philippines
PMP	Performance Monitoring Plan
PPACL	Philippine Program Against Child Labor
PRG	Paraguay
SCA	Solicitation for Cooperative Agreements
SDG	Sustainable Development Goals
SFS	*Sistemas, Familia y Sociedad - Consultores Asociados*
SO	Sub-Outcome
SOSTECI	*Système d'Observation et de Suivi du Travail des Enfants* (Côte d'Ivoire)
SRB	Serbia
SUR	Suriname
ToC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
TPR	Technical Progress Report
UGA	Uganda
UNDAF	United Nations Development Assistance Program
UNEG	United Nations Evaluation Group
USDOL	US Department of Labor
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

Project Description and Evaluation Background

In November 2013, the United States Department of Labor (USDOL) and the International Labor Organization (ILO) signed a four-year Cooperative Agreement to implement the Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project. The project budget is US$7,950,000. The project has received two no-cost extensions to enable the completion of activities, extending the duration until 31 January 2019. USDOL and the ILO agreed to jointly conduct the independent final evaluation.

The project supports USDOL's efforts to address the worst forms of child labor (WFCL), as called for in the USDOL's *Findings on the Worst Forms of Child Labor,* and the ILO's global agenda for the elimination of child labor. CLEAR's purpose is to strengthen national and local government capacity to address child labor. It also engages with other stakeholders such as employers' and workers' organizations and civil society stakeholders where relevant to achieve government objectives.

At the time of the Cooperative Agreement, Bangladesh, Paraguay, Philippines, Suriname and Uganda were selected as implementation countries. Six more countries were introduced on a rolling basis from April 2015, including Sri Lanka, Serbia, Côte d'Ivoire, Lebanon, Afghanistan and Armenia.

The overall project objective is the increased capacity of target countries to reduce child labor, including its worst forms. Globally, CLEAR's interventions correspond to the following Intermediate Objectives:

IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies. (Armenia, Bangladesh, Lebanon, Paraguay, Philippines, Serbia, Sri Lanka, Uganda)

IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms. (Bangladesh, Côte d'Ivoire, Lebanon, Paraguay, Philippines, Suriname, Serbia, Sri Lanka, Uganda)

IO 3: Increased implementation of National Action Plans (NAP) on child labor, including its worst forms. (Afghanistan, Bangladesh, Lebanon, Philippines, Serbia, Sri Lanka, Suriname, Uganda)

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. (Armenia, Bangladesh, Paraguay, Philippines, Serbia, Sri Lanka)

In each country, CLEAR's interventions were designed according to its priority issues that contribute to the four intermediate objectives. While the project focuses on interventions in four overall areas, not all target countries are conducting activities under each and every component.

Final Evaluation: The final joint evaluation was conducted from April to July 2018 by two independent evaluators contracted separately by the USDOL, through Sistemas, Familia y Sociedad

(SFS) and the ILO. The USDOL evaluator was responsible for the overall coordination of the evaluation. SFS and the ILO jointly managed the evaluation.

The purpose of the final evaluation includes providing USDOL, ILO and stakeholders with an independent assessment to support accountability and organizational learning. It is also intended to inform stakeholders on the design of future child labor elimination projects. The objectives were to assess the relevance, effectiveness, efficiency, and sustainability of the project. Additionally, the evaluation is expected to document lessons learned and good practices.

The primary evidence of the evaluation was based on a triangulation of information obtained during qualitative interviews and extensive desk review of project documentation. Interviews were conducted with project and other staff at ILO Headquarters, as well as country project staff and key stakeholders through visits to four countries. The evaluators conducted field work in four selected countries: Paraguay and Serbia (USDOL evaluator) and Bangladesh and Sri Lanka (ILO evaluator), from 16 to 31 May 2018. Skype calls were held and online survey forms were shared with key stakeholders in non-visited countries. A stakeholder workshop was held in Geneva on 15 June, with country stakeholders participating by teleconference, where the preliminary findings were presented and discussed.

Key Findings and Conclusions

Design and Relevance

CLEAR's four intermediate objectives were all important and a valid means to build country capacity at national and local levels. However, the evaluation found that the design could have afforded more emphasis on cross-country exchange and global learning. Additionally, the design did not provide sufficient priority on advocacy across the components. Multiple stakeholder comments suggested that a stronger planned advocacy component would have benefited the design at sub-outcome level, for example by including advocacy plans in the results frameworks.

The diversity of the countries selected through selection criteria and process, and the variety of themes included in the project, made cross-sharing challenging. The number of participating countries also meant that resources were thinly spread. As a result of these three factors, this particular global multi-country design was not the optimal arrangement for achieving impacts. Nevertheless, CLEAR did ultimately achieve a number of good results in many countries across different subject areas.

The broad selection criteria resulted in a set of countries across the globe with divergent needs and maturity on child labor programming. While some countries benefited well from the opportunity for targeted interventions to fill gaps in their enabling environments, others ideally required more comprehensive approaches.

The project duration and introduction of countries at different stages in the project life was advantageous for the countries included from the start of the project, but the duration was short for those successively enrolled post-award.

The project Comprehensive Monitoring and Evaluation Plan (CMEP) effectively served accountability and donor reporting needs. At the country level, the CMEP was generally found to be useful to track performance. Its usefulness to monitor and serve as a management tool to adjust the project course was less successful, however. The system's complexity and number of indicators made for limited flexibility in changing activities, outputs and targets.

The project interventions under the four components were mostly relevant to the needs of the national stakeholders and continue to be relevant, with some exceptions. They are well linked to child labor national plans where these are already available and to other national priorities and strategies, such as national social development frameworks. Depending on the context, CLEAR supported poverty reduction strategies, decent work country programs, child protection strategies, and/or United Nations Development Assistance Framework (UNDAF) programming. CLEAR as a whole is also relevant to global priorities such as those included in the Sustainable Development Goals.

Project Effectiveness in Achieving Objectives

The project has achieved most of its output targets in the majority of the countries. Achieving outcomes has been much more challenging because many are related to the official adoption of legal and regulatory frameworks, as well as enforcement guidelines and other processes that are beyond the project's direct control. Although the National Project Coordinators (NPCs)/Country Focal Points generally worked hard, together with other stakeholders, to advocate for official adoption, much depended on the bureaucracy of the respective countries, which is a factor over which the project had little control.

With regard to **legal reform (IO 1)**, the project supported significant progress towards improved legal hazardous work definitions and legal provisions on domestic work and light work, though mostly stopping short of law adoption.

In terms of **law enforcement (IO 2)**, the capacity of labor inspectorates to identify and respond to child labor has been substantially increased in those countries addressing this component. Complementary local Child Labor Monitoring System (CLMS) models have been successfully piloted in Bangladesh, Côte d'Ivoire and Lebanon, and with some refinements will be ready for scaling-up.

With CLEAR support, the formulation and **implementation of National Action Plans** on child labor **(IO 3)** has been improved across most countries, including the updating of existing plans in Sri Lanka and the Philippines, for example. Substantial progress has also been made to strengthen sub-national coordination structures on child labor in Bangladesh and Sri Lanka.

Innovative cross-sectoral integration of child labor **(IO 4)** has been extended within poverty alleviation programs in the Philippines and Paraguay, while much remains to be done toward integration in other countries.

Sustainability

Government commitment to eliminating child labor is the most significant factor to achieving the sustainability of the results. Strong government buy-in to CLEAR objectives is visible in several

countries. In some countries, such commitment was already high, while across the project CLEAR galvanized increased engagement of government and other tripartite stakeholders to address child labor. This was due in large part to the advocacy efforts of the NPCs and their selection of strategic partners. For example, recommended legal reforms have been introduced or are close to adoption in several countries. As a key indication of sustainability, several governments have, for example, set ambitious targets for the elimination of child labor (Sri Lanka, Bangladesh, Philippines) and have allocated increased national budgets for child labor programming (Bangladesh, Philippines).

However, the relatively short duration of the project and budget limitations within countries mean that fully sustained outcomes will depend on countries acquiring further resources to achieve their plans of action and goals. Such resources are already being allocated through the governments in some countries and with support from donors and the private sector in others.

Management Effectiveness and Efficiency

The management structure of CLEAR, with key personnel housed in Geneva, country staff and ILO country offices, had advantages and also presented challenges for the efficient use of resources and achievement of results. Covering eleven countries within the given budget led to thin staffing and implementation budgets per country. Most country stakeholders and some headquarters stakeholders reported that supporting fewer countries with a larger budget would have led to exponentially greater effectiveness and impact. The evaluation observed that HQ staff and the NPCs/Focal Points worked extraordinarily hard to deliver the results, especially as CLEAR was a 'one-person show' in most countries.

The sharing of thematic technical responsibilities among the HQ team was effective in providing support to the countries, and the Labor Inspection Specialist and Programme Officer added value to the ILO's technical support. However, the evaluators concluded that the project could have drawn more extensively on the ILO's technical infrastructure on child labor globally and regionally. The evaluation observed that some models were developed without reference to global expertise and numerous country stakeholders mentioned the need for more technical support on issues such as social protection, child labor monitoring, vocational and skills training and regional specificities.

Key Good Practices

- **Public-Private funding partnerships for the Child Labor Monitoring System in Côte d'Ivoire:** CLEAR supported the refinement of the CLMS which links cocoa enterprises into a multi-sectoral system for child labor monitoring. The project assisted public-private sector collaboration to create a sustainable funding framework for child labor monitoring. The funding mechanism represents an innovation in the Côte d'Ivoire context, which could be applicable to public-private sector cost-sharing elsewhere.

- **Integration of child labor in Abrazo and Tekoporã social programs in Paraguay:** This was an innovative effort to combine two social protection programs with links to child labor that was developed in a rural district. The two programs developed a set of common operating procedures and a joint pilot program, which was a significant step towards addressing the economic roots of child labor.

- **Methodology for local coordination for Child Labor Free Zones in Sri Lanka:** Based on an existing model for child labor-free districts, CLEAR Sri Lanka is extending the model to districts throughout the country, reaching down to divisions and communities within the districts. A specific innovation under the project was the development of a 12-step guideline for integrating child labor in plans of District and Divisional Child Development Committees.

Key Lessons Learned

- Multi-country project designs, whether global or regional, require sufficient country-level staffing for successful and timely project implementation.

- In multi-country child labor projects, a very wide thematic scope and the selection of heterogeneous countries can limit the depth of impact that can be achieved.

- CMEPs for multi-country projects are best kept simple, user-friendly and practical to implement at the country level. Fewer indicators, with common project outcomes and outputs at global level, and relevant activities contributing to these outcomes and outputs at country level may help make CMEPs more useful in the future.

- The project demonstrated that the strategic selection of high-profile bodies and individuals is highly effective to engage the interest and support of national stakeholders and local actors.

Recommendations

The following recommendations mostly concern future multi-country projects. The evaluation also provides further country-specific recommendations in the Annex.

1. **Ensure that lessons learned and good practices of the CLEAR project**—including those gathered through the outcome-based research case studies—are shared among the participating countries, ILO programs on child labor, and through partnerships with the Alliance 8.7 and others. (ILO HQ CLEAR; high; short-term; low resource implications)

2. **Use common criteria to select countries with similarities in terms of child labor programming experience, regional location and demographics**. Increase a regional focus so that support can be well oriented to local conditions. Limit the number of countries per regional project to five or less to ensure higher concentrated focus of staff. (ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)

3. **Reduce the thematic scope of similar large multi-country projects** to only one or two main areas. Ensure that the CMEP has fewer common project outcomes and indicators, with adapted activities in line with country needs contributing to achieving the common goal. (ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)

4. **Include an inception period in similar future projects.** It is important to conduct a pre-situational analysis in potential participating countries prior to selecting them, in

accordance with well-defined criteria. Nevertheless, a six-month period to adjust the objectives and related country actions, together with stakeholders in the country, is recommended. This should include the development of an advocacy plan. (ILO, donors, implementing agencies; medium priority; medium-long term; medium resource implications)

5. **Ensure at least three years per country for implementation of similar projects** which may include an intensively focused first two years with a last year to consolidate efforts. (ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)

6. **In future projects, intensify links and exchanges among countries and their stakeholders to share good practices and lessons learned within a given project.** While cross-country learning was neither the focus nor the goal of this project, it would be a benefit to all countries in any future project. Consider including cross-country learning as an intermediate project objective to ensure budget attention and corresponding results indicators. (ILO, governments, country stakeholders including employers' and workers' organizations, civil society, academe, technical specialists, implementing agencies; high priority, medium-long term; high resource implications over the short term with medium implications over the longer term)

7. **Decentralize the management of similar projects and ensure greater country presence.** This could include regional and country administration, financial, and partial technical decentralization as applicable to the circumstances of individual countries. Strengthen the planning, prioritization and related allocation of resources. This would require increased analysis of resource and other needs across activities and within countries. (ILO; high priority; medium-long term; medium resource implications)

8. **Future projects addressing similar child labor themes could conduct research to identify innovative approaches to addressing child labor and strengthening cross-sectoral policies.** For example, increasing the use of digital technologies for CLMS and using social media to organize child peers to support each other to fight child labor could be positive additions to future projects. It is noted, however, that this was not the focus or goal of the project being evaluated. (ILO, implementing agencies, donor agencies; medium priority; medium term; low resource implications)

I. INTRODUCTION AND PROJECT DESCRIPTION

Since 2014, the International Labor Organization (ILO) has been implementing the Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project that is oriented towards strengthening the enabling environment to address child labor (CL) issues. When the project was initiated it was noted that while important achievements on the elimination of child labor continued to be made, there were still 168 million children in child labor around the world, with approximately two thirds of these engaged in its worst forms.[1] Gaps in countries' enabling environment continued to limit the level of potential progress in addressing child labor issues.[2]

In November 2013, the ILO signed a four-year Cooperative Agreement with the United States Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) to implement the CLEAR project. The initial budget was US$7,700,000 which was increased to US$7,950,000 in September 2015. In March 2017, USDOL agreed to extend the project from 14 November 2017 to 30 June 2018. A further project modification to extend the project to the end of January 2019 was approved in order to complete activities in selected countries.[3]

An external midterm evaluation of the CLEAR project was conducted in 2015. USDOL and the ILO agreed to jointly manage and conduct the independent final evaluation of the project. The current report presents the findings of this final evaluation.

It should be noted that the CLEAR project is a part of USDOL's programming to carry out targeted action in specific areas as called for in USDOL's annual *Findings on the Worst Forms of Child Labor* through work with local and national governments to eliminate child labor.[4] CLEAR particularly focuses on addressing the worst forms of child labor (WFCL) through capacity building with local and national governments. The project also engages with other stakeholders such as workers' and employers' organizations and civil society to provide the necessary action by a government and in a country.

---

[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] An enabling environment is a set of interrelated conditions – such as legal, organizational, fiscal, informational, political, and cultural – that affect the capacity of development actors to implement development activities. Available from Open Forum for CSO Development Effectiveness (2009) http://www.ccic.ca/_files/en/what_we_do/osc_open_forum_wkshop_2009-10_paper_8_e.pdf. Website accessed June 1, 2018

[3] On May 1, 2018, USDOL's grant office provided official approval to the ILO to extend the project to January 31, 2019.

[4] The annual *USDOL Findings on the Worst Forms of Child Labor* are mandated under the US Trade and Development Act of 2002.

Efforts to strengthen the enabling environment usually include a focus on supportive legal and policy frameworks and their implementation and enforcement, along with institutional strengthening including coordination, and ensuring the clear roles and responsibilities of key entities (government, non-state actors including civil society).[5] Capacity strengthening of all relevant actors is often included in the process so they can effectively play their roles.

Accordingly, the purpose of the CLEAR project is to support a reduction in child labor through "strengthening the capacity of governments, national authorities, employers' and workers' organizations" as well as other civil society and specialized stakeholders.[6,7] This is achieved by providing technical guidance and support in the areas of legislation, enforcement, monitoring, development and implementation of National Action Plans (NAPs), along with improved implementation of policies and social programs with impact on child labor and integration of child labor in policies and social programs.

At the time of the Cooperative Agreement, Bangladesh, Paraguay, Philippines, Suriname and Uganda had already been named in the Solicitation for Cooperative Agreements (SCA) and ILO project proposal. A further six countries were added on a rolling basis from April 2015, including Sri Lanka, Serbia, Côte d'Ivoire, Lebanon, Afghanistan and Armenia.[8] In Paraguay, Serbia, and the Philippines, project activities have officially ended, with the exception of the close-out exit strategy in the Philippines; but in most of the countries, including countries that were included from the beginning—Bangladesh, Suriname and Uganda—at least some project components are still being implemented or are being finalized.

The overall CLEAR project objective is: Increased capacity of target countries to reduce child labor, including its worst forms. To achieve this objective, CLEAR focuses 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;

---

[5] Zegers, M. (2015), Enabling Environment Definition and Reference to Tools. Available from https://europa.eu/capacity4dev/iesf/blog/enabling-environment-definition-and-reference-tools-0 Website accessed June 1, 2018.

[6] 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.

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

[8] The countries and the year in which they were selected to participate in CLEAR are listed below: Bangladesh (Nov. 2013), Paraguay (Nov. 2013), Philippines (Nov. 2013), Suriname (Nov. 2013), Uganda (Nov. 2013), Serbia (Apr. 2015), Sri Lanka (Apr. 2015), Cote d'Ivoire (July 2015), Afghanistan (Nov. 2015), Lebanon (Nov. 2015), Armenia (Mar. 2017).

- 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 and technical support needs vary from country to country. In each country the project's interventions are designed according to its priority issues as per the USDOL SCA 13-12. While the project focuses on interventions in four overall areas, not all target countries are conducting activities under each and every component. Globally, the interventions correspond to the following Intermediate Objectives (IOs):

IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies. (Armenia, Bangladesh, Lebanon, Paraguay, Philippines, Serbia, Sri Lanka, Uganda)

IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms. (Bangladesh, Côte d'Ivoire, Lebanon, Paraguay, Philippines, Serbia, Sri Lanka, Suriname, Uganda)

IO 3: Increased implementation of National Action Plans on child labor, including its worst forms. (Afghanistan, Bangladesh, Lebanon, Philippines, Serbia, Sri Lanka, Suriname, Uganda,)

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. (Armenia, Bangladesh, Paraguay, Philippines, Serbia, Sri Lanka)

The intended ultimate beneficiaries of the CLEAR project are children at risk of—or who are engaged in—child labor in the project countries. Overall, there are no direct beneficiaries under the project. Some pilot activities, such as the integration of two social protection programs in Paraguay and the Bangladesh and Côte d'Ivoire Child Labor Monitoring System (CLMS), did directly benefit children. Entities that benefit from the capacity development initiatives are the governments, particularly Ministries of Labor, Education, Social Protection, Social Action, Social Assistance, Health, Social Development or Justice,[9] as well as employers' and workers' organizations and other civil society agencies working with children. Table 1 (next page) presents the activities implemented per country under each objective and supporting objective.

---

[9] Official names of ministries differ by country, so the report summarizes some of the most common names.

Table 1: Expected Country-Level Activities by Immediate Objective (updated 17 April 2018 by CLEAR team Headquarters)

Intermediate Objective and Activities	Pre-Award Countries					Post-award Countries					
	Bangladesh	Paraguay	Philippines	Suriname	Uganda	Afghanistan	Armenia	Côte d'Ivoire	Lebanon	Serbia	Sri Lanka
IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies	x	x	x		x		x		x	x	x
Activities											
1) Providing technical advice on a regulatory framework on child domestic work, on permissible light work		x	x		x				x		
2) Providing technical advice on a regulatory framework on sanctions for hazardous child labor regulations		x	x							x	
3) General assessments of the compatibility of national legal frameworks with the International Labor Standards	x	x	x		x		x		x	x	x
4) 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		x			x	
5) Developing advocacy strategies with key stakeholders for their implementation to promote approval of proposed legal amendments or new regulations.	x	x	x		x				x		
IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms	x	x	x	x	x			x	x	x	x
Activities											
1) Producing diagnostic reports on the target institutions	x							x			
2) Proposing revisions to standard operating procedures and Inspectorate tools	x	x	x	x	x					x	x
3) Training relevant officials, including development of training materials.	x	x	x	x	x					x	x
4) Providing technical assistance (design and implementation) to establish a CLMS								x	x		

4

5) Providing technical assistance (design and implementation) to replicate existing community-based monitoring systems in other areas of the country	x								x		
IO 3: Increased implementation of National Action Plans on child labor, including its worst forms	x		x	x	x	x			x	x	x
Activities											
1) Training CL NAP Steering Committees	x				x						
2) 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			x				x	
3) 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		x				x	
4) Providing technical advice for awareness raising on NAP									x		
5) Providing technical advice for the implementation of national policies and plans										x	x
6) Carrying out rapid assessments in key sectors or themes.										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.	x	x	x				x			x	x
Activities											
1) Providing technical advice for the integration of such concerns into basic education policies, CCT program and social protection services through recommendation reports and consultative workshops.	x		x				x				x
2) Assessing social and other policies and programs to identify potential synergies	x						x				
3) Promoting effective coordination of social programs in selected areas through a pilot project		x									

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Evaluation Objectives and Scope

2.1.1 Evaluation Purpose and Objectives

The purpose of the final evaluation as stated in the Terms of Reference (see TOR in Annex D) is to support the accountability, organizational learning, and improvement of the CLEAR project prior to its completion. Additionally, the evaluation is intended to inform stakeholders in the design of future child labor elimination projects.

The intended audiences of the evaluation are USDOL (especially OCFT project management), ILO tripartite constituents, ILO and specifically the FUNDAMENTALS Department, ILO project staff and non-ILO project staff at headquarters and in CLEAR country and regional offices.

The objectives of the final evaluation are to assess the:

- relevance and effectiveness of project interventions;

- efficiency of project interventions and use of resources;

- benefits and challenges of the project's multi-component and multi-country structure for international organizations, such as the ILO, to support specific policy initiatives in countries with different levels of development on child labor policies, as well as to support employers' and workers' organizations and other stakeholders;

- sustainability of the results at sub-outcome (SO) and outcome level;

- broader impact of the project at policy level beyond the planned outcomes in strengthening child labor policies;[10]

- project theory of change, particularly whether the project's interventions have achieved the overall goals of the project, and the reasons why this has or has not happened, including an assessment of the positive and problematic/negative factors driving the project results; and

- Document lessons learned, good or promising practices, and models of intervention that will serve to inform future similar projects in other implementation countries.

2.1.2 Scope and Evaluation Criteria

The scope of the final evaluation includes a review and assessment of all activities throughout the duration of the CLEAR project, from its start on 15 November 2013 until the time of the stakeholder

---

[10] With regard to impact, the evaluation identifies broader impacts of the project at policy level where possible; however, the evaluators note that rigorous assessment of impact is not possible in an evaluation of this scope and nature.

workshop on 15 June 2018. The geographic scope of the evaluation includes all the countries under the project implementation. USDOL and the ILO evaluation management team pre-selected four countries for evaluator field visits, namely Bangladesh, Paraguay, Serbia, and Sri Lanka. The criteria for selection were as follows: (1) countries where most funding is being spent, for accountability purposes; (2) countries where there were a mix of interventions, including examples of innovation and others that faced challenges in meeting their targets; (3) countries where there is potential for sustainability, or not; and (4) countries where activities have been developed, which allows for sufficient time to have some evidence of their results. The Evaluation Team considered the countries selected in the TOR and accepted the selection.

The thematic scope of the evaluation includes the standard evaluation criteria that the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) has established: relevance, effectiveness, efficiency, sustainability, and impact. The validity and coherence of the project design is also included in this evaluation, as a criteria associated with but distinct from 'relevance.'

The TOR provided the following set of specific questions for the evaluation, corresponding to each of the evaluation criteria, including an addition to question 6 that the Evaluation Team proposed and which the Evaluation Managers and USDOL approved.

Relevance

1. Are project IOs and SOs consistent with the current needs of key national stakeholders? Are these linked to child labor national plans and overall national priorities and strategies?

2. How effective has been the project's contribution to child protection, child labor and other related strategic frameworks, as well as more comprehensive social development frameworks at the national level?

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

Project Design

4. How has the countries' post-award selection process affected the project's ability to intervene in those countries?

5. What are the merits in the strategic 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?

6. Was the CMEP useful as a project monitoring and evaluation (M&E) system to provide evidence on project outcomes and document learning?

    6.1 Have indicators and targets been realistic?

    6.2 Has M&E data been used to guide and adjust project implementation? How has this been done?

7. Assess the validity of the criteria used for selecting CLEAR countries between the first batch of 5 pre-selected countries and the 6 added ones during project implementation. What can we learn

by comparing interventions and results in the 11 countries?

Effectiveness

8. Has the project achieved its targets? Why or why not? Please submit this information per IO, SO and country.

9. What project-related (internal) or external factors were key in these achievements, which ones hindered or enhanced their achievements, and how has the project responded to them?

10. To what extent has the project acted upon the midterm evaluation recommendations and why?

11. How is the project disseminating project accomplishments and lessons learned in the different countries?

12. Are there any unexpected, positive and/or negative, relevant results from the CLEAR interventions?

13. How has the ILO knowledge and experience facilitated and leveraged project implementation and outcomes achievement?

Sustainability

14. How did the project promote sustainability of project impact as it phased out engagement in project countries? How has the project's sustainability plan, presented in the Technical Progress Report's (TPR) Sustainability Matrix, been implemented to enhance stakeholders' ownership of the project outcomes?

15. Specify which outcomes and/or sub-outcomes seem more and less sustainable in each target country and the likely role of national and local partners after project end?

16. Identify steps by country (who, when, and how) that can be taken to increase the sustainability of the project achievements/outcomes/results. What resources may be needed?

17. How has the project integrated national stakeholders in the implementation of project activities?

18. Was the duration of the project appropriate to achieve sustainable outcomes in the different countries (i.e. at global level and by country)?

Efficiency

19. How does the management structure, with key personnel housed in Geneva, country staff and ILO Country Offices supported or hindered the achievement project results?

20. What have been the strengths and weaknesses of the CLEAR intervention models in terms of efficient use of resources and achievement of results?

21. Are there any relevant issues related to administrative and finance procedures that facilitated or hindered the project's implementation?

Impact

22. What has been the broader impact of the project at policy level beyond the planned outcomes in strengthening child labor policies, other FPRW such as forced labor, and in general national development?

2.2 Methodology

2.2.1 Evaluation Team and Management

The joint evaluation comprised two independent International Evaluators contracted separately by the ILO and USDOL. Mei Zegers, the USDOL Independent Evaluator, was recruited by Sistemas, Familia y Sociedad (SFS), the USDOL contractor for the evaluation. Ruth Bowen was recruited as Independent Evaluator by the ILO. The evaluation was jointly managed by one Evaluation Manager each from SFS and the ILO. Mei Zegers was assigned as Team Leader, responsible for the overall coordination of the evaluation. The consultants jointly developed the evaluation methodology, conducted field interviews, developed the analysis, and prepared the joint evaluation report and other deliverables.

For the country field visits, Mei Zegers visited Paraguay and Serbia and Ruth Bowen visited Bangladesh and Sri Lanka. The Evaluation Team additionally assigned responsibility for conducting interviews and/or providing online forms for stakeholders in the countries that were not visited. Mei Zegers was responsible for Armenia, Côte d'Ivoire, Suriname and Uganda, while Ruth Bowen was responsible for Afghanistan, Lebanon and the Philippines.

To ensure effective joint management of the evaluation process, the Evaluation Team used the Basecamp project management platform. Google Drive and Google Calendar were used to cite, track and report on the appointments with the stakeholders in countries that were not visited.

2.2.2 Evaluation Approach and Standards

The evidence used to answer the evaluation questions was primarily qualitative, based on interviews with relevant stakeholders that participated in and are intended to benefit from the project, as well as an analysis of project-related documents and other contextual material. The analysis also incorporates quantitative summative target values tracked and reported by the project.

With regard to evaluation criteria and quality standards, the evaluation was carried out utilizing the criteria and approaches for international development assistance evaluation as established by OECD/DAC Evaluation Quality Standards. The Evaluation Team also adhered to confidentiality and other ethical considerations throughout the process, according to the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System (http://www.unevaluation.org/document/detail/1914 accessed 20 April 2018) and the Code of Conduct for Evaluation in the UN System. In keeping with these standards, the evaluators observed utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews.

To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, and community members, the project staff and implementing partner staff were not present during interviews. However, implementing partner staff or project staff accompanied the Evaluation Team during country visits to make introductions

when necessary. The evaluators were also accompanied by Interpreters in Paraguay and Serbia and a National Consultant in Bangladesh.

Diversity, equality and cultural sensitivity were integrated in the evaluation approach. Gender was considered as a cross-cutting concern throughout the methodology, analysis and reporting. However, generally speaking, it was not possible to select interviewees according to a gender balance, as interviews were mostly conducted with individuals occupying key positions in partner organizations and implementing agencies. The evaluation analysis and reporting considers issues of diversity and cultural sensitivity and, where possible, assesses the relevance and effectiveness of any gender and diversity-related strategies.

2.2.3 Evaluation Schedule

The evaluation was conducted from April to July 2018 and included the following main phases:

Inception: During the inception period, the Evaluation Team organized the documents provided by the project team and identified the key stakeholders to be interviewed, in consultation with the headquarters team and the country focal points. Briefing interviews were held with the USDOL International Relations Officers responsible for the project. The Inception Report, including the evaluation work plan and methodology, was approved on 15 May 2018.

Data Collection: The document review commenced at the beginning of the evaluation and continued throughout the evaluation process. Interviews with CLEAR headquarters project staff and ILO headquarters staff were held from 23-25 April 2018. Skype interviews and online survey forms used with stakeholders in non-visited countries were held from 3 April – 1 June 2018.

The country field visits dates were:

- Paraguay: 16-18 May 2018
- Serbia: 22-24 May 2018
- Sri Lanka: 21- 26 May 2018
- Bangladesh: 27- 31 May 2018

A Stakeholder Workshop was held in Geneva on 15 June 2018.

Analysis and Reporting: The evaluators progressively analyzed the data throughout the data collection period and following the completion of the country field visits and stakeholder workshop. Much of the analysis of data from interviews and documents was done using the Atlas.ti[11] and LiquidText[12] software.

---

[11] https://atlasti.com/product/v7-windows/?q=/product/features/&q=/features.html

[12] https://liquidtext.net/

2.2.4 Evaluation Questions and Data Collection Methods

The TOR (see Annex D) provided a set of evaluation questions organized according to the criteria of relevance, design, effectiveness, efficiency, sustainability and impact. In response to these questions, the Evaluation Team prepared a Data Collection Methodology Matrix (see Annex E) listing the main sources of information and data collection method (e.g. document analysis, individual interview, group interview) to be used to answer each evaluation question. The matrix was then used as the basis for developing a detailed list of information to be collected and a set of question guides to be followed for interviews with each stakeholder group (see Annexes G and H).

The evaluators used the following methods to gather primary and secondary data:

- **Document review**: The evaluators received roughly 200 documents for review. These were organized into relevant categories and uploaded onto the Basecamp[13] project management platform for review.

