



International
Labour
Office
Geneva

**Measurement, Awareness-Raising and Policy Engagement to Accelerate Action Against Child Labour and Forced Labour (MAP 16)
Independent midterm evaluation
Draft report**

ILO project code:	GLO/18/29/USA, GLO/16/28/USA
Countries and territories covered:	Argentina, Kosovo, ¹ Mauritania, Morocco, Niger (the), Serbia, Sri Lanka, Timor-Leste, Fiji, Montenegro, Colombia, India, and Jordan
Project title:	Measurement, Awareness-Raising and Policy Engagement to Accelerate Action Against Child Labour and Forced Labour (MAP 16)
ILO administrative units:	Regional Office–AFRICA; Regional Office–LATIN AMERICA AND THE CARIBBEAN; Regional Office–EUROPE; Regional Office–ARAB STATES; Regional Office–ASIA AND THE PACIFIC; Country Office–BANGKOK; Decent Work Technical Support Team (DWT)–BANGKOK; DWT–ABIDJAN; Country Office–ALGIERS; DWT/ Country Office–NEW DELHI; DWT/CO-LIMA; DWT-BEIRUT; LABADMIN/OSH; DCOMM; STATISTICS; SECTOR; AC/TRAV AND ACT/EMP
ILO technical unit:	Fundamental Principles and Rights at Work Branch (FUNDAMENTALS)
Project period:	January 2017-September 2022
Donor:	United States Department of Labor (USDOL)
Total project budget:	US\$ 22,400,000
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¹ As defined in UN Security Council resolution 1244 of 1999.

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Evaluation period: October 2020–March 2021

Submission date: 20 March 2021

Evaluation budget US\$ 28,713.88

Key words: Forced labour, child labour, knowledge, research, advocacy, capacity-building, global action, strengthened policies, improved capacity of governments, national authorities, strengthened partnerships

Contents

1	Abbreviations	4
2	Project background	5
3	Project description	6
4	Evaluation methodology.....	8
	4.1 Data collection.....	9
5	Findings	10
	5.1 Relevance	10
	5.2 Coherence.....	17
	5.3 Validity of design	19
	5.4 Project results and effectiveness.....	25
	5.5 Efficiency.....	38
	5.6 Sustainability	42
6	Conclusions	44
7	Lessons learned and emerging good practices	45
8	Recommendations.....	46
9	ANNEX I Evaluation matrix	51
10	ANNEX II List of documents	56
11	ANNEX III List of stakeholders interviewed.....	Erreur ! Signet non défini.
12	ANNEX IV Outputs delivered by October 2020.....	67
13	ANNEX V Lessons learned and Good Practices templates	68

1 ABBREVIATIONS

AMESIP	Moroccan Association for Assistance to Children in Precarious Situations
CGEM	General Confederation of Moroccan Enterprises
CL	child labour
CLEAR	Country Level Engagement and Assistance to Reduce Child Labour
CLP	Child Labour Platform
CMEP	Comprehensive Monitoring and Evaluation Plan
CSO	civil society organization
DWT	Decent Work Technical Support Team
EQ	evaluative question
EU	European Union
EVAL	ILO Evaluation Office
FL	forced labour
FUNDAMENTALS	Fundamental Principles and Rights at Work Branch
GAP	Global Action Programme
GBNFL	Global Business Network on Forced Labour
HT	human trafficking
IAB	International Advisory Board
ICLS	International Child Labour Statistics
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
LAC	Latin America and the Caribbean
MAP 16	Measurement, Awareness-Raising and Policy Engagement to Accelerate Action Against Child Labour and Forced Labour
M&E	monitoring and evaluation
MICS	Multiple Indicator Cluster Survey
MoL	Ministry of Labour
MOLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
NCLP	National Child Labour Programme
NGO	non-governmental organization
NPC	national project coordinator
OSMM	Moroccan Mohammedia Scouting Organization
PARDEV	Partnerships and Field Support Department
PMP	performance and monitoring plan
PRODOC	project document
PROGRAM	Strategic Programming and Management Department
PWD	persons with disabilities
RILAC	Regional Initiative Latin America and the Caribbean Free of Child Labour
SDGs	Sustainable Development Goals
TPR	Technical Progress Report
TWG	technical working group
UN	United Nations
UNICEF	United Nations Children's Fund
USDOL	US Department of Labor
WFCL	worst forms of child labour

1. According to the 2017 Global Estimates, approximately 151.6 million children worldwide were engaged in child labour (CL), and slightly less than half of these (72.5 million) were performing hazardous work that places their health, safety or moral development at risk. Since the year 2000, the number of children in child labour has decreased from 246 million, which means a reduction of nearly 40 per cent, or 100 million. Global awareness-raising and national efforts are paying off, but progress has slowed, particularly over recent years, and the challenge is still immense. Over the past year, COVID-19 has plunged the world into a crisis of unprecedented scope and scale. The harmful effects of this pandemic will not be distributed equally. They are expected to be most damaging in the poorest countries and destitute neighbourhoods, and for those in already disadvantaged or vulnerable situations, such as children in CL and victims of forced labour (FL) and human trafficking (HT), particularly women and girls.²

2. Seven out of ten children in CL around the world are found in agriculture. With one in five children in CL, for the first time Africa is the region with the highest prevalence, in absolute numbers and in terms of percentage, followed by the Asia and the Pacific region. While total numbers of children in CL have kept falling little by little, hazardous work still makes up nearly half of all CL. Almost no progress has been made over the last four years to reduce CL in the age group of girls and boys 5–11 years old. Children in countries affected by conflict situations, humanitarian settings and disasters face a much higher vulnerability and risk to be in child labour.

3. The Global Estimates regarding FL also show a challenging scenario. On any given day in 2016, an estimated 40.3 million people were victims of modern slavery: 24.9 million of them (or more than 60 per cent) in FL and 15.4 million (or almost 40 per cent) in forced marriage. In addition, 16 million of the 24.9 million victims of FL are exploited in the private sector, generating an “industry” with some US\$150 billion of net profits. High-risk sectors include construction, agriculture, fishing, manufacturing and domestic work. The rate of modern slavery is highest in Africa, with 7.6 victims for every 1,000 people in the region. One in four victims of modern slavery is a child.

4. In 2015, all 193 member countries adopted the 2030 Agenda for Sustainable Development and the United Nations (UN) Sustainable Development Goals (SDGs), which include a specific target to address child labour and FL. SDG target 8.7 calls for immediate and effective measures to eradicate CL in all its forms by 2025, and to end FL, modern slavery and HT by 2030. This ambitious target requires sound, evidence-based policy choices at all levels of government, in addition to a groundswell of support and action by communities committed to these objectives. As a substantive part of this strategy, the “Alliance 8.7”³ was launched during the UN General Assembly in September 2016 as a global partnership initiative to accelerate action, conduct research and share knowledge, and drive innovation and leverage resources. Alliance 8.7 represents a renewed commitment of the international community to join forces and to foster long-term public policy-driven solutions to prevent and eliminate CL, FL, modern slavery and HT.

5. In this scenario, the Measurement, Awareness-Raising and Policy Engagement to Accelerate Action Against Child Labour and Forced Labour (MAP 16) aims at helping to build and apply the critical knowledge needed to inform the policy choices to combat CL and FL, and to support measures to address these challenges in key countries, regions and sectors.

² ILO, *COVID-19 impact on child labour and forced labour: The response of the IPEC+ Flagship Programme*, 2020. Available at www.ilo.org/wcmsp5/groups/public/---ed_norm/---ippec/documents/publication/wcms_745287.pdf.

³ Available at www.alliance87.org.

6. MAP 16 is the continuation of a long and strong partnership between the US Department of Labor (USDOL) and the ILO to eliminate CL and FL.⁴ MAP 16 is at the core of the work of the ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS)⁵ on the fight against CL and FL. USDOL has been supporting the work of the International Programme on the Elimination of Child Labour (IPEC)⁶ in the past, including the development of the world's first-ever tool to measure CL, approved in 2008 at the 18th International Conference of Labour Statisticians.⁷ USDOL has also partnered with the ILO by funding the implementation of the Child Labour Surveys, to support countries and to estimate the prevalence of CL in those countries.

7. ILO FUNDAMENTALS was established in 2013, bringing together IPEC and the Department for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION). The mission of FUNDAMENTALS is to serve as a centre of excellence on policies and actions to support the realization of fundamental principles and rights at work. FUNDAMENTALS supports Member States to fulfil their obligations to respect, promote and realize, in good faith, the fundamental principles and rights at work, by facilitating the strengthening of relevant legislation and institutions, including employers' and workers' organizations, and the commitment of national duty bearers, rights-holders and enterprises.

8. The total staff of MAP 16, including those partially financed by the project, is composed of 42 people, of whom 20 work at headquarters in Geneva, including the project director. Staff are either at the country/region/global or thematic level. Four are based in Africa, six in South America, five in Asia, two in the Middle East, and five in Europe. The staff is national and international, Professional and General Services staff.

9. Each of the four MAP 16 components (Outcomes) has a focal point responsible for its implementation. MAP 16 staff reports to FUNDAMENTALS, with the only exception being staff backstopping Output 3.3.1. – "Support efforts to combat child labour in Colombia including research" – who belongs to the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH).

10. Most of the field staff work full time on the project. On the other hand, at headquarters level, most of the staff are involved in other projects and work partially on the MAP 16 project. This is particularly the case for the research team, which only works part time on the project. Two team members are qualified as key personnel, and their recruitment has been approved by the donor: the project director and the communications officer. Four people are 100 per cent funded by the MAP 16 project and must devote 100 per cent of their time to the project (project director, communications officer, monitoring and evaluation (M&E) officer, and administrative and financial assistant).

⁴ Available at https://www.ilo.org/wcmsp5/groups/public/---ed_norm/-ipec/documents/publication/wcms_710971.pdf.

⁵ Available at <https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/governance/fprw/lang--en/index.htm>.

⁶ Available at <https://www.ilo.org/ipec/lang--en/index.htm>.

⁷ ILO, Report III, Child labour statistics, 18th International Conference of Labour Statisticians, Geneva, 24 November–5 December 2008. Available at https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_099577.pdf.

11. The initial project budget was US\$9,400,000 in September 2016. Subsequently, additional funding was added, including US\$180,000 in December 2016, US\$7,500,000 in September 2017, US\$2,920,000 in September 2018, and US\$2,400,000 in September 2019. Currently, the project's total budget constitutes US\$22,400,000.

Table 1: Budget description (US\$)

Instalment date	Amount	To be spent by ⁸	Total budget
September 2016	9 400 000	June 2020	9 400 000
December 2016	180 000	September 2020	9 580 000
September 2017	7 500 000	June 2021	17 080 000
September 2018	2 920 000	June 2022	20 000 000
September 2019	2 400 000	June 2022	22 400 000
	22 400 000		

12. The project was on a start-up phase for one and a half years. The final version of the project document (PRODOC) was approved by USDOL on 31 July 2018.⁹ Key activities supported by the project – such as the 2017 Global Estimates, 2018 Policy Reports, the Fourth Global Conference on the Sustained Eradication of Child Labour, and some of the Alliance 8.7-related activities – took place at that early stage of the project.

13. MAP 16 aims at helping to build and apply the critical knowledge needed to inform the policy choices to combat CL and FL, and to support measures to address these challenges in key countries, regions and sectors. In support of this effort, the project develops and articulates four outcomes related to CL and FL: (a) knowledge, (b) advocacy, (c) capacity-building and (d) global action. The project-level objective is stated as follows: The MAP 16 project will accelerate progress in support of efforts to eliminate CL, FL and HT.

14. Outcome 1 – “Improved knowledge base on child labour, forced labour and human trafficking” – aims to build the empirical research base designed to shed light on the prevalence, causes and consequences of CL and FL. According to the PRODOC, this outcome is expected to produce a series of tools and products to enhance this research base at the global and national levels. The studies cover a variety of thematic subjects, including research on the economic and social benefits and costs associated with CL and FL; trafficking associated with armed forces; specific risk groups, sectors and regions; and on the impact of inequality and informality.

15. Outcome 1 contains two sub-outcomes focusing on two priorities for knowledge generation: the development of tools to obtain primary data, and conducting research and gathering evidence using the tools created, as applicable. Sub-Outcome 1.1. is designed to improve survey methods and data tools to support research on CL, FL and HT (Sub-Outcome 1.1.A), as well as to increase sustainability in data collection, analysis and reporting by Member States (Sub-Outcome 1.1.B). Sub-Outcome 1.2 focuses on generating data and evidence in support of efforts to eliminate CL, FL

⁸ These dates are three months prior to either the expiration of the US Government funds or the end of the project, whichever comes first.

⁹ Fourth Technical Progress Report (TPR).

and HT (such as quantitative reports and research reports, among others). Outcome 1 contains a total of 21 outputs out of a programme total number of 55 outputs.

16. Outcome 2 – “Improved application of knowledge and engagement in support of efforts to eliminate child labour and forced labour” – seeks to support efforts to eliminate CL and FL by increasing engagement between knowledge producers and end users, and by increasing the awareness and engagement of specific target groups. It is expected to achieve this through knowledge mobilizing, storytelling and advocacy activities that are supported by digital communications.

17. Outcome 3 – “Strengthened policies and improved capacity of governments, national authorities, employers’ and workers’ organizations and other relevant entities to combat child labour, forced labour and human trafficking through national, regional and global initiatives” – aims to work concretely at the national, regional and global levels to implement evidence-based policies informed by knowledge – in some cases, provided or promoted by the project. Country-level activities aim to support efforts to combat CL and, where relevant, FL, in Colombia,¹⁰ Jordan, India and ten other selected countries. These efforts focus on improving the legal framework, strengthening the enforcement of laws, coordinating government efforts, developing and strengthening national action plans, and developing and strengthening programmes in a selected number of additional countries.

18. According to the Comprehensive Monitoring and Evaluation Plan (CMEP), Outcome 3 works in three sub-outcomes or areas:

- Sub-Outcome 3.1 – Increased capacity of sugar and fishing stakeholders to improve policies
- Sub-Outcome 3.2 – Increased capacity at regional level in at least two regions to combat CL and FL
- Sub-Outcome 3.3 – Improved country capacity to address CL

Sub-Outcome 3.3 specifically addresses CL. Outcome 3 includes 20 outputs, although two of them have been cancelled. Those are the ones related to the Plurinational State of Bolivia and Turkey. The budget initially allocated to the Plurinational State of Bolivia and Turkey has been assigned to three countries/territories: Kosovo,¹¹ Montenegro and Serbia.¹²

19. Finally, Outcome 4 – “Strengthened partnerships to accelerate progress in combatting child labour, forced labour and human trafficking” – aims to support the development of Alliance 8.7, by providing support to global events such as the Fourth Global Conference on CL and FL, which took place in Buenos Aires in November 2017; the Alliance 8.7 Global Coordinating group, as well as thematic Action Groups or other relevant groups that are formed under the Alliance; regional initiatives to combat CL and FL; civil society engagement; and two business networks, the Global Business Network on Forced Labour (GBNFL) and the Child Labour Platform (CLP).

4 EVALUATION METHODOLOGY

20. As stated in the terms of reference, the purpose of this midterm independent evaluation is to (a) give an assessment of the effectiveness and sustainability of the project across the major outcomes; (b) assess performance as per the foreseen targets and indicators of achievement at output and outcome levels, strategies and implementation modalities chosen, partnership arrangements, and constraints and opportunities; and (c) provide lessons to improve performance and delivery of the project.

¹⁰ However, Colombia is a particular case in MAP 16, since this component is not directly related to CL or FL.

¹¹ As defined in UN Security Council resolution 1244 of 1999.

¹² TPR, April 2020.

21. The methodology followed has been participatory in nature. All regions and 11 countries (almost all countries covered by MAP 16) have participated in the exercise. Among the advantages of the participatory approach, some should be cited:

- It contributes to empowerment, learning and capacity-building.
- It increases the knowledge of the programme and its context; and improves accountability, transparency and evaluative culture.
- It encourages the principle of “leave no one behind”, and promotes horizontal and collaborative relationships.

However, there are some challenges to the participatory approach: the different interests involved, a diversity of perspectives, and unequal power relations.

22. The evaluation has been guided by an evaluation matrix – a basis for the whole process. The matrix (see Annex I) includes the evaluation questions for the different criteria following the revised Organisation for Economic Co-operation and Development–Development Assistance Committee 2 (OECD–DAC 2) criteria (launched in December 2019) – relevance and strategic fit, coherence, the validity of project design, project effectiveness, the efficiency of resource use, the effectiveness of management arrangement, and sustainability – as defined in the ILO policy guidelines for evaluation (2017). The information needs contained in those questions have been structured into the evaluation matrix. Each evaluation question includes indicators that have been used to measure progress. The indicators have been drafted following the project CMEP, the latest logframe, and suggestions from the evaluators. Following the ILO Guidance Note No. 4 on Integrating gender equality in monitoring and evaluation projects,¹³ the evaluation matrix mainstreams gender throughout the evaluation questions, with its corresponding indicators, leading to a higher quality of gender analysis. Indicators have also been included to assess the persons with disabilities (PWD) approach. The current COVID-19 pandemic severely restricts the mobility of consultants. The evaluation methodology has therefore adhered to the ILO Guide on Implications of COVID in evaluations.¹⁴ This has implied the need to hire consultants in the visited countries to conduct virtual field visits, as further detailed under section 4.1, Data collection.

Data collection

23. The evaluation approach has been qualitative and participatory in nature, and uses project documents/reports, including CMEP data, to provide quantitative information. Qualitative information has been obtained through remote field visits, interviews and group interviews as appropriate. The participatory nature of the evaluation has contributed to the sense of ownership among stakeholders. After the approval of the inception report, data collection took place between 30 November and 19 December 2020.

24. The evaluation has comprised the following data collection methods. First is the desk review. Prior to beginning the interviews, the independent evaluators have reviewed numerous project-related documents covering a wide range of project background, design and implementation issues: CMEP documents; project document and revisions; cooperative agreements; Technical Progress Reports (TPRs); project results framework; work plans; correspondence related to TPRs; logframes; research or other reports undertaken (for example, baseline studies); and project files, as appropriate. The list

¹³ Available at https://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm.

¹⁴ Available at https://www.ilo.org/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_744068.pdf.

of documents can be consulted in Annex II. Upon the analysis of documents, the evaluators have conducted semi-structured interviews, following an interview guideline, upon the templates included in the inception report that was submitted in advance to the interviewees.

25. Field visits to India, Morocco, Montenegro and Serbia have been conducted by three national consultants. Those visits have been used as case studies for the evaluation. Due to the COVID-19 restrictions, these visits have been remote. Interviews have taken place online through Skype, Zoom and Google meetings. In a few cases, group interviews were conducted in Morocco, Montenegro and Argentina. External stakeholders were added to the initial list of stakeholders provided by MAP 16 during the data collection process. Examples of these are the members of the International Advisory Board (IAB) linked to Outcome 1, non-governmental organizations (NGOs) involved in the Alliance 8.7 and project service suppliers. In total, 121 people have participated in the evaluation, of whom 67 are women and 54 are men. The complete list of stakeholders interviewed can be found in Annex III. The evaluation has been strongly supported by the programme M&E Officer from the start of the evaluation. His involvement has been crucial to facilitate the interview scheduling process, the relationship with stakeholders, the provision of the documents needed, and finally in the stakeholder's commenting process.

26. Data collection methods have been triangulated. Considering the variety of views and interests of stakeholders, clients and users of the evaluation, the stakeholders' perspectives have been triangulated for many of the evaluation questions, in order to bolster the credibility and validity of the results.

27. The evaluation faced some limitations. Due to the COVID-19 pandemic, it had to be fully remote, which undermined the possibility for evaluators to visit on-site project activities or meet with stakeholders in person, among other things. The drafting period for the final report coincided with the closing of ILO offices for the Christmas and New Year's vacation period, which reduced the possibility of exchanges between the evaluators and the ILO staff. In India, the remote field work faced some challenges in terms of communication with government officials and some key ILO stakeholders.

5 FINDINGS

5.1 Relevance

Summary of response for evaluation question (EQ) 1 – Relevance

MAP 16 shows high pertinence considering the challenges of CL and FL around the world. It is intended to respond to several identified needs after years of USDOL and ILO collaboration working on the topic. On one side is the need to design research tools useful at the national level (Outcome 1). MAP 16 is intended to provide the technical capacity, the tools – questionnaires, training tools, ethical guidelines and the training needed – to produce useful statistics regularly without ILO support, or with minimum ILO support. On the other side, MAP 16 addresses the need to have global products, global research on CL and FL. Outcome 2 is also relevant. It addresses a need previously identified in the framework of USDOL and ILO cooperation, which is the need to better and more effectively communicate technical issues, easily accessible to users, regarding CL and FL. In all countries (and regions) covered under Outcome 3, the relevance of MAP 16 is high, and the programme has been able to address national priorities and build on existing national efforts. However, the project shows some weaknesses in terms of the social partners' involvement (unions and employers) in some of participating countries. MAP 16 does not include a gender and inclusion (non-discrimination) approach in most of its components. In terms of partnerships, MAP 16 aims at building bridges between several critical stakeholders in the fight against CL and

FL, such as governments, NGOs, communities, trade unions and the private sector, which seems crucial. The Country Level Engagement and Assistance to Reduce Child Labour (CLEAR) project recommendations were taken into account at the country level in most countries, but not on the design of MAP 16 at the global level. Child labour issues are even more relevant in the COVID-19 context, and the programme provided a relevant response to constituents' needs.

(1) To what extent does the project design take into account the needs of beneficiaries and stakeholders?¹⁵ To what extent has the project provided a timely and relevant response to constituents' needs and priorities in the COVID-19 context?

28. MAP 16 shows high pertinence, considering the challenges of CL and FL around the world. It builds from previous experience of joint USDOL and ILO cooperation. It takes elements from the MAP 13 project, which dealt purely with research. But it was actually modelled following the GAP 11 project (Global Action Programme against Child Labour), which also had a component on research, a second on capacity-building, and a third on building capacities specifically to address CL in domestic work. MAP 16 began its work in the framework of the ILO release of the Global Estimates on Modern Slavery and Child Labour in 2017, after the approval of the 2030 Agenda for Sustainable Development where the SDGs were released, and in the effervescence of Alliance 8.7 – launched as a side event to the United Nations General Assembly in 2016.

29. The project is relevant, as it is intended to respond to several identified needs, after years of experience working on the fight against CL and FL. On one side is the need to design research tools useful at the national level (Outcome 1), which are in line with the statistical standards, and which allow for sustainability on the side of the National Bureaus of Statistics. MAP 16 is intended to provide the technical capacity, the tools – questionnaires, training tools, ethical guidelines and the training needed – to produce good statistics on a regular basis – without ILO support, or with minimum support.

30. On the other side, MAP 16 addresses the need to have global products, or global research on CL and FL, which include the CL and FL estimates,¹⁶ as well as the economics of CL and FL, pieces of research that are like a research report for the public good. MAP 16 also tries to respond to the needs identified by the 20th International Conference of Labour Statisticians, held in Geneva 10–19 October 2018, on how to measure FL.¹⁷ The project is also relevant as it entails increasing the provision of qualitative research on FL and HT, after they became higher on the international agenda upon the approval of the Protocol of 2014 to the Forced Labour Convention, 1930.¹⁸

31. As it has been described for the Research component, Outcome 2 is also relevant, as it addresses a need previously identified in the framework of USDOL and ILO cooperation, which is the need to better and more effectively communicate technical issues, easily accessible to users, regarding CL and FL. The Statistical Information and Monitoring Programme on Child Labour evaluation recommended strengthening the link between research products and the actual change in

¹⁵According to the Organisation for Economic Co-operation and Development (OECD), stakeholders are agencies, organizations, groups or individuals who have a direct or indirect interest in development intervention or its evaluation. In the ILO, the most important stakeholders are its tripartite constituents (member States, workers' organizations and employers' organizations). See https://www.ilo.org/wcmsp5/groups/public/---ed_mas/eval/documents/publication/wcms_165982.pdf.

¹⁶Although the estimates are not directly under MAP 16.

¹⁷Guidelines concerning the measurement of forced labour.

¹⁸ Available at https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:P029.

policies. Evidence shows that the research products do not immediately convert into policies. This process is long and needs to address a missing link: translating research in changing policies. Outcome 2 is intended to respond to that gap by developing communication tools, and tries to do that by developing a work with the researchers at the early stages of the tools' development. It tries to understand and to respond to the users need from the beginning, and fill the information gaps. It aims to provide some clarity in an "ecosystem" of resources and knowledge on CL and FL developed in the last couple of decades.

32. The Outcome 3 component at the regional level is very relevant. It is intended to strengthen the capacity of the Latin America and the Caribbean (LAC) regional initiative on CL and FL. The programme partially funded the communications officer, a crucial staff member for the initiative. The MAP 16 component at the regional level in Africa is highly relevant, as it supported the formulation of the first regional action plan worldwide covering issues of FL, CL and HT, which is perfectly aligned with target point 7 of the SDGs.

33. The Outcome 3 component at the country level aims at responding to the needs of constituents in their fight against CL, as previously identified. The selection of countries responds to the priorities of USDOL, but consultations have taken place, although at different levels, in all countries. Findings from the four visited countries (India, Morocco, Serbia and Montenegro) are as follows.

34. In India, the project is very important at a time when the regulatory framework for the elimination of CL has been strengthened with the amendments in the Child Labour (Prohibition and Regulation) Act of 2016, and ratification of the ILO Conventions Minimum Age Convention, 1973 (No. 138); and the Worst Forms of Child Labour Convention, 1999 (No. 182) in 2017. The project has been formulated through a multi-stakeholder discussion process. However, in reality, the project focuses primarily on the State, with only marginal participation from other stakeholders – the workers' unions, employers and civil society organizations (CSOs). To some extent, this is a result of the existing ground realities in India. The majority of CL is employed in informal settings where the work force is not organized. The employers are comparatively better organized, but not in all the situations where children work. The participation from these two key stakeholders remained symbolic, as the national level organizations that participated in the CMEP workshop did not have or develop any further stakes in the project. While the CSOs have led project activities, the project looks upon them as instrumentalities, contractors hired to undertake specific project activities, not as stakeholders in their own respect. In the absence of workers' organizations, CSOs have the potential to play that role. The project carried out needs assessment exercises with beneficiaries. However, in the absence of the beneficiaries being organized into their own agency, they remain passive participants, rather than active agents in their own emancipation. The project in India did conceive of an appropriate response to COVID-19 in terms of a rapid assessment of the impact of the disease on CL. However, the plan could not be carried out because of the withdrawal of National Project Coordinator from the project.

35. The project is very significant in Montenegro, as it is aimed at assisting the national stakeholders to develop the Hazardous Child Labour List for the first time. Montenegro has been one of the countries without a developed hazardous work list, and this list is expected to facilitate the work of centres for social work and other institutions to identify hazardous jobs and activities. Children in Montenegro engage in the worst forms of CL, including in forced begging and commercial sexual exploitation, each sometimes as a result of HT. In addition, research has found that the scope of

programmes to address CL in street work or forced begging is insufficient.¹⁹ Roma children are particularly subjected to FL and begging. To overcome the need for estimation of the prevalence of children in begging practices,²⁰ MAP 16 has foreseen conducting a rapid assessment of CL in begging practices. There is a need for awareness-raising on the list on the forms of CL in the country. Therefore, the training on the identification and protection of CL, including its worst forms, was assessed by stakeholders as relevant. Only one interviewee believes that awareness-raising of these issues should be postponed, as the priority is combating with negative effects of COVID-19.

36. The two components of MAP 16 in Morocco²¹ are suited to the current needs of beneficiaries and stakeholders. On the one hand, Law 19-12 on CL in domestic work came into force in 2018, and awareness-raising interventions with the concerned stakeholders (for example, families, educators, labour inspectors and judges) were essential to facilitate the implementation of the law. Awareness-raising activities are viewed as adequate by all stakeholders in order to change families' behaviours in relation to CL and school dropout, and to pave the way for efficient public systems to eradicate CL in domestic work (for example, improvement of labour inspection). On the other hand, project activities to set up a private sector CL platform in Morocco are also very relevant, because they respond to one main blockage relating to the eradication of CL: the difficulty to access and intervene in the informal sector, and along the value chain with small enterprises. MAP 16 in Morocco would have further developed its pertinence by mobilizing more funding to develop a more integrated approach (work with different forms of CL, such as children aged 15–17 years, or integrating in the programme the economic factors in relation to CL).

37. In Morocco, the project has well adapted to the COVID-19 context in order to respond to the constituents' needs. Concerning the civil society component, all activities planned with NGOs were adapted and reprogramed in a timely manner. For instance, trainings for NGOs were organized online with the application Discord, and awareness-raising and protection activities were done either online, or door-to-door while distributing masks and doing prevention activities on COVID-19. On another note, more flexibility for project approvals and payments would have strengthened timely interventions with the civil society. Concerning the public sector component, an online/offline national conference on Law 19-12 was organized in September 2020 with the support of the Government, and awareness-raising videos were developed, proving the advocacy work of the project's team towards public sector stakeholders in Morocco, even during the COVID-19 pandemic.

38. In Serbia, the MAP 16 project has been relevant and responsive to the needs of beneficiaries and stakeholders. In particular, the project has responded to the needs of harmonization of legislation regarding hazardous occupations for children (also required by Convention No. 182); and of capacity-building of key actors (social partners, labour inspectorate, welfare centres and police) for identification, prevention and prohibition of CL. Also, the project has addressed the need to set up measures and tools to cope with the main challenges.

39. As an example, MAP 16 is addressing the lack of knowledge and coordination of key actors' efforts to address CL. Therefore, the training on the identification and protection of CL, including its

¹⁹ USDOL, Findings on the worst forms of child labor, 2018. Available at

https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2018/montenegro.pdf.

²⁰The Strategy for Exercising the Rights of the Child 2019–2023 stated, "There is still no estimate of the number of children living on the street, nor is there any updated study on the underlying causes of their situation." In 2017, the Centre for Democracy and Human Rights, with the support of HELP – a German charitable NGO – published research on child begging in Montenegro, but it did not estimate the prevalence of this issue.

²¹These include (a) awareness-raising, capacity-strengthening and protection in relation to child labour in domestic work by national stakeholders (government and civil society); and (b) engagement of the private sector on CL in all sectors.

worst forms, was assessed by stakeholders as highly relevant. The project is developing guidelines for professionals in the social protection system in the fight against CL, as well as working on amendments of the Instruction for Centres for Social Work in Protecting Children from Child Labour, and providing training. Regarding the CL data collection system, the project initiated collection of data on characteristics of CL through the Labour Force Survey. According to stakeholder interviews, existence of these data is particularly important for the development of an adequate policy for combating CL in Serbia.

40. There is a common opinion on the existence of CL in Serbia, particularly the worst forms of CL, including forced begging, street work and HT. Although the prevalence of CL is not high, the stakeholders believe that the MAP 16 project has been very relevant, particularly as, despite the existence of the legal framework, the system still does not prevent and eliminate the existence of CL. Moreover, all stakeholders confirmed that the CL issue is even more relevant in the COVID-19 context. Social partners agreed that there is a need for their capacity-building on the identification and prevention of CL, including its worst forms. Some interviewees consider that begging is not covered comprehensively, as that would require wider project intervention. This issue is to some extent addressed through a normative component (for example, a decree on determining hazardous work for children) and a capacity-building component (such as identification of children who beg and work in the street).

41. In the majority of the countries covered under Outcome 3, relevance of MAP 16 is high, thanks to a combination of elements. In some countries, the project builds on conclusions and recommendations from the CLEAR project (Montenegro, Serbia and Sri Lanka); the project responds to the needs of the Governments (all of them); the project supports the national action plan in the fight against CL (Mauritania); the project is embedded in the national commission against CL (Timor-Leste, Argentina); or the national project coordinators (NPCs) participated in the project design, by ensuring that it would take into consideration national priorities (Jordan).

42. Outcome 4 is relevant, as it seeks to strengthen partnerships and develop concerted global action, in collaboration with other UN organizations, regional organizations, workers' and employers' organizations, civil society and research institutions, through two primary mechanisms – Alliance 8.7 and the business networks on CL and FL. MAP 16 aims at building bridges between several key stakeholders in the fight against CL and FL, such as Governments, NGOs, the community, trade unions and the private sector. Funding the website for Alliance 8.7 has proven to be very important. Outcome 4 provides different stakeholders with technical resources, advocacy support, promotional materials and platforms to back up their own capacities to network and strengthen partnerships around the fight against CL, FL, “modern slavery” and HT.

43. Advancements under the CL platform are very much needed, since efforts from the private sector are crucial, but they need to be aligned with government efforts. The CL platform compensates the traditional ILO approach to connect mainly with Governments. The CL platform offers, under the SDGs, the possibility to make a bigger linkage between what companies are doing with their partners and what Governments can do.

(2) Does the project build on previous relevant ILO projects, including the USDOL-supported CLEAR project? If so, how?

44. The CLEAR project recommendations were taken into account at the country level in most of the countries, but not on the design of MAP 16 at the global level. In Serbia, for example, the main achievements of the CLEAR project were the development of the Roadmap to Eliminate Child Labour, including its Worst Forms, in the Republic of Serbia, 2018 to 2022 (Roadmap), and the adoption of the Decree on determining hazardous work for children by the Government of Serbia in 2017. These

two documents set the base for further work on the prevention and elimination of CL in Serbia under MAP 16.

45. The MAP 16 project in Montenegro is implementing similar activities to those implemented by the CLEAR project in Serbia, aimed at putting CL on the government agenda for the first time. Given the limited budget, the MAP 16 project in Montenegro has foreseen to maximize its resources by extensively utilizing the outputs, experience and lessons learned in the implementation of the CLEAR project in Serbia. More precisely, the MAP 16 project in Montenegro supported drafting the Hazardous Child Labour List, as it was done under the CLEAR project in Serbia. The rapid assessment of CL in begging practices in Montenegro will be carried out by the Serbian think tank organization that also carried out the rapid assessment on CL in agriculture in Serbia, and has experience in developing the methodology guided by the Manual on Child Labour Rapid Assessment Methodology by the ILO and United Nations Children’s Fund (UNICEF). Finally, the training programme on identification and prevention of CL, including its worst forms, produced under the CLEAR project in Serbia, will be used as the basis for developing the same programme for the training sessions in Montenegro. The consultants will adapt the training programme to reflect the legal and institutional settings and practice pertinent to CL and needs of the beneficiary agencies in Montenegro.

However, an analysis of the CLEAR recommendations shows that many of them were not taken into account by MAP 16 at the global level.

Table 2: Recommendations from the CLEAR project at the global level

	Actions taken by MAP 16
Use common criteria to select countries with greater similarity in terms of CL programming experience, regional location and demographics. Increase regional focus, so that support can be well oriented to local conditions.	Not taken into account.
Reduce the thematic scope of similar large multicountry projects to only one or two main areas, such as legal reform combined with institutional and capacity-strengthening of enforcement personnel.	Not taken into account.
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.	Taken partially into consideration, but this created delays in the implementation of the country project that in most of the cases lasts for a maximum of two years. ²²

²² Initially, it took time to identify the potential countries (from USDOL and from the ILO), to compare the lists and to negotiate the number and final list of selected countries. Then the process started of designing the logframe and concept note in each country, which was challenging, as there was no ILO staff in some of them, and as USDOL had several rounds of comments. The following step was the recruitment of the staff in the country where the logframe and concept note were approved, and that could take time. Finally, the option was offered to the NPC to review the logframe and concept note of his/her country if it was not relevant any more (for example, because of the COVID-19 situation or new requests from national stakeholders).

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).	Not taken into account.
Include regional field trips for key stakeholders to countries with more advanced CL 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.	“Not taken into account at the design level, but we try to apply this recommendation in the implementation (Middle East/North Africa Workshop, RILAC initiative). Exchanges between countries of the Europe region.”
Decentralize the management of similar projects and ensure greater country presence. This could include regional and country/territory administration, as well as financial and partial technical decentralization as applicable to the circumstances of individual countries.	Partially taken into account at the design, and applied in the case of Serbia, Montenegro and Kosovo. ²³
Future projects addressing similar child labour themes could conduct research to identify innovative approaches to addressing child labour and strengthening cross-sectoral policies. For example, increasing the use of digital technologies for Child Labor Monitoring System (CLMS) and using social media to organize child peers to support each other to fight child labour could be positive additions to future projects.	Taken partially into account.

46. An analysis of this comparison reflects an initial preference for a global approach over a selected regional approach while choosing the countries covered by the programme. However, MAP 16 has tried to increase a regional focus by supporting the regional initiatives in LAC and Africa. It has also enforced peer-to-peer initiatives in the framework of the Regional Initiative Latin America and the Caribbean Free of Child Labour (RILAC), Middle East/North Africa and the Eastern European countries. At the country level in the five regions covered by MAP 16, the thematic scope responds to the national priorities, which seems to be the right approach in the absence of regional strategies.

47. A window of opportunity to increase regional cooperation and explore synergies among closer countries/territories appears in the cases of Serbia, Kosovo²⁴ and Montenegro. ILO Serbia provided technical support to ILO Montenegro and Kosovo, such as in drafting the terms of reference and the conception of the projects. They held a regional workshop where each country presented its logical framework and collected recommendations to adapt the logical framework with advice from Serbia, as it already implemented a similar project under CLEAR. There has been visible regional collaboration and exchange of good practices among these ILO offices, showing existing regional dynamics. With MAP 16 administration and financing, management was decentralized to the ILO Budapest office for projects in Serbia, Kosovo²⁵ and Montenegro. Stakeholders confirmed that this administrative and

²³ As defined in UN Security Council resolution 1244 of 1999.

²⁴ Ibid.

²⁵ Ibid.

financial management is now smoother and quicker than in the CLEAR project, as it has one person managing the projects.

5.2 Coherence

Summary of response for EQ2 – Coherence

MAP 16 is coherent with the major programmes implemented by the UN, with the SDGs, and international, regional and civil society organizations in the countries where MAP 16 is present and in most cases inserted in national efforts to fight CL, FL and HT. The two regional initiatives in LAC and Africa are coherent with the UN and the corresponding regional organizations. MAP 16 is also coherent with the 1998 ILO Declaration on Fundamental Principles and Rights at Work. Coherence at the country level is high, since the programme supports ongoing national initiatives, and Decent Work Country Programmes (DWCPs). In Eastern European countries, it also adheres to the European integration processes. Findings on coherence in the framework of Alliance 8.7 differ among the pathfinder countries covered by Outcome 3, being strong in Mauritania and Sri Lanka, while weaker in Morocco.

(3) To what extent is the project aligned with national initiatives and complementing other ongoing ILO and wider initiatives (UN and other partners) on child labour and forced labour in the participating countries?

48. MAP 16 at the global level shows coherence with multiple initiatives on the topic, at USDOL, the ILO and other UN agencies. The two regional initiatives in LAC and Africa are coherent with the UN and corresponding regional organizations. MAP 16 is coherent with the objectives of IPEC+; Alliance 8.7; the 1998 ILO Declaration on Fundamental Principles and Rights at Work; and the mandates and policies of the International Organization for Migration (IOM) and UNICEF, among others. International NGOs – such as Walk Free Foundation, Global March Against Child Labour and others – build on the work of the ILO and are complementary. Specific findings from the visited countries are as follows.

49. The project in India sought to engage with the National Child Labour Programme (NCLP), the flagship CL programme at the national level. However, this engagement is always going to be problematic, considering the poor state of implementation of NCLP in the country. The State Level Action Plans to Eliminate Child Labour are acknowledged in project documents. However, the project does not actively engage with these. To illustrate, the Bihar State Action Plan talks of developing a district-level action plan, but the project did not seek to operationalize this in the districts that it took up for field level implementation, due to, among other reasons, budget constraints. The project could have sought better coherence with the State Level Action Plans to Eliminate Child Labour.