- **Key informant interviews with ILO HQ staff:** The Evaluation Team conducted interviews with the ILO project staff at HQ and with other relevant ILO HQ staff prior to the country field visits. This provided the team with a solid understanding about the project and the perspectives of ILO officers.

- **Field visits**: Four countries (Serbia, Paraguay, Bangladesh and Sri Lanka) were pre-selected by USDOL, the ILO and the Evaluation Managers for country field visits. Selection criteria included extent to which countries had been visited during the midterm evaluation and the aim of including countries that started implementation during different project periods. The evaluators planned these visits together with the National Project Coordinators (NPC) or Focal Points[14] for each country, first establishing the dates of the visits and then the key stakeholders to be met as well as the detailed schedule. The schedule and list of interviewees per country are included in Annex I. Individual and group interviews were conducted as appropriate. In Serbia and Paraguay, the evaluator was assisted by an Interpreter. In Bangladesh, the evaluator was assisted by a National Consultant providing support to logistics, contextual information, and interpretation as required. In Sri Lanka, the NPC accompanied the evaluator to make introductions at stakeholder meetings and interpreting was not required.

- **Key informant interviews with stakeholders in countries not visited:** For the remaining countries (Afghanistan, Armenia, Côte d'Ivoire, Lebanon, Philippines, Suriname, and Uganda), the evaluators requested country NPCs to provide the names and contact

---

[13] https://basecamp.com/

[14] In 9 countries there were National Project Coordinators. In Lebanon an ILO Program Officer was assigned, assisted by a regional Child Labor Consultant. In Suriname a government Focal Point was assigned to implement the activities.

details of key government, workers, employers, and civil society representatives, aiming for an average of four[15] per country. Ultimately it was possible to conduct an average of more than 5.5 calls per country. Skype calls or phone calls were arranged with the stakeholders following a common question guide that was based on the TOR questions. Online survey forms were sent to key informants in non-visited countries who were not available for Skype calls for them to be included in data collection. The survey forms were sent to five stakeholders, but unfortunately only one response was received despite follow-up to encourage respondents to send in their forms.

- **Stakeholder workshop**: The purpose of the workshop was to provide an opportunity for the evaluators to present their initial findings and to receive feedback from the project staff at headquarters along with in-country staff and stakeholders. It was held in Geneva and with participation from country representatives via conferencing platform. The agenda and participants are listed in Annex J. The evaluators presented their initial findings through a Powerpoint presentation, followed by questions and comments from the participants. The workshop presentation was recorded and shared with stakeholders who had been unable to attend the presentation in person.

2.2.5 Summary of Interviews

The evaluators interviewed a total of 125 project staff and stakeholders. Country stakeholders included USDOL, project staff, ILO staff, government, and tripartite stakeholders and civil society organization (CSO) implementing partners. Table 2 provides a breakdown of the number of interviewees per ILO headquarters, USDOL and country stakeholders, as well as their gender identification.[16]

Table 2: Number of Interviewees by Location

Location/Group	Number of Interviewees	Gender Identification	
		F	M
ILO Headquarters	12	2	10
USDOL	2	2	-
Paraguay	16	10	6
Serbia	20	14	6
Sri Lanka	18	7	11
Bangladesh	24	8	16
Desk review countries	33	12	21
Total	**125**	**55 (44%)**	**70 (56%)**

---

[15] In agreement with the Evaluation Managers and project team.

[16] Interviewees self-identified as male or female. None of the interviewees identified as gender non-conforming.

2.3   Evaluation Limitations

With the evaluation's time and budget limitations, the evaluators were not able to visit all of the CLEAR countries. This limited the range of stakeholders that the team was able to interview. The Skype calls with stakeholders in non-visited countries and the desk review provided a sufficient balance of information upon which to base conclusions. Although the countries that were visited met the selection criteria, in hindsight it would have been valuable to have included one of the countries in Africa where unique models were introduced, particularly given the fact that no countries in Africa were included in the midterm evaluation.

In Sri Lanka, due to flooding the evaluator was not able to visit the district of Kalutara as planned in order to learn first-hand about the district-level coordination on child labor, but she was able to talk with a representative of the District Secretariat by phone following the country visit.

The planning of the field visit to Bangladesh was delayed due to the absence of the former NPC from the country office in the three weeks prior to the visit. This limited the time available for discussion of the schedule prior to the visit. However, in the absence of the focal point, the national consultant managed the logistics, and given the experience of the evaluator she was able to conduct the interviews satisfactorily despite limited preparation time.

There were some key stakeholders that the team was not able to interview for various reasons. These included the former Chief Technical Advisor who was in place from the project start until December 2017, since he has retired and was unavailable to the Evaluation Team. To compensate for this gap, the team interviewed other members of the project team and ILO staff regarding the project implementation history.

2.4   Organization of the Report

After the current section, Section III presents the findings of the evaluation in response to the evaluation questions. Section IV provides main conclusions of the evaluation. Section V presents the significant lessons learned and good or promising practices that the Evaluation Team identified. The recommendations of the evaluation are presented in Section VI and Annex A.

Given the need to synthesize the findings and limit the length of the report, the Evaluation Team had to make decisions regarding the reporting of results. The complete results table and a summary narrative table per country are included in Annex B. The Evaluation Team cannot cite the details of all of the activities conducted and all the results for the eleven countries in the body of the text. Moreover, it is not the purpose of an evaluation to present all project activities, which are covered instead in the project's semi-annual TPRs and in a final report. The team has, however, tried to strike a balance to include examples from all of the countries in responding to the evaluation questions. The Evaluation Team has more in-depth information from the countries that were visited, so these may be cited in greater detail than those that could not be visited.

III. EVALUATION FINDINGS

3.1 Project Design

Overall, the evaluation found that all of the intervention components were valid, but the diversity of countries and the breadth of components led to a global design that was not optimal for achieving profound impacts on the enabling environment for reducing child labor. Nevertheless, the project did achieve a range of useful results. As will be discussed, the results indicate that more focused multi-country designs, with a regional or specific thematic scope, would be preferable to enable cross-country learning and deeper impact.

The phasing in of countries, with half commencing at the project start and others introduced later in the project life, has mostly not allowed the latter sufficient time to accomplish all of their planned outcomes.

3.1.1 Thematic Focus and Geographic Scope

CLEAR's overarching objective is to enhance national capacity to address child labor in a number of countries. Thematically, the focus is on the enabling environment, with four intervention components: law and policy enhancements; enforcement capacity and capacity to identify and monitor child labor; increased capacity to implement NAPs; and increased cross-sectoral collaboration and mainstreaming of child labor in social policy and programs.

Thematic focus and logic: The four components are logically coherent, all being related to the improvement of country capacity on child labor at national and local levels. There was widespread support for the components among the stakeholders and ILO. Some ILO observers found, however, that the range of issues in a given country was too broad. In Sri Lanka, for example, the broad scope did not enable depth of implementation on a given topic. Significantly, a number of ILO observers both within and outside the project team felt that the design would have benefited from an explicit Intermediate Objective on knowledge sharing or learning, which would have provided a more dedicated budget and activities for knowledge sharing events and activities and enabled more global learning and cross-country exchange. However, the disparate group of countries selected and the variety of themes covered does not lend itself optimally to cross-country sharing.

The theory of change proposes that the four project components are necessary and sufficient to bring about required changes in capacity at country level. This held true to a large extent, but the design did not provide sufficient priority to advocacy planning across the components. Stakeholders in several countries, such as Lebanon and Serbia, stated that it was necessary to include more explicit focus in the design on advocacy with stakeholders at national and sub-national levels, though they found ways to do this in practice. For example, Lebanon did extensive advocacy work through the Children's Podium aimed at society, government stakeholders and also children themselves. In Serbia, there were coordinated efforts through the project steering committee to advocate with all key stakeholders at enabling environment level and with the public through the media.

As stated in the Project Document, the components are intended to be implemented in an inter-linked manner. During implementation, according to interviews, the headquarters staff increasingly interlinked the work under different IOs, such as IO 2 with IO 3, and IO 1 with IO 4.

Merits of a strategy with multi-themes and global scope: The CLEAR strategy was to implement various combinations of interventions from a menu of generally pre-determined strategies addressed to the enabling environment in eleven countries across the globe, each with modest budgets. The benefits of the approach can be compared with various other design options such as the more traditional comprehensive project in a single country. Comparisons can also be made with multi-country projects where countries either have similar needs; are based in a particular region; or are focused on a particular child labor sector such as cocoa, gold mining, or child domestic work.

Based on the views of a wide range of stakeholders at ILO headquarters, country offices and among some stakeholders as well as the comparative experience of the Evaluation Team, the selection of a relatively large number of countries from different global regions was not the optimal arrangement to achieve the desired results in given countries. Given that many of the interviews used a semi-structured approach, it was interesting to see that the discussion of the advantages and challenges of using a global project to manage such a project generated the most comments (see Annex F). There was a high level of interest and concern about this subject.

The thematic areas of the countries likewise varied greatly, adding to the complexity of managing the project and providing the needed technical support. Budgetary constraints limited cross-sharing between the countries. Several observers stated that a regional geographic approach would have better suited their needs in terms of sharing on common issues and experience, and permitting more focused themes and better financed efforts.

The basis for selecting the pre-award group of countries to be included in the project was broad, including their performance reported in the USDOL annual *Findings on the Worst Forms of Child Labor* report under the Trade and Development Act 2000. Other selection conditions included the government interest to participate and USDOL interest in supporting the child labor efforts in the country. Post-award selection criteria were not so clearly documented but were also broad in practice, including country interest in participating in CLEAR. While the intent was to create flexibility for the type of activities to be conducted as long as they supported achievement of any of the four outcome areas, these criteria did not make for a unifying set of needs in the countries.

The countries selected have very varied needs and levels of maturity in terms of child labor programming; this meant that in some countries (such as in Afghanistan and Suriname), longer duration and larger budgets would be warranted to really lift national capacity, according to the country focal points and stakeholders. Although this does not mean that the project has not been useful, a more comprehensive approach would have worked well in these countries.

Country phasing and needs assessment: The evaluation found that there were advantages and disadvantages regarding the introduction of some countries at the start of the project through pre-award selection, and others introduced post-award, midway during the project lifespan. On the positive side, it allowed the project staff to focus on a smaller number of countries at the beginning.

However, the disadvantages tended to outweigh the benefits. The ILO's proposal intended that that all countries, both those named pre-award and those enrolled later, would have an implementation duration of 18-24 months. In practice this has meant that the countries that were selected pre-award have had much longer to carry out the initiatives, with some of these countries still completing activities in 2018. In general, NPCs and country stakeholders have found two years too short to achieve changes in laws and policies. In addition, the country designs were mostly shaped to fit the pre-determined themes, rather than initial country needs assessments followed up with post-award assessments.

Feasibility of the scope and budget: Given the budget available, the number of countries and components included in the project has stretched the resources thinly per country for staffing and component interventions. Where programming was already mature, such as in the Philippines, Bangladesh and Uganda, this small–scale targeted approach can be effective, but is not universally so. The budget share of around US$200,000 – 300,000 per country led to limited staffing allocations, which has had implications on the achievements as well.

Regarding the scope of the country project designs, the planned interventions were generally feasible. However, in Sri Lanka, the NPC felt that the scope was too broad and ambitious. Other Sri Lanka country staff, including the Country Director, observed that the scope was too broad and not sufficiently strategically focused. The planned outcomes and activities were based on a USDOL consultation with ILO Country staff and government officials prior to the engagement of the NPC. The resultant list of planned outputs, particularly the six outputs under IO 3, is extensive and proved not to be feasible for a two year project with a single project officer. However, the NPC has remained committed to achieving the plan rather than prioritizing or dropping activities.

3.1.2 Design and Effectiveness of the Monitoring and Evaluation (M&E) System

The aims of the Comprehensive Monitoring and Evaluation Plan (CMEP) are to serve accountability to ILO and USDOL by reporting on project results against targets; for project management to make informed adjustments to implementation; and for learning, for example through identifying lessons and good practices. The CLEAR CMEP tracked results at the levels of Intermediate Objective, Sub-Outcomes and Outputs using tailored performance indicators.[17] These indicators include USDOL Country Capacity indicators within the "Common Indicators" defined under the USDOL Management Procedures and Guidelines (2013). CLEAR's CMEP was designed with the assistance of a contracted facilitator. The full version of the CMEP document includes global results frameworks, as well as results frameworks and performance monitoring plans (PMP) for each of the first five countries. Countries named and enrolled post-award joined the project after the CMEP had been adopted. These countries were supported to design their own results frameworks and PMPs aligned with the global CMEP in separate trainings and workshops.

---

[17] This terminology for the results levels is defined in the CLEAR CMEP document. The intermediate objectives are synonymous with outcomes, and the next level supporting the IOs are referred to as sub-outcomes.

Overall, the evaluation considers the global results framework to be broadly logical and coherent. At the country level, most of the results frameworks are logical in terms of the cause-effect linkages in the theory of change. Some frameworks, such as that of Sri Lanka, could have been better structured, where many outputs were included under IO 3, SO 3.1 for example. The evaluation observed and heard from most users that the CMEP was unwieldy and not very useful in practice. The time and effort that went into the completion of the CMEP document was very long according to ILO country and global staff and USDOL. The methodology was described as one of the earlier models of CMEP design. Subsequent systems have been more streamlined according to the USDOL M&E representative.

As a tool for monitoring progress against established targets and taking management decisions at global or country levels, there were mixed experiences at headquarters and country level. Firstly, under implementation the NPCs commonly found that reporting on the verification of data was very time consuming and burdensome. For example, the names of all activity participants were required to be submitted as verification. Regarding the intended use of CMEP workshops to revisit the design of projects together with stakeholders in the inception period, the CMEP did not enable such a review to occur according to the headquarters project staff. A common view expressed at the HQ and country staff level was that the CMEP made the project interventions too inflexible, even though the system is intended to be amenable to change. It was perceived that if one element such as an output or outcome was changed, too many other parts of the document would need to change. The evaluators heard of very few examples where the monitoring data was used to respond and adjust the course of an intervention, although such an adjustment was reported in Serbia. More positively, some NPCs found the CMEP difficult to use at first but eventually found it useful to track country performance.

CLEAR's experience highlights some of the challenges of designing useful country-specific results frameworks within a global M&E framework. Regarding the usefulness of the global CMEP and the country results frameworks, the CMEP design allowed flexibility and adaptation at the country level while still aligning country results frameworks with the overall framework. The IOs were the same across the countries, in meaning if not always in wording, while the sub-outcomes, outputs and activities differed per country according to the country needs and realities. Some countries' wordings of Intermediate Objectives and Sub-outcomes were different from each other and from the global outcomes statements. For example, IO 3 (Increased implementation of National Action Plans on Child Labor, including its worst forms) in Sri Lanka was expressed as "Increased Implementation of the Child Labor Roadmap." The supporting outcomes included "SO 3.2 National Steering Committee produced strategy to combat/address the commercial sexual exploitation of children (CSEC)," which was specific to Sri Lanka's identified needs. In Lebanon, IO 1 was expressed as "The Light Work Decree submitted by the Ministry of Labor (MOL) to the Council of Ministers for endorsement," rather than the global statement of IO 1. From the evaluators' viewpoint, the variation was managed well, but the naming and numbering of country IOs and SOs could have been consistently matched with the global IOs and SOs. As far as possible, country-level performance indicators were the global indicators, but in some countries there was a need to formulate and add country–specific indicators.

At the global level, many of the indicators mainly served accountability purposes, for example where they involved a simple count of the number of countries that achieved a legal amendment, and where not all the countries addressed the legal change objective; hence the importance of country-level monitoring. The M&E Officer on the headquarters project team felt that inclusion of some qualitative indicators at the global level would have been useful, and the evaluators concur.

In terms of indicator targets, some of the NPCs interviewed considered the outcome targets, such as the number of legal changes adopted, unrealistic and too high because the target is beyond the control of the project to bring about, as its achievement rests on government decisions. At the time of designing the results framework, the contractors presented two ways of framing the outcome indicators. The first was to have the IO targets be the highest level of achievement or "gold star" that the project would be aiming for, and along the way identify what the project can be responsible for. This is in line with USDOL's Country Capacity indicators.[18] The second approach would be to have the outcome-level targets represent outcomes that the project could be accountable for, within the project resources and duration. The first approach was agreed upon. While monitoring and evaluation practitioners may have a variety of positions on the approach, it has led to some confusion on the part of the NPCs. Indicator targets across the results framework were not changed throughout the duration of the project. However, subject to full discussion among project management and the donor, it should be acceptable to adjust targets that are commonly agreed upon as being unrealistic in particular countries.

The inclusion in the CMEP of outcome-based research studies is considered a valuable addition to the project's learning contribution. However, the number of planned case studies has been reduced and the delivery could have commenced earlier in the project implementation. The approach also could have taken the form of more systematic impact studies with comparisons between intervention and non-intervention areas.

3.2   Project Relevance to Country Stakeholders, Global Priorities

The project IOs and SOs were quite relevant overall to the needs of the national stakeholders, and continue to be relevant with some exceptions. They were well linked to child labor national plans where these are already available, and other national priorities and strategies at national level, such as social development frameworks. Depending on the context, CLEAR supported poverty reduction strategies, Decent Work Country Programs (DWCP), child protection strategies, and/or United Nations Development Assistance Framework (UNDAF) programming.

There were many examples of such types of linkages in the CLEAR countries. In Uganda and Côte d'Ivoire, child labor issues were part of the DWCP when CLEAR was initiated. A new DWCP for the

---

[18] Country capacity indicator C.1 is one of the common indicators mandated under the US Government Performance and Results Modernization Act.

period 2018-2021 is being prepared in Uganda and indications are that child labor will still be a priority. In the Philippines and Sri Lanka, two countries with mature child labor programming, CLEAR fit very well with the government's ongoing plans to update their child labor policies and national action plans. Senior Labor Ministry officials in Sri Lanka and the Philippines Department of Labor attested to CLEAR's value and relevance to their technical support needs.

In the case of Lebanon and Uganda, the countries argued for focus on aspects that were not covered under the existing CLEAR framework. Country stakeholders nevertheless strongly advocated for the project to be implemented in the country in accordance with their needs. The project content in Lebanon was thus fitted to accommodate these needs, such as the provision of teaching services to vulnerable children and child-centered advocacy.

It can be noted that in Uganda, the government had wanted the project to support a review of the entire Employment Act, but this would have required more resources than were available to the project. Ultimately the government accepted the fact that the project could only cover the child labor component. An additional challenge was that the implementation timeline of CLEAR did not match the government time frame for reviewing and adapting the Employment Act. The Ministry of Education had also succeeded in prioritizing the review of an Education white paper which included a focus on aligning the compulsory age in education with the minimum age of work through an amendment of the Education Act 2008. This meant that attention was first focused on the Education Act and not the child labor aspect(s) of the Employment Act.

In Uganda, stakeholders also pointed out that government priorities "are always changing," which was a point also noted in other countries as elections take place and/or key staff persons are reassigned. This means that, while the project may still be in line with country needs, priorities change. As will be seen in later sections of the report, this can result in implementation challenges.

In some countries, where attention to child labor is relatively new, such as in Afghanistan, Armenia and Suriname, child labor had been less clearly delineated in strategy documents at the inception of CLEAR activities in the country. Nevertheless, in such cases, addressing child labor through strengthening the enabling environment was still understood as being aligned with national needs. In several such cases, as indicated in the previous section, this is because attention had been brought to the issue of child labor through USDOL's *Findings on the Worst Forms of Child Labor*.[19]

Notably, in Suriname and Serbia some national stakeholders noted that, if there was indeed hazardous child labor, it should be measured and eliminated. Despite this situation, however, not all stakeholders were initially convinced of the need for a project in general or for particular components. With time, project advocacy, and data (where available), awareness grew.

---

[19] Department of Labor (2018) Child Labor: Country Statistics. Available from https://catalog.data.gov/dataset/child-labor-country-statistics. Website accessed 1 June 2018.

More specifically, in the case of Suriname, some stakeholders were initially supportive of the need to address the issue even if they felt child labor was not quantitatively high. There was, however, notable resistance among some other stakeholders who were not at all convinced that hazardous child labor was a significant issue in the country. These stakeholders also told the Evaluation Team that they became more convinced of the problem through exposure to CLEAR-supported child labor prevalence research and advocacy.

Similarly, in Bangladesh the government was not initially convinced regarding the need and relevance of the legal reform component, but is now fully engaged in CLEAR. The Bangladesh Employers Federation also noted that CLEAR provided them the opportunity to become more involved in the issue of child labor and to help increase awareness at the enterprise level in the formal sector.

In several countries there are also linkages of child labor to child protection strategies, such as in Armenia,[20] Uganda and Côte d'Ivoire, for example. Serbia is likewise developing a more integrated child protection approach to reduce violence against children that includes special attention to child labor. There is generally an increased focus at the global level on integrating child labor in child protection referral systems.[21]

Given that the current evaluation also has a forward-looking aspect, the Evaluation Team discussed with the ILO some additional aspects regarding the fit of CLEAR into newer approaches being implemented. The Evaluation Team's recommendations include some elements that are related to the new directions that are being taken on addressing remaining worldwide child labor challenges.

CLEAR fit—and continues to fit—very well into the overall structure and programming under the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) of the ILO. Importantly, the value of CLEAR's components was reaffirmed during the Fourth Global Conference on the Sustained Eradication of Child Labor that was held in 2017.[22] Over 3,800 participants from 138 countries had attended the conference. At the end of the conference, a declaration was made to take concrete actions in the areas of: (1) policy and governance; (2) knowledge, data and monitoring; and (3) partnerships and innovation.[23] All three of these areas were covered in different ways under CLEAR. It is evident that the need to continue working in these areas exists. As will be seen in the Effectiveness and Sustainability sections, this also applies to the eleven countries included in the

---

[20] The latest child protection strategy in Armenia includes a reference to child labor.

[21] UNICEF already considers addressing child labor as an aspect of a well-functioning child protection system. The means to integrate the identification of child labor, withdrawing children from hazardous child labor and providing them with alternatives.

[22] International Labor Office (2018), Governing Body 332nd Session, Geneva, 8-22 March 2018,
Follow-up to the IV Global Conference on the Sustained Eradication of Child Labor (Buenos Aires, 14–16 November 2017). Geneva: ILO. The document includes a copy of the report on the Global Conference.

[23] Ibid

CLEAR project. Notably, representatives from Bangladesh, Afghanistan and Serbia made pledges and commitments as a result of their collaboration with the CLEAR project.

The Sustainable Development Goals (SDGs) were initiated in 2015 when the CLEAR project had already been launched. Nevertheless, the ILO's work on the SDGs and specifically the child labor-related Alliance 8.7 became intertwined with CLEAR during implementation. Alliance 8.7[24] is a group of entities, including the ILO, which focuses on accelerating timelines, conducting research and—importantly—sharing knowledge.[25]

In some countries, SDG 8.7 (which includes child labor) has already been indicated as of particular interest.[26] In Serbia, for example, a government representative noted that "many private companies have expressed interest in supporting the SDGs including 8.7 and its targets." In Armenia, child labor is mentioned in SDG programming strategies.

A new program is being instituted under ILO FUNDAMENTALS called the International Programme on the Elimination of Child Labor + (IPEC+) Flagship as part of the efforts to address targets under SDG 8.7. IPEC+ builds on the experience of the original IPEC programming that was initiated in 1992. The project fits well into the overall orientation of the IPEC+ Flagship.[27] The IPEC+ Flagship is intended to support global efforts for a final push against child and forced labor. Core to the strategy are components that are already at the center of the CLEAR project. These include better legal and policy frameworks (as in CLEAR IO 1), and better enforcement and implementation (as in CLEAR IO 2 and IO 3). Donor agencies and other entities can contribute to a fund under the IPEC+ Flagship to help in realizing its goals.

Linkages are currently being made between the IPEC+ Flagship and Alliance 8.7. Under Alliance 8.7, a platform is under development to promote information sharing. As will be discussed in Section 3.3.6 on cross-country learning, dissemination of project achievements, and sharing of lessons learned, this can be of importance.

3.3   Project Effectiveness in Achieving Objectives

In terms of outputs, the project has achieved most of its targets to varying degrees in the CLEAR countries. As mentioned earlier, achieving outcomes has been much more challenging because

---

[24] Alliance 8.7 (2018) About page: https://www.alliance87.org/#target. Website accessed 1 June 2018.

[25] Alliance 8.7 also includes a focus on driving innovation and increasing and leveraging resources.

[26] See Annex C for details of the analysis of the relevant specific and component SDGs that, if addressed, will lead to the reduction of child labor, especially its worst forms.

[27] Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), Governance and Tripartism Department, ILO (2018), ILO IPEC+ Flagship Strategy International Programme on the Elimination of Child Labor and Modern Slavery. Geneva: ILO.

many are related to the official adoption of legal and regulatory frameworks, as well as enforcement guidelines and other processes. Although the NPCs/Focal Points generally worked hard with the other stakeholders to advocate for official adoption of frameworks and guidelines, much depended on the bureaucracy of the respective countries, a factor over which the project had little to no control.

CLEAR did contribute to the development and strengthening of enforcement and the implementation of child labor laws and other related strategic frameworks, as well as other child protection and social development frameworks. The extent to which this has occurred did vary in accordance with the particular intermediate objectives of CLEAR that were applicable in the different project countries.

Stakeholders and technical specialists consider the quality of the frameworks, guidelines, and research developed with support from CLEAR to be generally good. Nevertheless, there were still gaps, especially with respect to the formal adoption of laws, regulations, policies, guidelines, and plans.

A project like CLEAR cannot be expected to address every enabling environment issue, particularly given that the context in which it functions continually changes. In all fairness, political, economic, organizational and other contextual aspects change and new needs arise so this process does not necessarily have a finite end point, even in more developed countries.

Many needs in CLEAR countries thus remain for further development, including the harmonizing of legal, regulatory and policy frameworks. As evaluation stakeholders in all CLEAR countries indicated, there is also a need to continue strengthening institutions and capacities, particularly regarding labor inspection structures and child labor monitoring and enforcement coordination. Research to update and strengthen the data for informing child labor reduction programming continues to be needed. Further integration of the work of different economic and social sectors that impact child labor requires further attention.

3.3.1 Overview of Progress and Achievement of Targets

A number of factors influenced the progress and achievement of results. These include the level of existing know-how of CLEAR countries regarding child labor specifically and the modus operandi of the ILO. Other factors include the level of interest in addressing child labor and existing general capacities in areas such as labor inspection and child labor M&E. Some countries had substantial experience while others only to a very limited extent. Bangladesh, Lebanon, Paraguay, the Philippines, Sri Lanka and Uganda are examples of countries with mature child labor-related programming. In the latter countries, the project had a greater immediate focus on filling specific gaps identified with the stakeholders. Lebanon, for example, has had many years of experience addressing child labor. Consequently, in Lebanon the CLEAR project included some targeting of gaps in downstream child labor responses as well as policy improvements. Afghanistan, Armenia, Serbia and Suriname had much less or almost no experience, and needed different CLEAR programming.

In Armenia and Serbia there had been some work on child labor issues but not with the support of the ILO or other entities using similar methodologies (that is, agencies which focus on strengthening the national and local enabling environment combined with prevention and withdrawal from child labor). This also means that they were also less familiar with the ILO tripartite approach to child labor. There had been, for example, a focus on issues surrounding child begging in both countries, but there had not yet been a concerted national effort to reduce child labor.[28] In Suriname, until the project started working in the country there had yet been very little attention to child labor issues. In such countries there was thus a greater need for background research and technical support than in countries with mature child labor programming based on years of such interventions.

The Evaluation Team noted, however, that with persistence, achievements in strengthening the enabling environment may be attained in countries that have less experience in addressing child labor. This is particularly true when national stakeholders exhibit strong motivation. Serbia is a good example of this situation, as the NPC, the CLEAR Project Assistant and the ILO Country Coordinator worked well with the interested stakeholders to achieve results. Despite initial reluctance, ILO staff persons were able to motivate key stakeholders to participate actively and with commitment in the steering committees to advance the CLEAR-related country targets.

As part of ILO's approach, much of the projects focus was directed to including governments, employers' and workers' organizations in a participatory manner in the planning of country activities. This was principally through their active involvement in steering and other committees as well as the review of legal, regulatory, policy and planning frameworks. Likewise they also commented on the various guides and other project outputs that were, as relevant, presented to the committees for approval. Employers' and workers' organizations did not, however, engage in the direct implementation of CLEAR project activities.

In Armenia, the project has only been active since the latter part of 2017. Time will certainly be necessary to achieve the targets for Armenia by the end of the CLEAR implementation period in January 2019. Although there are only two IOs for Armenia (IO 1 and IO 2), the amount of needed preparatory work is almost the same as for other countries. This is because of the need to conduct general background work on the situation in the country and to conduct advocacy. The main focus in Armenia is on the adoption of a hazardous child labor list. There will be additional discussion on Armenia and its progress where relevant in the remainder of the report.

In the case of countries with mature programs or with substantial experience with child labor programming, CLEAR's goal to fill gaps at the enabling environment level was more straightforward. This does not mean, however, that the work was easy. One of the challenges was that, while there has been work in various locations in these countries and at national level, there are often vast areas that have been covered only to a limited extent. Stakeholders in Côte d'Ivoire,

---

[28] Save the Children (2015), Child Rights Situation Analysis: Armenia. Yerevan: Save the Children.

for example, noted the challenge of this aspect when they were piloting the *Système d'Observation et de Suivi du Travail des Enfants* (SOSTECI, equivalent to a CLMS). When going to new localities, it was necessary to start advocacy and awareness-raising despite the fact that there had been several child labor initiatives in the country. In Uganda, despite reductions of child labor through past projects, levels of child labor have continued to increase in some areas.[29]

Changes in governments and frequent staff turnover of civil servants at national and local level also meant that prior child labor programming experience in the country did not mean that awareness, knowledge and experience applied to all stakeholders. This challenge affected all of the countries with experience on child labor that were included in CLEAR.

Since the project's focus was on the enabling environment, gender issues were of different concern than in the more traditional projects that do more direct work with children and their families. The CLEAR project addressed gender issues by ensuring that they were included in the development of all legal and regulatory frameworks, guidelines, training, research and other materials.

Annex B-1 provides the project results against the PMP indicator targets as of June 2018. Regarding project results, the strongest indicator areas for which the CLEAR project achieved results under each IO are described in Table 3 below.

Table 3: CLEAR's Strongest Areas of Results by Intermediate Objective

IO 1 - Strengthening legal and regulatory frameworks
- Number of draft legal/regulatory instruments developed by CLEAR based upon stakeholders' inputs (Target 13; achieved 8 at time of field work for evaluation[30])
- Number of recommendation reports to improve legal and regulatory instruments in CL developed by CLEAR discussed by key stakeholders and with their inputs integrated (10/6)
IO 2 - Improved enforcement of CL laws and policies
- Number of new/revised sets of standard operating procedures for Labor Inspectorates to cover CL issues developed (7/4)
- Number of sets of training materials on the integration of CL concerns in the regular labor inspection process developed (5/4)
- Number of enforcement officials, other than labor inspectors, trained by CLEAR that have increased their knowledge of how to enforce national legislation on CL (305/639)
- Number of CL law enforcement sets of reporting templates and training material for officials, others than labor inspectors, developed or revised (8/6)

---

[29] As the Uganda NPC noted, the latest Uganda Bureau of Statistics (UBOS) report revealed an increase in the number of children involved in child labor. Uganda National Household Survey 2016/17, Kampala: UBOS.

[30] For the subsequent indicators, the first number is the target and the second number is what was achieved at the time of the evaluation.

IO 3 - Increased implementation of National Action Plans on child labor
-    Number of CL NAP National Steering Committees that have been trained in updating and implementing the NAP (2/2)
-    Number of CLEAR's proposals of new/revised NAPs developed/updated (4/2)
IO 4 - Improved integration of national and local polices and social programs
-    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 (5/3)
-    Number of set of mechanisms for integration of CL tools and methodologies in policies and social programs developed (5/4)
-    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 (4/2)

Please see Annex B-2 for further details on the results of all of the intermediate objectives and their indicators, including the weaker areas. In general, however, less successful results tended to be the areas that required more inputs and support from country decision-making and bureaucratic bodies.

Regarding country performance on the USDOL "C.1" capacity indicators (see Annex B-1), only Serbia and Uganda achieved the target of increased capacity in three of the areas covered. The Philippines increased capacity in two areas, and Bangladesh, Paraguay and Sri Lanka in one area.

In some cases there is still some important pending work in the CLEAR countries. In some countries the project has formally closed but there are still a few ongoing activities that are being finalized with the support of ILO and other staff and stakeholders. A review of the planning for remaining activities and discussions with stakeholders in project countries provided indications that these will be completed. The Evaluation Team thus expects that, with the project extension to the beginning of 2019, many of these results will be achieved.

Table 4: Pending Activities

Country	Status and pending activities
Formally completed countries	
Paraguay	Final exit strategy will be developed in August.
Philippines	Close out exit strategy, however pending. Majority of Output level achieved, 70-80% of outcome level achieved. The joint work of DOLE and DepEd on a school based monitoring system was delayed due to a change in senior personnel in DepED and waiting further action.
Serbia	Final report of rapid assessment on child labor being edited and will go to USDOL for final review.
Countries where CLEAR has not yet formally completed at time of evaluation	
Afghanistan	Started the NAP and expect to complete in October
Armenia	Due to finish hazardous child labor list in January 2019 as per the addendum.

Country	Status and pending activities
Bangladesh	NAP on 5 sectors with social sectors and final social protection report to finish
Côte d'Ivoire	Two additional workshops on CLMS in October as government has requested a delay until then due to their time constraints
Lebanon	Working on light work decree, finalizing CLMS, nearly completed. NAP redrafted and waiting validation and adoption
Sri Lanka	Child Labor Free Zone (CLFZ) capacity building still underway, hazardous child labor list updating pending, school to work transitions implementation, coordination mechanism on children in unpaid family work pending.
Suriname	Finalizing NAP and child labor survey. New country Focal Point expected to streamline completion of activities.
Uganda	NAP guidelines and pilot of the NAP at district level to be finalized

The results cited in the preceding section do not, however, truly reflect the project accomplishments. The Evaluation Team is of the opinion that, despite the seemingly limited achievement as reflected in the results table in Annex B-1, CLEAR still achieved notable results in a number of areas.

3.3.2 Evaluation Discussion of Results per Intermediate Objective

<u>IO 1: Legal/Regulatory Frameworks</u>

The countries with a focus on IO 1 are Armenia, Bangladesh, Paraguay, Philippines, Uganda, Serbia, Sri Lanka and Lebanon.

Overall the key factor in success regarding the development of IO 1 has been the strong organizational focus and advocacy within the committees that worked with the CLEAR staff on the legal/regulatory/policy and guideline frameworks. Challenges remain with the official adoption of various frameworks, mostly due to bureaucratic hurdles.

In **Armenia** there is still quite a long way to go to achieve the desired changes, mostly due to the fact that CLEAR only started in the country in late 2017. During evaluation interviews, Armenian stakeholders reiterated their—sometimes newly understood—recognition that there is hazardous child labor in the country. With this recognition, however, also came a strong sense that they still lack knowledge on how to address the issue. This is, in part, also because of the comparatively late entry of CLEAR into the country.

According to interviewees, there was a hesitation among stakeholders in Armenia to move quickly towards developing legal and regulatory frameworks or undertake any other action without more information. This includes not only data on child labor in the country but also the "how" of identifying children in hazardous child labor. Concerns were expressed about the hidden nature of some forms of hazardous child labor, and the fine line between children supporting their parents as a learning exercise and being engaged in hazardous child labor. With a halted labor inspection

system that is only recently being revived, learning more about how other countries tackle the identification in a practical way was seen as key.

CLEAR has supported a background analytical study of relevant laws and regulations, which is currently being finalized and which evaluation stakeholders appreciated. Like in most of the other countries however, including Serbia, stakeholders expressed strong interest in learning about the good practices of other countries in the area of child labor. In Bangladesh, CLEAR is in fact planning a study tour to the Philippines for stakeholders to learn of their experience in combating child labor.

Hesitation towards addressing hazardous child labor also existed in Armenia because of the challenges regarding the lack of a functioning labor inspection system. Stakeholders repeatedly noted that changing the legal and regulatory frameworks would not be very useful unless the labor inspection system is "revived" as several of them put it. In the case of Armenia, however, IO 2, which would focus on enforcement, is not included. This is a potential gap to be addressed in the future.[31]

In **Bangladesh**, though there had been reluctance at the beginning to include the legal frameworks component, ultimately CLEAR was able to implement all of the planned activities under IO 1. In addition, at the recent fourth Global Conference on the Sustained Eradication of Child Labor, the Bangladesh government pledged to eliminate all forms of child labor by 2025. Bangladesh has declared that it will take all necessary legislative and administrative measures to achieve the goal. The stakeholders interviewed attested to CLEAR's role in raising legislative issues on the country's agenda, which has made strong progress particularly through the judicious selection of the National Human Rights Council to oversee the studies on legal recommendations related to extending labor law to cover children in domestic work, the clearer definition of light work provisions for children aged 12-14 years, and the hazardous child labor sanctions.

For **Lebanon,** there were challenges as national Occupational and Health (OSH) Specialists expressed concern that the planned Light Work Decree may eventually open the door to hazardous child labor. This concern is particularly attributed to the potential of poor quality monitoring of the decree's implementation. The view is that there is currently zero tolerance for child labor and having the Light Work Decree would decrease the strength of existing legal interpretations.

In the case of **Paraguay**, CLEAR was able to complete all of the planned interventions under IO 1. This included conducting research on the application of the decree on hazardous child labor. Further it focused on supporting the *Comisión Nacional para la Erradicación del Trabajo Infantil*[32] (CONAETI) to advocate for and broaden the scope of the decree for improved enforcement. The adoption of the proposed changes is under dispute due to the inclusion of children who work in the

---

[31] See country-specific recommendations for Armenia.

[32] National Commission for the Elimination of Child Labor

"*criadazgo*"[33] system in the hazardous child labor list. Some government entities argue that the *criadazgo* is already covered under existing laws on trafficking.

During the evaluation interviews, the evaluator also heard many contradictory arguments for and against the inclusion of *criadazgo* in the hazardous child labor list. As a result of this controversy, the decree is pending. The CLEAR-supported development of a presidential decree on light work is awaiting official endorsement at Presidential Cabinet level. As in Serbia, in Paraguay several evaluation stakeholders mentioned the need to include more focus on child labor in sports[34] and the arts, which they consider to be inadequately regulated.

In the **Philippines**, the project supported significant progress towards closing the gap between the minimum age for work and Basic Education Act requiring compulsory schooling until 18 years of age. The amendment of the Education Act is under consideration by the Department of Education (DepEd), but changes in supportive personnel in the Department may delay adoption. Although not a designed CLEAR objective, it is also significant that in the Philippines, through an Executive Order, the status of the National Child Labor Committee has been raised to that of a council, which has been expanded to include the Department of Environment and Indigenous Affairs.

For **Serbia**, there is already evidence that the adoption of the hazardous child labor list with support from CLEAR is providing positive results. It should be noted that evaluation stakeholders indicated that the Minister of Labor at the time provided good support for the adoption, which contributed to the comparatively swift adoption of the law. During evaluation interviews, CLEAR staff was said to have had provided useful advocacy coordination activities to support this process.

During the evaluation field work, several stakeholders provided examples of how the hazardous child labor list had already helped address (potential) cases of children who may be involved in hazardous child labor. In one instance 15-year-old children who might have been hired as apprentices in a dual education program (apprenticeship system) in a metal foundry were prevented from doing so. Though the foundry protested this decision, it was interesting to note that, ultimately, a review of the foundry's internal regulations already showed that no one under 21 should be employed there. This finding immediately shut the arguments down. A workers' organization representative even reported to the evaluator that employers were calling them to check whether their internal regulations are aligned with the hazardous child labor list.

There has been substantial progress towards amendments to the Labor Law and other relevant laws/regulations that protect children in employment in Serbia. Like Armenia, however, the government has requested additional information on how this issue is handled in other countries. This point was repeated many times; one could even say in every interview during the evaluation.

---

[33] Under the "*criadazgo*" system, children work as domestic servants in exchange for food, board, and occasionally education or a small stipend.

[34] In Paraguay, particular concern was expressed about boys in horse racing.

Though stakeholders are very willing, they still feel that more information on good practices in these subjects is needed from other countries. In particular several stakeholders, though also interested in the experience of Asia, Latin American and Africa, wanted to know how other European countries handle this issue. This request is particularly relevant as Serbia is working towards accession to the EU and strives to meet the requirements and good examples from the region. In particular, interest in how countries such as Poland address these issues was expressed in Serbia and Armenia.

The evaluator noted that there is strong commitment among stakeholders interviewed in Serbia to ensure that the legal, regulatory, policy and planning frameworks adequately address the issues. As one stakeholder indicated, "Often laws and regulations are adopted and then they are not actually implemented and I was most apprehensive that the hazardous child labor would not be adopted. It was very good that we managed to align things through compromises of all stakeholders, including workers' and employers' organizations. This will help implementation."

Processes to formally adopt the amendments to the respective laws are still ongoing, but ILO country staff, CLEAR staff and Serbian steering committee members continue their advocacy for passage with a range of key entities. Serbia's Council for Child Rights and UNICEF Serbia, among others, have expressed interest in being involved in supporting coordination and integration with child protection efforts in the country.

In **Sri Lanka,** a review of legal instruments to address child labor in domestic work, including legal recommendations, has been completed and submitted to the Ministry of Labor. At the time of the evaluation, the recommendations were awaiting review by a Ministerial committee for inclusion in MOL circulars and legal documents. The adoption of legal amendments to classify domestic work as hazardous work is still controversial, and specific conditions may need to be attached, according to ILO and stakeholder observers. Changes among key Department of Labor staff contributed to a delay in the review of the hazardous child labor list. Again this shows that such external staffing situations can seriously affect the implementation of a project like CLEAR. Nevertheless, the work in this area is still ongoing. The experience of Sri Lanka shows that such processes require an adequate duration for development of recommendations and full discussion prior to the adoption of legal change.

For **Uganda,** work is continuing on an amendment to the Employment Act to include children in domestic work, and adoption of the amendment is still pending. Domestic work has, however, now been included in the National List of Hazardous Employment. An amendment has also been passed against child pornography in the Children's Act, with advocacy inputs supported by CLEAR. As evaluation stakeholders pointed out, the next step is a question of harmonizing other laws accordingly. These include harmonizing the compulsory age for education with the legal age for employment. An evaluation interviewee noted that there are efforts underway to increase the minimum age for domestic work to 18 years, but that most likely this will be age 16. If this happens, in any instance, it will require a change in the constitution.

Some evaluation stakeholders noted that they felt that reviews and policies do not change much, despite all of the ongoing efforts of projects such as CLEAR. There was evidence of some frustration among such individuals.

Two Ugandan stakeholders, independently of each other, mentioned the need to continue the successful focus on advocacy with members of Parliament. Efforts had been undertaken in this direction with the support of CLEAR, including gaining the support of the Speaker of Parliament, the Parliamentary Forum on Children Affairs and the Parliamentary Committee on Gender, Labor and Social Development. The stakeholders indicated that there is still a need to strengthen such efforts further in order to specifically ensure that the legal and regulatory frameworks are well harmonized.

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

The countries that addressed IO 2 are Bangladesh, Côte d'Ivoire, Lebanon, Paraguay, Philippines, Serbia, Sri Lanka, Suriname, and Uganda.

CLEAR's strategies for improved enforcement on child labor worked through two major avenues: improvement of labor inspection capacity, and Child Labor Monitoring Systems, usually taking a community-based approach.   The two approaches can be viewed as necessary and complementary, with CLMS serving to extend the reach of enforcement beyond the formal sector and government officers, and providing support to remediation. However, CLEAR did not assist all countries in both areas, with the exception of Bangladesh which included both labor inspection training and CLMS in rural areas. The evaluation examines country achievements under the two outcome areas separately, noting linkages between the labor inspectorate and other service providers and systems where they occurred in particular countries.[35]

Overall, CLEAR supported considerable advances in enforcement capacity, while the extent of coverage of the informal sector still remains a challenge in most countries. Awareness of the application of national hazardous worklists and general child labor compliance issues has increased based on interviews with government representatives; but labor inspectorates still lack the resources to reach non-urban areas, informal workplaces and the domestic work sector where child labor is frequent. CLEAR's support to CLMS enabled pilot models to be fully implemented, but the evaluation observed that ILO technical expertise in this field could have been applied more effectively and wide-scale replication is yet to occur.

---

[35] Note that enforcement of child labor is where child labor governance intersects with enforcement of labor laws and labor standards and child protection jurisdictions, and thus ideally involves coordination among a range of responsible entities.

1. Enforcement through labor inspection and other enforcement officials

The project carried out capacity development for labor inspectorates and other related agencies with a mandate for law enforcement on child labor in Bangladesh, Paraguay, the Philippines, Sri Lanka, Serbia, Suriname and Uganda.[36]

The following discussion synthesizes the features of successful technical approaches in this area among the countries concerned and identifies the limitations experienced.

Technical support tailored to needs: As observed from the country-specific interviews and ILO headquarters staff interviews, the form of capacity building provided depended on the maturity by which child labor was integrated into the country operations of the labor inspectorates. For example, in the Philippines the approach was to develop a digital Case Flow Protocol System that engages the various agencies concerned in recording the identification and response to child labor cases, in a country where child labor was already well integrated in labor inspectorate procedures. Similarly, in Sri Lanka the approach was to introduce child labor-specific checklists and guidelines into the country's standard operating procedures and online Labor Inspection System Application (LISA).

In contrast to the cases above, in Bangladesh as another example, the training of the Department of Inspection of Factories and Enterprises (DIFE) focused on raising the awareness of the labor inspectorate on the child labor dimensions of labor inspection and including child labor in standard operational procedures. According to DIFE representatives interviewed, CLEAR was the first project to work with them on child labor and the training was highly valuable in building their awareness and commitment to address child labor. This year DIFE participated for the first time in World Day Against Child Labor events. As ILO country staff noted, the current climate of intense reform within the Bangladesh labor inspectorate following the Rana Plaza disaster is particularly conducive to innovation, and there are numerous dynamic personnel within the department who are open to adopting changes on their approach to child labor.

Joint training of inspectorate and other enforcement entities: With the aim of establishing a coordinated approach among all relevant enforcement actors, CLEAR's strategy was, as far as possible, to train the labor inspectorate staff together with other enforcement officials, such as police, agricultural extension officers, social workers and other government and NGO staff who play a role in responding to child labor. This occurred in Serbia, for example, where there were joint trainings for inspectors, the police and social workers. The stakeholders reported to the evaluator that they found the trainings to be very useful. The challenge in Serbia is, however, the aging of the labor inspectors due to a long period where a hiring stop has been implemented. Likewise, some joint trainings were provided in Paraguay. However, in the Philippines, only inspectors were

---

[36] Notably, labor inspectorate capacity building was not carried out in Afghanistan, Armenia, Cote d'Ivoire or Lebanon. In Afghanistan there is a great need for training of the inspectorate, according to the NPC, while in Armenia there is no active labor inspectorate as such according to the project Labor Inspection Specialist; therefore technical support was not possible.

trained due to the delayed adoption of the system. In Bangladesh the training also focused only on labor inspectors.

Training of trainers modality for reach and sustainability: In most countries targeted (Philippines, Bangladesh, Paraguay, Uganda), CLEAR took a training of trainers approach to extend the reach of the training beyond the initial group trained. For example, in the Philippines all DOLE regions were represented in the training and the trained inspectors will "echo" their training to their colleagues. The DOLE representative did note that training only one or two officers per region was a limitation. The headquarters team considered a training of trainers approach as the most practical in the case of the participating countries where the labor inspectorate does not have its own training unit and training resources. The same applied in Serbia and in Uganda. In Serbia there were several stakeholders who insisted on the need for a national inspectorate training institute.

Value-added of ILO labor inspection expertise: The headquarters Project Specialist on labor inspection has reportedly played an active role in supporting labor inspection training across the project. The provision of expertise of a regional inspection specialist in the Philippines was also valued by the DOLE.

Ongoing challenges: Time constraints have been a commonly reported barrier to fully achieving the intended outcomes related to inspection. In addition, in most countries the major challenge for the inspectorate, mentioned by representatives of labor, key national stakeholders and headquarters staff, is the limited resources of the inspectorate in terms of numbers, budget and training facilities. According to interviewees, the issue of mandate to cover the informal sector is still a controversial issue in some countries such as the Philippines, while in countries such as Bangladesh the labor inspectorate mandate has officially been extended to the informal sector.

2. Child Labor Monitoring Systems

Support to the development and refinement of local CLMS was provided in Bangladesh, Côte d'Ivoire, and Lebanon. Local partners developed each of these models in response to the specific contexts and needs: rural child labor in Bangladesh, child labor in the cocoa sector in Côte d'Ivoire and child labor among urban children of Lebanese and refugee communities. The overall observation of the evaluation is that the project provided financial support to the refinement and implementation of the effective models but did not fully capitalize on the wealth of technical expertise available in the ILO globally (and beyond) related to CLMS models. Based on interviews and document review, the evaluators note that this was due to a limited level of technical oversight from ILO HQ project management during the early stages of the country strategy design and implementation.

Specifically, in **Bangladesh**, the ILO had previously implemented an urban model of child labor monitoring. Based on this experience, a rural model was piloted through a local NGO partner ESDO in a number of communities in two districts. In **Côte d'Ivoire** the "*Systeme d'Observation et de Suivi du Travail des Enfants en Côte d'Ivoire*" (SOSTECI) previously established under the National Plan of Action on Child Labor was refined and enhanced under CLEAR. The process included revising procedures and tools, implementing the tools in three communities, and developing a sustainable public and private (partnership) funding mechanism for the CLMS. In **Lebanon**, CLEAR has

established a well- functioning system to identify and respond to the needs of urban street children, including many Syrian refugees, centered in the Home of Hope center that provides direct educational and psychosocial services to children in Beirut.

Bangladesh CLMS model: The Bangladesh pilot was the only CLMS model observed in the evaluation field visits and is therefore described in some detail. The CLMS was successfully completed on a moderate scale in two rural districts (out of 8) in Rangpur Division, reaching five Upazilas[37] and 144 communities. The scale can be considered as moderate given that there are eight divisions in the country, each with around 8-10 districts. Based on the observations of the evaluator in one Union location, the approach gained strong commitment from the local Union Council (Union Parishad) and the Community Workplace Surveillance Group (CWSG) volunteers. With some refinement in terms of developing a menu of options for referral to education and other services, the model is ready for wider replication. An unexpected bonus result was that 300 children were withdrawn from child labor, frequently from small '*bidi*' (indigenous cigarette) making operations, and they were enrolled in education. The observed limitations of the model were that a comprehensive referral system is not yet in operation and the identification of children in child labor appears to be very simple, without including a systematic classification of the forms of child labor based on national laws and hazardous work lists and well-developed referral systems and services. The use of the database of children surveyed has not yet been handed over to the local authorities nor its usage fully determined.

The evaluation observed the following key features contributing to success in the three country child labor monitoring models:

Bangladesh:

- Selection of an experienced and diligent implementing partner (ESDO) with grass-roots experience and networks.

- The approach is based on the establishment of trust and commitment among the local Union council leaders and concern about child labor among volunteer enumerators, and it is embedded in existing local governance structures, supporting its sustainability.

Côte d'Ivoire:

- CLEAR's contribution to strengthening the multi-sectoral mechanism for combating child labor (SOSTECI) used a well-planned set of outcomes and focused on improving an existing system and strategy.

- There was well targeted and quality technical support that responded to the changing context of support for child labor monitoring by different entities.

---

[37] The Upazila is the lowest administrative unit in Bangladesh, comprising a number of Unions. A Union is a collection of villages. The Union Parishad is the elected Council of the Union comprised of one chairperson and 12 ward members (among which 3 seats are reserved for female members).

- The focus on a particular child labor sector, cocoa production, and engagement with the private sector associations enabled the development of public-private funding mechanisms to support sustainability.

Lebanon:

- The CLMS is grounded in two centers providing direct services to street children and therefore able to directly identify children and monitor their situation.

- Drawing on child rights principles and children's participation, children are engaged in awareness-raising on the issue with local and national level stakeholders.

- A referral system was developed and linked with NGO service mapping, which is funded separately from CLEAR but complementary.

IO 3: Increased Implementation of National Action Plans on Child Labor

The countries that addressed IO 3 are Afghanistan, Bangladesh, Lebanon, Philippines, Serbia, Sri Lanka, Suriname, and Uganda.

The scope of the interventions varied greatly among these countries, including focused improvements in the Philippines Plan of Action on Child Labor and on the inclusion of child domestic work. In Sri Lanka, Bangladesh and Uganda, technical support for the activation of national and local tripartite structures for coordination of the child labor response was provided. In Afghanistan there was the drafting of the first National Action Plan and strategy on child labor and work towards a NAP in Suriname. In Serbia, Suriname and Sri Lanka, there was support for child labor surveys.

Overall, CLEAR's efforts to help develop and operationalize National Action Plans on child labor were successful in most countries. There were varying levels of initial commitment and engagement among governments and other stakeholder members of tripartite councils. A common critical factor in success was, however, the facilitating role and persistence of the NPCs in pushing the actors to fulfil their commitments. Limiting factors were the time constraints of the project to roll-out local coordinating structures and achieve an ambitious range of interventions in some countries, and government budget constraints to implement their plans. The project staff implemented very strong and persistent advocacy to ensure that, eventually, as many as possible of the results were achieved. The NPCs responded to barriers in the form of government resistance in some areas by the selection of influential champions to help implement planned interventions. However, budget constraints have been difficult to overcome.

1. Achievement of the country objectives and supporting objectives

In **Afghanistan** there has been considerable progress towards the achievement of the intended results. Following a highly consultative process with stakeholders, the recommendations report for the National Action Plan was accepted and the Minister of Labor expressed high commitment to the plan in a statement at the Argentina conference (on Child Labor, Modern Slavery and Youth Work) in November 2017. The achievement is the inclusion of both a NAP and a strategy. The Ministry of Labor Child Protection Specialist noted that the consultative process on the Plan and strategy is

highly appreciated by the government and stakeholders. The major challenge now is to identify further funding to roll out the plan.

In **Bangladesh,** the major intended outcome of IO 3 was to activate the national and divisional Child Labor Welfare Councils that are mandated under the National Plan of Action on Child Labor. CLEAR was instrumental in activating the first meetings of the tripartite plus National Child Labor Welfare Council (NCLWC). These were well attended by the members during CLEAR, especially because the NPC personally called each member. The NGO members of the NCLWC spoke highly of the ILO's role is activating the Council. The Council is chaired by the Ministry of Labor, which has a child labor unit. According to an NGO observer, it helped give the child labor unit an active role to play. According to observers, the work of the NCLWC is now well linked with the work of the labor inspectorate, as the Minister requests the labor inspectorate to report at the Council on the number of child labor cases filed.

The project commissioned the development of a training module on guidelines for the operation of the national and divisional councils by a renowned NGO child rights advocate. At the divisional level, the project was successful in conducting training for the tripartite plus members of the Child Labor Welfare Councils across the whole country. Only Dhaka division is pending and this will be conducted this year with extra funding that ILO has secured. As an indicator of the government priority now attached to the local implementation of the councils, the Minister of Labor, the Secretary, as well as the Inspector General of DIFE attended all of the trainings to date. According to the interview with the Assistant Secretary of MOL, this created a huge sensitization at the field level. The government's newly committed budget will ensure funding for the divisional Councils to continue their programs.

The second outcome of IO 3, not yet completed, was to enhance the capacity of the tripartite constituents to include child labor concerns in social dialogue and industrial relations agendas, with emphasis on priority sectors of child labor. It is not clear to the evaluation whether the stakeholders have identified the priority sectors. To complete this outcome, the Bangladesh country office intends to support a study tour for the tripartite constituents to the Philippines this year in order to learn from good practices in addressing child labor.

In **Lebanon,** the National Action Plan to eliminate child labor by 2016 was successfully updated and extended to 2020, and approved by the National Steering Committee on Child Labor which represents all the relevant ministries. According to the head of the Child Labor Unit, MOL, the key to moving forward is having a budget for implementation: "We are very much squeezed, we have the tools, but we don't have money to implement." A meeting of potential donors, including embassies and other donors, was organized by the MOL with the support of the CLEAR consultant, making a significant step towards raising the funds. CLEAR also supported awareness-raising of policy makers, donors, and civil society actors using a short video produced by CLEAR. This complemented the children's advocacy under component 2, and a TV spot on the hazardous work decree under separate funding.

In the **Philippines**, CLEAR supported the revision of the Philippines Program Against Child Labor (PPACL) 2017-2022 through support for the stakeholder consultations. According to the DOLE

stakeholder met, this was a key contribution. The child labor program targets are now enshrined in the national Philippines Development Plan. The Philippines' overall policy commitments on child labor are high, with the target of withdrawing 630,000 children from child labor by 2022, and one million by 2025 as the Philippines' contribution to the SDGs. The DOLE representative interviewed highly appreciated the ILO's ongoing assistance through CLEAR. Early in 2015, joint work with employers, civil society and government agencies produced a framework to ensure there is no child labor in domestic work in the Philippines. There was initial resistance to including domestic work as a trackable part of the PPACL, but the Road Map on domestic child labor was used to inform the revised PPACL.

Serbia has finalized a Roadmap for the Elimination of Child Labor, with CLEAR's support for drafting and validation workshops in October and November 2017. In Serbia, responsibility for child labor matters has been placed with the National Council for Child Rights, over which the Minister responsible for demography and population policy presides. The Roadmap was approved by the National Council for Child Rights in early 2018. The process of adopting the Roadmap has been highly consultative and the government is highly committed to its implementation, as the Minister indicated at the Argentina Alliance 8.7 Conference in November 2017.

The approach taken in Serbia is to mainstream the issue of child labor within the broader child protection policies. As such, measures proposed under the Child Labor Roadmap are included in the draft Strategy for the Prevention and Protection of Children from Violence. The smaller activity of media awareness-raising was not fully successful, with low numbers attending training and an ongoing need to include members of the media in future training on the issue, both nationally and locally. Nevertheless, several stakeholders indicated to the evaluator that it is important to ensure that the media ends its sensationalistic reporting on child labor. They added that, instead, media should focus on more constructive informational journalism on the subject. Some interviewees noted that they had, in fact, seen some improvement in the kind and quality of reporting on the subject since the CLEAR project activities were implemented.

In **Sri Lanka,** much has been achieved but there is a considerable way to go towards the achievement of all six intended outputs, which were ambitious in scope given the timeframe and staffing. The draft child labor policy has been updated according to plan and shared with stakeholders. A major effort has been devoted to the refinement and replication of the Child Labor Free District model in the 25 districts across the country. This falls under the existing Roadmap to Achieve Zero Tolerance on the Worst Forms of Child Labor by 2016 (2010). The model involves district-level integration of child labor concerns in the mandate of the existing District Child Development Committees (DCDCs), with tripartite-plus membership and vertical coordination with divisions and villages. The model is based on the success of the existing model in Ratnapura District. A key element of success is to link the labor inspectorate with the DCDC structure through participation in the regular meetings. The limitation here is that a considerable number of district trainings remain to be completed.

Also, in line with Sri Lanka's Roadmap, there has been progress towards implementing school-to-work transition modules in schools in selected vulnerable districts. An obstacle encountered was the reluctance of one department of the MOE to authorize the activity as planned in collaboration

with the Vocational Training Authority of the Ministry of Skills Development and Vocational Training. The project identified an alternative entry point for the Vocational Training Authority through the regular career guidance program of the Department of Manpower and Employment of the MOL.

The intended research activities were all valuable topics to guide future policies and strategies, though somewhat ambitious. The Child Activity Survey (2015) report was successfully completed and disseminated in 2016, providing valuable updated information to inform policies. The study of children in commercial sexual exploitation and human trafficking is still undergoing editing, while work is pending towards a coordination mechanism among ministries for assisting children in unpaid family work to return to school. Notably, the latter could also qualify as an IO 4 intervention.

The challenges to achieving all outcomes included project-related factors due to limited time and staff resources. There were also external factors, as noted above, such as lack of political will within one branch of the education department to authorize implementation of school-to-work activities in schools.

In **Suriname,** progress toward revising the National Action Plan has been considerably delayed. Several factors cause this situation. The primary reason for the delay in the NAP is the insistence of key stakeholders to first have data from the Child Labor Survey to be able to fully develop the NAP. There was also a lack of agreement on the consultancy services and TOR for the development of the NAP. There was a certain resistance for stakeholders to overcome to accept that hazardous child labor indeed poses a challenge in the country. Suriname has been at a disadvantage by not having a dedicated NPC to guide implementation, however a new dedicated Focal Point for the National Child Labor Commission has recently been appointed. The National Child Labor Survey has been completed and the final report is under review by the ILO headquarters and USDOL. Evaluation interviewees have, however, indicated that there continue to be discussions about the fact that the survey did not include areas of the country with suspected comparatively higher levels of hazardous child labor. Reasons provided were primarily due to the high resource costs and security issues to access these remote locations for the survey. Progress to complete the other goals under IO 3, notably the NAP, is now expected with the support of the Focal Point and evidence of renewed government commitment.

In **Uganda,** the main focus was on the revision of NAP guidelines and the implementation of a pilot project to implement the guidelines in Mbale District. The guidelines have been completed and shared with the Ministry of Labor, Gender and Social Development and the Child Labor National Steering Committee in late 2017, but launching of the guidelines and NAP review are still pending.

2. Factors supporting or limiting success under this component

The role of the NPC was observed to be especially crucial in supporting the achievement of national planning and the implementation of plans. The evaluation identified several key factors that supported the achievement of objectives. In all IO 3-concerned countries where there was a dedicated NPC, their role was praised. Within their roles, the NPCs and Focal Points used the key strategy of garnering the commitment of senior government members and civil society champions to roll out child labor machinery.