50. The MAP 16 project in Montenegro is in line with the policy documents, such as the Strategy for Exercising the Rights of the Child 2019–2023, the National Strategy for Combating Human Trafficking (2019–2024), the Strategy for the Development of the Social and Child Protection System (2018–2022), and the Strategy for the Social Inclusion of Roma and Egyptians (2016–2020). It is aligned and contributes to the DECP for Montenegro 2019–2021. In particular, the project supports Outcome 1.3 – *New labour legislation is in line with International Labour Standards and the EU acquis*. The project is fully in line with Montenegro's ongoing accession process to the European

Union (EU), under Chapters 19 and 23.²⁶ Since 2017, the Government of Montenegro has undertaken a revision of the Labour Code (the Official Gazette of Montenegro, No. 74/19), the Amendments to the Law on protection and health at work (The Official Gazette of Montenegro, Nos. 34/14 and 44/18), and a number of bylaws which have been aligned with EU Directives in the field of social policy and employment. The project is in line with the Protocol on the treatment of government bodies, institutions and organizations in Montenegro with children involved in life and work on the streets, which was initiated by the Ombudsman and supported by Save the Children in Montenegro. Furthermore, there is no overlapping of the MAP 16 project and UNICEF initiatives. In regard to the collection of data on CL and begging, the Multiple Indicator Cluster Survey (MICS) to some extent provides data on CL, but not on children in begging practice.

51. The project in Serbia is in line with the national policy frameworks, such as the Roadmap for Eliminating Abuse of Child Labour in Serbia (2018–2022), the Action Plan for Protection of Children from Violence (2018–2022), the Strategy for Preventing and Suppressing Human Trafficking and Action Plan (2017–2022), the Protocol on Rules and Procedures for the Institutions and Organizations Working with Children Involved in Life and Work on the Streets of Belgrade, and the National Strategy for Roma Inclusion (2016–2025). It is also in line with regulatory documents, such as the Labour Law, Regulation on Hazardous Labour of Children, Rulebook on preventive measures for safe and healthy work of youth, Law on Simplified Hiring of Seasonal Labour in Certain Economic Areas, and the Criminal Code. Interviews revealed that Serbia will adopt the new Law on Seasonal Workers, which will entitle labour inspectors to enter agricultural households. Stakeholders positively assessed this, as this law will enable labour inspectors to identify potential CL in the agriculture sector.

52. It is also aligned with and contributes to the DWCP for Serbia 2019–2022, which increased the attention on CL and occupational safety and health of the previous DWCP, 2013–2017 thanks to the results of the CLEAR project. MAP 16 complements UNICEF initiatives. UNICEF addresses the issue of CL through a broader lens, as it is considered a form of violence against children. Regarding the CL data collection, UNICEF collects data on CL through MICS, but provides data only from the aspect of social protection. MAP 16 is working on mainstreaming CL data collection through the existing Labour Force Survey of the national statistical office, and it will provide more information on CL, such as in which sector children are working, type of occupation and reasons for working, to name a few. MICS has been conducted every five years, while the Labour Force Survey with the child labour module will be conducted every three or five years, depending on the Government's decision to increase the budget of the national statistical office for this purpose. Moreover, the project is in line with the European integration process and the UN SDGs.

53. The MAP 16 project is well aligned with government strategies in Morocco. One priority of the Integrated Public Policy for Child Protection (2015) is the eradication of CL. Besides, one of the main project's strategy on awareness-raising and training with NGOs adapts well with the actual Ministry of Labour's (MoL's) strategy on CL. Indeed, 3 million Moroccan dirhams are dedicated to NGOs by the MoL every year to carry out projects on CL. With the new collaboration with the Presidency of the Public Ministry, MAP 16 in Morocco helps strengthen the role of this institution of law enforcement. The project is well aligned with employers' organizations strategies, as one of the objectives of the General Confederation of Moroccan Enterprises (CGEM) is "to show the example" for the private sector in Morocco, and develop private standards for promoting children's rights and human rights.

²⁶ "Montenegro amends the labour law and the law on safety and health at work in order to align its legislation in EU acquis. This is to ensure that adequate administrative structures and enforcement capacity will be in place by the time of accession to correctly implement the acquis on labour law and health and safety at work, particularly through strengthening the labour inspection system."

54. The project effectively complements other ongoing international development initiatives. MAP 16 is the sole ongoing project focusing on CL in Morocco. Other ongoing projects are focused on violence against women and girls (UN Women) or human trafficking (UN Women and IOM). The project tried to coordinate with UNICEF at the design phase (with the MAP 16 project director) and during the implementation of the project (with the NPC), but UNICEF has clearly mentioned that the fight against CL is not part of its strategy in the country, which can be proved by the fact that UNICEF did not participate with the Alliance 8.7 discussion group on CL initiated by the MoL.

55. Coherence in other countries is similar to that described for the field visited countries; the project is in line with national priorities and DWCPs. Coherence between MAP 16 and UNICEF is found in several countries, with a focus on social protection on the side of UNICEF that complements the ILO approach on labour. Specifically, by country:

- In Jordan, the project managed to integrate the CL module into the vulnerability assessment framework carried out regularly by the Office of the United Nations High Commissioner for Refugees.
- In Timor-Leste, MAP 16 complements an ILO project on social dialogue and SPOTLIGHT, a new project by the EU, which is more specific on children's and women and children's issues.²⁷
- In India, complementarity with UNICEF could be better explored, since conditions are in place. UNICEF has a stronger footprint in the whole country with state-level offices.

56. Findings on coherence in the framework of Alliance 8.7 differ among the pathfinder countries covered by Outcome 3 (Fiji, Mauritania, Morocco and Sri Lanka). In Mauritania, sharing experiences through the pathfinder meetings is seen as a clear added value. In Sri Lanka, synergies are evident, since MAP 16 is supporting the extra efforts in country to reduce the current figure of 1 per cent of CL to zero as soon as possible, a target that inspired its nomination as a pathfinder country. Within the Alliance 8.7 partnership, the Government of Morocco has committed to developing a new national strategy on CL. Synergies between the MAP 16 project and overall activities of Alliance 8.7 in Morocco could be reinforced at the governmental level along this new strategy, something that would contribute to a higher coherence among the MAP 16 Outcomes.

57. The project in Argentina shows a high coherence between Outcomes 4 and 3, since the Buenos Aires conference helped to position the elimination of CL in the public agenda, and particularly strengthened the national plan to eliminate CL. The presidency of the G20 by Argentina also contributed to increased awareness of the topic on the international agenda, since a plan of action was adopted in that framework. Finally, 2021 was selected as the year of the elimination of CL upon the initiative of Argentina.

5.3 Validity of design

Summary of response for EQ3 – Validity of design

MAP 16 seems to be based on the theory that change will be achieved within a combined strategy of improved knowledge, application of knowledge, and the strengthening of capacities, policies and partnerships. Although stakeholders know that this theory is true, it has not held true under MAP 16 at the global level, because the project timeline did not establish subsequent steps for those different components. The four outcomes are key elements that in themselves have a lot of reason to be, and are, well defined, but the project design actually fails in reflecting its final aspiration.

²⁷ ILO, "Spotlight Initiative in Timor-Leste – A Joint EU-UN Initiative to Eliminate Violence Against Women and Girls". Available at https://www.ilo.org/jakarta/whatwedo/projects/WCMS_751181/lang--en/index.htm.

In some countries covered under Outcome 3, that theory of change seems true: by improving knowledge and applying it, and by reinforcing capacities, effective policies are implemented. Gender approach in MAP 16 design is weak, with the exception of strategic choices at the country level, as in Jordan or Morocco, where the programme focused on domestic CL, mainly concerning girls. The CMEP contributed to increasing stakeholders' participation at the design stage, but later became just a tool for reporting. It also showed its limitations in terms of reflecting the theory of change.

(4) To what extent does the project design allow coherence among different components of the project at different levels (country and headquarters, for example)? Are the planned project objective, outcomes, outputs and activities aligned? To what extent does the project design take into account the gender and inclusion issues?

58. This section starts with a critical revision of the project's design. Assessment is based on the ILO Development Cooperation Manual. MAP 16 higher-level design shows the following drafting:

Project goal

Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour, including

Project objective

The project will accelerate progress in support of efforts to eliminate child labour, forced labour and human trafficking.

59. According to the ILO Development Cooperation Manual, the project's development objective (goal) should relate to the project's "impact". It should describe the higher (and broader) level objective to which the project aims to contribute and should capture two concepts:

- Impact on beneficiaries (direct and indirect) as a result of changes in the way direct recipients operate;
- Contribution to the wider and higher-level context. In this case, the development objective is anchored in the SDGs.

60. The MAP 16 goal has been drafted following target 8.7 from the SDGs. The target emphasizes the actions to be taken (take immediate and effective measures), rather than the targeted population's changes. The goal loses its potential to focus on the specific needs and characteristics of the population subject to CL, FL, and HT.²⁸

61. The immediate objective, or project outcome, shows even more critical drafting. It emphasizes "accelerate progress in support of efforts", without mentioning the actual target population victim of CL, FL and HT. The project objective should relate to the core problem and should, therefore, be associated with the target population. The project objective is the specific change that the project aims to have produced by its end, and it should be described as a target to be achieved (results)

²⁸For a critical view on SDGs' indicators see "A Critical Review of the Role of Indicators in Implementing the Sustainable Development Goals". In the Handbook of Sustainability Science (2017), Edited by Walter Leal. Simon Mair, Aled Jones, Jonathan Ward, Ian Christie, Angela Druckman, and Fergus Lyon on www.researchgate.net/publication.

rather than actions to be taken.²⁹ The project's design, by focusing on the need to take measures and create instruments – instead of focusing on the core population that needs to be taken away from CL, FL and HT – did not facilitate the clarity of the intervention. Gender approach in MAP 16 design is weak, with the exception of the research component and strategic choices at country level, as in Jordan or Morocco, where the programme focused on domestic CL, mainly concerning girls. The project did not include a strong gender perspective at its design stage, as can be seen in the CMEP. This is more important while dealing with the search for the root causes of CL, which in many cases are linked to the household economy and the role of women in the family and in society.

62. Although not explicitly described in the project documents, MAP 16 seems to be based on the theory that change will be achieved with a combined strategy of improved knowledge, knowledge application, and the strengthening of capacities, policies and partnerships. Although stakeholders know that this theory is true, since it is based on a strong and long experience working in this field by both the donor and the ILO, it has not held true under MAP 16 at the global level, because the project timeline did not establish subsequent steps for those different components. In some countries covered under Outcome 3, that theory of change seems real: by improving knowledge and applying it, by reinforcing capacities, effective policies are implemented. However, at the global level, the project design reflects a sum-up of outcomes that, in reality, show a weak connection among themselves, except for Outcomes 1 and 2. The four outcomes are crucial elements that in themselves have a lot of reason to be, and are, well designed to do exciting and useful things. Still, the project design fails in reflecting its final aspiration.

63. The project addresses several action lines by FUNDAMENTALS, and supports vital products developed by the Branch. It is undoubtedly an ambitious project that tries to cover several USDOL priorities in terms of countries covered, as well as the ILO's priorities. Some of those products or initiatives are relatively new and innovative, and therefore challenging to be integrated in the overall strategy (for example, the Alliance 8.7 was launched in 2016; the Alliance action group on the supply chain was created in 2017; the GBNFL in 2018). The research products delivered under Outcome 1 that should inform the policies to be taken will not be ready in some cases until the end of the project lifetime. Therefore, it was known from the beginning that the connection between Outcomes 1 and 3 would be utopic, despite the narrative of the PRODOC.

64. MAP 16 does not have a steering committee to ensure coordination. However, several project components do have steering committees or advisory boards, such as the IAB, created under Outcome 1, described above. These advisory or coordination boards do not replace the need for a project coordination committee.

65. There is a considerable amount of expertise in MAP 16, "with many brains to work on", since the project is even benefiting from activities not funded by the project. Many ILO experts are supporting this project, something that may respond to the leadership exercised by the project's director. According to some interviewees, her role has been crucial for this project to benefit from so much expertise. There are significant challenges in terms of management, as will be tackled further in the report. From a design perspective, it is clear that, in a global project such as MAP 16, with so many components, and countries, the execution nucleus (management team) should be more vital to support its management.

66. Time frames regarding planned objectives and outputs have been adapted to several budget increases, as well as the COVID-19 pandemic and its consequences. From the first year, the project

²⁹ILO Development Cooperation Manual, 2017.

started to get more funds, which created new opportunities and challenges. In 2018, a cost increase was approved, extending the project and allowing to readjust time frames and targets. Under Outcome 3, countries' selections started relatively late, making the extension of the project even more relevant. At the country level, findings from the four visited countries, in terms of design, are as follows.

67. In India, the project developed a good CMEP, with clear outcomes, outputs and activities. The project seems to have been a bit too ambitious in conceptualizing a comprehensive benefits package as a key project activity to ensure convergence. While the idea is good, it is a very ambitious target. It seeks to create a new category of beneficiaries. This is a minefield in the Indian rural development space, which is crowded with development schemes and prioritizations on the basis of caste and economic status. Introducing a new category becomes very difficult and ambitious for a single project. It also does not match the limited bandwidth the programme is likely to have with the state in keeping with its limited financial outlay. It can be argued that, instead of coming up with a new benefit package, the project should have sought models of better convergence across existing schemes. Though the action occurs at the state and district level, the project followed a rigid centralized template. The activities occur at the district level and the outputs are developed at the state level. Then the outputs are merged into a centralized template before being finalized, implemented and disseminated. The two main outputs, development of a centralized benefits package and development of a model questionnaire, initiated separately in the three states, sought to converge into a single national package.

68. It can be argued that instead of Output 1 (Development of a comprehensive benefits package), Output 2 (Development of a model questionnaire and its testing in a field location) should have been the number 1 priority, as that caters to the critical rationale for the project – alignment of national policies with the amended Child Labour Act and ratified ILO Conventions on child labour. This suggestion also flows from the sequential design of the MAP project – measurement, awareness-raising and policy engagement. Development of a comprehensive benefits package is part of policy engagement, while developing a questionnaire will be part of the measurement.

69. The project in Montenegro consists of three well-linked components:

- Outcome 1: National framework for monitoring the prevalence of CL is strengthened;
- Outcome 2: National legislations aligned with international standards on the protection of children at work;
- Outcome 3: Improved enforcement of laws and policies related to CL, including the worst forms of CL.

There is a transparent result chain with logically linked activities, outputs and outcomes. The project foresees the development of the Hazardous Child Labour List, followed by a good training programme for the critical agencies engaged in enforcing the CL legislation. The rapid assessment of CL in begging practices will estimate its prevalence and provide information to key stakeholders for future evidence-based decision-making.

70. In Morocco, the logical framework – with the chain of inputs, activities, outputs and objectives – is globally sound and clear. The project is organized around four outcomes: awareness-raising on law 19-12 on domestic work, capacity strengthening of stakeholders on Law 19-12, protection of children with targeted intervention, and engagement of the private sector. Outcomes 1 and 3 might benefit from being rephrased as outputs on awareness-raising and safety at the local level and regrouped. The two-year time frame of the project is not well adapted to planned outputs. All outputs would need extension and reinforcement to increase impact and sustainability, deliver changes in the Moroccan society as a whole, and strengthen new institutional partnerships (Presidency of Public

Ministry). However, it can be argued that the time frame is acceptable regarding the civil society component of the project, as it capitalizes well on previous results from IPEC.

71. The project design of Serbia is integrated and facilitates a holistic approach towards measurement, awareness-raising, and legislative and policy enforcement for combating CL. Outcome 5 is not defined at the outcome level, as it is a horizontal activity that contributes to other outcomes' achievements. MAP 16 has continued with the steering committee meetings – confirmed as a good practice from CLEAR – thus ensuring smoother project implementation, due to senior management stakeholders' involvement in raising awareness for the project topic.

72. As per the rest of the countries, findings confirm an excellent design of the logframes, which took longer than expected, due to the participatory approach in countries, since the design was participatory with USDOL, national stakeholders and NPC, and revised when needed once the NPC took his/her functions to remain relevant sometimes after several months. Most stakeholders positively assess the CMEP's inclusive process,³⁰ as it allows a participatory review and adjustment of the logframe, involving USDOL, the ILO, Governments and other stakeholders.

73. In general, time frames were realistic regarding planned objectives and outputs, or have been flexible enough to adapt to the unexpected circumstances, particularly the challenges of the COVID-19 pandemic (for example, Sri Lanka and Timor-Leste). Logframe at the country level is, in general, very specific. They are relatively small country components compared with other features in MAP 16. They are regularly reviewed with the support of the project M&E Officer to advance challenges and the need to be adapted. In some cases, the original logframes follow recommendations from the CLEAR project (as in Serbia and Sri Lanka). Given the reduced availability of resources, project designers found themselves needing to be very specific on the outcomes and outputs to be achieved with resources' activities.

74. In some cases, such as Sri Lanka, NPCs acknowledge having been a little bit overambitious compared with resource availability. In the case of Colombia, the logframe has been deeply revised to respond to the needs of the Ministry of Labour and the changes in the administrative procedures linked to the labour inspection. In general, NPCs acknowledge the flexibility and will of USDOL to adjust the time frame for the activities and the overall project's timeline.

75. Time frames at the country level were not very realistic regarding planned objectives and outputs. Some countries had to have their time frames extended: Jordan, for instance, three times. The project was able to increase the delivery rate mainly thanks to some of the country projects in Eastern Europe. Time frames for Outcome 1 and Outcome 2 have not always been met, due to a number of reasons, including COVID-19.

(5) To what extent is the monitoring and evaluation framework appropriate and useful in (a) refining the project design, (b) assessing the project's progress, and (c) identifying potential course corrections?

76. The CMEP is a USDOL project monitoring tool that has evolved over the years, adding new elements through its lifetime. Currently, the CMEP consists of a series of integrated features, mainly the logframe, a results framework (where the theory of change is reflected), an activity mapping (the list of project activities linked to results), the TPRs, and a performance and monitoring plan (PMP).

³⁰The CMEP only targets three countries – India, Jordan and Colombia – as well as the global component.

77. The primary virtue of the CMEP is that it provides a potent tool at the design stage to facilitate an in-depth reflection process among main stakeholders on the objectives, results expected to be achieved by intervention, and a discussion on indicators on how to appropriately measure them. The instrument helps to clarify the intervention's logic to avoid ambiguities and make it more specific; however, among its weaknesses worth mentioning is that it is a vertical tool, mainly designed for reporting that does not sufficiently include external factors.

78. MAP 16 developed a global CMEP and three specific ones for the three initial countries under Outcome 3: Colombia, India and Jordan. Several workshops took place in Washington, D.C.; Geneva (in 2018, with around 34 participants to design the indicators); and India. Participants in those workshops highly value the process, as it was seen as a fair and effective way to refine strategies and develop the project's intentions into specific plans.

79. However, after the initial stage of project design, the CMEP seems to start losing its relevance. It is not used internally anymore, and it becomes a sort of multifaceted burdening tool used to report to the donor. There are supporters and detractors of the CMEP among stakeholders consulted, but the general opinion is that it is indeed a tool that could and should be simplified. In the end, the CMEP includes too many elements, and becomes too complicated. For example, it could be simplified as a collecting data tool, since the activity mapping is a sort of duplication of the logframe. The PMP is a duplication of Annex A used to report in the TPRs.

80. For some interviewees, the CMEP is not the proper instrument to support management, which explains the fact that the M&E Officer has recently developed other tools to monitor and coordinate internally. Since FUNDAMENTALS does not have standard software or tools used for M&E purposes, each project sets up its own M&E tools, tailoring them to its needs. The M&E Officer has thus set up a new data collection tool using Google G Suite. After initiating this piloting service in 2020, he received a positive response of about 84 per cent. The device will be further refined based on the survey results, and will be used in subsequent reporting periods. He is also developing a knowledge management strategy.