In general, countries that had a manageable scope and resources to achieve results within the available timeframe have fewer outcomes pending. In several countries, a positive sign of an integrated approach was the linking of interventions under the legal framework, enforcement, and implementation of national plans. This was evident in the Philippines where the efforts are well linked under the PPACL.

IO4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of CL, including its worst forms.

The countries with a focus on IO 4 are Armenia, Bangladesh, Paraguay, Philippines, Serbia, and Sri Lanka.

Together with the other IOs, IO 4 is a very important objective to ensure that the enabling environment provides well integrated and consolidated approaches to reduce child labor. Stakeholders across all of the countries stressed the importance of holistic approaches to reducing child labor to the evaluators. Based on the interviews and documentation analysis, the Evaluation Team determined that interesting efforts were undertaken to strengthen implementation and integrate the national and local policies and social programs aimed at the reduction and prevention of child labor. Nevertheless, the need for continued development and scaling up of these efforts is essential for full effectiveness beyond the life of the project.

The Evaluation Team concludes from the evaluation analysis that cross-sectoral integration of child labor in social and child protection referral systems, education and economic empowerment initiatives are especially key to reducing child labor over the long term. Interviewees often stressed the need to scale up such efforts to strengthen social protection systems to prevent and reduce child labor.

In all CLEAR countries, child protection systems are being instituted to varying degrees. Child labor is usually included as one of the subjects under child protection. Child protection systems are normally structured to identify children in need of protection, withdraw and help place them in safe locations, provide medical treatment, and refer cases to labor inspection and/or the police as relevant to their individual case. Naturally, not all identified hazardous child labor cases need the full range of support services. In ideal conditions, after being assisted, children are also followed up to ensure that they do not revert to their previous situation. Ensuring the identification, referral, and follow up of children in hazardous child labor through child protection systems is thus important and formed a part of the work of CLEAR in several countries.

While dedicated child labor committees can and should exist, at least some interviewees in Côte d'Ivoire, Paraguay, Philippines, Serbia, Sri Lanka and Uganda noted that integration of child labor in child protection systems across their respective countries is essential. It should be added, however, that in many countries, the child protection system is not yet functioning consistently. Discussing child protection aspects in detail for each of the CLEAR countries is, however, beyond the scope of the current evaluation. We do discuss the relevant aspects for each country as per the expected CLEAR project results below.

In terms of the education sector, stakeholders from several countries included in the evaluation pointed out the need to increase focus on the integration of activities into and with vocational and skills programming.[38] In the case of Serbia, for example, child labor in dual education systems that include apprenticeships can pose high risks for exploitation.

Some interviewees also stressed the need to reduce poverty and include consistent linkages for parents/caregivers to economic empowerment support. Depending on the situation, this can also include creating linkages to other sectors such as in agricultural development, informal economy/formalization support, and small enterprise development overall.

In **Armenia**, work on IO 4 is only just starting because the activities in the country were launched in late 2017. An analysis to identify and document progress made in policies and programs that may have direct and/or indirect impact on reducing child labor is underway.

For **Bangladesh,** the project intended to develop strategies to integrate child labor in social protection programs and social safety nets. Activities were delayed because there was initially a lack of support for work in this area, given that a new Social Protection Strategy was introduced in 2016. Eventually a study on opportunities for integration of child labor in social protection programs was commissioned by the Bangladesh Institute of Development Studies in November 2017. This report has just been released after review by the NPC and HQ. However, there is currently no budget allocated to child labor in the social protection strategy and programs, according to the former NPC. The project did support a Memorandum of Understanding (MOU) with UNICEF to include child labor awareness for working mothers, such as garment workers, as many of their children are engaged in child labor.

In the case of **Paraguay**, a very interesting effort to combine two social protection programs with links to child labor was developed. The Evaluation Team met with several persons involved in this program including, separately, with two field facilitators.

Abrazo is a national program through which households are provided with conditional transfers to reduce child labor. The program is largely implemented through at least 217 urban-based centers that identify, monitor and provide support to reduce child labor. Tekoporã is a different cash transfer program that also works in rural areas. It functions in 168 districts with over 110,000 families and has a more general focus on vulnerable households and children. The aim was to develop common operating procedures, a more structured collaboration between Abrazo and Tekoporã, and a joint pilot program with the technical support of CLEAR. The strengthening of the capacities of local committees and mothers in both programs in the district of Caaguazú was also included.

---

[38] This includes even some countries that did not have IO 4. The stakeholders were from Bangladesh, Côte d'Ivoire, Paraguay, Serbia, Sri Lanka, Uganda.

The evaluator who went to Paraguay noted that this component was very well received in the implementing institutions and in the communities. Unfortunately, she was not able to visit the communities to discuss directly with households and child beneficiaries due to time constraints. Nevertheless, community facilitators and a range of other stakeholders who were aware of the initiative indicated the positive results. Unfortunately, however, funding to scale up the pilot initiative was not made available to date. The extent to which the common operating procedures were established and integrated, particularly for Tekoporã which was less directly aimed at child labor, is positive and well recognized.

In the **Philippines,** CLEAR had a number of aims to increase the integration of child labor concerns across other programs. A notable success is the joint work of the DOLE and the Department of Social Welfare and Development to strengthen the Conditional Cash Transfer (CCT) program's response to child labor, including sessions for parent beneficiaries of CCT. According to the DOLE representative interviewed, the DSWD formerly did not recognize child labor as an issue for their beneficiaries. The module is being shared across all municipalities nationwide. Under the project, the Department of Education made considerable progress towards introducing guidelines for teachers to detect child labor among children in schools, informing the DOLE and referring them to support services with the goal of keeping them in school. However, with a change in leadership in the DepEd, the guidelines that were developed are still awaiting adoption. A mechanism was also developed to integrate child labor concerns into the Social Protection Floor.

With the support of CLEAR, **Serbia** has implemented a review of strategies, social programs, policies and referral mechanisms. Though it remains to be formally adopted, the Institute for Social Protection developed a new standard of social protection services that integrates addressing cases of WFCL in all procedures related to the actions of centers for social work and accommodation facilities.

During the evaluation field work, the evaluator met with UNICEF and other stakeholders who stressed that the NPC, the Project Assistant and the ILO Country Coordinator had actively worked together with them to ensure the full integration of child labor into the child protection systems. One interviewee noted that, prior to CLEAR—aside from street children and very obvious types of child labor abuse—hazardous child labor cases were not identified, referred, monitored or integrated into the existing government child protection system. Interviewees expressed their appreciation for the openness of the ILO in general and CLEAR NPC in particular to collaborate with UNICEF and others who work on child protection. In one district, the integration of child labor into the child protection systems was piloted.

Though the project has ended in Serbia, CLEAR steering committee members and ILO country staff indicated that these efforts are still actively ongoing. Interviewees did stress for example that, "A lot more needs to be done. All the parallel processes need to be linked so that we can monitor and align them, so that in the future we can have a proper response to any child abuse instances including child labor."

In the case of **Sri Lanka**, work under IO 4 to establish a coordination mechanism to integrate child labor into social protection programs has been delayed primarily because the project was waiting

to complete the Child Labor Policy under IO 3. Also, more time was needed to find a suitably qualified consultant for the task. The TORs for the study of social protection programs and child labor mainstreaming have been drafted and the project intends to recruit a consultant shortly.

3.3.3 Response to Midterm Evaluation Recommendations and Evaluation Team Comments

CLEAR responded to the Midterm Evaluation Recommendations to varying degrees. As required in the Terms of Reference for the Midterm Evaluation, some of the recommendations were intended to inform future similar projects. The project management acknowledged these recommendations, but did not provide specific responses. In most cases the country-specific recommendations were implemented.

Regarding some organizational recommendations, there has been some effort to improve bureaucratic administration and finance processing. Country project staff and some other country stakeholders still noted the slow speed and complex procedures for approval and disbursement of funds. Good practices are now being identified for inclusion in some country case studies. Advocacy was more clearly organized than before midterm.

Capacity strengthening of a range of service providers was increased using Training of Trainers methodologies after midterm. The development of a Master Trainer[39] program was not fully implemented, but may be developed in future programs.

Though there was some increase in the visibility of the project, this recommendation appears to have been misunderstood as the intention of the recommendation was not to conduct nationwide awareness campaigns. Naturally, such campaigns are desirable but this would have been beyond the scope of the project. Rather, the continual sharing of written information about the CLEAR project during meetings, workshops, conferences, and discussions would have been helpful.

Table 5: Midterm Evaluation Responses and Evaluation Team Comments, as Applicable

Recommendation	ILO and Evaluation Team Response
Recommendation Type: Project Management and Overall Implementation	
Recommendation 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	**ILO Response** ILO is still going through a process of restructuring and decentralization in terms of structure and functional responsibilities and this is expected to lead to changes in roles and responsibilities of certain key positions, although this will not change the roles and responsibilities of the professional staff of the project. The said decentralization process is not fully completed but for many countries the possible

---

[39] In such a Master Trainer program, certified high-level trainers who can themselves provide Training of Trainers are integrated into the system. This goes one step higher than the more common Training of Trainers methodology.

Recommendation	ILO and Evaluation Team Response
threshold to help solve some of the basic implementation challenges. *(Recommendation addressed to ILO)*	administrative and financial decentralization have been made functional and the CLEAR project is benefiting from this change.
	Final Evaluation Team Comment At headquarters a new ILO staff member was assigned to support the administration and finance of the CLEAR project on a part time basis. This appears to have improved the efficiency of the disbursement of funds. Decentralized ILO staff, many national consultants and some government officials still noted that processes were slow due to what they consider highly bureaucratic processes. It appears that only very limited decentralization has taken place within the administrative and financial management of CLEAR. Some countries have now transferred to the IRIS digital financial management system and it appears to have streamlined processes. As IRIS continues to be applied to more projects efficiency in future projects is likely to improve.
Recommendation 2.a. 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. *(Recommendation addressed to ILO, implementing agencies of similar projects)*	**ILO Response** This recommendation is, in fact, for future projects (i.e. for new projects that are at their very early stage where the project's CMEP has not yet been developed).
	Final Evaluation Team Comment This did not preclude the project from developing a system to collect good practices and lessons learned. Particularly as CLEAR country stakeholders requested such information in most of the countries in the final evaluation. Stakeholders whom the Evaluation Team interviewed (online or in their countries) expressed that they would like to have more exchange of good practices during project implementation, even now, before the project closes. The exit workshops that are planned for some of the CLEAR countries can be one means of collecting good practices and lessons learned for sharing. The project team is also preparing some case studies that include good practices and lessons learned.
Recommendation 2.b. 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. *(Recommendation addressed to ILO, implementing agencies of similar project)*	**ILO Response** Inter-country exchange of knowledge and information is already taking place in CLEAR on an on-going basis through the headquarters team. For example, bridging the knowledge generated in the context of Labor Inspection, case flow management, other Good Practices, and Lessons learned among the NPCs and national stakeholders in the relevant participating countries. In light with this recommendation the project is sharing the relevant products from the first generation CLEAR countries to the second set of CLEAR countries. Similarly, Good Practices are also being identified

Recommendation	ILO and Evaluation Team Response
	but necessary documentations will take more time
	Final Evaluation Team Comment While the headquarters team has shared such information, the evaluation country stakeholders requested direct contacts with other countries to share practices and lessons learned. This is applicable even across regions as they sought to learn from countries with more experience with child labor programming but also expressed strong interest in increased regional experience sharing. Stakeholders in most countries also requested more technical support and/or there was evidence from the work done that they would have benefited from more specific child labor related technical expertise. For legal frameworks and related inspector training and M&E shared expertise was satisfactory but more technical support on good practices and lessons learned on *how* to implement other subjects was requested. E.g. hazardous child labor lists, CLMS development
Recommendation 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. *(Recommendation addressed to ILO, implementing agencies of similar projects)*	**ILO Response** The project initially short-listed, as mentioned in the Recommendation reply quoted in the October 2017 TPR annex, four potential cases for OTC-based research. This list was developed by CLEAR HQ in consultation with the NPCs. Three were one country cases and one covered three countries. The available funding is USD 60,000 and could not cover more than 1-2 countries. Based on the funding criteria and the aim to cover more than one country, the headquarters team pre-selected the fourth one: "Inter-institutional coordination mechanism to address child labor developed in Philippines, Serbia and Sri Lanka (IO 2 SO 2.1 and SO 2.2)". Subsequently it was assessed that the level of implementation in Serbia and Sri Lanka was still at an early stage. Then in a second review of potential cases it was suggested to cover the local CLMS in Bangladesh and Lebanon. It will cover two different regions (Middle East and Asia) plus urban and rural settings and a subject that ILO/IPEC worked a lot but has not recently documentation of cases. The issue was raised to USDOL in March 2018 in a call. They agree on its relevance and we proceed to draft the TORs (in coordination with the two countries CLEAR officers. In May 2018 the draft TORs have been elaborated and shared with USDOL. Currently awaiting USDOL feedback to proceed.

Recommendation	ILO and Evaluation Team Response
	Final Evaluation Team Comment The outcomes-based research is being implemented differently from the way it was originally conceived. As the ILO has described in their response, it is still being implemented in the last period of the project. The Evaluation Team was not able to assess it since the analysis of the country cases was still on-going at the time of the evaluation. Please note that USDOL has provided feedback on the TOR in June, after the evaluation field work period.
Recommendation 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. *(Recommendation addressed to ILO, implementing agencies of similar projects)*	**ILO Response** Systematic advocacy activities are being carried out/planned in Bangladesh, Sri Lanka, Lebanon, Serbia, and in Afghanistan.
	Final Evaluation Team Comment Although formal written advocacy with description of roles and responsibilities were not developed during the second half of the implementation period, the project did engage in more organized advocacy strategies in the remaining countries. In Bangladesh, Côte d'Ivoire, Serbia and Sri Lanka special attention was paid in particular to advocacy with national level agencies.
Recommendation 5. Increase cross-sectoral, inter-agency and even regional (between countries) collaboration to develop and implement approaches to the elimination of hazardous child labor. *(Recommendation addressed to USDOL, countries, implementing agencies)*	**ILO Response** CLEAR project has been working in this direction with different actors/ agencies in order to strengthen cross-sectorial and inter-agency collaboration in targeted countries, for example, in Suriname, Serbia, Afghanistan, Bangladesh, Lebanon and in the Philippines. However, a wide range of collaboration at global or regional level was not foreseen at the stage of project design. The project is based on a rigid component-based/output-based budget and is unable to spend a significant amount of resources for such collaboration.
	Final Evaluation Team Comment This extent of achievement in this area is tenuous even under IO 4 in countries such as Bangladesh, Philippines, Sri Lanka. The project has found this area challenging. Increased cross-country and cross sectoral exchange is recommended for future designs of multi-country or multi-region countries.

Recommendation	ILO and Evaluation Team Response
Recommendation 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. *(Recommendation addressed to ILO)*	**ILO Response** As also briefly discussed, the Training of Trainers (TOT) and the intention to expand trainings beyond the labor inspectorates have been main strategic approaches of the project since the beginning, for both Labor Inspectors and the "other enforcement officials", as the Project describes all other competent agencies, except the labor inspectors (Police, Agricultural extension officers, Gov. and NGO staff working on CLMS, etc. Consequently, we have tried to follow through with the above approach in most of the countries of the project. We considered that, given that most of the relevant services in the countries do not have on-going training of their officers and/or do not include child labor in their target setting, TOT would be a better approach, that would give the possibility to the officers themselves to feel more empowered and also gave us the opportunity, together with the training materials that the Project developed and left with the trained agencies, to create the possibility for the Agencies themselves to further train the rest of their staff, even in the cases where the project didn't plan or didn't achieve to train the rest. Actual implementation by country: *Afghanistan:* train key stakeholders on the development and implementation of the NAP as well as strategy planning. Materials are under review by the ILO. The project aims to train key stakeholders. Bangladesh: TOT for inspectors and second batch of training by the Master trainers, for inspectors that are involved in CLMS. *Côte d'Ivoire:* The only component of the country is on CLMS; we have revised the operation of the System (SOSTECI) and trained admin and operational staff (no inspectors) *Lebanon:* Again here, the main parts of the project's intervention revolve around the CLMS operating in the country; we have trained 40 relevant government and NGO officials, more than 150 children, and 40 teachers were trained on CL, support structures for their Rights and other relevant issues. *Paraguay:* The plan here was to train trainers from both the Labor Inspectorate and Other enforcement Officials. Finally, we have trained exclusively other enforcement officials. *Philippines:* Here, we also intended to train trainers among the Police and other competent agencies, together with the training of Inspectors; the context here was a Case Flow Management System that connects all competent agencies through an IT network. While the System has been developed and adopted, we didn't have the chance to implement the trainings, because of delays provoked by the late adoption of

Recommendation	ILO and Evaluation Team Response
	the System, officially. We did train trainers among the inspectors, though. ***Sri Lanka:*** the only component was Inspection and specifically the introduction of child labor specific material and forms into the country's E- Inspection System (LISA); a computerized inspection system based on tablets and the internet. Because of the character of the project's intervention, the approach here was the training of trainers only among selected Inspectors; it is underway and will be achieved. ***Serbia:*** we've had a clear example of the recommended strategy in practice because we implemented 3 joint trainings for Inspectors, the Police and Social Workers. ***Suriname:*** we initially discussed the possibility of extending the TOT beyond the Inspectorate but the challenges in the country since the beginning made us leave the idea; finally, we have trained some 25+ (if I'm not wrong) Inspectors as trainers. ***Uganda:*** the plan has also been since the beginning to train officials beyond the inspectorate. We have implemented a TOT for some selected inspectors and they went on to train others from their colleagues but also officers from the Police in a second training, funded by the project but implemented by the national staff, under the overview of the projects national coordinator. The above are all the countries where training was planned. CLEAR has consistently taken efforts to expand the trainings to more relevant and competent authorities than only the Labor Inspectorate and have also succeeded in many cases (either under a TOT or a regular training modality). All things considered, the result depended heavily on the status and the "maturity" of each country in CL issues and dealing with them.
	Final Evaluation Team Comment The intention of the recommendation was to *expand* the existing CLEAR TOT and bring it to a higher level of recognized formality and cross sectoral reach in country systems. The project has increased its cross-sectoral and TOT approach after mid-term as the project described. Nevertheless, in future projects, a more consolidated approach with certified master trainers would be beneficial. This is because many countries do not have formally organized continuing education for labor inspectors and others such as police and social welfare/community development officers who may be involved in identifying, referring and following up on cases.

Recommendation	ILO and Evaluation Team Response
	ILO Response In the new countries the project has included campaign/advocacy activities. And where possible the project did so in the other countries subject to availability of resources within the project budget. In the new countries the stakeholders' workshops that were organized at the outset of implementation and formed an excellent platform to start the advocacy. The project cannot raise too many expectations due to its agreed planned outcomes and outputs, budget constraints and limited timeframe in each country. Distribution of a project leaflet among the relevant stakeholders may be useful but massive/nationwide distribution of such leaflet might increase expectations.
Recommendation **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. *(Recommendation addressed to ILO)*	**Final Evaluation Team Comment** The recommendation did not recommend a massive/nationwide distribution of a project leaflet as stated in the ILO response. Rather it indicated a leaflet for distribution to stakeholders who are being targeted with advocacy and who are involved in other activities to increase pressure that achievements are needed within a set time. During the final evaluations there were several instances where country interviewees were unclear about which activities had taken place under CLEAR and which under other ILO child labor initiatives. While the end result of reducing child labor is the overall goal, for the purpose of contribution analysis during the evaluation it would have been useful for interviewees to have greater clarify on "who did what" on child labor in the country. During the final evaluation interviewees in many countries (except Afghanistan, Lebanon, Suriname) continued to state that the ILO should capitalize on its mandate and increase its visibility as part of its advocacy work. The Evaluation Team noted that the project did increase its organized advocacy activities after the mid-term. The Evaluation Team also notes that in several countries (including Côte d'Ivoire, Bangladesh, Sri Lanka,) CLEAR had a key role in World Day Against Child Labor events. Bangladesh where the project achieved high visibility among national counterparts as a result of NPC efforts, beyond the actual resources behind CLEAR.
CLEAR Country-Level Recommendations	
Recommendation 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	**ILO Response** The project has extended the contract of the NPC in Bangladesh until the end of the current year and will be further extended until July 2017. The activities in the Philippines are almost completed there is no need to further extend the NPC's contract. The same is true for Uganda but one incomplete

Recommendation	ILO and Evaluation Team Response
training can be conducted after the restructuring of the labor inspection agency. *(Recommendation addressed to ILO)*	activity will be carried out through External collaboration contract under the direct technical guidance and supervision of the HQ team and the ILO local office. Serbia also needs some extension of the project's staff contracts; the project has some saving in Serbia (from staff cost budget) and the project will extend the contract.
	Final Evaluation Team Comment Bangladesh NPC extended until December 2017, under project extension. The ex-NPCs in several countries, including Bangladesh and Uganda with additional inputs also in the Philippines have continued to follow up and work on CLEAR activities although the project has ended its activities in the country.
Recommendation 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. *(Recommendation addressed to ILO and Government of Suriname)*	**ILO Response** The project team has increased its technical and administrative support to Suriname in order to ensure timely accomplishment of the targeted outcomes. The said support is being provided by two international consultants, one national consultant, the Labor Inspectorate Specialist and Program Support officer of the HQ project team. Additional supports are being provided by the technical specialist of the ILO Port of Spain office. New national and international consultants were engaged to expedite delivery of the products and to ensure their quality.
Recommendation 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	**ILO Response** The ILO and the Govt. of Suriname have agreed that the National Child Labor Survey (NCLS) in Suriname will be conducted by the Institute for Social Research (IMWO)", which is an autonomous institution and is linked to the "Anton de Kom University" of Suriname. It has been further agreed that the ABS (*Algemeen Bureau voor de Statistiek*), which is the General Bureau of Statistics of the Govt. of Suriname, will also be involved in this process. The report is in its final approval stage

Recommendation	ILO and Evaluation Team Response
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. *(Recommendation addressed to ILO and Government of Suriname)*	**Final Evaluation Team Comment** While the study has been carried out, for logistical, resource and other reasons it has not been possible to implement it in the locations with the highest risk of WFCL. That is, distance, security constraints and major financial resource constraints.
Recommendation 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. *(Recommendation addressed to ILO, USDOL)*	**ILO Response** The project agrees with this recommendation that as the govt. of Suriname has very little past experience in addressing the child labor issues, it would be really be useful to implement a pilot project with downstream direct actions in Suriname that will help the govt. gain experience and subsequently to scale up such activities. As the CLEAR project is unable to support such direct services under the CLEAR project, the project could not pursue this line of action until the last reporting period. Besides, the Suriname is currently going through a major economic crisis where the project will be unable to convince the Govt. of Suriname to earmark new resources for downstream child labor activities. **Final Evaluation Team Comment** The Evaluation Team fully understands that this was not possible as it was not part of the original project design. Nevertheless, modelling downstream actions in countries with little or no experience in child labor issues is a useful exercise for countries to develop appropriate local actions on child labor.
Recommendations for Future Projects	
Recommendation 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. *(Recommendation addressed to USDOL, implementing agencies)*	**ILO Response** This is a useful recommendation based on CLEAR country selection and for the future projects ILO will take this into consideration.

Recommendation	ILO and Evaluation Team Response
Recommendation 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. *(Recommendation addressed to USDOL, implementing agencies, consulting agencies providing support on CMEP development)*	**ILO Response** a. Regarding the importance of a global results matrix this point is indeed very important. For ILO's future global/regional projects ILO will consider this option to include qualitative outputs and outcomes at country level. This approach will definitely help to capture the qualitative improvements/achievements that cannot be measured/ captured in quantitative terms. b. Global results matrix: it is needed for reporting to the funding agency and an overall picture of the project. However, it is not very helpful as a management and learning tool at country level (i.e. NPC and national stakeholders) because the priorities by country are quite specific. A global results matrix can frame the country matrix but cannot replace it. c. Qualitative indicators at country level: many of the project results (i.e. outputs and SO and IOs) can be more comprehensively understood through discussing the process for which quantitative indicators are not so useful (e.g. legal amendment development process, integration of child labor in government bodies, etc.). A narrative of the strategy followed to achieve an IO (SO for 2.1-2.-2.3) and a description of the achievement oat IP level would provide better understating and learning, especially because the capacity building in government is an evolving process due to political and social factors (i.e. change of authorities, political priorities/agenda, pressure from multiple stakeholders, etc.)
Recommendation 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.	**ILO Response** This recommendation is useful and will be considered by ILO in the formulation of its future capacity building projects.

Recommendation	ILO and Evaluation Team Response
In combination with networking, start advocacy with the stakeholders at the earliest possible stage, while CMEP is under development. *(Recommendation addressed to implementing agencies)*	
Recommendation 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. *(Recommendation addressed to implementing agencies, USDOL)*	**ILO Response** This is a useful suggestion because there are cases where only the quantitative indicators cannot measure the achievement of the results. The CMEP for future projects may consider this approach about indicators
Recommendation 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. *(Recommendation addressed to possibly ILO)*	**ILO Response** This is a good point to reflect on.
	Final Evaluation Team Comment The Evaluation Team notes that this is currently being implemented though the team cannot assess this as the activity is still under development.
Recommendation 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. *(Recommendation addressed to USDOL, implementing agencies)*	**ILO Response** We understand that this is a valid approach for future projects.

3.4 Sustainability and Policy Impacts

The assessment of sustainability is divided into two parts: first, how well the project has promoted and planned for sustainability during its implementation and exit phase; secondly, an assessment of the prospects of sustaining the results achieved per country. Broader policy impacts of CLEAR's efforts are included in the discussion of sustainability of the results. The TOR Question 16 asks the evaluators to "identify the steps to be taken by country (who, when and how) to increase the likelihood of sustainability of achievements/results." This would constitute a full sustainability plan, which is expected to be carried out by the project team together with partners as part of the exit consultations. It is beyond the scope of this evaluation to provide detailed steps for sustainability per country; however, suggested steps are included for some specific country results below, and further suggestions are included in the country recommendations.

The overall finding is that the project has a number of significant sustainable results per country. Government commitment to address child labor has been increased across all the countries. However, the relatively short duration and budget limitations within the project and within countries mean that fully sustained outcomes will depend on countries acquiring further resources to achieve their plans of action and goals.

The project duration was not generally sufficient given the high level of the outcomes which actually require long-term advocacy to ensure full official adoption of the legal, regulatory, policy, planning and other project results. This is noted in the fact that many of the countries who had started in the first project period ultimately needed more time. Even those that have formally closed their activities are still being supported through ILO staff and other stakeholders.

3.4.1 Sustainability Planning and Exit Strategy

The sustainability matrix that is updated in each TPR presents the conditions required for sustainability and the agencies that need to be involved per country. This is a useful management tool for tracking the approach to sustainability. However, it does not express qualitatively the actual strategies that the country project Focal Points used and their degree of success.

The evaluation interviews and documentation review found that the advocacy strategies that the NPCs used were critical to winning the engagement of senior government officials in legal reform discussions, as well as their choice of influential agents to carry forward the recommendations for policy change. Such effective strategies were observed in **Bangladesh**, where the NPC achieved a high level of engagement of the government and the Ministry of Labor and Employment (MOLE) through relationship building. The NPC was also instrumental in ensuring that the tripartite-plus National Child Labor Welfare Council meetings were well attended by the constituents, as well as the divisional Child Labor Councils according to the observations of NGO national council members. Social partners (employers' and workers' organization representatives) interviewed in Sri Lanka, Philippines and Bangladesh expressed their high engagement in CLEAR activities through the national committees/councils, though they were not active as implementing partners. In **Côte d'Ivoire,** the NPC worked with many stakeholders to develop a strong public private partnership. In **Serbia,** advocacy of the ILO office, including the NPC, was effective to stimulate other steering

committee members who in turn became strong advocates. Similarly, in **Sri Lanka**, the NPC has worked persistently to establish close working relationships with the tripartite constituents and gain their commitment to the issue. In **Uganda,** the NPC achieved audiences with Parliamentarians to lobby for legal amendments on numerous occasions.

In some countries, such as the **Philippines**, government commitment to eliminating child labor was already high when CLEAR began and the project has helped to move key elements of the government strategy forward.

The **exit strategy**, including exit workshops and consultations in each country, is underway during 2018. The exit workshops allow for the integration of national stakeholders in its implementation in order to increase ownership and sustainability. An exit workshop has been completed in **Serbia**, with positive results. However, the exit planning occurred fairly late in the project implementation and was fully developed at the request of USDOL. At the time of the evaluation field visits, some countries, such as Sri Lanka, were not aware of the planned exit workshop schedule. Ideally, the exit plan should have been shared earlier in the project duration to enable NPCs and country stakeholders to be fully involved in the process.

3.4.2 Prospects for Sustainability

To a degree, CLEAR's designed outcomes incorporate sustainability if they are successfully achieved; for example, where the outcome is adoption of a law by Parliament or the activation of bodies for implementation of national child labor plans through child labor councils and committees at national and sub-national levels. However, sustaining the implementation of plans and policies and institutional arrangements for the response to child labor requires ongoing commitment of funds, human resources and continued engagement of the relevant officials at national and sub-national levels.

In countries such as **Afghanistan** and **Lebanon**, external funding is required for countries to implement their national action plans on child labor. In both countries there are major challenges with refugees (both internal/external). The prospects of securing further funding appear to be optimistic, where Afghanistan has begun identifying donor support and Lebanon held a donors workshop to obtain donor commitments for particular elements of the child labor program. In countries with a strong ILO presence, such as **Bangladesh** and **Sri Lanka**, the ILO country office will ensure that the child labor agenda is taken forward. For example, in Sri Lanka, the Country Director also noted that external funding is required to take the action on child labor to a higher level and to reach the country's stated goals to eliminate child labor. Proposals are underway from the country office to acquire further funding for child labor efforts. In Bangladesh, the Country Office has secured additional ILO funding to complete some of the planned CLEAR activities.

The relatively short duration of the project, especially for the countries that enrolled later in the project, is a limiting factor to ensure sustainability in terms of seeing laws and policies adopted. As the **Bangladesh** NPC noted, the project duration, as well as the delayed start, has seen the momentum increase but time did not allow legal reform to come to fruition within the project span.

A number of country NPCs and observers noted that policy change is a long term process, taking well beyond two years.

Further comments on sustainability prospects in particular countries are provided below, noting the results that are considered more and less sustainable per country. Due to limitations of report length, only key sustainability prospects are noted per country. The country recommendations in **Annex A** include specific steps that the evaluation recommends be undertaken per country to increase the sustainability of results.

Afghanistan: The National Action Plan and National Strategy on child labor under IO 3 are likely to bring a sustained improvement to the government commitment to address the issue in a country where the extent of child labor is still a major problem. As noted earlier, Afghanistan made a strong commitment to address child labor at the Argentina Conference in 2017.

Bangladesh: The commitment of the Government of Bangladesh to carrying forward the child labor program is demonstrated in the allocation of national budget equivalent to US$35 million for child labor programming. With regard to legal reforms on domestic work (IO 1), the NHRC is committed to continuing the advocacy for the legal recommendations to be passed. Under IO 2, child labor protocols have been institutionalized in both the labor inspectorate operating procedures and the Ministry's plans to substantially increase the inspectorate numbers, which promises to sustainably improve enforcement. Under IO 3, strengthening divisional child labor structures received high-level attention, increasing the prospects for their sustained operation. With regard to sustaining the CLMS pilot under IO 3, SO 3.1, the ILO plans to document this model as part of the outcomes-based research. In doing so the team could investigate, together with ESDO, the specific steps that the local authorities at Union, Upazilla and district level plan to take to sustain the model and the resources that will be required. Notably in the locality visited, the council has already allocated funds to sustain the community surveillance groups.

Côte d'Ivoire: The SOSTECI child labor monitoring and response model appears to have a good prospect for sustainability in the pilot district (IO 3, SO 3.1). Public-private partnership funding was assured for the model as planned for Côte d'Ivoire. As reported in the April 2018 TPR, a public budget allocation of US$ 299,000 has been provided through the Public Investment Program 2017 and extends the SOSTECI into 19 new localities. The outstanding challenge is to identify sufficient funds to substantially replicate the model in all the districts.

Lebanon: Under IO 3, SO 3.1, the CLMS model promises to be sustained in the two areas in which it has been piloted. The challenge is to scale up this approach throughout the country, once additional funding has been assured. The ILO has been working on child labor issues in Lebanon for many years and according to the ILO Program Officer and the Regional Consultant they expect to continue to support the government's efforts, particularly as CLEAR supported a donor meeting to raise further funds for the government's child labor efforts.

Paraguay: The legal framework promises to be improved, provided the draft Presidential decrees on light work and revised hazardous work are adopted (IO 1). See the Section on IO 4 which discusses the Tekoporã-Abrazo programs for integration of child labor in social programs. Although

the joint protocol is sustainable, stakeholders indicated that there is insufficient funding to replicate the pilot activity that was implemented with children in summer camps. Unfortunately, however, funding to scale up the pilot initiative was not made available to date. Under IO 3, there is a continued need to strengthen the labor inspection functioning, which is not yet sustainable because of the institutional functioning challenges.

Philippines: CLEAR helped to bring the sustainable enforcement and remediation system on child labor into operation in the form of the Case Flow Management Protocol. At the broader policy level, the government's high profile campaign to eliminate child labor and to monitor child labor, along with the fact that the former National Child Labor Committee has been elevated to the status of a legally recognized Council through Executive Order of the Office of the President, means that the child labor effort is high on the country's agenda.

Serbia: Legal amendments have successfully been adopted, including the Regulation on Hazardous Labor for Children and the General Protocol on the Protection of Children from Abuse and Neglect, which are expected to sustainably improve the country's legal framework for addressing child labor (IO 1). Training of trainers for inspectors and other specialists provides some scope for sustainability, though the limited number and aging of the inspectors causes some concerns (IO 2). The National Council for Child Rights also adopted the integration of the child labor elimination Roadmap in the national child protection program (IO 3).

Sri Lanka: The achievement of the planned legal reforms under IO 1 is still uncertain, dependent on wide ranging consultation on the recommendations which is yet to occur. The Child Labor Free District Model under IO 3 is well established and if training can be rolled out during the remainder of this year, the prospects of sustaining the approach throughout the country is high.

Suriname: While CLEAR has supported the provision of data on the situation of child labor in the country, this does not fully cover the entire country. The sustainability of the achievements is not certain given that the NAP is not yet complete.

Uganda: As indicated in a previous section, the project received strong support from the government Parliamentarians, including the Speaker of Parliament, the Parliamentary Forum on Children Affairs, and the Parliamentary Committee on Gender, Labor and Social Development. This has helped ensure that the Parliament passes relevant bills, including the amendment to the Children's Act and the addition of domestic work to the hazardous child labor list. As indicated in the earlier section on results for IO 1, it is necessary to strengthen and harmonize such efforts further to achieve the maximum potential sustainability.

3.5   Management Effectiveness and Efficiency

3.5.1 CLEAR Management Structure

The management structure of CLEAR, with key personnel housed in Geneva and country staff based in ILO country offices, had advantages and presented challenges to the achievement of project

results. Likewise, there were both strengths and weaknesses of the CLEAR implementation model in terms of efficient use of resources and achievement of results.

Staff undertook major efforts at all levels to make the project a success despite the complex project environment. In most countries, many stakeholders, including those from government, employers' and workers' organizations, indicated that they very much appreciated the support of the CLEAR staff. The work of NPCs was especially appreciated as they worked more directly with the stakeholders.

The CLEAR project is based in ILO headquarters. CLEAR had a Chief Technical Adviser (CTA), a Technical Adviser (primarily responsible for IO 3 and IO 4), an Inspectorate Specialist (for IO 1 and IO 2), and an M&E Officer at headquarters. For most of the project implementation period (i.e. until the end of 2017), one CTA managed the project. An interim CTA supported the project for the first three months of 2018 until one of the CLEAR project Technical Advisers was appointed. This means the project is currently managed through three persons at headquarters, as compared to four previously. The current CTA will hold the position until the end of the project in January 2019.

Several country stakeholders indicated a notable upswing in responsiveness of the CTA at CLEAR headquarters, starting at the time when the interim CTA took over the project and continuing with the new CTA. A part time Administration and Finance Officer was appointed approximately midway during the implementation period, which has helped improve efficiency.

While the staff at all levels worked hard, interviewees almost unanimously shared their concerns about the hurdles that needed to be overcome as a result of the global management structure. An example of a common comment from the countries (as well as at least one regional and some headquarters observers) was that CLEAR "seemed to be eleven separate projects instead of one global project." This meant that managing the project was also like managing eleven separate projects, even if there were some commonalities.

There were also advantages to having a project that is globally managed. This included the high level of focus provided by headquarters staff on the CLEAR activities in countries that are literally scattered across the world. As has been indicated, the countries are very different from each other in many ways. Some are large and have much child labor experience, like Bangladesh, while others have a very small population with no child labor experience, like Suriname. Serbia and Armenia are classified as economies in transition to the category of developed countries.[40] All of the other countries are still classified as developing countries and continue to struggle with reducing poverty among a significant number of their citizens. In addition, each country had its own set of activities, even if they tended to fit into one or more of the four categories of intermediate objectives. In this complex situation, the headquarters staff persons were still able to manage the activities.

---

[40] United Nations (2018), World Economic Situation Prospects. New York: United Nations

There was an NPC in nine of the eleven CLEAR countries and a CLEAR project Focal Point in two of the countries. In the case of Suriname, the government had appointed a person as Focal Point instead of having an ILO NPC. The Lebanon Focal Point was a Country Office Program Officer, not dedicated exclusively to CLEAR, who was assisted by a child labor consultant with regional responsibilities. Except in the case of Philippines and Serbia, there was a lack of administrative support staff, which resulted in high workloads for NPCs.

The Evaluation Team cannot cite all of the NPCs/Focal Points individually in the report due to space constraints. Several NPCs received high praise from stakeholders regarding their advocacy and networking efforts. It is noteworthy to cite at least one example, however, for future reference as it illustrates a methodology that was particularly successful. In Serbia, every stakeholder interviewed highlighted their appreciation of the efforts of the NPC, the Project Assistant and the ILO Country Coordinator. They specifically noted how well all of the meetings were organized. In particular, the sharing of clear talking points and background information before meetings, well-defined agenda and good meeting management, and post meeting sharing of agreements were considered efficient. Discussions were often followed up with phone calls to clarify complex issues and discuss ways forward with individual steering committee members. Several steering committee members even noted independently of each other that they had never participated in such effective and efficient committees before. They stated that this helped to motivate members further, even beyond their commitment to the subject matter of child labor.

CLEAR's efficiency was generally affected by the need to continually adapt and address issues in all these different country settings. This was particularly true for countries with less child labor experience, as they needed more support. In one case, local staff indicated that they needed to do a self-education crash course on child labor issues regarding the best means to reduce child labor. While support had been provided from headquarters, the intensity of the process and speed with which activities needed to be launched and implemented were challenging. As a result, country staff indicated that there was often insufficient time to wait for headquarters to provide continuous support on all issues while urgent decisions on activities needed to be made.

In countries where the NPC was familiar with ILO processes and procedures in general and with child labor programming in particular, there was less need for intensive support. This was the case for Bangladesh, Côte d'Ivoire, Paraguay, Philippines, and Uganda. Nevertheless, there was still a need for technical support in such countries as well. Training needed to be provided and legal and policy frameworks, guidelines, and research methodologies needed to be reviewed for quality.

Given that the ILO Serbia, Armenia and Afghanistan had no or limited experience with child labor prior to CLEAR, there was a steep learning curve for the local offices. In the case of Serbia during the initial phase and continuing on until after the project closed, the ILO Country Coordinator was deeply involved in supporting CLEAR. The Country Coordinator supported the development of the activities and assisted with streamlining the complex bureaucratic processes needed for administration and financial management. Since the closing of the project in Serbia, he has continued to provide support for the sustainability of the activities. In Suriname the Sub-regional Specialist likewise provided technical support, though this was more challenging as he was working from a greater physical distance. As one expert pointed out, a personal ILO presence in the country

57

to push and advocate on the issues is actually needed to ensure that the work moves forward and with the expected quality.

In fact, in Suriname, the presence of a Focal Point who was not an official staff member did not facilitate the management of activities. There is no ILO country office in Suriname, so support is provided through the sub-regional office. The Focal Point had other duties in addition to those related to the project and needed more immediate in-country ILO support than could be provided. Recently a new Focal Point who is more familiar with the processes has been appointed in order to assist with the remaining pending project activities.

Especially in countries with limited child labor experience, there was a strong interest in receiving more technical support on specific issues on child labor regarding *how* to identify children in hazardous child labor and *how* to withdraw them. Simultaneously, there was a need for specific technical inputs on issues ranging from labor inspection, to OSH in agriculture, to social and child protection. While the headquarters CLEAR team had much expertise, they did not necessarily have all of the needed technical skills across the wide range of subject areas.

Stakeholders interviewed at different levels indicated that during much of the project period, CLEAR did not reach out as much as they could have to other ILO experts or to specialists with other agencies. This was in part because the former management hesitated to include others. Stakeholders in the countries noted, for example, that the project could have drawn more extensively on expertise in the areas of social protection and vocational and skills training than was actually done. The situation has improved recently, though this only benefits countries that are still implementing substantial activities and that still need such support.

3.5.2 Administration and Financial Management

Covering eleven countries within the given budget led to thin staffing and implementation budgets per country. Most country stakeholders and some headquarters stakeholders reported that having fewer countries with larger budget of at least US$1 million each would have led to exponentially greater effectiveness and impact.

Although the speed of administrative and finance procedures have improved since midterm, according to field staff they continued to hinder the efficiency of the project's implementation. The part-time Administration and Finance Officer was very helpful in explaining processes and increasing the speed of disbursements. The fact remained, however, that processing continued to be seen as complex, highly detailed and long, simply because of the bureaucratic methods. As one interviewee noted, "one needs a PhD in administration and finance to be able to follow and easily implement all of the requirements to access the needed funding."

In several countries there were complaints that all of the required administration and finance processing took their time from "the more important technical project component." Procurement processes and requirements even for small items frustrated staff, who are primarily technical specialists and not used to administration and finance processes.

To address this situation, in Serbia a good part-time Administrative Assistant was appointed. The workload was very high and intensive, especially during the initial period. Her contract was later changed to full-time when she was assigned to work as a replacement for the NPC during her maternity leave. With the support of the ILO Country Coordinator, ILO stakeholders noted that she contributed very well in that role. The Philippines NPC was also fortunate to have the assistance of a CLEAR Administrative Officer. In Sri Lanka the lack of administrative support within the project had an impact on the country office administration, which had to provide additional support due to the workload. During the final months of the project, an additional Administrative Assistant will be recruited on a consultancy contract basis.

Recently the ILO has started instituting a decentralized digital financial management system through the ILO's Integrated Resource Information System (IRIS). This digital method allows for the swift disbursement of funds as soon as the technical quality and/or procurement requirements have been met. The CLEAR management team indicated that this is already being applied in Lebanon and is showing its benefits. The method is expected to be rolled out gradually to other ILO countries. This means that in the future, some of the processing can be sped up regardless of whether the project is managed globally or not. The extent to which this would solve all of the bureaucratic challenges remains to be studied.

Much discussion on the CMEP has already been included in Section 3.1. An experienced M&E Expert had been assigned to the project. Within his available time for all eleven countries, he provided support for the staff to understand and fill in the reporting forms to track activities and prepare the TPRs. He also changed some of the reporting to increase a focus on narrative information sharing, which several stakeholders indicated was useful despite the increase in time needed to prepare it. The inclusion of more narrative enabled the project to better describe the "how" of progress and improved learning from the country experiences. This also helped to improve understanding of the activities across and between the countries.

One challenging aspect was the lack of extent to which the CMEP was used to learn from and change the project to better address the realities that were encountered during implementation. As several interviewees stated, "It is just a measuring tool." Only one stakeholder indicated that they used the CMEP to help plan and adjust future activities. As indicated in Section 3.1, the purpose of CMEP is to function as both an M&E measuring tool and also as a planning tool for a systems approach to management. This means that the CMEP can be flexible to adjust with realities if this is necessary to ensure that a project can better achieve its overall objective. In fact, several interviews at headquarters and in the countries indicated that throughout the first years of the project there continued to be a strong concern that not a single change could be allowed in the CMEP. While USDOL has shown that it is open to CMEP adjustments[41] if credible arguments are made, and that there is a process available to quickly make changes, they were not approached to bring about

---

[41] One of the evaluators has seen that it was possible for changes to be allowed in a recent evaluation of another USDOL funded project.

changes. It appears from a range of interviewees that headquarters project management was reluctant to initiate changes to the CMEP, but the evaluators were not able to interview the former CTA in order to explore this perception further. A new management style is currently being implemented in the CLEAR project, but since there are just six months left in the project period it is not relevant to try to bring about changes at this stage.

3.6 Cross-Country Learning from Results

In most countries, stakeholders interviewed by the Evaluation Team (online or in their countries) stated that they would like to have more exchange of good practices and lessons learned during project implementation, even during the remainder of the project period. This is the case despite the fact that the countries, as well as the work they do on child labor, are often very different from each other. The exit workshops that are planned for some of the CLEAR countries are one means of collecting good practices and lessons learned for sharing with other countries.

Many interviewees from government, academe and ILO constituents stressed the important role of the ILO and its technical expertise regarding strengthening the enabling environment. Strong ILO country presence in locations such as Armenia, Paraguay, and Suriname were repeatedly requested. In particular, the added value of ILO's expertise in the development of legal, regulatory and policy frameworks was appreciated. Likewise, training for labor inspectors and other enforcement or service providers supporting families involved in hazardous child labor was valued. More such support was requested. It should be noted that the main aspect that was esteemed is the *content* of the documents and training, which was said to be of high quality. Much of the high level of quality was attributed to the added value of ILO's experience in the subject matters. Unfortunately, however, the amount of cross-country learning to benefit from this expertise could be stronger.

The headquarters team indicated that they integrated much of what they had learned, especially during the countries included in the first group, into the technical advice and other support they provided to other countries. This has particularly increased in the last year of the project.

In terms of interaction between the countries themselves, however, exchange was very limited. Except where country staff had met during CMEP planning or happened to participate in meetings or trainings elsewhere, they did not interact with each other. Several country ILO staff and NPCs/Focal Points noted that they really only learned directly about the other CLEAR country experiences from reading each other's country narrative sections in the TPRs.

Given the high quality of some of the country staff, it could have been useful to stimulate more online discussion. Though it is notoriously difficult to stimulate such discussions through written online platforms, other means to encourage discussion also exist. Small group interactions inviting countries working on the same IO could still be organized using Webinar or other meeting formats.

Examples of digital technologies that could be considered include Share Point[42] and Slack[43]. Though internet connections may sometimes be difficult and practice may be needed to improve the methodology, it should be possible.

Regional online meetings can also be organized on an occasional basis so that country stakeholders can even ask each other technical questions about how they are handling specific issues. Given the request from countries to learn more about regional experiences—in addition to global experiences—this could be important. This would be particularly useful in the case of countries with less experience with child labor, which could then learn from others with more experience. Even countries with more experience, however, also indicated that they wish to learn more about good practices and lessons learned from other countries. An online moderator would, of course, be necessary to ensure the smooth flow of interactions.

While discussions can include just the countries that participate in a particular multi-country project, some could also be extended to invite other countries interested in participating in child labor discussions. In such instances, it is necessary to avoid a purely panel discussion followed by question and answer format, as observation of such discussions indicate that it is often limited to a kind of two-way interaction instead of a multi-user discussion.

The existing platform of Alliance 8.7 does not include a general heading on child labor, but until now includes CSEC, value chains and other general areas that may have a child-oriented component. Nevertheless, advocacy with this platform to include a specific heading on child labor in order to encourage exchange on child labor as an overall heading could be beneficial. This would allow exchanges of best practice and other discussions to take place in a well-organized structure with existing social media specialists.

The ILO collection of good practices and lessons learned is organized and grouped under headings in order to allow for easier searching on experiences that can be shared on the platform (https://www.ilo.org/ievaldiscovery/). Details on how and where to contact specialists who can provide further information on a specific good practice or lesson learned could still be helpful in this regard. It should further be noted that not all good practices and lessons learned need to describe large scale projects. Rather, simple sharing of experiences on topics such as how to stimulate and organize active participation in steering groups on child labor can also be useful.

---

[42] https://en.wikipedia.org/wiki/SharePoint

[43] Slack.com

IV. CONCLUSIONS

4.1   Project Design

All of CLEAR's intermediate objectives were important and a valid means to build country capacity at national and local levels. The evaluation identified some areas where the design could have been strengthened. A greater emphasis on cross-country exchange and global learning would have benefited individual countries as well as child labor endeavors globally. Additionally, a common view was that, across the components, the design did not provide sufficient priority to advocacy strategies. This could have been strengthened through including, as specific results in the project design, advocacy plans for legal reform and institutional changes.

The diversity of the countries and the variety of themes made cross-sharing challenging, and the number of countries participating meant that resources were thinly spread across the countries. As a result, the global multi-country design was not the optimal arrangement for achieving impacts on the enabling environment for child labor in this set of countries. More focused multi-country designs, with a regional geographic scope or specific thematic scope, would be preferable to enable cross-country learning and deeper impact. Regionally, projects might focus on West African, South Asian, or South East Asian countries, for example. Thematically, projects could focus on one or two major themes such as legal and regulatory reform, or strengthening the labor inspectorate together with the development of local child labor monitoring initiatives. Another example could be mainstreaming child labor into social programs together with awareness-raising across social program actors. Nevertheless, CLEAR did ultimately achieve a number of good results in many countries across different subject areas.

The broad selection criteria and limited pre-award country needs assessments resulted in a set of countries across the globe with divergent needs and maturity on child labor programming. While some countries benefited well from the opportunity for targeted interventions to fill gaps in their enabling environments, others ideally required more comprehensive approaches.

The project duration and introduction of countries at different stages in the implementation was advantageous for those countries introduced from the beginning, but the duration was short for those enrolled from mid-2015 onwards to fully achieve their objectives.

The monitoring and evaluation of the project carried out through the CMEP has served the needs of accountability and donor reporting. The usefulness of the system as means of monitoring and as a management tool to adjust the project course was less successful. At the country-level the system was generally found to be useful to track performance; however the complexity of the system and the number of indicators made for an unwieldy system, with limited flexibility in practice. A number of the country M&E frameworks could have been better aligned with the global performance framework.

4.2   Relevance

The project's intermediate and sub-objectives were mostly relevant overall to the needs of the national stakeholders and continue to be relevant, with some exceptions. They are well-linked to child labor national plans where these are already available as well as other national priorities and strategies. This includes social development frameworks at national level. Depending on the context, CLEAR supported poverty reduction strategies, decent work country programs, child protection strategies, and/or UNDAF programming. CLEAR as a whole is also relevant to global priorities such as those included in the SDGs.

4.3   Project Effectiveness in Achieving Objectives

The project has achieved most of its output targets in the majority of the countries. Achieving outcomes has been much more challenging because many are related to the official adoption of legal and regulatory frameworks, as well as enforcement guidelines and other processes. Although the NPCs/Country Focal Points generally worked hard together with other stakeholders to advocate for official adoption, much depended on the bureaucracy of the respective countries, which is a factor over which the project had little control.

With regard to **legal reform**, the project supported significant progress towards improved legal hazardous work definitions, legal provisions on domestic work, and light work, though mostly stopping short of law adoption.

In terms of **law enforcement**, the capacity of labor inspectorates to identify and respond to child labor has been substantially increased in those countries addressing this component. Complementary local CLMS models have been successfully piloted in Bangladesh, Côte d'Ivoire and Lebanon, and with some refinements will be ready for scaling up.

With CLEAR support, the formulation and **implementation of National Action Plans** on child labor has been improved across most countries, including updating existing plans in Sri Lanka and the Philippines, for example. Substantial progress has also been made to strengthen sub-national coordination structures on child labor in Bangladesh and Sri Lanka.

Innovative cross-sectoral integration of child labor has been extended within poverty alleviation programs in the Philippines and Paraguay, while much remains to be done toward integration in other countries.

4.4   Sustainability

Government commitment to eliminating child labor is the most significant factor to achieving sustainability of the results. In some countries, such commitment was already high, while across the project CLEAR galvanized increased engagement of tripartite stakeholders to address child labor. This was due in large part to the advocacy efforts of the NPCs and their selection of strategic

partners. For example, legal reform improvements have been introduced or are close to adoption in several countries. There is good government buy-in visible in several countries. As a key indication of sustainability, several governments have, for example, set ambitious targets for the elimination of child labor (Sri Lanka, Bangladesh, Philippines) and have allocated increased national budgets for child labor programming (Bangladesh, Philippines).

However, the relatively short duration of the project and budget limitations within countries mean that fully sustained outcomes will depend on countries' ability to acquire further resources to achieve their plans of action and goals. Such resources are already being allocated through the government in some countries and with support of donors and the private sector in others.

The project duration was not sufficient to see sustainability achieved for those outcomes that require long-term advocacy to ensure full official adoption of the legal, regulatory, policy, planning and other project results. The countries that began in the second half of the project and some of those that started in the project's first period ultimately needed more time. Even those that have formally closed their activities are still being supported through ILO staff and other stakeholders.

4.5   Management Effectiveness and Efficiency

The management structure of CLEAR, with key personnel housed in Geneva and country staff based in ILO Country Offices, had advantages and also presented challenges to the achievement of project results. Likewise, there were both strengths and weaknesses of the CLEAR implementation model in terms of efficient use of resources and achievement of results.

Covering eleven countries within the given budget led to thin staffing and limited implementation budgets per country. Most country stakeholders and some headquarters stakeholders reported that having fewer countries with larger budget of at least US$1 million each would have led to exponentially greater effectiveness and impact. The evaluation observed that HQ staff and the NPCs/Focal Points worked extraordinarily hard to deliver the results, especially as CLEAR was effectively a 'one-person show' in most countries.

The sharing of thematic technical responsibilities among the HQ team was effective in providing support to the countries, and the Labor Inspection Specialist and Program Officer added value to the ILO's technical support. However, the project could have drawn more extensively on the ILO's technical infrastructure on child labor globally and regionally.

V. GOOD PRACTICES AND LESSONS LEARNED

5.1   Key Good Practices

CLEAR has employed multiple good practices in terms of implementation strategies that have been described in the report. The evaluation identified three key good practices that the Evaluation Team considers represent significant innovative models worthy of sharing globally. These are described below and presented in more detail in Annex K.

Public-Private Funding Partnerships for CLMS in Côte d'Ivoire

In Côte d'Ivoire, the SOSTECI CLMS was refined and piloted with proven success. The public-private sector collaboration has been effective in two key ways. First, it has strengthened the collaboration of the cocoa enterprises within the multi-sectoral child labor monitoring system. Secondly, as an effective practical solution, it has supported sustainable funding of the child labor monitoring system. The project supported dialogue between the government and the cocoa private sector (including the International Cocoa Initiative, World Cocoa Foundation and Cocoa Action), resulting in a coordination framework for funding the SOSTECI model throughout the country. Under the framework, the private sector and the government will commit funds for the local monitoring system. The government of Côte d'Ivoire is increasing its funding of the CLMS, allocating US$299,000 through the Public Investment Program 2017, extending the SOSTECI to 19 new localities. The funding mechanism represents an innovation in the Côte d'Ivoire context, which could be applicable to public-private sector cost-sharing elsewhere.

Integration of Child Labor in Abrazo and Tekoporã Social Programs in Paraguay

In Paraguay, an innovative effort to combine two social protection programs with links to child labor was developed in a rural district. Abrazo is a national program through which households are provided with conditional transfers to reduce child labor. The program is implemented through urban-based centers that identify, monitor and provide support to reduce child labor. Tekoporã is a cash transfer program that also works in rural areas to assist vulnerable households and children. It has a wide coverage of 168 districts in the country, reaching over 110,000 families. The two programs developed a set of common operating procedures, a more structured collaboration between Abrazo and Tekoporã, and a joint pilot program. The pilot included strengthening the capacities of local committees and member mothers of both programs in Caaguazú district. The integration of common procedures for access to support, particularly for Tekoporã which was less directly aimed at child labor, is a significant step towards addressing the economic roots of child labor. The approach was well received by implementing institutions, community facilitators and other stakeholders and is ready for replication, provided that funding can be identified.

Methodology for Local Coordination of Child Labor Free Zones, Sri Lanka

Based on the experience of the Ratnapura child labor free district model, CLEAR Sri Lanka extended training to districts throughout the country regarding implementing the approach. The project developed a 12-step guideline for integrating child labor in plans of the multi-sectoral District Child

Development Committees, under the oversight of the District Secretary. Promising features of the model are the mainstreaming approach within child development planning, linking with the labor inspectorate at district level, and the inclusion of awareness programs at district level and divisional level within districts, reaching down to the community.

5.2   Key Lessons Learned

Project Design and Management

- Multi-country project designs, whether global or regional, require sufficient country-level staffing to enable successful and timely implementation of the project, including at least part-time monitoring and evaluation support and dedicated administrative support to the national project coordinator. Financial delegation of the administration of project funds to country office is necessary to increase the speed of implementation.

- A general lesson from CLEAR is that in multi-country child labor projects the combination of a wide thematic scope and selection of highly diverse countries can limit the achievement of depth of impact.

- Comprehensive Monitoring and Evaluation Plans for multi-country projects are best if kept simple, user-friendly and focused on the practicality of implementation in the countries. Fewer indicators, with common project outcomes and outputs at the global level, and relevant activities contributing to these outcomes and outputs at country level, may help make CMEPs more useful in the future, especially if the scope of projects is reduced.

Effective Advocacy Strategies

- In a number countries, the experience of the project demonstrated that the judicious and strategic selection of high profile bodies and individuals is highly effective to engage the interest and support of national stakeholders and local actors. In Bangladesh, the role of the National Human Rights Commission was critical in engaging with senior MOLE officials. In Sri Lanka the former General Commissioner of Labor, who was engaged as a consultant to support the coordination of the district-level Child Labor Free Zone model, was critical to gaining local officials' interest and cooperation. In Serbia the steering committee was well constituted and very active. Likewise, in Uganda the National Steering Committee on Child Labor engaged in organized advocacy.

VI. RECOMMENDATIONS

The following recommendations refer to future projects, with the exception of the first recommendation. Key suggested entities to lead implementation are cited after each recommendation. This is followed by the suggested priority level (high, medium, low); timing (short-term, medium-term, long-term); and level of resource implications (low, medium, high).

1. **Ensure that lessons learned and good practices of the CLEAR project**, including those gathered through the outcome-based research case studies, **are shared** among the participating countries, ILO programs on child labor, and through partnerships with the Alliance 8.7 and others. *(ILO HQ CLEAR; high; short term; low resources)*

2. **Use common criteria to select countries with greater similarity** in terms of child labor programming experience, regional location and demographics. Increase a regional focus so that support can be well oriented to local conditions. Limit the number of countries per regional project to five or less to ensure higher concentrated focus of staff. If focus is on countries with mature programs, consider including (no more than) one country in each region with less child labor programming experience, where stakeholders can learn from more experienced countries. Include a funding mechanism so that specialists in ILO regional offices and headquarters can be sourced for technical expertise in line with the needs and developing situations over a project's life. *(ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)*

3. **Reduce the thematic scope of similar large multi-country projects** to only one or two main areas, such as legal reform combined with institutional and capacity strengthening of enforcement personnel. Ensure that the Comprehensive Monitoring and Evaluation Plan has fewer common project outcomes and indicators, with adapted activities in line with country needs contributing to achieving the common goal. For example, mainstreaming child labor with social protection programming can be an entire project in countries with mature child labor programming experience and which also have a sufficiently developed social protection system. *(ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)*

4. **Include an inception period in future similar projects.** It is important to conduct a pre-situational analysis in potential participating countries prior to selecting them, in accordance with well-defined criteria. Nevertheless, a six-month period to adjust the objectives and related country actions, together with in-country stakeholders, is recommended. This should include the development of an advocacy plan.[44] Increase understanding of the local capacities and resources and the interconnection between the

---

[44] For example as available from https://ctb.ku.edu/en/table-of-contents/advocacy/advocacy-principles/advocacy-plan/main (Website accessed 23 07 2018)

actors during this period. Place strong focus on ensuring national stakeholder ownership during inception. Investing in an inception period allows for potential acceleration in terms of implementation due to greater ownership. *(ILO, donors, implementing agencies; medium priority; medium-long term; medium resource implications)*

5. **Ensure at least three years per country for implementation of similar projects** which may include an intensively focused first two years with a last year to consolidate efforts. *(ILO, donors, implementing agencies; high priority; medium-long term; low resource implications)*

6. **In future projects, intensify links and exchanges among countries and their stakeholders to share good practices and lessons learned within a given project**. While cross-country learning was neither the focus nor goal of this project, it would be a benefit to all countries in any future project. Consider including cross-country learning as an intermediate project objective to ensure budget attention and corresponding results indicators. Stimulate more online discussion using existing platforms, including holding regional and thematic online meetings to exchange ideas, good practices and lessons learned. Encourage partnerships between regional countries to mentor and support each other.

   Include regional field trips for key stakeholders to countries with more advanced child labor programming. Increase the organization and searchability of the ILO good practices and lessons learned collection and provide brief online training to key stakeholders on how to access and benefit from the collection. *(ILO, governments, country stakeholders including employers' and workers' organizations, other civil society, academe, technical specialists, implementing agencies; high priority; high resource implications over the short term with medium implications over the longer term)*

7. **Decentralize the management of similar projects and ensure greater country presence.** This could include regional and country administration, as well as financial and partial technical decentralization as applicable to the circumstances of individual countries. Strengthen the planning, prioritization and related allocation of resources. This would require increased analysis of resource and other needs across activities and within countries. Review and ensure the streamlining of the financial disbursement for activities as IRIS digital financial management becomes fully operational in each country in order to ensure that bureaucratic hurdles decrease. For projects of similar size at country level, increase in-country staffing to at least one NPC and one full-time administrative assistant, and a part-time evaluation officer. Increase the inclusion of regional technical specialists where available to address the different technical support needs. Especially in cases where there are fewer relevant regional specialists, ILO headquarters can increase the preparation and provision of detailed guidelines for regional and country staff on the development and advocacy of child labor legal/regulatory/policy and planning frameworks. Include good practices and case studies to inform regional and country staff. *(ILO; high priority; medium-long term; medium resource implications)*

8. **Future projects addressing similar child labor themes could conduct research to identify innovative approaches to addressing child labor and strengthening cross-sectoral policies**. For example, increasing the use of digital technologies for CLMS and using social media to organize child peers to support each other to fight child labor could be positive additions to future projects. It is noted, however, that this was not the focus or goal of the project being evaluated. With regard to cross-sectoral policies, this could include:

- Strengthening the integration of child labor into child and social protection systems;

- Linkages of child labor to formalizing the informal economy strategies; and

- Innovative approaches to professional training such as of the Global Apprenticeships Network (GAN).