81. In light of the emergence of the COVID-19 pandemic, a new project monitoring scheme was introduced by the M&E Officer for timely identification of the challenges associated with the project implementation, and to propose possible solutions to them, which has proven to be effective in identifying potential course corrections. More specifically, this new process was introduced in order to:

- Support the project staff with the implementation of the project activities and keep track of them;
- Assess the impact of COVID-19 on the project and develop a contingency plan as necessary;
- Identify the bottlenecks and signal the current and potential challenges associated with the project implementation;
- Mitigate the risk associated with the delay or cancellation of the project activities in the field;
- Forecast, redesign and reallocate project resources for alternative or new activities as necessary.

82. The way the CMEP was designed does not help outline the project's theory of change. The MAP 16 CMEP does not include a global results framework reflecting the connection among the four outcomes, and this is a vital point, since it is impeding the big picture of what MAP 16 is intended to achieve. That explains the weak coherence among its outcomes, and feeds the idea that MAP 16 is not a project in itself, but a conjunction of different projects. With few exceptions – such as Governments that have adopted National Child Labor Statistics (NCLS) into their statistical systems – PMP does not include indicators at the outcome level, thus impelling advancements in actual changes in behaviours and attitudes. The fact that the indicators are basically at the output level, such as specific products or services provided, only allows measuring “the things done” (activities, output

level) instead of “the changes achieved” (results, outcome level). It does not help to measure the gender dimension appropriately. The MAP 16 global PMP shows a mixture of quantitative and qualitative indicators, particularly under Outcome 3, on capacity-building activities. Outcomes 1 and 2 have mainly quantitative indicators.

83. In some cases, the indicator’s collection part is complicated, particularly under Outcome 2, where the project has to report on the use of digital tools and their use by stakeholders. That is not happening yet, since the dashboard is not ready. According to some interviewees, this work has not been prioritized. For others, this work struggles with the fact that developing digital analytics in the ILO is something new, and requires specific knowledge and a behavioural change that needs time. There seems to be a bottleneck that needs to be solved by the management structure. As per the means of verification, those are sometimes difficult to follow, but some flexibility allows the project to look for synergy in the PMP’s reporting and what the TPRs say in the narrative.

84. Among the four visited countries the situation is as follows. In Serbia and Montenegro, the development of the CMEP was not required, but all relevant stakeholders have been consulted in the project design phase. Project teams have not been asked to develop their results framework, activities mapping and project monitoring plan. The project teams develop and monitor their work plans and provide inputs for TPRs. In India, the project developed a good CMEP, with an external consultant’s support, with clear outcomes, outputs and activities. In Morocco, the project team conducted several national constituents and USDOL meetings to design the project components and outcomes. However, no CMEP workshop was organized in Morocco. Actually, USDOL made a decision at the global level not to require CMEPs in countries besides India, Jordan and Colombia, because of the limited budget and period of performance of the other country components.

5.4 Project results and effectiveness

Summary of response for EQ4 – Effectiveness

Under Outcome 1, out of 20 outputs, 1 is reported as completed and 1 as problematic. The majority are in progress and therefore MAP 16 is likely to improve the knowledge base on CL and FL. However, challenges remain in terms of actual capacity to deliver all expected outputs within the programme’s time frame.

Outcome 2 shows significant delays, which undermines the effectiveness of MAP 16 to improve application of knowledge and engagement in support of efforts to eliminate CL and FL. Outcome 2 was refocused in 2018, and further refined in 2019, around the key elements of knowledge mobilization, storytelling, strategic communications and advocacy. However, not all key stakeholders involved have a shared understanding of the above-mentioned changes. An internal reflection needs to be done in that regard.

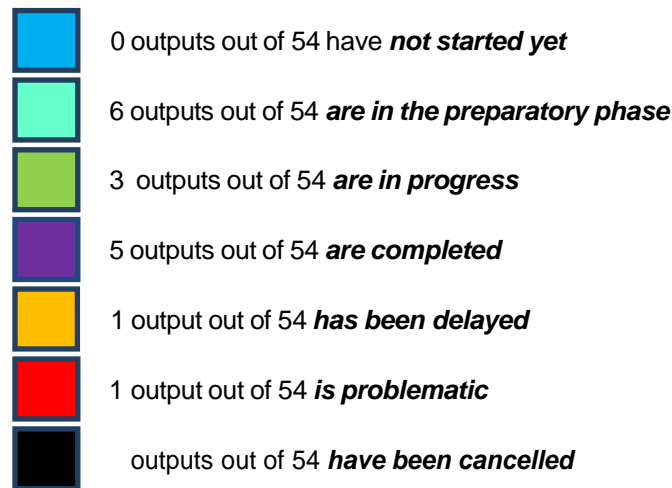
Under Outcome 3, outputs have been delivered in order to strengthen policies and improved capacity of Governments, national authorities, employers’ organizations, and relevant entities to combat CL through national and regional initiatives. Among the four visited countries, results are strong in Montenegro, Morocco and Serbia, while weaker in India.

Outcome 4 has advanced and partnerships have been strengthened to accelerate progress in combatting CL and FL. However, there are important delays that may undermine overall final effectiveness. Strategic decisions need to be done in terms of priorities for ILO support.

85. According to the last TPR, the vast majority of MAP 16 outputs are in progress, and six are in a preparatory phase. Therefore, it is challenging to address the project’s effectiveness at this stage. However, an analysis per outcome will assess if the project has established the appropriate

processes and procedures to achieve the outcomes. This section is organized by the four outcomes, and it will respond to four corresponding questions. A fifth question on COVID-19 will be tackled per outcome as relevant. (To what extent has the ILO been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention?)

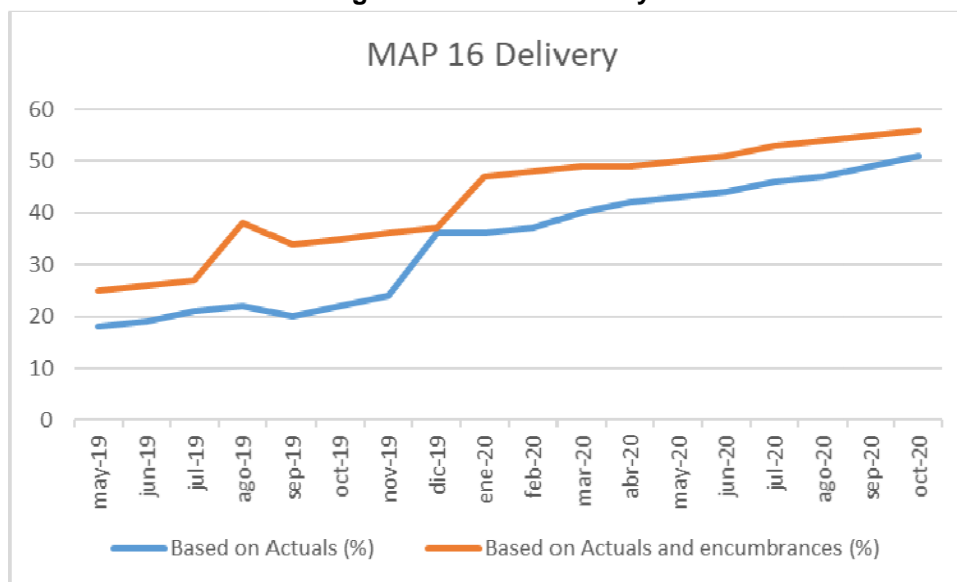
The list of outputs and their status is below: The complete list can be consulted in Annex IV.



2

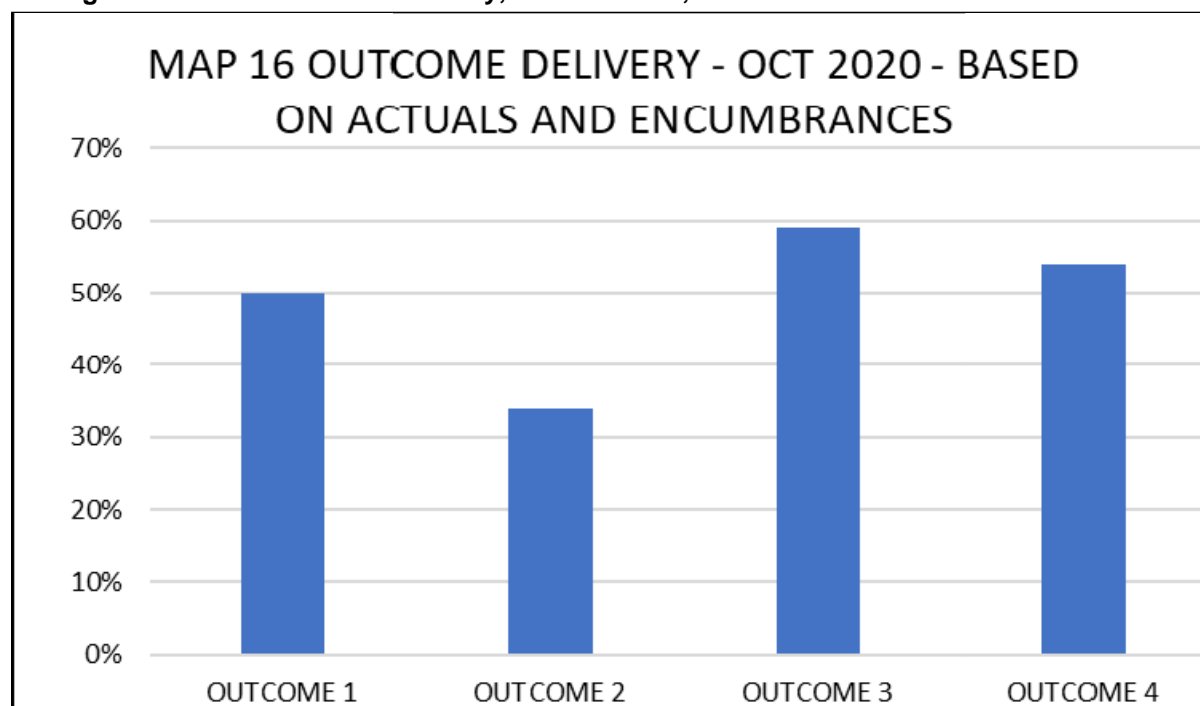
An analysis of the project's effectiveness from a financial perspective – as in the diagram – shows that, by the time of the midterm evaluation, more than half of the budget had already been spent, despite the challenges from the effects of COVID-19.

Figure 1: MAP 16 delivery



However, there are remarkable differences among outcomes, as can be seen in figure 2.

Figure 2: MAP 16 outcome delivery, October 2020, based on actuals and encumbrances



86. Except for Outcome 2, programme outcomes show a degree of delivery above 50 per cent at the time of the midterm evaluation, which can be considered positive, taking into account the challenges faced during 2020 due to COVID-19 in terms of actual spending. Outcome 1 has been affected, not only by the consequences of remote tools in research. Outcome 2 has only spent a third of its assigned budget. It has undoubtedly faced challenges due to the pandemic. However, this outcome also shows limitations in terms of delivery that seem to be related to challenges linked to a particular dispersion of the activities, weak internal understanding of the outcome's purposes, and lack of clear linkages with the other programme components, both in terms of design and management.

(6) To what extent have outputs been delivered/achieved to improve the knowledge base on child labour, forced labour and human trafficking (Outcome 1)?

87. Under Outcome 1, out of 20 outputs, only 1 is reported as completed, and 1 as problematic. The majority of outputs are in progress, and only three are in a preparatory phase. Completing Output 1.1.10, MAP 16 has achieved two important milestones: The International Child Labour Statistics (ICLS) in October 2018 endorsed guidelines concerning the measurement of FL, and they were later translated into French and Spanish. Among the results achieved by some of the outputs in progress, some relevant findings are as follows:

- The Statistical Information and Monitoring Programme on Child Labour questionnaire revision (Output 1.1.1) is on track, and collaboration with UNICEF has been successful, since the next Global Estimates will be a joint product of the ILO and UNICEF.
- Output 1.1.2 (Member States templates for reporting on CL and hazardous work improved) face some challenges, since most statistical offices are unwilling to invest human resources to pilot the template. In view of this challenge, the new plan is to integrate the piloting of the templates in the forthcoming training sessions of National Statistics Offices (NSO) and Ministry of Labours (MOLS).
- Under Output 1.1.4, the core FL survey questions have been completed.

88. Under Output 1.1.6, MAP 16 established an International Advisory Board (IAB). The IAB is composed of almost 60 people, representatives of universities, international NGOs (such as the Walk Free Foundation; End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes; and the Global March Against Child Labour), national statistics departments (from Nepal and Malawi), ministries of labour, United Nations agencies (United Nations University, IOM, UNICEF, United Nations Office on Drugs and Crime), members of USDOL and the ILO, as well as representatives from International Organisation of Employers (IOE) and the International Trade Union Confederation (ITUC). Therefore, the board is a very diverse platform, since it includes experts from different domains: academicians, economists, professors, PhD scholars, and even grassroots organizations – for example, based out of Nepal or Mexico. The IAB has established four working groups: (a) sampling strategies for surveys on CL and FL; (b) towards global and national research agendas on CL and FL; (c) CL questionnaires; and (d) FL questionnaires.

89. The board's participation is much appreciated by the members consulted, who confirmed the quality of the products developed. Involvement provides a twofold perspective. On one side, it allows its members to be aware of the advancements conducted by the ILO research team (and clarify and revisit some of those tools). On the other side, it gives organizations such as ITUC or International Organisation of Employers the opportunity to ensure that their priorities and points of view are also taken into account while addressing CL and FL. Therefore, the IAB is an excellent instrument to improve ownership of the different organizations (such as the global trade union movement and international employers' organizations) that may take up instruments and tools upon their participation on the board. The exchange of ideas is also highly valued by IAB members. The interconnection between CL experts and other experts, such as economists and professors, produces critical peer learning, which is considered high value by participants in the board.

90. Under Output 1.2.2, MAP 16 developed a report on CL in sugarcane in Panama, published in March 2019.³¹ The independent study was initiated upon demand of the Ministry of Labour, to prepare the country to be left out of the US *List of Goods Produced by Child Labour or Forced Labour*.³² MAP 16 secured the independence of the report and the participation of all stakeholders concerned: the Government (ministries of labour, agriculture and education); industry (employers' associations, chambers of commerce and the "ingenios" (where the cane is produced)); workers' organizations; NGOs; and, above all, indigenous communities, where most of the cane workers come from. Fieldwork and direct queries to the workers were secured in the methodology. Several provinces were included in the research as a few indigenous leaders, both at the research stage and dissemination. The study revealed that there was little or marginal prevalence of CL in sugar plantations in Panama. Previous government efforts in decentralizing the fight against CL, and industry investments in mechanization, seemed to have been effective in reducing CL in the country. According to key interviewees, the main impact of the research was the release of Panama from the *List of Goods Produced by Child Labour or Forced Labour*. The study recommended strengthening labour inspection in the cane sector, and addressing the vulnerabilities of the indigenous population likely to be victims of CL. The research involved key informants' interviews with women as heads of households. When girls were among the sample of children, they were interviewed as well. However, the authors of the study acknowledged the limitations of the approach in terms of gender, as it is not sufficiently considering the role of women in support of the male workers.

91. There is no evidence at the ILO on the follow-up of the recommendations. Some stakeholders consulted consider that the exclusion of Panama from the list mentioned above may have had a

³¹ ILO, *Estudio de métodos mixtos sobre el trabajo infantil en la caña de azúcar en Panamá*, 2019. Available at https://www.ilo.org/ipecc/informationresources/WCMS_677585/lang--es/index.htm.

³² Available at <https://www.dol.gov/agencies/ilab/reports/child-labour/list-of-goods>.

countereffect by decreasing the stakeholders' concerns on the topic. However, positive results have been reported from the Central American Regional Office in San Jose, since several Governments and employers' organizations in the region have shown their interest in conducting similar studies. Honduras in the coffee industry and the Dominican Republic have directed openness towards the idea of acknowledging the existence of CL and investing in public policies to reduce and eliminate it.

92. An analysis of challenges faced by Outcome 1 to deliver the list of approximately 20 outputs shows the need to open a reflection on the available resources in terms of staff. According to interviewees, it is unlikely to achieve results at the outcome level with the existent funds.

(7) To what extent has the application of knowledge in support of efforts to eliminate child labour and forced labour increased awareness and engagement (Outcome 2)?

93. Although the overall aim of Outcome 2, to "improve application of knowledge and engagement in support of efforts to eliminate child labour and forced labour", has remained unchanged, the methods to achieve this outcome have been refined throughout the project. Initially focused on the building of a knowledge platform for Alliance 8.7 and a global campaign, Outcome 2 was refocused in 2018 and further refined in 2019 around the key elements of knowledge mobilization, storytelling, strategic communications and advocacy. The evaluation found that not all key stakeholders involved have a shared understanding of the above-mentioned changes.

94. According to the Outcome 2 focal point, it quickly became apparent that developing comprehensive materials (Global Estimates, policy reports and Alliance 8.7) was not enough to bring about the desired outcomes. Rather, a change in behaviour by internal and external stakeholders was also required, which would need to be supported by research, tools, trainings and pilots. Since the beginning of 2020, research was conducted on knowledge mobilization, storytelling and advocacy by an implementing partner, the University of Florida. This research, along with the experience of the implementing partner, is being used as the basis for the development of guidance tools on knowledge mobilization and story-building, a strategy for the International Year for the Eradication of Child Labour 2021, and a training curriculum. Funds across the different outputs of Outcome 2 were used for this contract.

95. As per the logframe, the communication component – Outcome 2 – has three outputs, and one of them – the development of training material to support the knowledge mobilization KMb – is quite delayed.³³ Outcome 2 has been subject to the workplan and the PMP revision in 2020, and therefore the CMEP establishes targets for this component only from October 2020. This means that few results were found by the time of this midterm evaluation. One of the results achieved is the development of the Alliance 8.7 website and its continuous adaptation, and the 2017 Global Estimates. The use of some of the online tools has been also reported, particularly increased due to the COVID-19 pandemic. The strategy for the International Year for the Eradication of Child Labour 2021 has already been developed, with insights from the work with the University of Florida, as well as the story-building tool prototype.

96. Under EQ5 – Efficiency – this report will provide reasons for such delays. In terms of effectiveness, it is worth mentioning the change of mentality among the FUNDAMENTALS research team. Some of the researchers contributed to developing a knowledge mobilization plan by going through the different MAP 16 outputs, trying to identify the target audience to design some specific

³³ "Materials for Outcome 1 research products as part of a KMb approach", in the words of the Outcome focal point.

communication tools. Interviewees acknowledge having experienced a change in their mentality in that process. They report a more robust comprehension of the need to adapt their research to the different target audiences' communications needs.

97. Despite the fact that progress was made in 2020, there are critical delays under this outcome. This is probably explained by the fact that user/content-driven design and analytics are not mainstreamed across the ILO, and it has taken a while to find an entry point, but also because the pandemic has limited the time of information technology colleagues to assist with this activity. At the time of this midterm evaluation, it is clear that a joint discussion inside FUNDAMENTALS on the challenges the Branch is facing is needed, since this will affect the achievement of results at the outcome level.

(8) To what extent have outputs been delivered in order to strengthen policies and improved capacity of Governments, national authorities, employers' organizations, and relevant entities to combat child labour, forced labour and human trafficking through national, regional and global initiatives (Outcome 3)?

Increased capacity of sugar and fishing stakeholders to improve policies to combat CL and FL (Output 3.1.)

98. MAP 16 contributes to increased capacity of sugar and fishing stakeholders to improve policies to combat CL and FL. The project tries to better understand FL among fishers and how the ILO can strengthen detection of FL among fishers, which is a very difficult policy area. Most of the ILO FL protocols and research methodologies are linked to FL on land. FL on deep-sea fishing vessels is a completely different workspace, with such different risk parameters that some of these research protocols already developed for FL in other areas do not really apply. The study also tries to understand if along the migratory journeys there are already warning signs of potential FL situations, and to understand the various frontline actors that come into contact with fishers as they proceed along the migratory journeys. As part of this activity, MAP 16 has developed a research protocol that will be implemented as soon as COVID-19 conditions permit. The research will feed into the development of guidelines and a handbook for frontline actors on the detection of FL among fishers. According to the last TPR, the draft of the research plan and instrument are completed. In the case of the sugarcane sector, the same report states that a consultant has been hired to conduct a review of the existing data and literature on CL in sugarcane production in the Philippines.

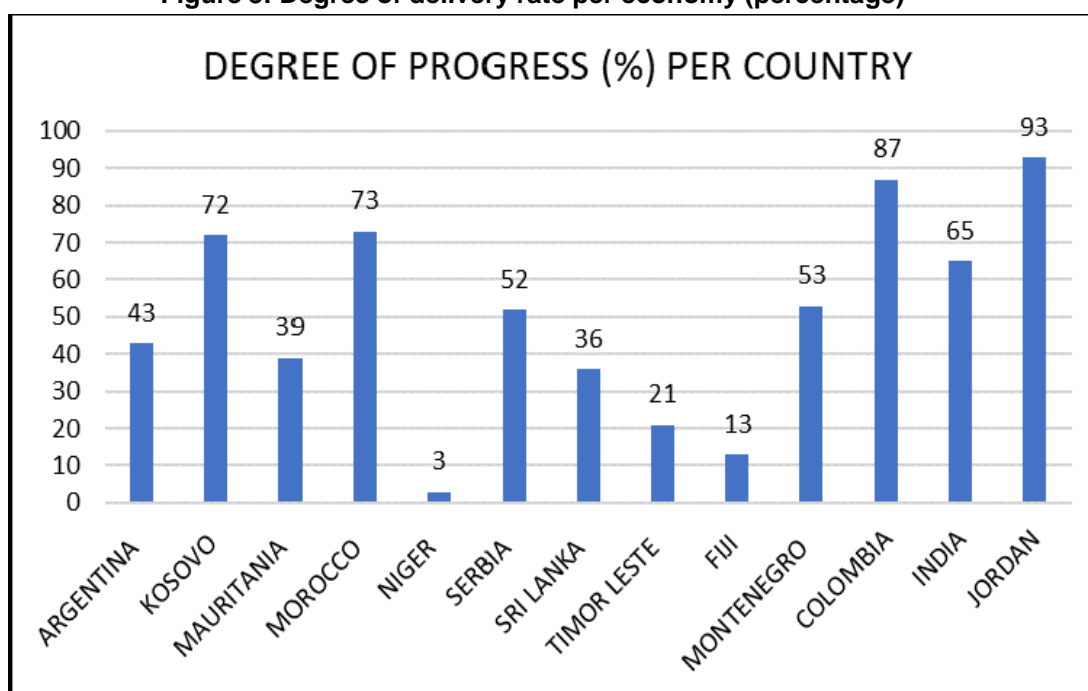
Increased capacity at regional level in Latin America and the Caribbean, and Africa, to combat CL and FL (Output 3.2.)

99. The CMEP does not include targets for the increased capacity at regional level to combat CL and FL. In terms of staff costs, MAP 16 has contributed to RILAC by funding its communication officer, which has been crucial in strengthening the work conducted under the network and increasing its visibility. Achievements reported by RILAC include the development and implementation of the Child Labour Risk Identification Model, with the participation of the Economic Commission for Latin America and the Caribbean, and IOM. RILAC has also worked on knowledge generation and dissemination with UNICEF and the Food and Agriculture Organization of the United Nations. As per the results expected in the African region, MAP 16 already achieved the final target since the Ten-Year Action Plan on the eradication of CL, FL, HT and modern slavery was adopted at the African Union Executive Council on 6–7 February 2020. The project contributed to its formulation, which was validated after a very complex process. The Action Plan was finally adopted by the ministries of labour of the continent, in December 2020 in Abidjan, and endorsed by the heads of State in December 2020.

Increased capacity at country level (Outputs 3.3 and 3.4.)

100. An initial analysis of the delivery rate by country shows remarkable differences. Some of them are explained by the fact that few countries started at a later stage in the programme's lifetime, which is the case for the Niger and Fiji (the Plurinational State of Bolivia was originally withdrawn). Among the three countries that started at an early stage, Colombia and Jordan present higher progress, while India has reached only 65 per cent of its delivery. As will be further assessed, advancements in some Eastern European countries contributed to the overall increase in the programme's delivery. Some of the country components are easily subject to a non-cost extension to compensate delays suffered under COVID-19.

Figure 3: Degree of delivery rate per economy (percentage)



101. This section will be addressed following findings from the four visited countries considered case studies for the evaluation – India, Montenegro, Morocco and Serbia.

102. In India, it would be premature to comment on the project's effectiveness in view of the fact that, of the ten outputs, none is complete so far. Activities have been undertaken for five of the ten outputs. Only 11 of the 37 activities have started so far. The project has been affected by a change in the Government's priority towards COVID-19-induced disruptions. There seem to be multiple reasons for the delay. The staff changeover, together with the lengthy hiring process, further complicated by COVID-19, are among the reasons for those delays. The centralized design, which requires district- and state-level outputs to be consolidated into a national template, and disagreements with a key CSO partner at the national level, have also undermined progress. The project has, however, laid a good foundation in terms of engagement with multiple stakeholders at different levels.

103. Under Outcome 1 – "CL policies and action plans improved to be convergent at the state and district levels" –the benefits package has been developed for the three states. However, it remains to be finalized and vetted with the state governments. The report on the recommended budget allocations for the CL benefit package that bundles relevant government schemes is not completed yet. Some data collection has taken place. However, because of the mode of collection issues

(whether it is certified by the state governments) and problems with the CSO in charge of making the national report, it has not been officially acknowledged within the ILO.

104. Under Outcome 2 – “Capacity to collect and analyse CL data at the state and district levels improved” – district level workshops have been held in two of the three states (Bihar and Chharytisgarh) where the project is operational, and reports were submitted. The workshops could not be held in Uttar Pradesh because of COVID-19-imposed lockdown. As a result, the final questionnaire has not been developed yet, as reported in the latest TPR for 30 October 2020. However, this seems a different understanding from the earlier TPRs, in which it was written that the developed survey tool is specific to districts and states. Under Outcome 3, targeted state governments strengthened their capacity and knowledge base on CL and its worst forms, the capacity assessment has been done and reports have been submitted. The project is working to develop a capacity-building plan based on these reports. An activity on technical assistance to raise public awareness of CL issues took place in Uttar Pradesh.

105. The project has identified CSO partners at national, state and district level to prepare comprehensive reports comprising the benefit package (Output 1.1). It has also included an analysis of past government expenses, and it has developed recommended budgetary allocations for the benefit package (output 1.2). The project has also undertaken district level workshops to gain inputs for modifying the child labour survey questionnaires (output 2.1) and it has assessed the capacity of state level stakeholders (output 3.1). These reports form the base from which further project activities for Outcomes 1, 2 and 3 will follow. The reports were to be submitted by 19 December, but were delayed and the timeline was extended to 20 April 2021. The reason cited was that it was difficult to access the government data, in particular the data related to budgetary provisions and their utilization. These reports had already been submitted by the time of this midterm evaluation.

106. In Montenegro, significant progress has been achieved regarding national legislation alignment with international standards on protecting children at work, as the final drafting of the Hazardous Child Labour List was sent to the MoL for submission to the Government for adoption. The main factor that enables the achievement of this result is strong ownership of the MoL over results and inclusiveness of the drafting process. The stakeholder interviews confirmed that their awareness of this issue has increased to some extent, as they realized that some jobs that they considered acceptable could negatively affect the child’s development. COVID-19 negatively affected Outcome 1 and Outcome 3, which was significantly postponed.

107. Under Outcome 1 – “The national framework for monitoring the prevalence of child labour strengthened” the project has been in the preparation phase of rapid assessment of CL in begging practices, as COVID-19 significantly affected its implementation. As mentioned above, the timeline and scope of these activities were changed. The focus was moved from CL assessment in the tourism and services sector to CL in begging practices, as COVID-19 hindered the tourism sector. This activity has been communicated with the Institute for Social and Child Protection about the potential of their involvement. A consultant (a Serbian think tank organization) who was selected through the procedure of direct selection based on the terms of reference was cleared in late September 2020. As the street begging practice is more present during springtime and there were many COVID-19 cases in Montenegro, this activity was postponed, to be implemented in January–June 2021 (Outcome 1). This prompted the request for a no-cost extension, submitted in early November 2020.

108. Under Outcome 2 – “National legislation alignment with international standards on protecting children at work increased” – the project has achieved significant progress regarding the drafting of the Hazardous Child Labour List within the COVID-19 pandemic and other circumstances. As a result of Output 2.1, the final draft report on the normative framework with a legal instrument was produced

and sent to the MoL. This report provides an analysis of national legal framework alignment with internal standards on CL, and a suggestion on the Hazardous Child Labour List's legal instrument. In consultation with members of the technical working group (TWG) established for the development of this list, it was decided that the legal instrument would be a decree. In parallel to this activity, the TWG and the consultant developed a final draft list of hazardous CL with an accompanying report. This document was sent to the MoL for submission to the Government for adoption (Output 2.2). According to the interviews, the estimation is that the Decree of the Hazardous Child Labour List could be adopted in the second quarter of 2021.³⁴

109. Under Outcome 3 – “Enforcement of laws and policies related to Child Labour, including Worst Forms of Child Labour (WFCL) improved” – some activities were postponed due to COVID-19. Critical activities for building relationships among the Labour Inspectorate and the Centres for Social Work have yet to be implemented. The preparation phase started at the end of October 2020. Terms of reference for developing and implementing a training programme on identifying and preventing child labour, including the WFCL, were developed and cleared, three consultants were selected, and the ILO provided initial input. The consultants undertook to revise the same training programme designed under CLEAR in Serbia to reflect the legal and institutional settings and practice pertinent to CL and needs of the beneficiary agencies in Montenegro, based on their research and input provided by the MAP 16 project in Montenegro, in consultation with the beneficiary agencies. By 22 December 2020, a draft training programme for Montenegro was developed. In total, five training sessions will be implemented for 75 trainees. The majority of interviews confirmed that it is essential to conduct these training sessions in person, as online training has been less effective in building cross-sectoral discussion and collaboration.

110. Although the MAP 16 project still has not achieved planned outcomes in Serbia, as COVID-19 has significantly hindered it, the project was able to keep combat of CL on the government agenda in line with the CLEAR project's achievements. Under Outcome 1 – “National framework for monitoring the prevalence of child labour strengthened” – the CL data collection system is in the process of mainstreaming into the existing Labour Force Survey of the Statistical Office of the Republic of Serbia. The questionnaire was finalized, while the training on cognitive testing for the Statistical Office representatives was organized twice, the first time during the ILO headquarters mission in March 2020 and the second time in November (online training). Interviews confirmed that cognitive testing was in the final stage in December, and the questionnaire was well defined. Initially, the survey was planned to be conducted in the second quarter of 2020, but due to COVID-19, it was postponed to the second quarter of 2021. This activity cannot be prolonged further, as in the third quarter, the children do not attend school, which is an essential factor for getting relevant data on CL.

111. Under Outcome 2 – “National legislation alignment with international standards on protection of children at work increased” – the project succeeds in developing comparative analysis on how relevant EU countries regulated protection of young people/children at work into their labour legislation, with a slight delay (Output 2.1.1). This comparative analysis is based on five countries selected in consultation with the MoL: Austria, France, Slovenia, Croatia and Germany. The project will develop a more comprehensive overview of the international standards related to the protection of children at work that will be recommended to be considered during drafting of the new labour law

³⁴ A national stakeholder stated: “MoL is satisfied with the final document which was developed with a high level of agreement among the members of the technical working group (TWG). After each stage of development of this list, members of TWG had a chance to provide their suggestions. We do not expect further changes of the final draft document, as TWG consists of 25 representatives of all relevant institutions in Montenegro, which were very cooperative. Due to the parliamentary elections (held on 30 August 2020), the government was acting as technical which means that the government could not adopt any new document. However, there are no obstacles for the approval of this document by the new government.”

(Output 2.1.2). Drafters of the Amended Decree on Hazardous Child Labour are reviewing draft amendments of the Hazardous Child Labour List, while work on the drafting of the List of the Lightwork did not start (Outputs 2.2 and 2.3). The TWG, established by MoL for developing these documents, is composed of all relevant stakeholders, such as representatives of social partners, MoL, Labour Inspectorate, Ministry of Interior, Institute for Social Protection of Serbia, and CSOs, among others.

112. Moreover, the Chamber of Commerce organized a working session to present the Austrian experience in vocational education and protection of CL as good practice. Regarding begging, the document review shows that Serbia's law does not identify child beggars as victims. There is still open discussion on the inclusion of begging in the decree and the need to amend the Law on Public Order and Peace (Outputs 2.2 and 2.4). The process of CL provisions' inclusion in general and special protocols for the protection of children against CL/WFCL (follow-up to CLEAR) is not finalized (Output 2.4). The stakeholder interviewees confirmed that it was planned that MoL would adopt the general protocol by summer 2020. However, this did not happen, and the elections affected this process.

113. Under Outcome 3 – “The role of the social protection system in preventing and protecting children from child labour strengthened” – the project has achieved progress regarding the development of the social protection system's procedures of protection and prevention related to CL (Output 3.1). The MAP 16 project developed the indicators in the social protection system to identify CL and revised the checklist on labour inspection. According to interviews with social partners, Labour Inspectorate, and Institute for Social Protection of Serbia, CL identification indicators are well defined. The checklist on labour inspection entered into force on 28 August 2020, but there is no information as to what extent it has been used. Besides, professional guidelines for professionals in the social protection system in the fight against CL are ongoing (Output 3.1.2).

114. The draft of the guideline is developed, and the consultation process is still not finished. Regarding the revision of the special protocol for Labour Inspectorate for the prevention of CL, the draft report was developed, and the labour inspectors across Serbia are consulted. Their opinions are taken into account (Output 3.1.5). Document review confirmed that drafting amendments of the Instruction for Centres for Social Work in Protecting Children from Child Labour (Output 3.1.4) and modifications of the Instruction on Conduct of Labour Inspectorate in the Protection of Children from child labour (Output 3.1.6) cannot be started until previous activities are finalized (Outputs 3.1.2 and 3.1.5). Due to the COVID-19 pandemic, the planned seminar for actors in the child protection system on instruction and guideline (Output 3.1.3) was postponed after completion of activities for Outputs 3.1.2 and 3.1.4, and it will be presented online.

115. Under Outcome 4 – “Enforcement of laws and policies related to Child Labour, including Worst Forms of Child Labour, improved” – the project made progress regarding the organization of the training for employers' organizations and trade unions on the identification and prevention of child labour, including its worst forms. A one-day training programme was developed and approved, and a trainer was selected. However, the organization of the training was cancelled twice due to COVID-19. All interviews with social partners and the project team stressed the need for organizing in-person training. Capacity-building of Labour Inspectorate, police, Centre for Social Work, and prosecution officers on the identification and protection of CL was postponed. The evaluation found that this is one of the key activities for building relationships among these institutions and proper enforcement of laws and policies related to CL.

1.

116. Under Outcome 5 – “Communication of project achievements to the broader public” – besides launching the project and developing the project communications strategy, there were no other

activities organized under this outcome. Design of dissemination materials was not started, as it links with organization of seminars and trainings postponed.

117. In Morocco, under its logframe Outcome 1, MAP 16 has contributed to improved awareness and increased action by stakeholders for the fight against domestic work by children. Under Output 1.1., and despite the COVID-19 context, good results are found. A comprehensive communication plan on Law 19-12 has been developed and used at national and regional levels; videos for awareness-raising at the national level on Law 19-12 were produced and diffused; and a guide on Law 19-12 targeting labour inspectors, judges and social workers was published with the help of MAP 16. Besides, an online/offline national conference on Law 19-12 was organized in September 2020 with the Government's support and the participation of different UN agencies and national actors, proving the advocacy work of the project's team towards public sector stakeholders in Morocco. These activities were implemented in partnership with the MoL, the Presidency of the Public Ministry, and CSOs. This partnership helped to connect the two public institutions to collaborate better for the eradication of CL. Indeed, thanks to MAP 16 activities, a "link sheet" has been developed to smooth collaboration between the institutions for the follow-up CL cases. However, other results would be necessary to develop this component, and activities relating to training and consultations with labour inspectors, judges and other social partners are planned to be implemented in the second period of the project.

118. In terms of capacity-building (Outcome 2 – "Capacity of government and civil society for intervention and coordination in the fight against the domestic work of children increased"), results are yet to be achieved with the public sector at the national and regional levels (Output 2.1.). Training sessions will be planned in the second period of the project with labour inspectors and magistrates. The COVID-19 context has made it challenging to engage civil servants, who are already under pressure, and respond to urgencies in the COVID-19 context. On the contrary, good results have been achieved under Output 2.2. on capacity strengthening with CSOs. Training was organized (first offline before March 2020 and then online) by the ILO with the help of implementing partners in each region. The activities targeted around 12 local CSOs in each of the three regions. CSOs are globally very satisfied with the training conducted, as well as with the facilitation and pedagogical tools that were used (more active and friendly). Two training programmes, with around 80 participants in total, one online for two days, and one offline with a duration of four half days, were organized in each of the three regions targeted.

119. Outcome 3 – "Protection and prevention for children engaged in domestic work in Morocco increased" – also shows promising results. CSO partners and the ILO team reviewed the activities to implement for the COVID-19 context. In each region, an action programme to raise awareness and engage social mobilization against the exploitation of children in domestic work has been developed and reviewed, with specific outputs and indicators. Implementing partners in each region worked closely with a network of local CSO to cover the most-at-risk areas in the region. The revised programmes were composed of several activities: for example, training sessions for educators/facilitators, development of awareness-raising tools (such as videos and verbal messages), round tables with local actors (such as local CSOs, and a civil servant at the commune level), development of a tutoring programme with children in the most-at-risk areas (through WhatsApp groups), financial support for Internet connection recharges for children, and door-to-door awareness-raising. During this first period of the project, the TPR shows that CSO Al Karam reached around 200 children and 200 families. The Moroccan Mohammedia Scouting Organization (OSMM) got around 168 children and 70 local actors, ARIJ³⁵ 360 families, and AJIAL³⁶ around 500 families. However,

³⁵ ARIJ stands for la douce odeur

interviews and the TPR of October 2020 show that the partner Moroccan Association for Assistance to Children in Precarious Situations (AMESIP) has not yet started awareness-raising activities, but developed its videos and tools.

120. Another point is that action programmes with CSOs would have gained efficacy and results if ILO financial procedures were more flexible. Indeed, for a contract with a CSO, at least three requests of payment need to be filled, and each takes one to two months to be processed. This financial procedure has shown its limitations to fund smaller actions and emergency programmes during COVID-19. The activity in relation to the green line with the National Observatory for Children's Rights (ONDE) has not started yet. It is noted that there is already a green line for children's rights with ONDE that can be reinvented and relaunched.

121. Outcome 4 – “Participation of companies operating in Morocco in the CLP initiative increased” – shows exciting results. An action plan with the CGEM has been developed, with different activities, such as a study on child labour in the construction sector and the development of a Moroccan web platform for the private sector on the fight against CL. The study has been delayed because of the COVID-19 context, but the web platform is almost ready. The platform will be hosted within the website of CGEM, for sustainability reasons, and will have legal information on dangerous work, as well as practical sheets for companies on children's rights, fundamental rights at work, rights in the agricultural sector, and on the integration of youth in the workplace. In the second period of the project, the web platform will be completed (Output 4.2) with awareness-raising videos and one video on children and dangerous work. The focal point of CGEM has actively participated in activities of Alliance 8.7, and it seems that CGEM has taken full ownership of the activities of MAP 16. This proves the excellent advocacy work that has been carried out by the ILO team.