(ILO, implementing agencies, donor agencies; medium priority; medium term; comparatively low resource implications)

See **Annex A** for country-specific recommendations.

ANNEX A: CLEAR Country-Level Recommendations

Key suggested entities to lead implementation follow each recommendation. Due to the limited time available to analyze each of the 11 CLEAR countries, priority level, timing and level of resource implications are difficult to assess and not included.

Afghanistan

1) Ensure continued support for Afghanistan, given the country is new to the issue of child labor. Prepare a proposal for a comprehensive project of support to address child labor in the country, to implement the National Action Plan and strategy, including enabling environment and direct supports in specific child labor sectors. Identify potential donors and conduct needs assessments for relevant project components. Consider including Afghanistan in a regional South Asia child labor project. *(ILO Afghanistan, ILO HQ, Government of Afghanistan, donors)*

2) Consider developing a regional South Asia project on child labor elimination, including Afghanistan. *(ILO Afghanistan, ILO sub-regional office, ILO HQ, donors)*

3) Identify technical and financial support to strengthen the capacity of the labor inspectorate to identify and take action on child labor, including the development of inspection tools and training. *(ILO, Afghanistan MOL)*

Armenia

1) Increase technical support on best practices and lessons learned from regional ILO office to mobilize the government, employers' and workers' organizations to eliminate hazardous child labor. *(ILO)*

2) Provide additional technical support for the development of labor inspection tools, including digital technology, based on international best practices to identify children in hazardous child labor. Provide support to develop the labor inspection system so that it can fully function. *(Government of Armenia, ILO, other technically competent international agencies)*

3) Strengthen the involvement of local government staff, including police and social welfare officers, in the monitoring of hazardous child labor. Where there are formal employers who hire children informally (i.e. without labor contract) or there are informal employers the police and social welfare officers need to be increasingly trained, able to identify, and provide support for the elimination of identified children in hazardous child labor. *(Government of Armenia, civil society organizations)*

4) Support the development of social dialogue and development of local regulatory frameworks and plans at regional government level. *(Government of Armenia, civil society organizations; ILO, other technically competent international agencies)*

Bangladesh

1) Continue advocacy efforts to expedite the discussion of the recommended legal amendments to

on domestic work, light work and hazardous child labor sanctions to promote their timely adoption by Parliament. *(National Human Rights Council, ILO, National Child Labor Welfare Council)*

2) Support the two districts and participating Upazilas that piloted the CLMS to make improvements to the model, including mapping of available education and other support services, and referral systems for children in child labor to education or other support, such as family livelihoods. Draw on international ILO expertise on child labor monitoring and remediation systems. During the ILO HQ visit to document the model, involve senior officials of the National Child Labor Welfare Council in documenting and sharing learning about the model and then develop plans for scaling up in other Upazilas and districts beyond Rangpur Division. *(ILO HQ, ILO Bangladesh, MOLE, NCLWC)*

Côte d'Ivoire

1) Increase implementation of an integrated approach among all national and international agencies to eliminate hazardous child labor. Include ensuring that there are linkages of child labor efforts to aspects such as early childhood education, labor saving technologies for household tasks (boreholes, village woodlots, and renewable energy sources), accessible quality education and health services, decent work and incomes for adults. *(Government of Côte d'Ivoire, national civil society organizations; ILO, other international agencies)*

2) Carry out impact assessment of the CLMS tool implemented in the pilot areas approximately six months after project end. Assess if actors understood the tools, if they are using it, if they think it is still relevant, and if they see a change in levels of hazardous child labor as a result of using the tools. *(Government of Côte d'Ivoire with technical support from ILO)*

3) Increase to quarterly the number of meetings of implementing partners, other development partners and the private sector involved in addressing child labor. At each meeting focus should not only be on sharing information but also on providing planning for actions expected in the following three months. At the end of each period implementers report back and adjustments in activities as indicated through field realities are made. Use a systematic approach to ensure that methods continually improve and learning from experience is integrated into planning. *(Implementing stakeholders)*

4) Promote local bylaws and operationalized guidelines that include the roles and responsibilities of implementing actors on CLMS and other activities related to the elimination of hazardous child labor. *(Local government, local civil society organizations)*

Lebanon

1) Secure further funding for comprehensive support to Lebanon to implement its National Plan of Action on Child Labor, to continue the multi-thematic work begun under CLEAR. *(ILO, Government of Lebanon)*

2) As part of the CLEAR HQ outcomes study, document the identified good practices of the urban

child labor monitoring model and together with the implementing partners assess the opportunity to apply the model elsewhere in the country where there are similar needs. *(ILO HQ, ILO Lebanon, participating stakeholders)*

3) Develop a proposal for submission to donors for funding to address the needs of refugee children in child labor in Lebanon as result of conflict, potentially sectoral focus on child labor in agriculture. *(ILO, Ministry of Labor)*

Paraguay

1) Advocate for increased budget allocations to expand efforts within existing social protection programs to address hazardous child labor. *(All stakeholders especially civil society representatives and engaged government officials)*

2) Increase awareness-raising on hazardous child labor, including children, using peer and other locally appropriate methods including to smaller cities and rural areas. *(Government, national and international civil society organizations, other development partners)*

3) Increase dissemination of plans on the elimination of child labor in the country. Ensure teachers are aware, able to identify and report possible cases of students engaged in hazardous child labor. Ensure awareness of entities and/or persons to contact in hazardous child labor cases such as local committees and/or authorities. *(Government, national and international civil society organizations)*

4) Extend institutional strengthening of agencies and programs such as Abrazo and Tekoporã on hazardous child labor throughout localities where they work. Include capacity strengthening of all levels of staff—including field staff—on identification of children in hazardous child labor and methods to raise awareness of families on the subject. Continue to build on these and other existing social protection programs to increase elimination of hazardous child labor. Include universities—students and specialists—to maximize reach. *(Government, national and international civil society organizations, other development partners)*

5) Ensure that implementation programming on eliminating hazardous child labor includes adequate coverage of adolescents in accordance with hazardous child labor lists. It should not only cover children under the age of 14. Special programming to address the specific situation of adolescents in hazardous child labor also needs to be developed. *(Government, advocacy from national and international civil society organizations)*

6) Promote decent work for adult family members and work to formalize the informal economy. *(Government, national and international civil society organizations, other development partners)*

7) Carry out analysis of number of complaints on hazardous child labor cases that are reported to Ministry of Labor Employment and Social Security and number of field visits that labor inspectors carry out. Determine if and how hazardous child labor are reported and/or identified and address any gaps to improve identification. *(Government with technical support from*

specialists as needed)

Philippines

1) Provide continued support to the Philippines government in 2018 towards the amendment of the labor and education laws to resolve the gap between the minimum age for work and the compulsory age for school. *(ILO, DOLE)*

2) Continue to sustain the coordination between DOLE and DepEd on integrating child labor monitoring by teachers in schools. *(PPACL, DOLE, DepEd, ILO Country Office)*

3) Monitor the impact of the integration of child labor in the DSWD Conditional Cash Transfer program on the incidence of child labor, and continue to sustain the integration. *(PPACL, DOLE, DSWD)*

Serbia

1) Implement roadmap plan including establishment of entity to monitor and inform adjustments on legal, policy and planning frameworks to address hazardous child labor. *(Government, national and international civil society organizations, other development partners)*

2) Continue efforts to strengthen harmonize and implement legal and policy frameworks to eliminate hazardous child labor. Increase focus on requiring decent work conditions for children in modelling, acting and sports activities including in the informal economy. *(Government, national and international civil society organizations, other development partners)*

3) Increase inter-sectoral protocols/agreements that are specific to the local situations in administrative districts. The local agreements put the actions on the issue of child labor into practice between all the actors at local level. Ensure that the road map planning for local protocols, roles and responsibilities is well articulated and include national definitions of hazardous child labor and violence against children (VAC). There is a new law on protection from domestic violence with increased awareness of the need to address VAC. Note that VAC can be present in hazardous child labor. Include cross sectoral attention to migration/trafficking issues regarding national children and cross border migration/refugees. *(Government, national civil society organizations)*

4) Advocate for and develop the option of fixed term contracts for children engaged in apprenticeships under the dual education law. Ensure that all other labor laws apply to children engaged in such apprenticeships. *(Government, national civil society organizations)*

5) Increase capacity strengthening for labor inspectors and establishment of a center for the education of labor inspectors. This may be included in an existing educational institution. Institute a program for continuous education and capacity strengthening of existing and new labor inspectors. Likewise scale up capacity strengthening of police officers and social workers on hazardous child labor. Support stronger linkages between labor inspectors and the social welfare workers including with respect to prevention activities. Ensure existing of one

framework with the joint principles and guidelines on how to identify, eliminate and prevent hazardous child labor. *(Government with support from national specialists)*

6) Strengthen awareness of the general public on hazardous child labor including special focus on parents and children who are vulnerable to hazardous child labor. Include information on locations where children in hazardous child labor can be reported and supported with withdrawal from child labor efforts. *(Government, national civil society organizations, media)*

7) Increase dissemination of accurate information on hazardous child labor types, laws, regulations and plans on the elimination of child labor to the media. Focus on identifying and training possible journalist focal points on the subject. *(Government, national civil society organizations, media)*

8) Ensure continued technical support for Serbia on hazardous child labor given that the issue is new to the country, preferably through regional office expertise. *(ILO regional office)*

Sri Lanka

1) Prioritize the interventions for completion during the remainder of the CLEAR project. In particular, prioritize districts with vulnerable communities for child labor in the roll out of the training for implementation of the Child Labor Free Zone model. *(ILO Country Office, CLEAR Sri Lanka, CLEAR HQ)*

2) Seek continued financial and technical support for Sri Lanka address remaining child labor issues in the country to capitalize on the momentum of the Government commitment to eliminate child labor. *(ILO, Government of Sri Lanka)*

Suriname

1) Identify resources and implement child labor survey in remote districts of the country that are susceptible to hazardous child labor. *(Government, development partners)*

2) Continue to provide ILO technical support to Suriname on the development of the National Plan of Action on the Elimination of Child Labor including through the ILO sub-regional office. *(Government, ILO [Sub-]Regional Office)*

Uganda

1) Continue to advocate for the addition of a clause in the Children's Act on Commercial Sexual Exploitation of Children and also specifically on child pornography. *(All stakeholders)*

2) Increase awareness raising and capacity strengthening of district officials on the elimination of hazardous child labor. *(Government, national and international development organizations)*

3) Continue and increase the promotion of corporate social responsibility programming among employers to eliminate existing hazardous child labor and work on prevention. *(Employers' Organizations, Government)*

4) Implement an impact evaluation on the elimination of hazardous child labor together with a contribution analysis in areas of the country where specific programs on child labor have been implemented. Carry out counterfactual analysis if possible to improve identification of best practices. *(Government, technical support from development partners including ILO)*

5) Increase attention and budget allocations to the identification of children in commercial sexual exploitation. Implement best practices already identified in Uganda to eliminate such forms of child labor. *(Government)*

Data source: TPR March 2018 version, updated 14 June 2018

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
		Targets and Actuals as per March 2018												
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 <u>at least 3</u> of the 6 areas covered by USDOL C1 indicator[45].	**Target[46]**			(1)	(1)	(2)	x (4)	(2)	x(3)	(2)	x (3)	(1)	3
		Actual			(1)			(1)	(2)	x(3)	(1)	x (3)		2
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**						x						1
		Actual												0

---

[45] Legal framework, policies/plans/programs to combat CL, including CL concerns in development/education/anti-poverty/social policies and programs, CLMS, CL research institutionalization and CL training for government institutionalized). See at the end of this table, a desegregated table by country on "CLEAR Project objective level indicator" for more detail. You can consult also Annex B of the TPR for the specific outputs and outcomes counted for the USDOL C1 Indicator.

[46] In brackets the number of USDOL capacity areas covered to show achievements even below the overall criteria of 3 areas.

Area		AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
							Targets and Actuals as per March 2018						
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			x		x	x	x	x	x	x		7
	Actual						x		x		x		3
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			1			3
	Actual										1		1
4. Number of regulatory instruments related to child labor adopted (disaggregated by country)	Target		1										1
	Actual								1				1
5. Number of new/amended legal instruments related to child labor, aligned to International Standards, that have	Target			1		1	2	1	1	1	3		10
	Actual							2		1	1		4

Area			Targets and Actuals as per March 2018											
			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	been submitted for adoption by the appropriate body (disaggregated by country)													
SO 1.1/1.2 Draft new/amended legal instruments modified/finalized by relevant government body and ready for submission l	1 Number of draft new/amended legal instruments ready for submission for approval by appropriate body	**Target**			1			2	1	4	2	3		13
		Actual						2				1		3
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)	**Target**						x	x			x		3
		Actual						x	x			x		3
	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	**Target**			x				x					2
		Actual							x					1

Area		AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
discuss the draft new/amended legal or regulatory instruments on CL													
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**			x				x					2
	Actual			x									1
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	**Target**			Gov: 1				Gov: 1			Gov: 3 Work Org: 1 NGO: 1		Gov: 5 Workers' org: 1 NGO: 1
	Actual												0

79

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	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	**Target**			Gov: 1 Work org: 1 NGO: 1				Gov: 2 Emp org: 2 Work org: 2					Gov: 3 Empl. org: 2 Workers' org: 2 NGO: 1
		Actual			Gov: 2 NGO: 3									5
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							2		2
		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**		1			1	2		5	2	2		13
		Actual						2		5	1			8
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	**Target**			1		1	1	1	1		3		8
		Actual							1	1				2

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
		Targets and Actuals as per March 2018												
discussed by key stakeholders and with their inputs integrated	instruments in CL developed by CLEAR were 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	**Target**			1		1	2	1	1		3		9
		Actual			1			2	1	1	1			6
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**		1	1		1	2		1	1	3		10
		Actual			1			2	1	1		1		6
IO 2 Improved enforcement of laws and policies related to child labor, including its worst forms	No indicator	N.A.												N.A.
SO 2.1 Improved capacity of national Labor Inspection systems to effectively integrate child labor concerns into the	1 Number of countries in which the National Labor Inspectorate sets of procedures and	**Target**			x			x	x	x	x	x	x	7
		Actual			x					x		x		3

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
regular labor inspection process	tools include child labor issues, consistent with CLEAR recommendations													
	2. Number of countries in which National Labor Inspectorate has integrated child labor into training procedures for inspectors following CLEAR recommendations	**Target**			x			x	x			x	x	5
		Actual										x		1
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**			1			1	1	1	1	1	1	7
		Actual			1			1	1	1	1	1		6
	2 Number of sets of training materials on the integration of CL concerns in the regular labor inspection process developed	**Target**			1			1	1			1	1	5
		Actual			1			1	1			1	1	5
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**			100			20	30	20	400	50	40	660
		Actual			20				35	116	108	52	28	359

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
			Targets and Actuals as per March 2018											
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**			x			x				x		3
		Actual												0
	2. Number of countries that have integrated child labor into training procedures for enforcement officials others than labor inspectors (following CLEAR recommendations)	**Target**							x					1
		Actual						x						1
	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	**Target**			25			200				80		305
		Actual						635 / 318%				4 / 67%		639 / 209%

83

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	4. Number of countries in which enforcement institutions, other than Labor Inspectorates, integrated child labor into their compliance procedures following CLEAR recommendations	Target								x				1
		Actual								x				1
	5. Number of enforcement institutions, other than Labor Inspectorates, that have integrated child labor into their compliance procedures following CLEAR recommendations	Target								2				2
		Actual								1				1
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			1			3	1	2		1		8
		Actual						3	1	2				6
OTP 2.2.b Enforcement officials, other than labor inspectors, trained on CL issues	1. Number of enforcement officials, other than labor inspectors,	Target			25			200	50	40		75		390
		Actual						399		55		6		460

Area			Targets and Actuals as per March 2018											
			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	trained on CL issues													
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**			x	x	x						x	4
		Actual												0
	2. Number of communities in which local government and NGOs agree to formally continue operating a local level CLMS, implemented with CLEAR support	**Target**			6	3	2						1	12
		Actual												0
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	**Target**			1	1		1					1	4
		Actual												0
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	**Target**			1	1							1	3
		Actual			1									1

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	discussed with key stakeholders													
														
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	**Target**	x		x		x		x	x	x	x	x	8[47]
		Actual							x					1
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	**Target**			x							x		2
		Actual			x									1
	2. Number of CL NAP implementing institutions that expand their active participation in the implementation of the NAP	**Target**							5			5		10
		Actual												0
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	**Target**	1		1									2
		Actual	1		1									2

---

[47] AFG, LEB, SUR and SRB only 1 element, BGD 2 elements, UGA 3 elements and PHI and SRL 4 elements.

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	updating and implementing the NAP													
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		2		1			2	26			32
		Actual	1						1		8			10
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**										1		1
		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**					x			x	x		x	4
		Actual								X	x			1
OTP 3.2 Draft new/revised NAP developed by CLEAR and stakeholders	Number of CLEAR's proposals of new/revised NAPs developed/updated	**Target**	1				1	1			1		1	4
		Actual					1			X	1	1		2
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	**Target**			x				x			x		3
		Actual												0

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
	months period to discuss CL elimination policies and strategies relating to the NAP													
	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											x	1
		Actual												0
	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	Target												0[48]
		Actual												0
OTP 3.2.1.a Work plans to	1. Number of work	**Target**					1						1	2

---

[48] This indicator was included in the overall RF but no country actually targeted (no action in any country planned).

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
Targets and Actuals as per March 2018														
develop/update a NAP elaborated	plans to develop/update a NAP elaborated by CLEAR	**Actual**											1	1
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	1
		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**									1		1	2
		Actual									1			1
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	**Target**			1			1	1	1	1			5
		Actual						1			2			3
	2. Number of countries in which national or local CL programs and policies have	**Target**							1					1
		Actual						1						1

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
			Targets and Actuals as per March 2018											
	improved or expanded implementation of activities aimed at elimination of CL													
	3. Number of social programs and policies that include, as a new target group, children vulnerable to child labor in their services	**Target**			1			1	2	1	3			8
		Actual						1			1			2
	4. Number of national or local CL social programs and policies with improved or expanded implementation of activities aimed at elimination of CL services	**Target**						1	7					8
		Actual						1						1
SO 4.1. Stakeholders advocate for integration of child labor concerns into policies and social	1. No of countries in which government and non-government	**Target**												N.A.

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
		Targets and Actuals as per March 2018												
programs and for improving policies and programs that explicitly target child labor[49]	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	**Actual**												N.A.
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	1					2
		Actual						1						1
OTP 4.1.b Mechanisms for	1. Number of set of	**Target**							2	3				5

---

[49] This indicator was included in the overall RF but no country actually targeted (no action in any country planned).

Area			AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
			Targets and Actuals as per March 2018											
integration of CL tools and methodologies in policies and social programs developed	mechanisms for integration of CL tools and methodologies in policies and social programs developed	**Actual**							2			2		4
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**							30					30
		Actual												0
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**		x	x				x	x				4
		Actual							x	x				2
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	1. Number of recommendations reports on how to make social programs more responsive to the needs of child	**Target**		1	1					1				3
		Actual								1				1

Area		Targets and Actuals as per March 2018											
		AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOTAL
developed by CLEAR	laborers or children vulnerable to CL developed												

CLEAR Project Objective-Level Indicator
Number of countries that have increased their capacity in at least 3 of the 6 areas covered by USDOL C1 indicator
(as of March 2018)

USDOL C+ covered areas		AFG	ARM	BGD	CdI	LEB	PRG	PHI	SRB	SRL	UGA	SUR	TOT
Adaptation of the legal framework to the international standards	Target						x		x		x		3
	Actual								x		x		2
Formulation and adoption of specific policies, plans or programs to combat child labor or forced labor	Target				x		x	x	x			X	5
	Actual							x	x	x			3
The inclusion of child labor or forced labor concerns in relevant development, education, anti-poverty, and other social policies and programs	Target						x			x			2
	Actual						x						1
Establishment of a child labor monitoring system (CLMS)	Target				x	x	x						3
	Actual												0
Institutionalization of child labor and forced labor research (including evaluation and data collection)	Target								x		x		2
	Actual								x		x		2
Institutionalization of training on child labor or forced labor issues within government agencies	Target			x			x	x			x		4
	Actual			x				x			x		3
Total number of capacity areas increased by country	Target	0	0	1	1	2	4	2	3	2	3	1	
	Actual	0	0	1	0	0	1	2	3	1	3	0	

Source: CLEAR TPR May 2018, Annex B

ANNEX B-2: Narrative Overview of Key Results by Intermediate Objective and Country

IO1 – Strengthening Legal and Regulatory Frameworks

Armenia

A Project Coordinating Working Group to oversee project activities formed.

Bangladesh

- Recommendation report on the legal review of laws and policies to synchronize national legislation on child labor, including its worst forms, with particular attention to children in domestic work and in the informal economy.

- Improved the existing labor inspection system on Child Labor, including its worst forms:
    - Revised checklist and Standard Operating Procedures developed.
    - DIFE Circular for inspectors to follow the checklist and the SOP issued
    - Training the Trainers for Labor Inspectors on Child Labor

Paraguay

- Presidential Decree on Light Work developed in draft form and submitted to the Presidency for approval.

- Presidential Decree revising HCL list developed in draft form and submitted to the Ministry's technical departments

Philippines

- A Gap Analysis developed towards the amendment of the Child Labor Law

- Department of Education has finalized the Guidelines on Handling of Child Labor Cases

Serbia

- Regulation on hazardous child labor adopted

- Proposed amendments to the Labor Law

- Analysis of the Law on Public Order and Peace, the General Protocol on the Protection of Children from Abuse and Neglect report entitled the "Protection of Children Against Child Labor - with a focus on normative regulations" as a basis for drafting legal instruments

Sri Lanka

- Review of HCL list is underway

- The review of the legal instruments on child labor in domestic work is completed and a report compiling sets of legal recommendations was developed and submitted to the MoL

Uganda

- The Children's' Act 2000 amended to include provisions to prohibit the use of children in pornography

- The Amendment Bill passed on 2nd March 2016 and assented to by H.E the President of the Republic of Uganda on 16th May 2016. This became the Children (Amendment) Act, 2016 and is in place.

IO2 - Improved Enforcement of CL laws and Policies

Bangladesh

CLMS pilot project being implemented in five Upazilas (administrative units) under two districts with conditions to continue beyond the life of the project.

Among key specific results under this pilot:

- 144 coordination meetings of the CWSG
- 22 advocacy and awareness raising sessions for the community on World day
- 160 workplace monitoring visits were conducted by the CWSG
- Database of 1,939 child laborers within the geographical area of the pilot project
- 300 children withdrawn from work

Côte d'Ivoire

Improved conditions to for the operation of the CLMS in a pilot area of 3 communities in 2 districts that are now operating the CLMS:

- A CLMS set of Operating Procedures and tools updated
- Provision of 80 tables and benches for schools as an example on how to support children reintegration to schools;
- Birth certificates for 120 primary school boys in order to maintain them at school.
- 90 community members trained on child labor and identification of local initiatives against child labor
- Adoption of Community Action Plans (CAPs) against child labor in 3 communities;
- Creation/reactivation and equipment of Child protection committees in 3 communities
- SOSTECI regional coordination structure in Mbatto department improved
- Technical assistance and training to the UOV for adoption of their work plan and related budget and in use of the revised data collection tools and reporting
- The SOSTECI at national level operates with an updated its software developed by CLEAR
- A proposal of the sustainable funding mechanism of the SOSTECI developed under CLEAR and has been adopted by the institution.
- The training manual and operation guide of the SOSTECI at national level have been reviewed or updated

Lebanon

- More than 160 children trained and aware of their rights
- 70 persons from civil society, government Officers and teachers linked to a local CLMS were trained on dealing with CL

Philippines

- Case Flow Management Protocol for handling child labor cases and the victims of trafficking developed and officially adopted

- Training manual and learning materials on child labor issues developed
- Training of Trainers provided for selected Inspectors

Serbia

- Labor Inspectorate adopted the Digital Checklist for Regular and Extraordinary Inspection Oversight
- Ministry of Labor, Employment, Veteran and Social Affairs (MoLEVSA) adopted the Special Protocol of Labor Inspection for Protecting Children from Child Labor
- MoLEVSA adopted two official instructions on the conduct of Labor inspection and Centres for Social Work in the protection of children from child labor respectively
- Representatives of the labor inspectorate, Centres for Social Work and the Police trained on the identification and prevention of child labor including its worst forms with an objective to enhance coordination and inter-sectorial cooperation in cases of child labor and appoint child labor focal points in each district in all three institutions.

Sri Lanka

- Review of Hazardous Child Labor list is underway.
- The review of the legal instruments on child labor in domestic work is completed and a report compiling sets of legal recommendations was developed and submitted to the MOL

Suriname

- Training manual and learning materials on child labor issues developed
- Training of Trainers provided for selected Inspectors

Uganda

- Training manual and learning materials on child labor issues developed and endorsed by the Ministry.
- Labor inspection checklist was revised to adequately address child labor concerns, it was approved, by the National steering Committee and endorsed by the Ministry of Gender, Labor and Social Development
- Training of Trainers provided for selected Inspectors, including employers and workers representatives Ministry of Agriculture, Animal Industry and Fisheries, and Ministry of Education and Sports. The trainers have trained colleagues, Agriculture, Education, and Police officers on CL.

IO3 - Increased Implementation of National Action Plans on CL

Afghanistan

A plan to approve and implement the CL strategy/NAP has been approved by the Child Protection Secretariat at Ministry of Labor, Social Affairs, Martyrs and Disabled. Toward this end:

- Recommendation report on Child Labor Policy and Legislations was drafted and presented to key stakeholders
- Training manual and learning materials on child labor issues in Afghanistan developed

96

- Public awareness workshop conducted, as part of a five-day awareness program, on Child Rights Day

Lebanon

The existing NAP has been reviewed and revised to include the Syrian refugees and is pending approval

Philippines

Revised NAP for Child Labor (PPACL in the Philippines) has been officially approved

Sri Lanka

- Child Labor Policy was approved in December 2016 (technical inputs and guidance from CLEAR project)

- Coordinators from 25 districts on "Child Labor Free Zone" guidelines (CLFZ model) trained.

- Training on CLFZ model for district and divisional level underway

- Child Activity Survey was finalized and disseminated in all 25 districts of Sri Lanka.

- Commercial Sexual Exploitation of Children (CSEC) study report has been finalized and is undergoing editorial review to finalize for publication

Suriname

- The NCLS has been drafted and is being finalized.

Uganda

- Revised district-level NAP and guidelines are finalized for official launching

IO4 - Improved integration of national and local polices and social programs

Paraguay

- Social protection programs TEKOPORÃ – ABRAZO Programs have been revised and merged their Standard Operating Procedures and implemented jointly in a pilot region.

Philippines

- A module on child labor under the Conditional Cash Transfer (CCT) has been developed and being used on a nationwide scale.

Serbia

- Report entitled: "Review of the existing policies, strategies, and programs with recommendations on how to integrate child labor component into existing policies, programs and referral systems" has been developed as a basis for the Child labor Roadmap mentioned in IO 3 above.

ANNEX C: References

Various project reports and documents were reviewed including the project document, studies, CMEP, Technical Progress Reports and project output documents and the independent Mid Term Evaluation report.
Other documents that are directly referenced in the evaluation report are listed below.

Community Tool Box (2018), Developing a Plan for Advocacy. Available from https://ctb.ku.edu/en/table-of-contents/advocacy/advocacy-principles/advocacy-plan/main (Website accessed 23 07 2018)

International Labor Office (2018), Governing Body 332nd Session, Geneva, 8-22 March 2018, Follow-up to the IV Global Conference on the Sustained Eradication of Child Labor (Buenos Aires, 14–16 November 2017). Geneva: ILO. The document includes a copy of the report on the Global Conference.

Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), Governance and Tripartism Department, ILO (2018), ILO IPEC+ Flagship Strategy International Programme on the Elimination of Child Labor and Modern Slavery. 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.

Open Forum for CSO Development Effectiveness (2009) http://www.ccic.ca/_files/en/what_we_do/osc_open_forum_wkshop_2009-10_paper_8_e.pdf. Website accessed June 1, 2018.

Save the Children (2015), Child Rights Situation Analysis: Armenia. Yerevan: Save the Children.

Uganda Bureau of Statistics (UBOS), 2016/17 Uganda National Household Survey (UNHS) 2016/17. Kampala: Uganda Bureau of Statistics.

United Nations (2018), World Economic Situation Prospects. New York: United Nations

US Department of Labor (2018) Child Labor: country Statistics. Available from https://catalog.data.gov/dataset/child-labor-country-statistics. Website accessed June 1, 2018.

Zegers, M. (2015), Enabling Environment Definition and Reference to Tools. Available from https://europa.eu/capacity4dev/iesf/blog/enabling-environment-definition-and-reference-tools-0 Website accessed June 1, 2018.

ANNEX D: Evaluation Terms of Reference

TERMS OF REFERENCE

Country Level Engagement and Assistance to Reduce Child Labor (CLEAR):
Independent joint final evaluation

Cooperative Agreement Number:	IL-24943-13-75-K
ILO TC project code:	GLO/13/22/USA
Financing Agency:	U.S. Department of Labor
Grantee Organization:	International Labour Organization
Dates of Project Implementation:	15 November 2013 – 30 June 2018
Type of Evaluation:	Independent Joint Final Evaluation
Evaluation Dates:	April-August 2018
Evaluation Field Work Dates:	estimated: May 2018
Joint Evaluation Team:	Mei Zegers and Ruth Bowen (ILO Independent Evaluator)
Joint Evaluation Management Team:	Dwight Ordóñez / Azure Maset (SFS, for USDOL) and Janette Murawski (ILO)
Preparation Date of TOR:	January-February 2018
Total Project Funds from USDOL:	US$ 7,950,000
Vendor for the Evaluation Contract(USDOL):	Sistemas, Familia y Sociedad - Consultores Asociados
	Dwight Ordoñez: dwightor@gmail.com
	Azure Maset: azure.maset@gmail.com

CLEAR	Country Level Engagement and Assistance to Reduce Child Labor Program
FUNDAMENTALS	Fundamental Principles and Rights at Work Branch
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
IO	Intermediate objective
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
SCA	Solicitation for Cooperative Agreements
SDG	Sustainable Development Goals
SFS	Sistemas, Familia y Sociedad - Consultores Asociados
TOR	Terms of Reference
USDOL	United States Department of Labor

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). For more than two decades, ILAB, through OCFT, has been a global leader in efforts to eliminate the worst forms of child labor and the related abuses of forced labor and human trafficking. OCFT works to promote the elimination of child labor and forced labor through policy engagement, research, and technical assistance projects. ILAB's technical assistance projects provide meaningful educational alternatives to children, improve labor law enforcement, raise awareness about child labor, forced labor, and human trafficking, strengthen livelihoods for at-risk families, and work to increase the capacity of governments, the private sector, and civil society organizations to address these issues. These programs are complemented by unparalleled, in- depth research and reporting as well as effective engagement with governments, workers, and companies to eliminate these abuses and keep products made under exploitative labor conditions out of the U.S. market. Because USDOL has provided the funds for this project and the evaluation, USDOL is named first in references throughout this Terms of Reference (TOR), though it should be understood that this is a joint evaluation between USDOL and ILO.