(9) To what extent have partnerships been strengthened to accelerate progress in combatting child labour, forced labour and human trafficking (Outcome 4)?

122. Outcome 4 has no sub-outcomes and includes 10 outputs (the original Output 4.1.11 has been cancelled).³⁷ As mentioned above, this outcome consists of some of the key events developed at the early stage of the project, and has already been reported by the programme as completed. Those are the outputs related to the Fourth Global Conference on CL and FL, organized in Buenos Aires in 2017, and the Alliance 8.7. Outputs related to the Global Business Network on FL are still ongoing.

123. MAP 16 has contributed to strengthening the capacity of CSOs to engage with other partners. For this purpose, the project has supported global seminars with CSOs in Bangkok and Addis Ababa, as well as trade unions. The project has also supported the 2018 Freedom from Slavery Forum, which brought together more than 80 CSOs, who discussed their engagement to fight FL, HT and CL. The Forum concluded with the “Bangkok Declaration”, which expressed the commitment of all signing CSOs to strengthen their work towards the achievement of SDG target 8.7, and engage more closely with Alliance 8.7.

124. Initially, there were six action groups foreseen in Alliance 8.7 (supply chains; migration; rural development and education (root causes); role of conflict and humanitarian settings; rule of law and

³⁶ AJIAL stands for "generations"

³⁷ Formally, Output 4.1.11 (collaboration with UNICEF) was cancelled, although based on the agreement that it would be replaced by country level collaboration under Outcomes 1 and 3, if possible.

governance; and commercial sexual exploitation). The only action group that is successfully advancing is the supply chains group, led now by the ILO (by a member of the FUNDAMENTALS staff) with some funding by MAP 16 (Output 4.1.3). There is a full-time commitment from the ILO. Partners are committed, since companies and governments are concerned from a reputation, ethics and image point of view. Unions are interested in improving conditions for the workers. The action groups on conflict and humanitarian settings and on migration started in 2017 and 2018, respectively, but lost dynamism after some months, due to a lack of institutional leadership and financing. Efforts are being made to restart these action groups, and eventually the one on the rule of law and governance, under co-leadership of the ILO.

125. As a result of efforts under the Supply Chain group, conversations have increased beyond the government level. The private sector interest has increased, and thanks to that, the research approach is also evolving. Many initiatives have taken place, including in sugar and cocoa, palm oil, among others. There is a need to further advance the understanding on whether those initiatives are leading to a change. There is a shift in the approach by combining the governments' efforts and the private sector, since it is a shared responsibility. This new approach will increase the impact and add more transparency.

126. According to interviewees, the Supply Chain action group is not prioritized in MAP 16 in regard to other action groups that are less dynamic. This group helps people understand what is working and what is not with the correct information. Many of the conversations on the supply chain are incredibly concentrated in Europe and the United States – that is, “the same people speaking with each other”. However, there is a real need to trigger that knowledge, share it and strengthen it with local knowledge. The CL platform³⁸ with businesses has concluded that what has worked on due diligence during the COVID-19 pandemic is to have a strong local network. Those companies that have had strong networks know better what happens with their suppliers and the risk of human rights violations under the pandemic. For some multinationals, it has changed the way they work with suppliers, which is another positive impact of the crisis, where companies are trying to understand how to make their supply chains more resilient.

127. With COVID-19, producers (such as those of sugar or palm oil, for example) are aware that, if their product is affected by external shocks, that will affect the entire supply chain. The more companies grow to understand what is going on at the supply chain level, the more they will go into a human rights assessment. The COVID-19 crisis has therefore brought that new opportunity. Some multinationals have changed the way they work with suppliers, which is another positive impact of the crisis. Companies are trying to understand how to make their supply chains more resilient, which may positively impact many aspects.

128. MAP 16 has provided significant financial resources to the ILO GBNFL and, as a result, the network has been launched and sustained. The ILO GBNFL is a network of networks that brings together not only companies but their representative organizations and sectoral associations. This helps to drive coherence among other business networks addressing FL issues with their members. The ILO GBNFL's primary focus is on reaching small and medium-sized enterprises to ensure that resources are developed with them in mind and that they are increasingly part of the efforts on addressing FL, which seems a very relevant approach. An interesting finding is the work conducted

³⁸ The CL platform has only received financial support from MAP 16 in Morocco. According to the fifth TPR, it was agreed with USDOL to focus the CLP component (Outputs 4.1.7 and 4.1.8) from MAP 16 in Morocco, as the pilot country, to strengthen business' due diligence and collaboration on CL.

with the Global Business Network on Disability, from which the GBNFL can get crucial inputs to strengthen the PWD approach.

129. As has been mentioned for Outcome 2, Outcome 4 would also benefit from a strategic prioritization of the remaining outputs before the end of the programme. A decision on the support potentially provided to the action groups seems advisable.

5.5 Efficiency

Summary of response for EQ5 – Efficiency

In general, material, human and institutional resources – and institutional, technical and administrative support – are adequate to meet project objectives. At the field level, additional resources seem to be advisable to achieve results and increase sustainability. Some adaptations in terms of staff allocation seem needed in a few cases, such as Outcome 1 and M&E position. Despite the remarkably rapid adaptation of MAP 16 to the pandemic challenges, thanks to a rapid contingency plan, a non-cost extension to compensate for delays is advisable.

Management and accountability structure is challenging for a project of this budget. It relies on the figure of a project director, who remains responsible for ensuring the project's implementation without the proper official management responsibilities over MAP 16 staff.

(10) To what extent have material, human and institutional resources – and institutional, technical and administrative support – been sufficient and adequate to meet project objectives? To what extent has the project leveraged new or repurposed existing financial resources to mitigate the effects of COVID-19 in a balanced manner? Does the leveraging of resources take into account the sustainability of results?

(11) How efficient is the management and accountability structure of the project at the national and global levels?

130. A close relationship between ILO FUNDAMENTALS and USDOL has allowed a flexible and constant adaptation of resources to the needs addressed during the project's implementation. According to USDOL, MAP 16 has been one of the most proactive projects in terms of ensuring it is following all USDOL regulations. One of the advantages of having so many under one single project is the possibility to move resources – from one country to another, for example – according to the emerging needs. The position of the M&E officer was originally planned for only a few months over the life of the project, but this has been renegotiated by the project director, with the donor to ideally have one person working full time for the project until its end date. However, he has been working part-time on an 80 per cent basis, due to the financial limitations. A similar approach was undertaken having the administrative and finance staff working 100 per cent on MAP 16. In the beginning, it was a part-time post. Those were crucial decisions for a project of this budget, size and characteristics (for example, many countries involved and different outcomes that need coordination). However, there might not be enough measures to ensure the necessary central management to cope with so many other elements, and to overcome the limitations of the project's design, as described above.

131. Indeed, MAP 16 team members, whatever their status within the project, remain under the supervision of their Head of Unit/Office Director. The project director has no supervisory powers. She can only coordinate and ensure the proper implementation of the project. Usually, the supervisory role in ILO's projects of this type is the responsibility of the Chief Technical Adviser (CTA) of a project (project director), which is also part of the job description: "The Project Coordinator/Partnerships Manager will be responsible for overall project coordination, supervision, administration and

implementation of the requirements of the cooperative agreement... Effectively manage the project's human resources including recruitment, staff development, and performance management.” In reality, this is not the case. The project director remains responsible for ensuring the project's implementation, trying to provide a joint vision and a strategy, making a vast team of people work without official staff management responsibilities.

132. Despite all the remarkable efforts developed by the project director, MAP 16 faces challenges of coordination. As has been described, neither the project's design nor the implementation arrangements have eased coordination. There are too many interests at stake that play the role of centrifugal forces. Having said that, many NPCs report high satisfaction on coordination and internal feedback inside MAP 16. They appreciate receiving support from their backstoppers and technical units involved, and comment on having the possibility to ask for peers' help and information. Exceptionally, NPCs with more extended experience inside the ILO miss the better coordination they had experienced in previous projects. There are differences as well among NPCs' profiles. Those with more comprehensive experience at the ILO, particularly in CL, consider that MAP 16 has too many instances of “revision”, not necessarily with the appropriate knowledge on CL, that undermines their liberty to act upon their expertise.

133. A new project monitoring tool was developed by the M&E officer during December 2019–February 2020. The tool is meant to provide comprehensive information, and includes four main aspects necessary for effective project monitoring: (a) workplan and budget, (b) expenditure and current balance, (c) financial forecast, and (d) targets and achievements. Simultaneously, during the tool development period, the project director and M&E officer have started regular check-in meetings with each focal point at headquarters and at field levels. The tool was supposed to be rolled out and used widely as of March 2020, but with the rapid evolution of the COVID-19 pandemic, it was decided to postpone the launch for later.

134. In order to assess the impact of the COVID-19 pandemic on the project activities, as well as to develop a contingency plan, a special real-time project monitoring tool has been developed by the M&E officer. This tool was developed to bridge the gap between the implementors and management, as well as to provide a real-time status update for the users. With the rapid evolution of the crisis situation, the necessary changes have been introduced with regard to project implementation and monitoring in the coming months. The next step, as part of the contingency plan development, would require the revision of the workplans and the PMPs for some components and countries. This process is going to start after the April 2020 TPR. The information provided in the TPR under a special section on COVID-19 and the tool will serve as a basis for these adjustments and contingency planning.

135. In a few cases, NPCs confirm having exchanged information with the Research team and Communications staff at headquarters. In contrast, in other cases, there are no exchanges among researchers working on similar issues. For example, the research component in Argentina is not embedded in the overall research strategy at the global level, which is a shame, since approaches related to gender research could be beneficial at the global level. In this case, coordination exists at the regional level, which is positive, since it can also complement the work done under RILAC. It is also worth mentioning that RILAC coordinates various research efforts with headquarters, such as the development of the 8.7 methodology, global and regional estimates, research on indigenous people and CL, among others.

136. The WhatsApp group created by the project director is highly valued as a source of information sharing, although interviewees would like to see stronger technical coordination between headquarters and the field. Social networks are also reported as a good way of information-sharing

inside MAP 16. For some stakeholders, an updated webpage could be the right way to strengthen communication. Informal coordination methods are taking place inside MAP 16, both among colleagues themselves and, above all, through the project director. Regular meetings are scheduled with focal points, the field offices, donors and NPCs for follow-up delivery, among other things. Sometimes overlapping is found among USDOL and ILO on the programme's follow-up.

137. On another note, the Alliance 8.7 pathfinder countries covered under Outcome 3 (Mauritania, Morocco and Sri Lanka) have benefited from the project's advancements and information under Outcome 4, from region to region. Nevertheless, potential synergies have not been exploited in that regard. Under the Alliance 8.7 partnership in Morocco, the Government has committed to developing a new national strategy on CL. However, the idea of a national strategy has not been taken into account in the project, which suggests that coordination between the MAP 16 project and overall activities of Alliance 8.7 in Morocco has not been developed at its fullest at the governmental level.

138. The COVID-19 pandemic has had the worst effect on the research component, since some of the tools have had to be adapted to the remote work, which in some cases has meant an actual impossibility of conducting surveys and other research tools (such as the empirical research to understand better the effects of CL and adolescent work in Argentina, and the study designed to be implemented in Mexico). The fishing study has experienced delays due in part to COVID-19. The research team hoped it would be ready by early summer 2021, which would allow culminating the work within the current project time frame. That would also make it possible to incorporate the research results into the development of the guidelines before the end of 2021. The remaining time in 2022 (six months) would ideally serve to allocate the training.

139. Outcome 2 has also been delayed, due partially to COVID-19. The University of Florida in January 2020 started developing specific tools that were expected to be explained and trained in person at FUNDAMENTALS in Geneva. According to the University of Florida, ILO staff should have first been immersed in these tools and methodologies to assess them accurately, so they consider that when ILO staff were seeing their work, they really didn't understand the perspective or framework it was coming from.

140. However, other reasons explain the delays on this component. The original agreement between FUNDAMENTALS and the University of Florida was to conduct around 15 interviews with key staff to develop a tool for storytelling and a tool for knowledge mobilization. However, they ended up completing close to 60 interviews across the organization with people from a range of perspectives. Then they pulled those together with a group of insights that were shared with ILO FUNDAMENTALS. Thus, the scope of the work quadrupled and that brought unexpected delays. The University of Florida did not anticipate having such an inclusive feedback process on revisions from the ILO side; just anecdotally, one of the tools received around 700 comments. Their expectation is, however, that those tools will be fully prototyped very soon. They are setting dates for workshops for FUNDAMENTALS and the pathfinder countries that are expected to be completed by the end of February.

141. On the contrary, COVID-19 did not have a drastic impact on the field, thanks to the remarkably rapid adaptation of NPCs to the pandemic challenges. Field staff changed the way they were implementing, and were capable of moving into more virtual implementation. Some NPCs were very innovative, and there was a sort of peer learning among the NPCs that benefitted the project's productivity and efficiency under the pandemic's challenging conditions. In Central America, the ILO office reports an essential amount of funds addressed to the COVID-19 emergency, taken in some

cases from the cancellation of travel costs from several projects and programmes.³⁹ Significant resources have been redirected to the topic of health and safety at work. Guidelines have been produced with the Governments and delivered to companies, to ensure a safe return to work after the lockdowns.

142. As reported under evaluative question Coherence (section 5.2), synergies have been created with other ILO projects and resources, above all at the country level. Lessons from previous projects have been taken up more at the country than at the global level. Resources for finance and administration have proven to be scarce. Project Finance and Admin Assistant at headquarters had to guide NPCs in the countries when no specific staff for finance and admin was foreseen in the countries. ILO and USDOL administrative requirements are high in that regard, and interviewees acknowledge their concern facing the audit. Ideally, NPCs should only focus on their technical work, since the administrative work gives a tremendous extra burden. In previous projects, these issues have been solved by bringing the team to Geneva to be trained, which was not foreseen under MAP 16. However, online training has been conducted by the finance and administration assistants at HQ, with NPCs and local finance and administration assistants in the field. Stakeholders report that adding this task to the already heavy workload is even risking a healthy mental environment for staff on the field in this regard. Hiring NPCs with previous experience in UN agencies has undermined these challenges in some countries, proving to be the right decision.

143. Few peer-to-peer activities have been implemented or are foreseen in MAP 16. Argentina gained lessons learned about the Child Labour Risk Identification Model, since it had been implemented in Brazil and Mexico. RILAC organized several exchanges between Chile, Costa Rica, Guatemala, Paraguay and Jamaica. Peer-to-peer activities between RILAC and the African Union were foreseen, but are facing challenging delays and administrative burdens. These types of activities do take place under RILAC, to which MAP 16 is contributing by supporting the Technical Secretariat and by funding, among other issues, the position of a communications officer for the regional network. Serbia, Kosovo⁴⁰ and Montenegro have also benefitted from peer-to-peer activities.

144. All stakeholders interviewed agree that the human resources of the project in Morocco are minimal. Concerning the civil society component, implementation would have been difficult without the help of the CSO's internal teams, who were trained during previous ILO projects. The ILO team in Morocco is composed of an NPC only, and an assistant to help in administrative and logistical tasks would have benefited greatly. Administrative and technical support from ILO headquarters for the team based in Morocco was efficient and appreciated.

145. In India, the budget seems small, given the size of the country. Some activities could not be launched because of limited budget availability, such as the state-level workshops or implementing the model questionnaire developed in a pilot district. Projects launched with ILO support have a long gestation period in a country such as India, with multiple levels of government – national, state and district. Negotiations need to be carried out at each level to gain entry and create conditions conducive to project implementation. However, the project has well utilized the limited resources available. It was able to draw upon a range of partners and begin activities across three states, building a strong foundation for later activities in a short span of time. The COVID-19 disruptions have led to the loss of almost one year. This needs to be compensated for by extending the project duration.

³⁹This comment does not refer to MAP 16.

⁴⁰ As defined in UN Security Council resolution 1244 of 1999.

146. In Montenegro, the project team has efficiently used project funds, although the budget resources were limited compared with the real needs. The evaluation found that the efficiency factor has been the proficiency of the project team and consultants. There has been a clear line of communication among the ILO office in Montenegro, the ILO office in Serbia, the ILO Budapest Regional Office, and ILO headquarters in Geneva. However, the complex ILO structure, to some extent, affected the pace of the project implementation in the rapidly changing COVID-19 context.

147. In Serbia, as well, the main driver of the project implementation has been the ILO project team's expertise, including the ILO National Coordinator's strong support. While project implementation has seen slow performance since March 2020, the evaluation findings indicate that such delays are justified, given the challenging circumstance in Serbia due to COVID-19 and the need for significant change in communication and implementation of the project activities. As in Montenegro, there has been a clear line and fruitful communication among the ILO office in Serbia, ILO Budapest Regional Office, and ILO headquarters in Geneva.

5.6 Sustainability

Summary of response for EQ6 – Sustainability

Overall assessments differ by outcomes. Outcome 1 for sustainability is high, since the research work aims at designing tools that are in line with the statistical standards, and are likely to be used by the National Bureaus of Statistics, among other institutions. For Outcome 2, it is too early to report on sustainability, due to the current delays. Sustainability at the country level for the work conducted under Outcome 3 varies among countries. Except for Morocco, the field case studies conducted conclude that sustainability is fragile. Outcome 4 presents challenges in terms of sustainability as well, since the results achieved will continue financial support to be sustained. That is the point of most of the work being done at the regional level in LAC and Africa, and under Alliance 8.7, where action groups, networks (Global Business Network on Forced Labour -GBNFL and platforms (CLP) exist in part thanks to MAP 16 and other project resources.

(12) To what extent are planned results of the project likely to be sustained and/or scaled up and replicated by stakeholders?

(13) What further concrete steps could be taken to increase the sustainability of the results?

(14) Has the ILO project developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?

148. An assessment of MAP 16 sustainability again requires a different approach by outcome. The component 1 leitmotif is sustainability, since the research work aims at designing tools that (a) are in line with the statistical standard; and (b) allow for sustainability, which means that the National Bureaus of Statistics, at the end of MAP 16, should be in a position where they have the technical capacity, the tools and the training to produce the best statistics regularly without ILO support or with minimum help. As an example, the project is developing two types of questionnaires: (a) the stand-alone questionnaire aimed at collecting information on CL through a general survey; and (b) a module on CL, produced with the intention that some specific questions on CL will be attached to a more significant survey. The goal is to promote each statistical office implementing, for example, an FL survey, every five years, to include these additional questions to monitor CL. Under Sub-Outcome 1.1.B – “Increased Member States’ sustainability of CL data collection, analysis and reporting” – implementation agreements are active with Mexico and Serbia. Nevertheless, additional efforts in sustainability are needed under Outcome 1 to follow up if findings and recommendations coming up from the research studies are taken up by stakeholders.

149. For Outcome 2, it is too early to report on sustainability, due to the current delays. The development of knowledge mobilization and story-building tools, along with an advocacy strategy for the International Year and training curriculum that captures all the above elements, are focused on bringing long-term capabilities to the Branch and stakeholders. Outcomes 3 and 4 present challenges in terms of sustainability, in most cases, since the results achieved will continue to require financial support to be sustained. That is the point of most of the work being done at the regional level in LAC and Africa, and under Alliance 8.7, where action groups, networks (GBNFL), and platforms (CLP) exist in part thanks to MAP 16 and other project resources. Even though RILAC has been in place for more than six years and even received an award for innovation in 2019, it is still dependent on funds from cooperation for development, despite having actively implemented a sustainability strategy.

150. Sustainability at the country level for the work conducted under Outcome 3 varies among countries. Except for Morocco, the field case studies conducted conclude that sustainability is fragile. Many of the NPCs interviewed raised sustainability as one of the project's challenges, due to lack of resources (for example, Jordan, Timor-Leste and Sri Lanka). Nevertheless, the existence of a national plan for eradicating CL facilitates forecasts in terms of sustained results, since several national stakeholders' involvement at least ensures broader commitments (for example, Mauritania and Jordan). In Argentina, some factors that facilitate sustained results are found. One of them is the involvement of national stakeholders in the tool's design, which increases their awareness-raising, utility and ownership of the research tools, which will, in turn, improve their implementation. In Colombia, the project has tried to ensure the sustainability of the products delivered, but more efforts will be needed from the Government's side in that regard.

151. It seems too early in India to comment on these criteria, since none of the outputs is completed. In any case, the comprehensive benefits package and the model questionnaire can emerge as a universal tool, and be adopted by different state governments. The questionnaires have to be operationalized and demonstrated in the field situations to have a chance to be sustainable. Funding should not be a constraint in ensuring sustainability, as states have the finances to support the idea. The comprehensive benefits package does not devise new schemes, but amalgamates existing schemes into a new package, with prioritization. Though administrative structures are broadly uniform across different states, the social political environment can be very different. The same project may have very different implementation experiences in different states. All three states selected in India can be considered as tough states, where poverty levels are high and states are comparatively underdeveloped. The MAP 16 advantage for sustainability is that the demand came from the states. ILO has a brand value, and state labour departments are keen to associate with it.

152. The sustainability of the project in Montenegro is fragile, specifically for Outcomes 1 and 3. There is a need for a larger and longer programme intervention to ensure that new approaches introduced by the Hazardous Child Labour List are integrated into institutional practice. Under Outcome 2, a critical mass of institutions involved in developing the list will contribute to its advocacy. The document's adoption was delayed, due to the parliamentary elections followed by a more extended period needed to form the new Government and subsequent reorganization of the Government. The labour-related policies will be moved under the Ministry of Economic Development. Some stakeholders believe that this will not affect the document's adoption, as it is aligned with the national legislation and international labour standards. In contrast, other stakeholders pointed out that the list's implementation might be affected by the existing problems within the social protection sector and labour inspection, among them worth mentioning the lack of collaboration protocols among labour inspectors and centres for social works on this issue, a lack of social workers and labour inspectors, weak financial resources, and a lack of proper social services.

153. Various factors hinder sustainability in Serbia. Some of them are the impact of the COVID-19 pandemic on vulnerable groups, budgetary allocations for social protection, lack of regular

capacity-building of key actors on topics related to CL, and lack of robust monitoring of enforcement of laws and policies in this area. Sustainability will depend on the Government's political will for the reform process in the field of combating CL. One of the first proofs will be the adoption of the regulatory framework (such as the Decree on Hazardous Child Labour, List of the Lightwork, and recommendations to align Labour Law provisions on protecting children at work with international standards) that will depend on the political will of the decision-makers within the MoL to finalize this process. This process might be hindered by the change of representatives of this administrative body, as the new decision-makers have not been involved in the project implementation from the beginning. However, broad engagement of other key stakeholders and some senior government management in the project can be driving advocacy for adoption and sustainability of regulatory framework.

154. The highest expectations in Serbia regarding sustainability are found under Outcome 3 on social protection. The project has contributed to developing tools, procedures and training on safety and prevention related to CL. Nevertheless, it was highlighted that sustainability would be affected by existing weaknesses of the social protection system (for example, a decrease in the number of employees in all centres for social welfare, and the unfavourable age structure of labour inspectors). It is also unknown if, and to what extent, the transfer of responsibility for family care and social protection from the MoL to the new Ministry of Family Welfare and Demography will affect the sustainability of achieved results under Outcomes 3 and 4.

155. In Morocco, the project's results seem sustainable in many aspects. For instance, the capacity strengthening of CSOs has helped them apply and receive a grant from the MoL for the year 2021. Besides, the training tools of the ILO were shared among other local CSOs, and reports show that the Red Crescent based in Rhamna (local CSO) has used and replicated the training. Concerning the component of the CGEM, the institution has taken full ownership of the project, paving the way for a network of private sector leaders in the fight against CL. However, more support is needed, as the web platform is only an entry point. However, the project would have gained in sustainability if more vital coordination had been set up between all stakeholders, such as the MoL, employers, CSOs, labour unions, judiciary authorities, the Department of Education, and the Department of Youth. The generalization of awareness-raising and the full application of the law can only be facilitated by more robust, collective and structured coordination mechanisms and actions, whether within a national vision/strategy on CL or through a national action group.

6 CONCLUSIONS

156. MAP 16 shows high pertinence, considering the challenges of CL and FL around the world. Above all is the need to design research tools that are useful at national and global levels, and improve effective communication of technical issues easily accessible to users. In all countries (and regions) covered under Outcome 3, the relevance of MAP 16 is high, thanks to various elements. However, the project shows weakness in terms of the gender and inclusion (non-discrimination) approach in most of its components. In terms of partnerships, MAP 16 aims at building bridges between several critical stakeholders in the fight against CL and FL, such as Governments, NGOs, the community, trade unions and the private sector, which seems crucial.

157. MAP 16 at the global level shows coherence with multiple initiatives on the topic at USDOL, the ILO and other UN agencies. It is a programme that involves the whole UN 2030 Agenda for Sustainable Development. The two regional initiatives in LAC and Africa are coherent with the UN and the corresponding regional organizations. The objectives of MAP 16 are coherent with the objectives of IPEC+, Alliance 8.7, and the work of international NGOs, such as the Walk Free Foundation and Global March Against Child Labour. The project shows high coherence with national priorities, DWCPs, and other UN efforts in the implementing countries. Coherence between MAP 16 and

UNICEF is found in several countries, focusing on social protection on the side of UNICEF that complements the ILO approach on labour. However, coherence in the framework of Alliance 8.7 differs among the pathfinder countries covered by Outcome 3, looking strong in Sri Lanka and Mauritania, but weaker in Morocco.

158. The primary virtue of the CMEP is that it provides a potent tool at the design stage to facilitate an in-depth reflection process among main stakeholders on the objectives, results expected to achieve by intervention, and a discussion on indicators on how to appropriately measure them. The instrument helps to clarify the intervention's logic to avoid ambiguities and make it more specific. However, it does not help outline the project's theory of change, since it does not include a global results framework reflecting the connection among the four outcomes. After the initial stage of project design, the CMEP seems to start losing its relevance. In the end, the CMEP contains too many elements and becomes too complicated tool, which does not aid management. Although the PMP includes both quantitative and qualitative indicators, it does not provide indicators at the outcome level, thus impelling advancements in actual changes in behaviours and attitudes.

159. The International Advisory Board established by the research component of MAP 16 is an excellent initiative: a very diverse platform including experts from different domains. The exchange of ideas is also highly valued by IAB members. The interconnection between CL experts and other experts – such as economists and professors, for example – produces critical peer learning, which is considered high value by participants on the board. Opportunities exist to strengthen the IAB's gender and inclusion profile.

160. MAP 16 faces challenges of coordination, despite the enormous efforts by the project director. Neither the project's design nor the implementation arrangements have eased coordination. Coordination has relied on one single person, the project director, which seems a fragile approach for a programme of nearly US\$23 million. The WhatsApp group created by the project director is highly valued as a source of information-sharing. Social networks are also reported as a good way of information-sharing inside MAP 16. For some stakeholders, an updated webpage could be the right way to strengthen communication.

161. In terms of efficiency, a close relationship between ILO FUNDAMENTALS and USDOL has allowed a flexible and constant adaptation of resources to the needs addressed during the project's implementation. One of the advantages of having so many elements under one single project is the possibility to move resources from one country to another, for example, according to the emerging needs. A rapid and sound contingency plan to face COVID-19 challenges has reduced the potential impact on budget delivery.

162. Project effectiveness is on track to achieve results, although significant delays are found under Outcomes 1 and 2 and, to a lesser extent, Outcome 4. The three outcomes need a prioritization of the delayed and remaining outputs before the end of the programme, since the delivery rate is still low. A joint discussion is needed inside FUNDAMENTALS in order to prioritize the outputs that have stronger connection across outcomes, as per the programme's implicit theory of change.

7 LESSONS LEARNED AND EMERGING GOOD PRACTICES

- Those working on MAP 16 learned to be innovative and adaptable to respond to the urgent needs of the most vulnerable children during a sanitary crisis such as COVID-19 in Morocco. It was learned that more awareness-raising sessions and top-ups for children equal less school dropout and CL. The context of the state of emergency due to COVID-19 brought a strict population lockdown from 20 March. Morocco closed all schools and training centres, which will undoubtedly generate an

increased school dropout rate, especially between sessions and for girls, and a real risk of seeing more CL after the COVID-19 crisis and losing the progress made. MAP 16 is implementing different distance support tools to protect children from hazardous domestic labour and from CL. Among them are awareness-raising sessions with beneficiaries via WhatsApp groups. Topics covered included the importance of children continuing their studies, the causes and risks of school dropout, and the dangers associated with child labour in domestic work. The WhatsApp groups were created in collaboration with schoolteachers. Internet top-ups for three months of Internet connection were provided for the most-at-risk students, to guarantee the commitment of the students and their participation in support courses and awareness-raising sessions.

- The MAP 16 project has enabled the development of the Hazardous Child Labour List for the first time in Montenegro. It has been developed in consultation with 25 members of the TWG, with a high level of agreement among the members. As a member of the TWG, the representative of the Ombudsman initiated the consultative process with the children advisers to get their opinions on the draft of the Hazardous Child Labour List. Namely, the Golden Advisors' Network, which consists of 12 members 11–17 years old, was established in 2014 to enable children's participation in the Ombudsman's work. The draft of the Hazardous Child Labour List was shared with the children-advisors, and the representative of the Ombudsman presented opinions of child advisers at the meeting of the TWG. The document review and stakeholder interviews confirmed that most of the children's recommendations were adopted, such as the request to eliminate fisheries, cultivation of aromatic and spicy herbs, cosmetics and body care from the list of hazardous labour. Children also supported the need to add child begging to the list. This presented a good practice for children's voices to be heard during the development of legislation relevant to protect children.
- There has been a good practice of visible regional collaboration and exchange among ILO offices in Montenegro and Serbia. The project team in Serbia supported colleagues in Montenegro by sharing experiences from the CLEAR project, as similar activities are planned under the MAP 16 project in Montenegro. An interviewee said, "Each of the ILO offices is good and supporting itself to avoid duplication, and has even engaged the same consultants, as these are already well-skilled."

8 RECOMMENDATIONS

1. **Recommendation 1: Create a MAP 16 steering group inside FUNDAMENTALS, bringing together headquarters staff and NPCs from the field.**

MAP 16 is an extraordinary opportunity for the ILO and USDOL to test the potential synergies among the different components covered by the project. **It would be advisable to create a MAP 16 steering group inside FUNDAMENTALS.** It would help to understand the potentialities of the missing linkages currently found among the different outcomes and look for ways to overcome them. It would help focusing on the need to foresee research as an instrument to policymaking. **Promoting a better connection between research and policymaking is vital. Some, if not all, NPCs should take part in this steering group as a way to bring knowledge from the field.** This evaluation report provides specific issues to be addressed by such a steering group.

Responsible units	Priority	Time implication	Resource implication
Project staff, FUNDAMENTALS	High	Long	Low

2. **Recommendation 2: Clarify the role and managerial tasks of the MAP 16 project director and improve internal programme coordination.**

Institutional arrangements need to improve. In particular **the profile and managerial tasks of the project director should be fully recognized and supported.** Coordination inside

MAP 16 should be improved. The steering group suggested in Recommendation 1 should contribute to strengthening coordination at all levels inside the ILO: for example, among project staff and FUNDAMENTALS management, the four focal points, the four outcomes and the field. Several elements can contribute to increasing coordination: an online meeting with all the staff and updating the webpage. The WhatsApp group continues to be an amicable way of communication and updating.

Responsible units	Priority	Time implication	Resource implication
Project staff and FUNDAMENTALS	High	Medium-term	Low

3. Recommendation 3: Strengthening the gender and inclusion (non-discrimination) component throughout the programme components.

Strengthening the gender and inclusion (non-discrimination) approach is essential in fighting against FL, CL and HT. **The IAB should ensure that its work reflects those elements.** To that end, at the strategic level, it is highly advisable to promote the involvement of gender-specialized organizations (such as UN Women, for example) and a more substantial presence from the regions (with women representatives) where the CL and FL phenomenon takes place. The use of more qualitative methods is also advisable under the research component to cope with those challenges. At the implementation level, it is recommended to improve the gender perspective in the PMP through M&E resources.

Responsible units	Priority	Time implication	Resource implication
FUNDAMENTALS, IAB	High	Medium-term	Low

4. Recommendation 4: Support the Action Group on Rural development under Outcome 4 – Alliance 8.7.

Addressing the root causes of CL, FL and HT implies addressing informality, access to schooling, and poverty. Global supply chains are an essential entry point to trigger change, but further work needs to be done on the ground. **Under Outcome 4, Alliance 8.7, it would be advisable to support the action group on rural development (since seven out of ten children in CL around the world are found in agriculture) and education (root causes). Looking for synergies between that Group and the Supply Chains Action Group is also advisable.** Strengthening synergies among the different UN agencies in the fight against CL, FL and HT in a way where each agency can ensure their expertise is a must.

Responsible units	Priority	Time implication	Resource implication
USDOL, FUNDAMENTALS	Medium	Medium-term	High

5. Recommendation 5: Coordination between the MAP 16 project and overall activities of Alliance 8.7 in the pathfinder countries should be developed more extensively.

Responsible units	Priority	Time implication	Resource implication
ILO project staff in the field and headquarters, national constituents,	High	Medium-term	Medium

donors			
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6. Recommendation 6: The CMEP should be revised to mainstream gender, inclusion and PWD.

Guidelines for that work can be taken from the ILO evaluability assessments. In the future, to ensure the setting up of a CMEP framework at the national level, a specific budget needs to be dedicated to CMEP workshop activities.

Responsible units	Priority	Time implication	Resource implication
ILO project staff headquarters, M&E experts, USDOL	High	Medium-term	Medium

7. Recommendation 7: Review programme priorities to overcome delays under Outcome 1 and the remaining outputs. A strategic decision needs to be taken by FUNDAMENTALS regarding priorities for Outcome 2 and the need to better integrate and coordinate that component under MAP 16, as per its implicit theory of change.

The M&E officer could help in such a prioritization and management should include reviewing key staffing resources for this cause.

Responsible units	Priority	Time implication	Resource implication
FUNDAMENTALS, USDOL, ILO M&E officer	High	Medium-term	High

Recommendations per country visited

8. Recommendation 8: Review and revise the strategy for implementation in India, including reviewing a request for a project extension.

In India, the MAP 16 project has gotten stalled due to various reasons. **It is necessary to speed up the implementation and build on the groundwork done so far during the final year.** The COVID-19-induced disruptions continue. **But it is possible to undertake field activities that do not need a large gathering. There is also the possibility of undertaking online activities.** Since very few activities have been undertaken so far, and considering the investments made in setting up the base, **ILO/USDOL should explore the possibility of project extension beyond December 2021. The project should explore initiating the district level child labour surveys under Output 2 on a priority basis.** It should not wait for the district-level workshops in Uttar Pradesh to be conducted, as they might not occur soon. The household survey is possible in the current post-COVID-19 situation in districts. **Similarly, there is a need to undertake capacity-building exercises with the stakeholders on a priority basis under Output 3.** It is possible to undertake these consultations online if physical meetings are not possible. The project should consider holding state-level consultations to disseminate Outputs 1 and Output 2 at the state level, and integrate these with State Action Plans in the last quarter.

Responsible units	Priority	Time implication	Resource implication
ILO project staff in India and headquarters, USDOL	High	Medium-term	Medium

9. **Recommendation 9: Review and revise the strategy for implementation in Montenegro, including reviewing a request for a project extension as follows.**

In Montenegro, activities implementation should continue following the country's COVID-19 situation (Outcomes 1 and 3). Relationships should be re-established with new decision-makers in the Ministry of Economic Development to ensure smoother adoption of the Hazardous Child Labour List (Outcome 2). If possible, by the end of the project, in-person training sessions that require multisectoral communication should be organized (Outcome 3). ILO should explore the possibility of project extension by the end of June 2021 in Montenegro and the end of December 2021 in Serbia to ensure implementation of all project activities. USDOL should invest in longer-term stable engagement in support of institutionalization of achieved results, including a period for monitoring the results achieved and advocacy for its implementation.

Responsible units	Priority	Time implication	Resource implication
ILO project staff in Montenegro and headquarters, USDOL	High	Medium-term	Medium

10. **Recommendation 10: Review and revise the strategy for implementation in Serbia.**

The ILO should continue organizing the steering committee meeting online and providing a short project status report periodically (at least every six months). The ILO should continue advocating for adopting the Amended Decree on Hazardous Child Labour List of the Lightwork, and the general and special protocols to protect children against CL/WFCL. **It should continue investing in Labour Inspectorates' human capacity development, and conduct training needs assessments to introduce regular training programmes.** The ILO should explore the possibility of accrediting training on the social protection system to prevent and protect children from CL aimed for centres for social work. If possible, by the end of the project, the ILO should organize in-person training sessions that require multisectoral communication (4.2). **The ILO should re-establish relationships with new decision-makers in the Management for Workplace Safety and Health of the MoL and the new Ministry of Family Welfare and Demography.**

Responsible units	Priority	Time implication	Resource implication
ILO project staff in Serbia and headquarters	High	Medium-term	Medium

11. **Recommendation 11: Review and revise the strategy for implementation in Morocco, and consider a request for a project extension to concretize sustainability.**

MAP 16 in Morocco could further develop its pertinence by mobilizing more funding to develop a more integrated approach (working with different forms of CL, such as children 15–17 years old, or integrating in the programme the economic factors in relation to CL). **To strengthen sustainability, the project should support national coordination mechanisms on child labour, where every actor would play its designated role (government, employer, civil society and unions, and development agencies). Coordination between CSOs at the national level is advisable for building national advocacy capacities on this issue.** Investment in human capital at the local level (through CSOs and local public institutions) is recommended to pave the way for a structured and general solution to prevent, protect and rehabilitate children at risk or victims of CL. **Some outputs would need extension and**

reinforcement to increase impact and sustainability, deliver changes in the Moroccan society, and strengthen new institutional partnerships (Presidency of Public Ministry).

Responsible units	Priority	Time implication	Resource implication
ILO project staff in Morocco, national constituents, and USDOL	High	Medium-term	Medium

Recommendations for sustainability and future interventions

12. Recommendation 12: Develop a sustainability strategy for all outcomes.

MAP 16 should develop a sustainability strategy for all its outcomes. Under Outcome 1, it is advised to follow up the use of the research products by the ultimate stakeholders. Specifically, the programme should follow up on the study of sugarcane in Panama. Under Outcome 2, decisions to prioritize the current outputs should also be guided by the sustainability criteria. For Outcome 3, an internal exercise of comparative analysis of countries where sustainability is stronger could benefit the programme at this stage. Peer-to-peer learning should be applied in this case. Decisions on sustainability for the regional initiatives in LAC and Africa should also be prioritized. Under Outcome 4, it is advised to consider the sustainability criteria, while prioritizing the remaining current outputs.

Responsible units	Priority	Time implication	Resource implication
MAP 16 staff, FUNDAMENTALS Management	High	Long-term	Medium

13. Recommendation 13: ILO should strengthen the importance of evaluability assessment for projects, regardless of donor requirements or budget size.

The ILO Partnerships and Field Support (PARDEV) and Strategic Programming and Management (PROGRAM) departments should emphasize the need to conduct evaluability assessment in projects, regardless of the donors' frameworks. The Evaluation Office (EVAL) should provide technical support to PARDEV and PROGRAM in the development of the ILO's own monitoring system, since that is advisable for FUNDAMENTALS and other branches.