The ILO

The International Labour Organization (ILO) is the United Nations specialized agency dealing with work and workplace issues, and related rights and standards. The ILO is the only tripartite UN agency, founded in 1919, that brings together government, workers and employers' representatives of 187 member States to set labor standards, develop policies and devise programs that promote decent work for all women and men. Its overarching goal is to achieve decent work for all so everyone benefits from working conditions that offer freedom, equity, security and human dignity. In working towards this goal the ILO has four principal strategic objectives: To promote and realize standards, and fundamental principles and rights at work, to create greater opportunities for women and men to secure decent employment, to enhance the coverage and effectiveness of social protection for all, and to strengthen the relationship between governments, workers' and employers' organizations and encourage social dialogue.

Child Labor in Context

International standards defines child labor as work that is hazardous, demands too many hours or is performed by children who are too young. Child labor puts the well-being of children at risk; it deprives them of their time for childhood play or denies them their right to an education. While there has been some success in addressing child labor, the challenge remains immense:[50]

Global: Approximately 151.6 million children between the ages of 5 to 17 are engaged in child

---

[50] ILO, 2017. Global estimates of child labor: Results and trends, 2012-2016. Available at
http://www.alliance87.org/global_estimates_of_child_labour-results_and_trends_2012-2016.pdf

labor around the world;

Region: Child labor is most prevalent in Africa (19.6 per cent), followed by the Asia and Pacific region (7.4 per cent) and the Americas (5.3 per cent);

Hazardous work: Nearly half of these children perform hazardous work that places their health, safety or moral development at risk (72.5 million);

Gender: The latest data in child labor by sex reveals that in 2016 boys (87.5 million) were more often involved than girls (64.1 million). However the data does not take into consideration household chores in which the responsibility falls more on girls;

Heightened risk: The risk of children in child labor is heightened from those whose countries are affected by conflict and disasters;

Sector: Most children in child labor (70 per cent) are working in the agriculture sector (subsistence and commercial farming, and herding livestock).

The Sustainable Development Goals (SDGs) addresses a renewed global effort to eradicate child labor. In particular, target 8.7 calls on the global community to, "Take immediate and effective measures to eradicate forced labor, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labor, including recruitment and use of child soldiers, and by 2025 end child labor in all its forms." This indicator calls for joint action on child labor and forced labor. In addition, ILO has initiated and is supporting the implementation of the Alliance 8.7 as a global institutional framework to support elimination of CL and FL (https://www.alliance87.org/).

Project Background and Description

In November 2013, the ILO signed a four-year Cooperative Agreement with OCFT to approve the Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project. The initial budget totaled US$7,700,000 and was increased to US$7,950,000 in October 2015. In March 2017, USDOL agreed to extend the project from 14 November 2017 to 30 June 2018. At the time of the evaluation, USDOL and the ILO were negotiating an additional project modification to extend the project to January 2019 in order to complete activities in select countries.

The purpose of CLEAR is to strengthen local and national government capacity to address child labor in 11 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 project is implemented in the FUNDAMENTALS branch that work on the four fundamental principles and rights at work (child labor, forced labor, discrimination and freedom of association and collective bargaining) and with the support of the 11 ILO Country Offices.

Initially, Bangladesh, Paraguay, Philippines, Suriname and Uganda were selected to participate in the program. Since then, additional countries have requested and been approved by USDOL, increasing the total to 11. The below lists the countries and the year in which they were selected to participate in CLEAR:

- Bangladesh (Nov. 2013)
- Paraguay (Nov. 2013)
- Philippines (Nov. 2013)
- Suriname (Nov. 2013)
- Uganda (Nov. 2013)
- Serbia (Apr. 2015)
- Sri Lanka (Apr. 2015)
- Côte d'Ivoire (July 2015)
- Afghanistan (Nov. 2015)
- Lebanon (Nov. 2015)
- Armenia (Mar. 2017)

CLEAR plans to support national stakeholders in taking targeted actions to eliminate child labor, including its worst forms. This will be achieved by providing 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 child labor, as well as integration of child labor in policies and social programs. While the project 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 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. (Bangladesh, Paraguay, Philippines, Uganda, Serbia, Sri Lanka, Lebanon)

IO 1 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 and sanctions for hazardous work regulations

• 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. (Bangladesh, Paraguay, Philippines, Suriname, Uganda, Serbia, Sri Lanka, Lebanon, Côte d'Ivoire)

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 replicate existing community-based monitoring systems in other areas of the country

IO 3: Increased implementation of National Action Plans on child labor, including its worst forms. (Bangladesh, Philippines, Suriname, Uganda, Serbia, Sri Lanka, Lebanon, Afghanistan)

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

- 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.

- 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.

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. (Bangladesh, Paraguay, Philippines, Serbia, Sri Lanka)

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

- Assessing social and other policies and programs to identify potential synergies

- Promoting effective coordination of social programs in selected areas through a pilot project

- Developing recommendation reports and consultative workshops to incorporate stakeholders' inputs, with support in some countries to integrate child labor concerns in social programs and policies.

As part of the CMEP, the CLEAR project also developed a Results Framework that shows the expected outputs and outcomes for each specific country project. The next page provides a general Results Framework, showing 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 the table below.

CLEAR Results Framework

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

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

SO 1.1/1.2 Draft new/amended legal instruments modified/finalized by relevant government body and ready for submission

SO 1.1.1 Stakeholders advocate for adopting new/ amended legal and regulatory instruments.

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

SO 2.1 Improved capacity of national Labor Inspection Systems to effectively integrate child labor concerns into the regular labor inspection process

SO 2.2 Improved capacity of enforcement officials to enforce national legislation, in compliance with international labor and child rights standards

SO 2.3: Local govt. and NGOs agree to continue operating the CLMS

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

SO 3.1 Capacity of NAP institutions' members increased to implement the NAP

SO 3.2 NAP is developed / updated by appropriate bodies based on CLEAR's draft

SO 3.2.1 NAP institutions' members advocate for updating/developing a NAP
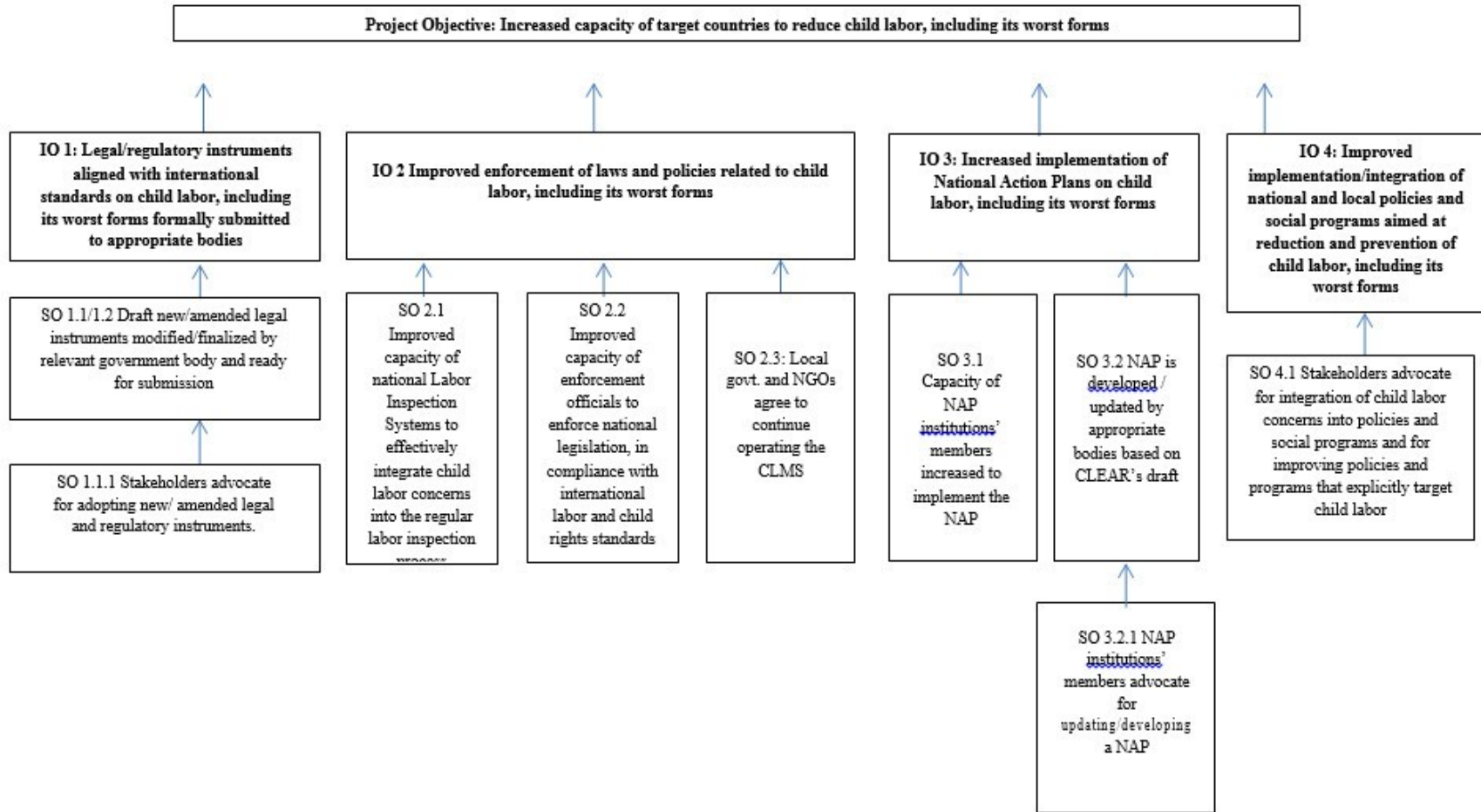
IO 4: Improved implementation/integration of national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms

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

A joint Evaluation Team will be formed by two independent evaluators, one proposed by USDOL and another one proposed by the ILO. The Evaluation Team will conduct the evaluation and produce an integral evaluation report. Ms. Mei Zegers has been contracted by Sistemas, Familia y Sociedad as per USDOL suggestion, and Ms. Ruth Bowen has been contracted by the ILO, according to the organization's independent evaluation management process.

Purpose and Objectives

According to USDOL and ILO respective evaluation policies, CLEAR is subject to both an independent midterm and an independent final evaluation. An external independent midterm evaluation of CLEAR was conducted between October-November 2015 by USDOL. USDOL and the   ILO have agreed to jointly co-manage and conduct a joint final evaluation.

The overall purpose of this joint final evaluation is to support accountability, organizational learning and project improvement. The specific objectives of the evaluation are to:

1. Assess the relevance and effectiveness of project interventions;

2. Assess the efficiency of project interventions and use of resources;

3. Assess the benefits and challenges of the project's multi-component and multi-country structure for international organizations, such as the ILO, to support specific policy initiatives in countries with different developments on CL policies, as well to support employers and workers organization and others stakeholders;

4. Document lessons learned, good or promising practices, and models of intervention that will serve to inform future similar projects in other implementation countries;

5. Assess the sustainability of the results at sub-outcome and outcome level;

6. Assess the broader impact of the project at policy level beyond the planned outcomes in strengthening CL policies;

7. The evaluation should assess the project theory of change, particularly whether the project's interventions have achieved the overall goals of the project, and the reasons why this has or has not happened, including an assessment of the positive and problematic/negative factors driving the project results.

The evaluation findings, conclusions and recommendations will inform stakeholders in the design   of future child labor elimination projects.

Thematic and Geographic Scope of the Evaluation

The scope of the joint final evaluation will include a review and assessment of all activities throughout the entire duration of the project – from 15 November 2013 to 30 May 2018. It will also be informed by the midterm external evaluation that was completed in 2015.

The primary target countries for this evaluation, that is, the countries to be visited directly by the Evaluation Team are the following:[51]

- Serbia
- Paraguay
- Bangladesh
- Sri Lanka

The secondary target countries for this evaluation, in which data will be collected through online questionnaires and/or conference calls, are the following:

- Suriname
- Philippines
- Uganda
- Lebanon
- Afghanistan
- Côte d'Ivoire
- Armenia

Relevant target groups in each country will be covered accordingly to the specificities of project implementation in each of the countries.

In order to maximize the coverage of the evaluation the members of the Evaluation Team may visit separately the different countries selected as primary targets of this evaluation

While the selected four countries were considered by the Evaluation Team, final decision of field countries rests with   the evaluation management team.

Stakeholders

The stakeholders of the joint final evaluation are:

- USDOL, specifically the OCFT's project management;

- ILO Tripartite Constituents: Representatives from Governments, Workers' and Employers' Organizations, and civil society who participated in project activities;

- ILO and specifically the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) at the GOVERNANCE Department;

- ILO project staff based in country/regional offices where CLEAR is implemented;

- USG Embassy staff based in target countries; and

- Other stakeholders working to combat child labor more broadly.

---

[51] Criteria for country selection were as follows: (1) countries where most funding is being spent for accountability purposes; (2) countries where there were a mix of interventions, including examples of innovation and others that faced challenges in meeting their targets; (3) countries where there is potential for sustainability, or not; and (4) countries where activities have been developed for enough time as to have some evidence of their results.

The joint final evaluation will be carried out according to the criteria and approaches for international development assistance, as established by Organisation for Economic Co-operation and Development / Development Assistance Committee (OECD/DAC) Evaluation Quality Standard and abide by the Code of Conduct for Evaluation of the UN System, as well as the United Nations Evaluation Group (UNEG) Norms and Standards.[52] Specifically, the evaluation will address (but is not limited to) project relevance, effectiveness, efficiency, impact and sustainability which are the five criteria established by OECD/DAC. The evaluation will also assess the positive and negative changes produced by the project – intended and unintended, direct and indirect. The evaluation should provide findings, conclusions, lessons learned, good practices and recommendations that are derived from evidence and should also identify potential for replication and/or scaling. The CLEAR evaluation questions are listed below, organized by evaluation criteria:

Relevance

1. Are project IOs and SOs consistent with the current needs of key national stakeholders? Are these linked to CL national plans and overall national priorities and strategies?

2. How effective has been the project's contribution to child protection, child labor and other strategic frameworks related , as well on more comprehensive social development frameworks at the national level?

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

Project Design

4. How has the countries' post-award selection process affected the project's ability to intervene in those countries?

5. What are the merits in the strategic 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?

6. Was the CMEP useful as project M&E system to provide evidence on project outcomes and document learning? Have indicators and targets been realistic?

7. Assess the validity of the criteria used for selecting CLEAR countries between the first batch of 5 pre-selected countries and the 6 added ones during project implementation. What can we learn by comparing interventions and results in the 11 countries?

Effectiveness

---

[52] OECD/DAC criteria for evaluating development assistance; 2016 UNEG Norms and Standards for Evaluation. The ILO policy guidelines for evaluation and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Ref: ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports."

8. Has the project achieved its targets? Why or why not? Please submit this information per IO, SO and country (see Annex 1).

9. What project-related (internal) or external factors were key in these achievements, which ones hindered or enhanced their achievements, and how has the project responded to them?

10. To what extent has the project acted upon the mid-term evaluation recommendations and why?

11. How is the project disseminating project accomplishments and lessons learned in the different countries?

12. Are there any unexpected, positive and/or negative, relevant results from the CLEAR interventions?

13. How has the ILO knowledge and experience facilitated and leveraged project implementation and outcomes achievement?

Sustainability

14. How did the project promote sustainability of project impact as it phased out engagement in project countries? How has the project's sustainability plan, presented in the TPR's Sustainability matrix, been implemented to enhance stakeholders' ownership of the project outcomes?

15. Specify which outcomes and/or sub-outcomes seem more and less sustainable in each target country and the likely role of national and local partners after project end?

16. Identify steps by country (who, when, and how) that can be taken to increase the sustainability of the project achievements/outcomes/results. What resources may be needed?

17. How has the project integrated national stakeholders in the implementation of project activities?

18. Was the duration of the project appropriate to achieve sustainable outcomes in the different countries (i.e. at global level and by country)?

Efficiency

19. How does the management structure, with key personnel housed in Geneva, country staff and ILO country Offices supported or hindered the achievement project results?

20. What have been the strengths and weaknesses of the CLEAR intervention models in terms of efficient use of resources and achievement of results?

21. Are there any relevant issues related to administrative and finance procedures that facilitated or hindered the project's implementation?

Impact

22. What has been the broader impact of the project at policy level beyond the planned outcomes in strengthening CL policies, other FPRW such as forced labor; and in general national development?

A. Approach

The evaluation's methodology will be both qualitative and quantitative in nature, as described in section IV B. Qualitative information will be supported by reviewing specific reports as part of the evaluation's document review, interviews with stakeholders, field visits and focus groups, as appropriate. Quantitative data will be obtained from project documents including the Technical Progress Reports, the Comprehensive Monitoring and Evaluation Plan, project results frameworks that have established indicators, targets and actuals, and other documents as necessary. All data should be sex-disaggregated.

The following principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated to the greatest extent possible for each evaluation question.

2. Diversity, equality and cultural sensitivity will be integrated in the evaluation approach. The gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and the final evaluation report. In terms of this evaluation, this implies involving all genders in the consultation, evaluation analysis and Evaluation Team. The joint Evaluation Team will review data and information that is disaggregated by relevant demographic(s), and assess the relevance and effectiveness of gender-related strategies (if any) and outcomes to improve lives of women and men. All this information should be accurately included in the evaluation report.[53]

3. Consultations during the evaluation will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders. Additional questions may be posed that are not included in the TOR, while ensuring that key information requirements are met.

4. All field visits will be conducted in a consistent manner, to the extent possible. Adjustments may be made for different actors involved, activities conducted, and the progress of implementation in each project site.

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard and abide by the Code of Conduct for Evaluation of the UN System.[54]

---

[53] ILO, Evaluation Office (2014). Guidance Note 4, Integrating gender equality in monitoring and evaluation of projects; ILO, Evaluation Office (2017). *ILO Policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd edition.*

[54] The *ILO Policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, (3rd ed.)* and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Reference: ILO, Evaluation Office. Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

B. Methodology

The co-evaluators will employ a diverse range of qualitative and quantitative data collection methods in order to answer the evaluation questions, as outlined in section III of the TOR. The evaluation will draw on the following methods: (1) document review; (2) interviews with stakeholders; (3) field visits (including focus group discussions and observations); and (4) online survey and/or conference calls with stakeholders of those target countries not visited by the Evaluation Team. The following describes the expectations for the co-evaluators to adopt in more detail for the evaluation:

1. Document review

The joint Evaluation Team will review available documentation as part of preparatory efforts prior to the field visits. In addition, documentation will be verified and supplemental documentations can be collected. Documents may include, but are not limited to, the following:
- Cooperative Agreement and Project Modifications
- Midterm external evaluation of CLEAR (2015)
- Project Document
- Project progress reports
- Comprehensive Monitoring and Evaluation Plan (CMEP)
- Project results frameworks and country RFs and PMPs
- Work plans or plans of action
- Technical Progress Reports and other status or trip reports
- Correspondence related to technical progress reports
- National Action Plans, country regulations and logical legal frameworks, where relevant;
- Other legal/policy documents and draft regulations on child labor developed with project support in target countries
- Management procedures and guidelines
- Training materials and curricula, as appropriate
- Research on other reports undertaken by the project or relevant to its aims; and
- Projects files and strategies, as appropriate.

2. Interviews with stakeholders

Interviews will be held with as many project stakeholders as possible during field work. Follow- up interviews post-field work should be conducted, as needed, to further inform the evaluation's findings and to fill in any informational gaps. Interviews should be held on a one-on-one format or in a group, depending on the circumstances. The co-evaluators should prepare an interview protocol in an effort to determine consistency within the team and a list of questions for each type of stakeholder. Both types of documents should be sent to USDOL and ILO prior to fieldwork. Consistent with the TOR and in accordance with requests from the joint evaluators, interviews with stakeholders will be scheduled prior to fieldwork by designated project staff and will be determined on the availability of the interviewees.

3. Field visits

The joint evaluators will visit four project sites that will be determined in consultation with USDOL and ILO. It is tentatively planned that Mei will visit Serbia and Paraguay, and Ruth will visit Sri Lanka and Bangladesh. Site visits will include a mix of locations where the project experienced a range of

successes and challenges. During field visits, the joint evaluators will conduct focus group discussions and interviews with stakeholders, and will directly observe the project's activities, outputs and outcomes. Interviews and focus group discussions will be scheduled by ILO project staff prior to field visits, in accordance to requests made by the joint evaluators and in line with the TOR. When needed, local interpreters will be selected in order to ensure that gathered information is accurately relayed to the joint Evaluation Team.

4. *Online survey and/or Conference Calls*

The joint evaluators will prepare an online survey that will be sent to various types of stakeholders to complete whom are located in countries that are not visited during the field visits. Questionnaires should be tailored to different types of stakeholders and be designed to answer the evaluation questions, as specified in the TOR.

C. Stakeholders Meeting and Debrief of the Joint Evaluation Management Team

Following the field visits, the joint evaluators will conduct: a stakeholders meeting and a debrief call with the evaluation's co-managers from USDOL and ILO.

1. *Stakeholder workshop*

Following the field visits, the joint evaluators will conduct a stakeholder workshop in Geneva with project staff and other ILO staff, as necessary, related to project implementation. USDOL will participate via conference call/ Skype. Stakeholders from all countries will be invited to participate via conference call/Skype (with those that participated in the field visits and those that could not). The purpose of the stakeholder meeting is to present the main preliminary findings, solicit recommendations, relay any issues and request for clarification or further information from stakeholders. The list of participants to be invited will be drafted prior to the joint evaluator's field visits and confirmed in consultation with project staff during fieldwork. The meeting's agenda will be prepared by the joint evaluators in consultation with project staff. Specific questions for stakeholders can be prepared in order to guide the discussion and possibly a feedback form to be completed by the stakeholders.

The agenda is expected to include, but is not limited to, the following items:
- Presentation by the joint evaluators on the preliminary main findings;
- Questions and feedback from the stakeholders related to the findings;
- A possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's implementation and results; and
- Discussion of possible recommendations.

Following the meeting, all prepared information (such as PPT presentations) and conclusions should be sent to the evaluation's co-managers.

2. *Post-field visits debrief call*

Following the field visits, the joint evaluators will provide a debriefing by phone to the joint evaluation management team and OCFT Project Manager from USDOL and ILO FUNDAMENTALS project CTA and Solutions and Innovations Head. The purpose is to provide an update on the evaluation's preliminary findings, the evaluation process and to provide any necessary feedback.

D. Ethical considerations and confidentiality

The evaluation process will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews, and to focus group discussions. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the joint Evaluation Team to make introductions when necessary to facilitate the evaluation process, to make the respondents feel comfortable, and to allow the joint Evaluation Team to observe the interaction between the implementing partner staff and the interviewees.

E. Limitations

The co-evaluators will not be able to visit all project sites. Consequently, it is not possible to include stakeholder voices and experiences for all project locations through the field visits, even though the evaluation will cover the entire project through desk review. All efforts will be made to ensure that the co-evaluators visit a representative sample of project sites. The determination of project efficiency will be determined by the amount of relevant data available.

V.	EXPECTED OUTPUTS AND DELIVERABLES

There are eight expected outputs and deliverables:

1. Inception report: This document constitutes the operational plan of the evaluation, and should be aligned with the TOR. The purpose of the inception report is to ensure that a common understanding and agreement on the TOR is reached. The inception report will comprise the joint Evaluation Team's work plan, question matrix, and an interview schedule for each country visit. The inception report and interview schedule will be submitted for approval by the USDOL-ILO joint management Evaluation Team prior to departure for fieldwork;

2. A stakeholder workshop, as outlined in section IV of the TOR;

3. A post-field visit debrief call with the joint evaluation management team, and the OCFT Project Manager, as outlined in section IV of the TOR;

4. A draft joint evaluation report;

5. The final joint evaluation report; and

6. An innovative communication of the final report. (A brief visual summary of the main take-aways from the evaluation; this may be in the form of infographic(s), short Powerpoint, etc. Please see examples here)

The joint final evaluation report must coherently triangulate all data collection methods.

Recommendations must stem from the evaluation's findings and conclusions. The report must incorporate the following structure:

➢ Table of Contents

- List of figures and tables

- List of Acronyms

- Executive Summary - providing a brief overview of the evaluation (project description, key findings, conclusions, lessons learned, good practices and recommendations). The Executive Summary should have no more than 5 pages.

- Background and project description

- Evaluation objectives

- Evaluation methodology

- Evaluation findings

- Conclusions

- Lessons learned and good practices

- Recommendations - identifying in parentheses the stakeholder(s) to which each recommendation is directed to, in addition its timeframe (short, medium or long-term) and resource implication (low, medium, or high)

- Annexes, including but not limited to:

  - Progress on Project Indicators (Please see TOR Annex 1 for template);
  - TOR;
  - Question Matrix;
  - List of documents reviewed;
  - Interview questions with stakeholders and focus groups;
  - ILO Lessons learned template (*for ILO contracted evaluator*);
  - ILO emerging good practices template (*for ILO contracted evaluator*);
  - Evaluation summary template for ILO
  - Online questionnaire(s); and
  - Stakeholder workshop agenda and list of participants.

The length of the joint evaluation report should be approximately 30-45 pages, excluding the executive summary and annexes. All reports, including drafts, will be written in English.

The joint Evaluation Team:

SFS has contracted Ms. Mei Zegers and the ILO has contracted Ms. Ruth Bowen who will form the "joint Evaluation Team" that is responsible for conducting this joint final evaluation. Ms. Zegers will be the lead evaluator for this evaluation. The joint Evaluation Team will work with OCFT, SFS and relevant ILO staff to evaluate the CLEAR project.

The joint evaluation management team:

USDOL has appointed as evaluation manager for this evaluation: the firm Sistemas Familia y Sociedad – Consultores Asociados (SFS), who will be represented by Dwight Ordóñez and Azure Maset. The ILO has appointed as evaluation manager for this evaluation, Ms. Janette Murawski. SFS and Ms. Murawski will be responsible for co-managing this joint final evaluation. Ms. Margaret Hower, USDOL International Relations Officer and Ms. Karrie Peterson, USDOL Project Manager Grants Officer Representative for CLEAR, will provide supervisory support to SFS. Mr. Craig Russon, Senior Evaluation Officer from the ILO Evaluation Office, will provide supervisory support to Ms. Murawski.

The project team:

Mr Ricardo Furman (Senior Evaluation Officer) will serve as the main point of contact from ILO FUNDAMENTALS. The project team includes the National Project Coordinators (NPCs) and stakeholders.

Evaluation report's management process:

The following procedures will be adhered to with regard to the evaluation report's development and review:

 ➢ The Evaluation Team is responsible for preparing the evaluation report. The Evaluation Team should work together to resolve any differences of opinion as part of the drafting process; however, if needed, the Evaluation Team may raise any major issues to the joint evaluation management team to assist with resolution.

 ➢ First draft evaluation report: Within 3 weeks after completing the field visits, the Evaluation Team will send the draft report to the co-evaluation managers for input from key stakeholders in ILO and USDOL for a 48 hour review. This initial review is not for substantive comments on the report, but to ensure that it does not contain any politically sensitive or grossly inaccurate information that may lead to issues during the full review. The Evaluation Team will correct any issues that may arise at this stage, and they will then revise the report as necessary.

 ➢ Second draft of evaluation report (for full review): For the full two-week review, the draft report will be circulated to USDOL, ILO, project partners, and stakeholders for comment. All parties will be requested to provide comments and questions on the draft report to the joint evaluation management team, who will consolidate the comments and create a comment matrix template to send to the joint Evaluation Team. For version control and transparency, all changes are to be captured in track changes with the list of addressed questions/comments placed in the margins. USDOL and ILO will each provide one

document of consolidated comments in track changes to ensure the revision process is transparent and manageable.

➢ Joint final report: The Evaluation Team will respond to all comments using a Comment Matrix explaining how the comments were addressed and why comments might not have been incorporated. The Evaluation Team will also revise the report accordingly and submit an updated draft to the joint evaluation management team. The joint evaluation management team will review the joint Evaluation Team's revised report submission to check whether all comments have been addressed, whether in the final report or in the comment matrix. If there are any comments that have not been addressed, they will request the Evaluation Team to address them. USDOL and the ILO will approve the final evaluation if it is deemed complete and compliant with the TOR.

➢ Once USDOL approves the evaluation report, the evaluation manager at SFS will prepare and package the final report in accordance with formatting and other terms as outlined in the contract between USDOL and SFS and forward the report to the USDOL evaluation contract coordinator (for official approval and acceptance of the contract deliverable) as well as the ILO evaluation manager, concurrently. The post-approval process will be done in parallel with ILO, according to its procedures.

➢ The ILO evaluation manager will officially forward the evaluation report to EVAL, PARDEV and other stakeholders as appropriate.

Timetable

A tentative table is outlined below to help guide the evaluation process. Dates may be adjusted as needs arise. All components of the evaluation should be completed in a timely fashion, according to the timelines agreed upon by in the TOR. If a component cannot be completed according to the schedule outlined in the TOR, the co-evaluators must inform the co-evaluation managers as soon as possible and propose an alternative timeline.

	Task	2018 Dates	Responsible Party
1	Draft TOR sent to USDOL for review, comments and inputs	2 February	ILO evaluation manager
2	ILO launches call for co-evaluator	23 February	ILO evaluation manager
3	Background project documents sent to the joint Evaluation Team	21 March	Joint evaluation management team
4	Evaluation launch call (joint Evaluation Team, joint evaluation management team, USDOL & ILO project teams)	21 March	Joint Evaluation Team, joint evaluation management team, and project teams
5	Joint evaluation management team will agree on the draft TOR and circulate it to key stakeholders for comments (officials in USDOL and ILO FUNDAMENTALS and Tripartite Constituents)	21 March	Joint evaluation management team

	Task	2018 Dates	Responsible Party
6	The joint evaluation management team will incorporate all feedback, or explain why particular feedback was not incorporated, and then finalize the TOR	4 April	Joint evaluation management team
7	The joint evaluation management team will ensure that the final TORs are submitted to USDOL, ILO FUNDAMENATALS, joint Evaluation Team and Tripartite Constituents	6 April	Joint evaluation management team
8	Identify a list of stakeholders and interviewees, and draft fieldwork itinerary for field visit	11 April	USDOL and ILO project teams
9	Logistics call - Discuss logistics, interpretation needs, logistics, and field itinerary	12 April	Joint Evaluation Team, joint evaluation management team, and project teams
10	Joint Evaluation Team sends minutes from logistics call	13 April	Joint Evaluation Team
11	Cable clearance information submitted to USDOL	16 April	USDOL contract evaluator only
12	Finalize stakeholder list	17 April	Joint Evaluation Team
13	Evaluators submit inception report (including methodology, desk review, question matrix, etc.)	19 April	Joint evaluation team
14	Finalize field itinerary	24 April	Joint Evaluation Team
15	Pre-fieldwork Interview with USDOL and ILO	ILO: 23-25 April USDOL: 27 April	Joint Evaluation Team
16	Fieldwork	May *(dates TBD)*	Joint Evaluation Team
17	Stakeholder workshop	TBD	Joint Evaluation Team
18	Post-fieldwork debrief call	6 June	Joint Evaluation Team,
19	First draft report sent to joint evaluation management team for 48 hour review	22 June	Joint Evaluation Team
20	48 Hr Review Comments due from joint evaluation management team are sent to the joint evaluators	26 June	Joint evaluation management team, USDOL & ILO project teams
21	Second draft report revised and sent by the joint evaluators to the joint evaluation management team of USDOL and ILO	29 June	Joint Evaluation Team
22	Second draft report sent to stakeholders for further comments and inputs	2 July	Joint evaluation management team

	Task	2018 Dates	Responsible Party
23	Stakeholder comments due to Joint evaluation Management team for consolidation (2-week review)	18 July	Stakeholders, including 2-week review from ILO
24	Joint evaluation management team will consolidate the comments and create a comment matrix template to send to the joint Evaluation Team	20 July	Joint evaluation management team
25	Joint final report and comment matrix sent by joint evaluators to joint evaluation management team	30 July	Joint Evaluation Team
26	Final approval of joint evaluation report	10 August	Joint evaluation management team submits the final version of the evaluation report to the USDOL and ILO supervisors, as per respective process for approving joint independent evaluation reports
27	Preparation of report in ILO format with required annexes	13 August	ILO Evaluator
28	Final approval of ILO format report	17 August	ILO as per process for approving evaluation reports
29	Copy Editing and preparation of final version	24 August	USDOL Evaluator
30	Final approval of report sent to USDOL	31 August	USDOL Evaluator

ANNEX E: Evaluation Data Collection Matrix

The following table identifies the main data sources for each evaluation question, including document review and the relevant stakeholders interviewed. The data collection methods for the stakeholder consultations were either individual or group interviews, skype calls or online questionnaires.

	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
Evaluation Questions - Data Collection Matrix								
Relevance								
1. Are project IOs and SOs consistent with the current needs of key national stakeholders?	x			x	x	x	x	
1.1. Are IOs and SOs linked to CL national plans and overall national priorities and strategies?	x				x			
2. How effective has been the project's contribution to:								
2.1. Child protection	x			x	x	x	x	x
2.2. Child labor and other related strategic frameworks	x			x	x	x	x	x
2.3. More comprehensive social development frameworks at the national level?	x	X		x	x			
3. At the country level, how does the project support the:				x	x	x	x	x
3.1. Overall country's decent work agenda	x			x	x	x	x	x
3.2. UNDAF	x			x	x			
Project Design								
4. How has the countries' post-award selection	x	X	x	x				

	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
				Evaluation Questions - Data Collection Matrix				
process affected the project's ability to implement in those countries?								
5. What are the merits of the strategic 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	X	x	x				
6. Was the CMEP useful as a project M&E system to provide evidence on project outcomes and document learning?	x	X	x	x				
6.1. Have indicators and targets been realistic?	x	X	x	x				
6.2. Has monitoring and evaluation data been used to guide and adjust project implementation? How has this been done? **(Added by evaluators)**	x	X		x				
7. Assess the validity of the criteria used for selecting CLEAR countries between the first batch of 5 pre-selected countries and the 6 countries added during implementation.	x	X	x	x				
7.1. What can we learn by	x	X	x	x				

Evaluation Questions - Data Collection Matrix								
	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
comparing interventions and results in the 11 countries?								
Effectiveness								
8. Has the project achieved its targets? Why or why not? Please submit this information per IO, SO and country.	x	X	x	x	x			
IO 1: Legal/Regulatory instruments aligned with international standards on child labor, including its worst forms, formally submitted to appropriate bodies. (Armenia, Bangladesh, Paraguay, Philippines, Uganda, Serbia, Sri Lanka, Lebanon)	x	X	x	x	x			
• 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 work regulations	x			x	x	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	x			x	x	x	x	x

122

	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
				Evaluation Questions - Data Collection Matrix				
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.	x			x	x	x	x	x
IO 2: Improved enforcement of laws and policies related to child labor, including its worst forms. (Bangladesh, Paraguay, Philippines, Suriname, Uganda, Serbia, Sri Lanka, Lebanon, Côte d'Ivoire)	x	X		x	x	x	x	x
• Producing diagnostic reports on the target institutions	x	X		x				
• Proposing revisions to standard operating procedures and Inspectorate tools	x	X		x	x			
• Training relevant officials, including development of training materials	x			x	x			
• Providing technical assistance (design and implementation) to establish a CLMS	x			x	x			
• Providing technical assistance (design and	x			x	x	x	x	x

Evaluation Questions - Data Collection Matrix								
	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
implementation) to replicate existing community-based monitoring systems in other areas of the country								
IO 3: Increased implementation of National Action Plans on child labor, including its worst forms. (Bangladesh, Philippines, Suriname, Uganda, Serbia, Sri Lanka, Lebanon, Afghanistan)	x	X	x	x	x	x	x	x
• Training CL NAP Steering Committees	x			x	x	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		x	x	x	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			x	x	x	x	x
IO4: Improved implementation/integration of	x	X	x	x	x	x	x	x

Evaluation Questions - Data Collection Matrix								
	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
national and local policies and social programs aimed at reduction and prevention of child labor, including its worst forms. (Bangladesh, Paraguay, Philippines, Serbia, Sri Lanka)								
• Providing technical advice for the integration of such concerns into basic education policies and social protection services	x			x	x			
• Assessing social and other policies and programs to identify potential synergies	x			x	x			
• Promoting effective coordination of social programs in selected areas through a pilot project	x			x	x			
• Developing recommendation reports and consultative workshops to incorporate stakeholders' inputs, with support in some countries to integrate child labor concerns in social programs and policies.	x			x	x	x	x	x
9. What project-related or external factors were key in these achievements?	x	X	x	x	x	x	x	x
9.1. Which ones enhanced their achievement?	x	X	x	x	x	x	x	x

Evaluation Questions - Data Collection Matrix								
	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
9.2. Which ones hindered their achievements?	x	X	x	x	x	x	x	x
9.3. How has the project responded to them?	x	X		x				
10. To what extent has the project acted upon the mid-term evaluation recommendations?	x	X		x				
10.1 Why?	x	X		x				
11. How is the project disseminating project accomplishments and lessons learned in the different countries?	x	X		x				
12. Are there any unexpected, positive and/or negative, relevant results from the CLEAR interventions?	x	X	x	x	x	x	x	
13. How has the ILO knowledge and experience facilitated and leveraged project implementation and outcomes achievement?	x	X	x	x	x	x	x	x
Sustainability								
14. How did the project promote sustainability of project impact as it phased out engagement in project countries?	x	X		x	x	x	x	
14.1. How has the project's sustainability plan, presented in the TPR's Sustainability matrix, been implemented to enhance stakeholders' ownership of the project outcomes?	x	x		x				
15. Specify which outcomes	x	X		x	x	x		

Evaluation Questions - Data Collection Matrix								
	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
and/or sub-outcomes seem sustainable in each target country								
15.1. More sustainable	x	X		x				
15.2. Less sustainable	x	X		x				
15.3. Likely role of national and local partners after project end?	x			x	x	x	x	x
16. Identify steps by country (who, when and how) that can be taken to increase the sustainability of the impact of the project achievements/ outcomes/results.	x	X		x	x	x	x	
16.1. What resources may be needed to ensure sustainability of project results?	x	X		x	x			
17. How has the project integrated national stakeholders in the implementation of project activities?	x	X		x	x	x	x	x
18. Was the duration of the project appropriate to achieve sustainable outcomes in the different countries?	x	X		x	x	x	x	
18.1 At global level	x	X						
18.2 By country	x	X		x	x	x	x	
Efficiency								
19. How has the management structure, with key personnel housed in Geneva, country staff and ILO country Offices *supported* or h*indered* the	x	X		x				

|	Document review	ILO HQ staff	USDOL staff	ILO Country Staff/National Coordinators	Government officials	Workers and employers organizations	Other Civil Society	Other International Devt. Partners
Evaluation Questions - Data Collection Matrix								
achievement project results?								
20. What have been the strengths and weaknesses of the CLEAR implementation models in terms of efficient use of resources and achievement of results?	x	X		x				
21. Are there any relevant issues related to administrative and finance procedures that *facilitated* or *hindered* the project's implementation?	x	X		x				
Impact								
22. What has been the broader impact of the project at policy level beyond the planned outcomes in strengthening CL policies, other FPRW such as forced labor; and in general national development?	x	X		x	x	x	x	
22.1 CL policies	x	X		x	x	x	x	
22.2 Other FPRW such as forced labor	x	X		x	x	x	x	
22.3 general national development	x	X		x	x	x	x	

ANNEX F: Code Cloud Prevalence – Discussion Points from Evaluation Interviews

The graphic below represents the frequency analysis of discussion points that were covered during the evaluation interviews in in headquarters and most of the project countries. The larger the letters the more frequently interviewees commented on these subjects. Note that the numbers preceding the discussion points simply refer to the number that the evaluator assigned to the code. It does not represent the frequency that the point was discussed. Some stakeholders made several points regarding this subject while others did not mention it at all.

A total of 113 comments were made about the subject of the *global project structure*. The next most common point was the many *recommendations* that interviewees made with 83 comments which is more than is usual in an evaluation. Interviewees were very interested in providing ideas for future similar initiatives or on future work in their countries. Other points of great interest were IO1 on *legal/regulatory frameworks* (77 comments), IO2 *Enforcement* (66 comments), *Sustainability* (73 comments), *Awareness Raising and Dissemination* (50 comments)

Graphic 1 - Code Cloud Indicating Prevalence of Discussion Points of Interviewees During the Evaluation
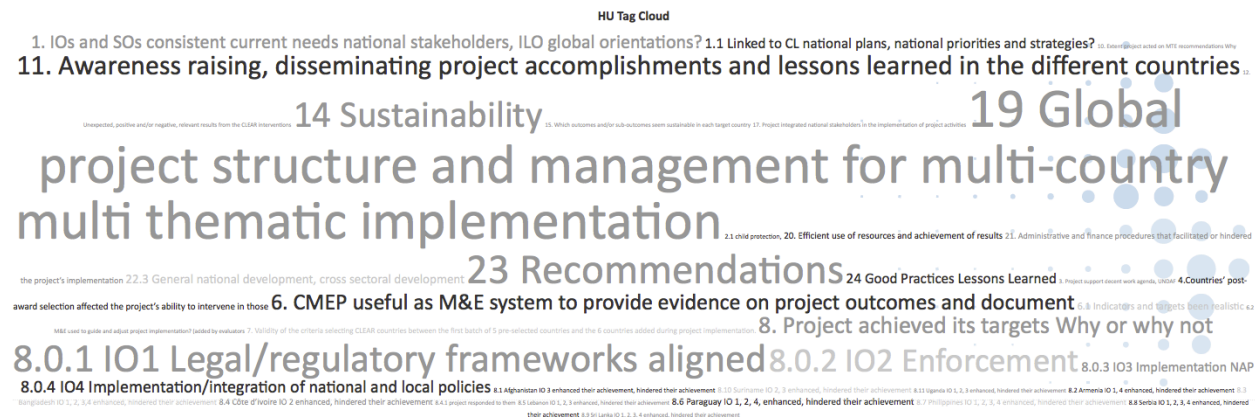
ANNEX G: Interview Questions with Stakeholders

Interview Questions CLEAR Country Stakeholders

Method:
Country visits (Bangladesh, Paraguay, Philippines, Serbia): By individual or group interview with tripartite constituent representatives, civil society or academic institution partners

Countries not visited (Afghanistan, Armenia, Côte d'Ivoire, Lebanon, Philippines, Uganda): By Skype call or phone call.

Note: The questions will be adapted in accordance with the specificities of each type of stakeholder. That is, whether they are from government, employers' or workers' organizations, other civil society or academe.

Introduction

This is an independent final evaluation of the ILO's CLEAR project jointly conducted by the ILO and the USDOL. We have come to learn from you/talk with you so that we can assess the achievements of the project and to learn about how to improve future programs on the elimination of child labor. The purpose of the evaluation is to determine:

- where successes lie;
- implementation difficulties that arose;
- causes of successes and difficulties;
- possible solutions to increase the sustainability of the results and achievements and;
- lessons and recommendations for future projects around the world on eliminating child labor.

General Questions

The evaluators will start each meeting with general questions:

- Please briefly describe your involvement in the project/ your activities related to the project.

- What do you think about the selection of the subject areas for this project in your country? Do they correspond to the needs of the country or not? If yes, how. If no, why not?

    o (For government interviewees: How is the project linked to national plans and strategies? Decent Work Country program?)

- What do you think was very good about the project?

- What challenges did you notice in the project?

The introductory questions are followed by questions on specific subjects relevant to each stakeholder sphere of interest and not already covered during the semi-structured first phase of the discussion.

Checklist questions:

- Have your (stakeholder) needs changed during the course of the project? If so, were the strategies and interventions adjusted?

Efficiency

- Were the human and financial resources sufficient for the scope of the project in the country?

Effectiveness and Impact

- Was the project implemented in accordance with the work plan and schedule or not? If no, why not?

- To what extent has CLEAR achieved its targets in your country?

- What factors helped in the achievement of the results? (project and external factors)

- What factors hindered the achievement? (project factors and external) How did the project respond to the challenges or positive factors? (mentioning the specific points they raised under the preceding point)

- Are there any unexpected results from the CLEAR interventions? (Positive or negative) (Skip this question if already answered above)

- How is the project disseminating project accomplishments and lessons learned in the country?

- For government stakeholders: would you say the project had any broader impacts at country policy level (e.g. child labor policy, forced labor; general national development?

Sustainability

- What steps were taken to support sustainability during the project if any?

- In your view, to what degree are the activities that you were involved with sustainable?

- What can be done before the project ends to increase the sustainability of the results of the results?

- Was the duration of the project suitable to achieve sustainable outcomes?

Recommendations

- **Remaining period**: Do you have any suggestions for improvements to the project or actions that can be taken **in the remaining project implementation period** towards its success and sustainability? (if the work is still on-going)

- **Future**: What do you think your organization can continue to do after the project ends to continue the achievements made under CLEAR?

- **Broader child labor action**s: What are your recommendations for future projects in your country or in other countries facing similar child labor issues?

ANNEX H: Online Form

Final Evaluation of CLEAR I 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.   As a reminder, the purpose of the CLEAR project is to support a reduction in child labor by building local and national capacity of national partners.

1. Position (job title) and country

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

2. How did you learn about the CLEAR project?

3. Please summarize in one sentence your involvement with the CLEAR project.

4. Please briefly describe the CLEAR project's main objectives and activities in your country.

5. 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 labor in your country? Please rate relevance as follows with 1 = very poor, 2 = poor, 3 = acceptable, 4 = good, 5 = very good

6. Please describe your reason for the answer you provided to the previous question on relevance.

7. Please briefly describe the components/activities of the CLEAR project in which you, or the organization you represent were specifically involved.

8. How adequately do you think the CLEAR project-related activities in which you are/were involved are achieving their objectives?

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

9. Please briefly describe your reason for the score you assigned to the previous question on how far the objectives have been achieved.

10. If the project is still continuing in your country, list other issues you think the CLEAR project should focus on to improve/expand its results.

11. What do you think needs to be done to ensure CLEAR's results in your country sustainably continue after the end of the project life?

12. Please list 3 recommendations for future projects in your country and/or other countries facing similar child labor issues.

ANNEX I: Evaluation Schedule and Interviews

This page is intentionally left blank in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

ANNEX J: Preliminary Results from Stakeholder Workshop and List of Participants

This page is intentionally left blank in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

ANNEX K: ILO Lessons Learned Templates

<table>
<tr>
<td colspan="2">

ILO Lesson Learned Template

Project Title: Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)

Project TC/SYMBOL: GLO/13/22/USA

Name of Evaluator: Ruth Bowen and Mei Zegers

Date: 31 August 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

</td>
</tr>
<tr>
<td>**LL Element**</td>
<td>**1. Resourcing and scope of multi-country child labor projects**</td>
</tr>
<tr>
<td>**Brief description of lesson learned (link to specific action or task)**</td>
<td>

CLEAR aimed to build capacity of national and local governments in 11 countries globally to reduce child labor. There were a number of inter-related lessons on multi-country project design and resourcing from the experience of implementing the project.

Resourcing: With regard to resourcing, the number of countries supported by the project meant that resources were spread thinly, with a maximum budget of around US$350,000 per project. This only allowed for one national staff member per country. The resulting demands on the staff members were too high taking into account the extensive administrative requirements of the ILO and the USDOL and did not allow for administrative and M&E support within the project. Therefore, for a budget of this size, fewer countries with a more regional focus would be preferable.

Thematic and geographical scope: The broad thematic scope of CLEAR covering four areas of capacity development – legal frameworks, enforcement and monitoring, improving implementation of national action plans and integration of child labor across relevant social programmes; together with a highly diverse group of countries geographically and with differing levels of maturity on child labor programming was not conducive to cross-country sharing and learning. Selection of a more homogenous set of countries or a more focused thematic intervention may have afforded a deeper impact per country and outcome area.

</td>
</tr>
<tr>
<td>**Context and any related preconditions**</td>
<td>Applies to multi-country projects designed to address government and tripartite capacity to address child labor, whether global or regional.</td>
</tr>
<tr>
<td>**Targeted users / Beneficiaries**</td>
<td>

Target users: Project design teams, ILO PARDEV branch,

Beneficiaries: Country stakeholders, project staff at HQ or in-country

</td>
</tr>
</table>

Challenges /negative lessons - Causal factors	Wide diversity of countries selected and a wide variety of thematic objectives is not optimal for cross-country learning. Numerous CLEAR country stakeholders indicated that such sharing is important to them.
Success / Positive Issues - Causal factors	A diverse range of countries can spread the benefits of the countries globally.
ILO Administrative Issues (staff, resources, design, implementation)	This lesson has implications for the design, financial resourcing and staffing of future programs.

ILO Lesson Learned Template

Project Title: Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)

Project TC/SYMBOL: GLO/13/22/USA

Name of Evaluator: Ruth Bowen and Mei Zegers

Date: 31 July 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

Lesson Learned Element	2. Effective advocacy strategies conducted by ILO project staff for legal and regulatory reform and implementation of child labor programs
Brief description of lesson learned (link to specific action or task)	In a number of participating CLEAR project countries, the National Project Coordinators judiciously selected high profile bodies and individuals to engage the interest and support of national stakeholders and local actors promoting legal reform and implementing policy on child labor. For example, in Bangladesh the NPC engaged the National Human Rights Commission to oversee the review of the legal framework for hazardous work for children. As an independent statutory body, their role was critical in engaging with senior officials of the Ministry of Labor and Employment. The National Project Coordinator was also highly active in securing high level support for sub-national efforts, achieving the presence of the Minister of Labor at sub-national training events. In Sri Lanka a former General Commissioner of Labor, (senior position within the Ministry of Labor and trade Union Relations), highly respected for her achievements in that role, was engaged as a consultant to support the implementation of the district Child Labor Free Zone model. Her role as a project liaison with the district authorities was critical to gaining the interest and cooperation of the local officials. In Serbia the steering committee was well constituted and very active. Likewise in Uganda the National Steering Committee on Child Labor engaged in organized advocacy.
Context and any related preconditions	**Context:** Any country where the ILO is engaging in advocacy for legal reform to bring the legal framework into greater alignment with international labor standards, or where mandated national and sub-national oversight bodies require activating. **Related pre-conditions**: Requires the selection and appointment of National Project Coordinators with experience working with high levels of government and with excellent diplomacy skills.
Targeted users / Beneficiaries	Project managers and implementing staff

Challenges /negative lessons - Causal factors	Risk of failure if the ILO officer chooses ineffective champions or if the ILO is considered to be inappropriately pushing officials.
Success / Positive Issues - Causal factors	• This highly skilled approach of the key project staff can have a major impact on the engagement of the constituents and the success of the project. • High quality organizational support provided by the ILO to the local partners, without taking on the responsibility of national partners.
ILO Administrative Issues (staff, resources, design, implementation)	Relates to staff selection for key National Project Coordinator positions or equivalent.

ANNEX L: ILO Emerging Good Practices Templates

ILO Emerging Good Practice Template
Project Title: Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)
Project TC/SYMBOL: GLO/13/22/USA
Name of Evaluator: Ruth Bowen and Mei Zegers
Date: 31 July 2018
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	1. Public-Private Partnership Funding for Child Labor Monitoring in Côte d'Ivoire
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.	Background: In Côte d'Ivoire CLEAR supported the refinement of the operational procedures and tools for the multi-sectoral child labor monitoring system under government oversight, known as *Systeme d'Observation et de Suivi du Travail des Enfants en Côte d'Ivoire* (SOSTECI). The improvement of the system was in line with the country's National Action Plan on Child Labor. ILO has been supporting the ongoing development of the SOSTECI since 2003. It involves coordination between multi-sectoral actors from village to national level in identifying child labor. In parallel, the International Cocoa Initiative, a foundation with cocoa/chocolate industry and civil society membership based in Switzerland, working to promote ethical trade and elimination of child labor in the cocoa supply chain also developed a system for providing remediation supports to children found in child labor. Good practice: The specific good practice supported by CLEAR was to advocate and provide opportunities for dialogue and collaboration between the government and major cocoa industry players to develop a framework for sustainable funding of the SOSTECI. By the time of the final project evaluation, a coordination framework for sustainable funding of the CLMS had been adopted through an active partnership between SOSTECI and the parallel private sector system known as the Child Labor Monitoring and Remediation System. As part of the funding mechanism, the government allocated budget in 2017 to extend the system to 19 new localities and the government recently announced additional budget for 2018-2020.

Relevant conditions and context: limitations or advice in terms of applicability and replicability	*Conditions for success:* Existence of industry and government commitment to eliminating child labor in the relevant supply chain; need for coordination and integration of a wide range of government, private sector and civil society initiatives to monitor and respond to child labor.
Establish a clear cause-effect relationship	This initiative supported CLEAR's Intermediate Objective 2 - Improved enforcement of child labor laws and policies, specifically sub-outcome 2.3 ("Local government and NGOs agree to continue operating the CLMS") i.e. establishment of sustainable child labor monitoring systems. As a result of CLEAR's advocacy the initiatives of diverse actors in responding to child labor are better coordinated and a sustainable funding framework established to support continuous funding of child labor monitoring system in the country.
Indicate measurable impact and targeted beneficiaries	*Targeted Beneficiaries:* Direct beneficiaries: Multi-sectoral actors engaged in the child labor monitoring system. Ultimate beneficiaries: Children in engaged in child labor in the cocoa industry and their families. *Measurable Impact*: Funding framework demonstrates commitment of funds by the government and the private sector; and documented commitment of funds by the government of Côte d'Ivoire in the 2018-2020 budget.
Potential for replication and by whom	The advocacy approach of ILO is replicable in other countries tackling child labor in major agricultural supply chains.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Addressing child labor in the cocoa supply chain in Côte d'Ivoire is part of the Decent Work Country Programme between the government and the ILO. The promotion of Public-Private Partnerships is one of the ILO's global strategies in addressing child labor.
Other documents or relevant comments	Not applicable

<table>
<tr><td colspan="2" align="center">**ILO Emerging Good Practice Template**</td></tr>
<tr><td colspan="2">**Project Title: Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor**</td></tr>
<tr><td colspan="2">**Project TC/SYMBOL: GLO/13/22/USA**</td></tr>
<tr><td colspan="2">**Name of Evaluator: Mei Zegers and Ruth Bowen and Mei Zegers**</td></tr>
<tr><td colspan="2">**Date: 31 July 2018**</td></tr>
<tr><td colspan="2">The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</td></tr>
<tr><td>**GP Element**</td><td>**2. Methodology for sub-national coordination for child labor free zones in Sri Lanka**</td></tr>
<tr><td>**Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)**</td><td>Background: In Sri Lanka, CLEAR supported the refinement and replication of the existing child labor free zone model which is introduced through the District Child Development Committees (DCDCs), an existing multi-sector government structure. Prior to CLEAR, the Child Labor Free Zone model had been introduced in a single district, Ratnapura, and its success widely recognized by national and local government. About the model: Essentially, the approach built upon the existing model and involves horizontal and vertical coordination on child labor policies and response, integrated within child protection structures. It includes cross-sectoral response at the district level (including line ministry representatives of Ministry of Education and Health), enabling reach to the informal sector within communities. The model additionally strengthened the coordination between district-level labor inspectors and the agencies involved in child protection.

Good practice innovation: The specific innovation introduced by CLEAR and considered an emerging good practice was to develop a 12-step guideline for committees to follow at district and divisional level of the DCDCs. Divisions are administrative units within the Districts in Sri Lanka.

Steps 1 to 5 involve data gathering on children in the district on children engaged in child labor, vulnerable to child labor and other forms of abuse and neglect and development of a comprehensive child development plan.

Step 6 involves setting up a child information database at divisional level, accessible also at District level.

Steps 7 and 8 involve training for relevant government officers, NGOs, the private sector and raising community awareness.

Step 9 involves child vulnerability scoring of the district.

Steps 10-12 involve social protection clinics for provision of assistance to families of children in child labor and other abuses; village and divisional level monitoring of school drop out before age</td></tr>
</table>

	16 and engagement in child labor and database verification of Divisional databases on children removed from child labor. The order of these "steps" is not necessarily consecutive, but they rather represent the necessary elements in the system. Based on the experience of implementing the training for the model, the consultant and stakeholders involved produced recommendations for further improving the process.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Relevant conditions for success: • Effective advocacy and political will to support the model through sub-national administrative authorities. The relevant structures in Sri Lanka are the Districts and Divisions headed by their respective leaders, the District and Divisional Secretaries appointed by the national government. • Requires a substantial investment of training resources to establish such a system throughout a country. Resources and personnel need to be available for training of district children's issues committee members. Under CLEAR, Sri Lanka recruited an individual field liaison consultant to advocate for and advise on the system, and set up District Coordinators, appointed by the District Secretary as the conduit for introducing the model. • Needs high level support for the roll-out of the program through national child Labor committees and national action plans on child labor. • Requires official direction from the Ministry of Labor to the sub-national labor officers on their role in child protection structures.
Establish a clear cause-effect relationship	.The Child Labor Free Zone Model contributes to CLEAR Intermediate Objective 3 (Improved implementation of National Action Plans). The system ensures that national action plans and polices are rolled out at sub-national level.
Indicate measurable impact and targeted beneficiaries	*Beneficiaries:* Direct beneficiaries – line agencies at sub-national level, children at risk of child labor or engaged in child labor. *Intended impacts*: The intended impact is zero child labor in the target districts. The local child information database, regularly updated according to the model, is intended to verify the withdrawal of children from child labor. The impact would need to be further verified through reliable child labor surveys accurate at the district level.
Potential for replication and by whom	Other countries with a multi-sectoral child protection or child development structures at sub-national level.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme	Supports Sri Lanka's Decent Work Country Program and proposal to become a pathfinder country under the SDG Alliance 8.7 effort.

Framework)	
Other documents or relevant comments	Not applicable

ILO Emerging Good Practice Template

Project Title: Community Level Engagement and Assistance to Reduce Child Labor (CLEAR)

Project TC/SYMBOL: GLO/13/22/USA

Name of Evaluator: Ruth Bowen and Mei Zegers

Date: 31 July 2018

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	3. Integration of child labor in social protection programs: Paraguay and the Philippines
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**Background**: The CLEAR strategic interventions included initiatives to mainstream child labor engagement in social protection programs. In Paraguay CLEAR supported a pilot effort to coordinate the implementation of two social protection programs, "Abrazo" and "Tekoporã" and improve the integration of child labor prevention across both these programs. Abrazo is a national program through which vulnerable households are provided with conditional cash transfers with the aim of reducing child labor. It is implemented through urban based centers that identify and monitor child labor and provide support to families. Tekoporã is a cash transfer program serving rural areas to assist vulnerable households and children, but was less directly aimed at addressing child labor. It has a wide coverage of 168 districts, reaching over 110,000 families. Under CLEAR, the two programs collaborated to develop a set of common operating procedures, a more structured collaboration between the programs and a joint pilot program. The joint pilot in one district, Caaguazu, included strengthening the capacities of the local committee members and beneficiary mothers of both programs. The integration of the procedures for access to support from the programs was effective in helping more families with children vulnerable to child labor to access economic development support, and sensitize implementers of both programs to child labor as a vulnerability factor. In the **Philippines,** CLEAR supported training of the operators of the national conditional cash transfer program known as the "Pantawid Pamilyang Pilipino Program" (Bridging Program for the Filipino Family) administered by the Department of Social Welfare and Development (DSWD). The training raised the awareness of the program implementers on child labor issues. Prior to CLEAR this program was not sensitive to the existence of child labor as a vulnerability factor. The project produced a training module for family beneficiaries of the program on child labor awareness to be

	included under the family development sessions of the program. For example, what parents can do if they are aware of a child in child labor, how to report, what services are available, why children should not be allowed to work in inappropriate tasks etc. The Department of Labor and Employment was involved in the cross-departmental collaboration and was satisfied with the increased readiness of the DSWD to address child labor as part of a whole of government approach to the issue.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Effective advocacy by the ILO together with Ministries/Departments of Labor on the need for integration of child labor in social protection programs of other ministries. Success is dependent on the will and readiness of the mainstream social protection programs to integrate child labor vulnerable families in their programs.
Establish a clear cause-effect relationship	These initiatives support CLEAR's Intermediate Objective 4 concerning integration of child labor across social programs. The systematic inclusion of families with children engaged in or at risk of engaging in child labor in social protection programs such as CCT programs can help address the economic and attitudinal root causes of child labor.
Indicate measurable impact and targeted beneficiaries	*Targeted Beneficiaries:* Families with children engaged in child labor *Measurable impact*: The impact of inclusion of families with children engaged in child labor in CCT programs on child labor rates has not yet determined. It could be the subject of outcomes or impact research regarding the effectiveness of CCT programs for reduction of child labor.
Potential for replication and by whom	High potential for replication in developing countries with various forms of social protection programs such as conditional cash transfer as a poverty reduction strategy.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Mainstreaming of child labor across government programs is a key pillar of ILO's global work to eliminate child labor under FUNDAMENTALS.
Other documents or relevant comments	CLEAR project Technical Progress Reports