Responsible units	Priority	Time implication	Resource implication
ILO EVAL, PARDEV and PROGRAM	High	Long-term	High

Evaluative questions and criteria	Indicators	Sources of information
EQ 1 RELEVANCE and STRATEGIC FIT		
1.1. To what extent does the project design take into account the needs of beneficiaries and stakeholders? To what extent has the project provided a timely and relevant response to constituent's needs and priorities in the COVID-19 context?	1.1.1. The project strategies and approaches are pertinent to governments' requirements and they show appropriateness	For 1.1.1 to 1.1.5
	1.1.2. The project strategies and approaches are pertinent to unions' requirements and they show appropriateness.	<ul style="list-style-type: none"> Field visits in India, Morocco, Montenegro and Serbia
	1.1.3. The project strategies and approaches are pertinent to employers' requirements and they show appropriateness.	
	1.1.4. The project strategies and approaches are pertinent to policies of partners and donors	For 1.1.1. to 1.1.7
	1.1.5. The project strategies and approaches contribute to assist persons and communities vulnerable to forced and child labour	<ul style="list-style-type: none"> Logical framework M&E Documents Project Documents Progress Reports
	1.1.6. The project strategies and approaches contribute to gender equity	
	1.1.7. The Project shows sensitivity to the COVID 19 priorities for constituents and beneficiaries	
	1.1.8. The project strategies and approaches contribute to PWD inclusion	
1.2. Does the project build on previous relevant ILO projects including the USDOL supported CLEAR project? If so, how?	1.2.2. Lessons learned from ILO & USDOL projects on CL & FL were taken into consideration at the design stage	For 1.2.2& 1.2.3 Interviews with ILO & USDOL staff and Evaluations (CLEAR project and others)
	1.2.3. The CLEAR exit strategy recommendations were incorporated into the project's design	
EQ 2 COHERENCE		
2.1. To what extent is the project aligned with national initiatives and complementing other on-going ILO and wider initiatives (UN and other partners) on child labour and forced labour in the participating countries?	2.1.1. The project strategies and approaches are aligned with national initiatives to measure, raise awareness and engage in policies to accelerate action against CL and FL.	<ul style="list-style-type: none"> M&E Documents Project Documents Progress Reports
	2.1.2. The project strategies and approaches complement on-going ILO and wider initiatives (UN and other partners) on CL and FL.	<ul style="list-style-type: none"> Interviews with ILO HQ staff, USDOL, UN

		system, other International Organizations
EQ 3 VALIDITY OF DESIGN		
3.1. When appropriate, to what extent does the project design allow coherence among different components of the project at different levels (country and HQ, for example)? To what extent is the project's theory of change the validity? To what extent has it hold true?	<p>3.1.1. The project ensures coordination through a steering structure (or project advisory board).</p> <p>3.1.2. Project Outcomes (research, awareness raising, support to regions/countries, and partnerships) show connection among themselves and reflect a solid theory of change</p> <p>3.1.3. The project' design was sensitive to institutional arrangements and roles of the different stakeholders involved.</p> <p>3.1.4. The Projects' logical framework is solid: chain from inputs, activities, outputs and objectives are clear and logical</p> <p>3.1.5. Time frames regarding planned objectives and outputs are realistic</p>	<p>For 3.1.3.: Program manager</p> <p>For 3.1.2: Logframe and TPRs</p> <p>For 3.1.3: ILO staff</p> <p>For 3.1.4 and 3.1.5.: ILO staff, USDOL TPRs</p>
3.3. To what extent is the monitoring and evaluation framework appropriate and useful in 1) refining the project design, 2) assessing the project's progress and 3) identifying potential course corrections?	<p>3.3.1. The project has a sound M&E system, with appropriate indicators to assess project's progress at output and outcome level.</p> <p>3.3.2. The indicators are SMART (specific, measurable, achievable, relevant and timely)</p> <p>3.3.3 The means of verification for the indicators are appropriate</p> <p>3.3.4. The M&E system reflect the qualitative nature of the intervention</p> <p>3.3.5. CMEP was useful to facilitate discussions with stakeholders</p>	For 3.3: ILO interviews, logframes, CMEP
3.4. To what extent does the project design take into account the gender and inclusion issues?	<p>3.4.1. The project objectives and outcomes adequately include gender, and inclusion issues</p> <p>3.4.2. The output and outcome project indicators are gender sensitive</p> <p>3.4.3. The output and outcome project indicators are PWD sensitive</p> <p>3.4.4. Social deprived communities and minorities are considered in the project's design.</p>	For 3.4: ILO interviews, logframes, CMEP
EQ4 PROJECT'S RESULTS AND EFFECTIVENESS: EQ4 will respond to the following questions from the ToR: What are the main factors –internal to the project and external- that have hindered the project's ability to reach the desired results thus far? Which project components and country operations have been impacted the most and what contingency measures are being taken to overcome the setback to implementation? What are the research products completed to		

<p>date (Ending child labour...in global supply chain study and the Panama sugarcane study), 1) to what extent have research products achieved their stated objectives, 2) what is the quality of the research products, and 3) have the research products been useful for their target audiences?</p>		
<p>4.1. To what extent outputs have been delivered/achieved in order to improve knowledge base on child labour, forced labour and human trafficking? (Outcome 1)</p>	<p>4.1.1. Number and quality of knowledge products or tools material (researches, surveys, questionnaires, manuals, guidelines, protocols, methodologies, etc.), as well as training activities- produced by the project on child and forced labour</p>	<p>For 4.1. Logical framework M&E Documents, (CMEP) Progress Reports Interviews with ILO HQ, Panama, USDOL</p>
	<p>4.1.2. Number of Member states that establish strategic engagements with the project to improve and/or integrate CL data collection into their regular statistical programs.</p>	
	<p>4.1.3. Extent to which outputs delivered by the project integrate a gender and PWD approach</p>	
	<p>4.1.4. Increased member states sustainability of child labour data collection, analysis and reporting</p>	
<p>4.2. To what extent the application of knowledge in support of efforts to eliminate child labour, and force labour has increased awareness raising and engagement? (Outcome 2)</p>	<p>4.2.1. Number and quality of reports/studies; impact surveys; new communication products/features delivered by the project on CL and FL in order to raise awareness and increase engagement</p>	<p>For 4.2. Interviews ILO staff, communication users, external stakeholders from Alliance 8.7 Progress Reports</p>
	<p>4.2.2. Extent to which Project knowledge mobilization (digital resources, storytelling, etc.) has increased awareness and engagement of the target groups in support of efforts to eliminate child labour and forced labour</p>	
	<p>4.2.3. Extent to which Project knowledge mobilization has increased engagement between knowledge producers and end-users in support of efforts to eliminate child labour and forced labour</p>	
<p>4.3. To what extent outputs have been delivered in order to strengthen policies and improved capacity of governments, national authorities, employer's organizations, and relevant entities to combat child labour, force labour and human trafficking through national,</p>	<p>4.3.1. Increased capacity of sugar and fishing stakeholders to improve policies to combat CL and FL (Output 3.1.)</p>	<p>For 4.3. Interviews in the Field visits in India, Morocco, Montenegro and Serbia Interviews ILO staff, CMEP, TPR, Interviews with the Regional</p>
	<p>4.3.2. Increased capacity at regional level in LAC and Africa to combat CL and FL (Output 3.2.)</p>	
	<p>4.3.3. Increased capacity at country level (Colombia, Jordan, India -</p>	

regional, and global initiatives? (Outcome 3)	Output 3.3.)	Initiatives in Africa and LAC Other countries interviews
4.4. To what extent partnerships have been strengthened to accelerate progress in combatting child labour, forced labour and human trafficking? (Outcome 4) 4.5. To what extent has the ILO been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention?	4.3.4. Increased capacity at country level in 10 other countries to combat CL (Output 3.4.) 4.4.1. Partnerships at UN level have been strengthened in the combat to CL and FL 4.4.2. Alliance 8.7 has been strengthened 4.4.3. Business Engagement in the combat to CL and FL has increased 4.5.1. The project was capable to adapt to changes due to the COVID crisis during project's implementation	For 4.4: Interviews at ILO, Alliance 8.7, Business Network CMEP, TPR Interviews with Argentina
5. EFFICIENCY OF RESOURCE USE		
5.1. To what extent have material, human, and institutional resources and institutional, technical and administrative support been sufficient and adequate to meet project objectives? To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?	5.1.1. Resources (funds, human, time, expertise) have been strategically allocated to achieve outcomes. 5.1.2. Activities and resources needed to be reviewed during the project lifetime in order to achieve the objectives. 5.1.3. The project was capable to adapt to changes due to the COVID crisis during project's implementation 5.1.4. Resources have been leveraged or repurposed to mitigate COVID-19 effects.	For 5.1. & 5.2. M&E Documents Project Documents Progress Reports Interviews with ILO HQ and field staff, USDOL Project Budget Work Plans Field visits
5.2. How efficient is the management and accountability structure of the project at the national and global levels?	5.2.1. Project has taken into account products, evaluations and lessons learnt from previous FL & CL projects and ILO and USDOL initiatives 5.2.2. Peer to peer learning is promoted among participating countries 5.2.3. Synergies have been created with other ILO projects and	

	resources have been leveraged	
	5.2.4. The management and accountability structure of the project at the national and global levels has facilitated project's results	
EQ6. SUSTAINABILITY This question will also address what further concrete steps could be taken to increase the sustainability of the results. (For Recommendations section)		
<p>1. To what extent are planned results of the project likely to be sustained and/or scaled up and replicated by stakeholders?</p> <p>2. Has the ILO Project developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?</p>	6.1.1. Extent to which Outputs delivered under Outcome 1 (research) are sustainable	<ul style="list-style-type: none"> • M&E Documents • Progress Reports • Interviews with ILO staff, USDOL and ILO constituents (unions, employers, governments) in the countries visited (India, Morocco, Montenegro and Serbia). Interviews in Argentina, Panama and other countries.
	6.1.2. Extent to which Outcome 2 results are sustainable (increased awareness and engagement)	
	6.1.3. Extent to which Outcome 3 results are sustainable (capacity increased at sector, regional and national level to combat CL and FL)	
	6.1.4. Extent to which Outcome 4 (partnerships) results are sustainable	
	6.2.1. The Project has taken the COVID pandemic effects into account in its sustainability strategy.	

Project and ILO Documents	
1	Project design document (PRODOC)
2	MAP 16 brochure.
3	1 st Project Technical Progress Report (TPR) 31 st March 2017
4	2 nd Project Technical Progress Report (TPR) 30 th September 2017
5	3 rd Project Technical Progress Report (TPR) 30 th April 2018
6	4 th Project Technical Progress Report (TPR) 30 th October 2018
7	5 th Project Technical Progress Report (TPR) 30 th April 2019
8	6 th Project Technical Progress Report (TPR) 30 th October 2019
9	7 th Project Technical Progress Report (TPR) 30 th April 2020
10	8 th Project Technical Progress Report (TPR) 30 th October 2020
11	Comprehensive project monitoring and evaluation plan (CMEP), 2020
12	Consolidated Project Logframe (LOGFRAME) global, per Outcome and per country, October 2020
13	Project workplan (WORKPLAN) consolidated, dated October 2020.
14	Mission reports from project director
15	Project Budget
16	Staff Description (Trombolino)
17	Press release of the African Union on the ten year continental action plan.
18	Report on child labour in the sugarcane in panama: https://www.ilo.org/ipecc/Informationresources/WCMS_677585/lang--es/index.htm
19	Notice on award and obligations
20	PARDEV minutes
21	CLEAR Project Final Evaluation
22	MAP 16 Presentation ppt
23	ILO Development Cooperation Manual, 2017
DOCUMENTS FROM INDIA	
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	Capacity Assessment Reports for Bihar, UP and Chhattisgarh App 04-06 3.3.2TPR 2010
	Report on Jamui Workshop 2019, 2, attendance sheet
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	Revised NCLP Guidelines from 01.04.2016
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	Mission reports, Laurence Dubois (October 2018 and July 2019)
DOCUMENTS FROM SERBIA	
	Mission report Serbia, 09-10 April 2019
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	ILO (2018) A Roadmap for Eliminating Child Labour Including its Worst Forms in Serbia 2018-2022,
	C182 - Worst Forms of Child Labour Convention
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	https://www.ilo.org/map16
	https://www.ilo.org/wcmsp5/groups/public/---ed_norm/-ipecc/documents/publication/wcms_710971.pdf
	https://www.ilo.org/wcmsp5/groups/public/---ed_norm/-ipecc/documents/publication/wcms_667347.pdf
	https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/governance/fprw/lang--en/index.htm
	https://www.ilo.org/ipecc/lang--en/index.htm
	https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_099577.pdf
	A Critical Review of the Role of Indicators in Implementing the Sustainable Development Goals. Forthcoming in the Handbook of Sustainability Science (2017), Edited by Walter Leal. Simon Mair, Aled Jones, Jonathan Ward, Ian Christie, Angela Druckman, and Fergus Lyon on www.researchgate.net/publication
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	https://www.eu.me/en/19/item/462-chapter-19-social-policy-and-employment
	tps://www.ilo.org/eval/Evaluationguidance/WCMS_165981/lang--en/index.htm

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51.Mr. Choubi Adbelhay, project Committee Mehdi	OSMM (CSO)	
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55.Mr Mohammed Kharrat	AMESIP	Clip producer

56.Mr Lahcen Elkihal,	AMESIP	Educator Amesip
57.Mr Mohamed Zidane,	AMESIP	Educator Amesip
58.Mr Soufiane Dhibi,	AMESIP	Educator Amesip
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80. Sandra Dasic (Ms.)	Ministry of Interior	the Department for Prevention and Suppression of Juvenile Delinquency at the Criminal Police Directorate
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89. Thomas Lee (Mr.)	US Embassy in Belgrade	Political officer in charge of Child labour portfolio
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112. Mr. Mukesh Srivastava	Sanskar Sanstha	Secretary
113. Ms. Dr. Mamta Sinha	Paritosh	Director
114. Mr. M P Sinha	Janhit Vikas Samiti	Secretary
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117. Mr. Matthias Thorns	IOE	Member of the GBN
118. Ms. Gazal, Malik	Global March Against Child Labour	IAB Board Member
119. Mr. Beirnaert, Jeroen	ITUC	IAB Board Members
120. Ms. Ann Christiano	Ann Christiano, University of Florida,	
121. Mr. Martin Brendan	University of Florida,	

11 ANNEX IV OUTPUTS DELIVERED BY OCTOBER 2020

MAP'16 Project at a glance												
Components	OUTCOME 1. IMPROVED KNOWLEDGE BASE ON CHILD LABOR, FORCED LABOR AND HUMAN TRAFFICKING			OUTCOME 2. IMPROVED APPLICATION OF KNOWLEDGE IN SUPPORT OF EFFORTS TO ELIMINATE CHILD LABOR AND FORCED LABOR			OUTCOME 3. STRENGTHENED POLICIES AND IMPROVED CAPACITY OF GOVERNMENTS, NATIONAL AUTHORITIES, EMPLOYERS' AND WORKERS' ORGANIZATIONS AND OTHER RELEVANT ENTITIES TO COMBAT CHILD LABOR, FORCED LABOR AND HUMAN TRAFFICKING THROUGH NATIONAL, REGIONAL AND GLOBAL INITIATIVES			OUTCOME 4. STRENGTHENED PARTNERSHIPS TO ACCELERATE PROGRESS IN COMBATING CHILD LABOR, FORCED LABOR AND HUMAN TRAFFICKING		
	Activity	Status	Impact	Activity	Status	Impact	Activity	Status	Impact	Activity	Status	Impact
Outputs	1.1.1	SIMPOC questionnaire revised version developed	In progress	2.1.1	Knowledge mobilization of key project research	In progress	3.1.1	Policy engagement on fishing sector	In progress	4.1.1	A side event at the IV Global Conference organized to showcase the regions good practices and lessons learned	Completed
	1.1.2	Member States templates for reporting on child labor and hazardous work improved	Preparatory phase	2.1.2	Digital resources to support knowledge mobilization developed and operating	Delayed	3.1.2	Policy engagement on sugarcane sector	Preparatory phase	4.1.2	Financial support to the communication strategy of the IV Global Conference on Child labor and Forced labor	Completed
	1.1.3	Manuals to estimate sample size for child labor and forced labor developed	In progress	2.2.1	Awareness-to-action strategy developed and rolled out	In progress	3.2.1	Capacity of African regional initiative on Child labor and Forced labor strengthened	In progress	4.1.3	Alliance 8.7 Action groups have been established	In progress
	1.1.4	Core forced labor survey questions and question catalogue developed	In progress				3.2.2	Capacity of LAC regional initiative on Child labor and Forced labor strengthened	In progress	4.1.4	Templates, guidance notes and tools developed for operation of Action Groups	In progress
	1.1.5	Forced labor questionnaires and sampling tools piloted in 6 forced labor country/sectorial surveys	In progress				3.3.1	COLOMBIA - Support efforts to combat child labor in Colombia including research	In progress	4.1.5	Advocacy and communication materials developed to promote engagement in the Alliance 8.7	In progress
	1.1.6	Recommendations/suggestions/proposals on the development and refinement of survey tools on CL and FL developed by the Project International Advisory Board	In progress				3.3.2	INDIA - Support efforts to combat child labor in India including research	In progress	4.1.6	NGO forum under the Alliance 8.7 held with the project technical and logistical support	Completed
	1.1.7	Toolkit on mixed methods approaches for child labor and forced labor research developed	In progress				3.3.3	JORDAN - Support efforts to combat child labor in Jordan including research	In progress	4.1.7	Technical advice to the CLP Members in pilot countries	In progress
	1.1.8	Methodology and criteria by which we can consider a country is considering as approaching elimination of CL and sustain near-elimination	In progress				3.4.1	Support to 10 governments in their national initiatives against child labor including enforcement, legislation and national action plan development	In progress	4.1.8	Advocacy and communication materials developed to support companies' engagement in the CLP at country level	In progress
	1.1.9	Detailed training curriculum on research on child labor and forced labor designed	In progress				3.4.2	ARGENTINA - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress	4.1.9	The Global Business Network on Forced labor and Human Trafficking has been established	Completed
	1.1.10	Forced labor measurement guidelines submitted to the ICLS and published in English, French and Spanish	Completed				3.4.3	BOLIVIA - Support to national initiatives against child labor including enforcement, legislation and national action plan development	Cancelled	4.1.10	Advocacy and communication materials developed to support companies' engagement in Global Business Network on Forced labor and Human trafficking	In progress
	1.1.11	Forced labor measurement manual for implementing the guidelines developed and published in English, French and Spanish	Problematic				3.4.4	KOSOVO - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress	4.1.11	Joint ILO-UNICEF activities on child labor, under a current Letter of Intent, on research and strengthen of Alliance 8.7 Pathfinder countries and Action groups implemented	In progress
	1.1.12	Technical assistance for data analysis activities at 3 and 4 digit ISIC and ISCO code levels	In progress				3.4.5	MAURITANIA - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress			
	1.1.13	Strategic engagement established with member states to improve and/or integrate child labor data collection into their regular statistical programs	In progress				3.4.6	MOROCCO - Support in national initiatives against child labor including enforcement, legislation and national action plan development	In progress			
	1.2.1	Quantitative report on Forced Labor, Forced labor in illicit activities, forced marriage and children associated with armed forces developed	In progress				3.4.7	NIGER - Support to national initiatives against child labor including enforcement, legislation and national action plan development	Preparatory phase			
	1.2.2	Quantitative report on child labor Surveys in sugar (Panama - completed), vanilla (Madagascar - problematic) and various crops (Burma - in progress) published, designed and implemented	In progress				3.4.8	SERBIA - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress			
	1.2.3	Research methodologies on selected CL and FL supply chains tested and published	In progress				3.4.9	SRI LANKA - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress			
	1.2.4	Global Report on the prevalence of child labor in global supply chains developed and published	In progress				3.4.10	TIMOR LESTE - Support to national initiatives against child labor including enforcement, legislation and national action plan development	In progress			
	1.2.5	Global Report on the long-term impact of child labor on education, health, future employment and the economic and social costs associated with CL and FL developed and published	Preparatory phase				3.4.11	FUJI - Support to national initiatives against child labor including enforcement, legislation and national action plan	Preparatory phase			
	1.2.6	Global report on emerging areas of vulnerability: CL and FL impact on inequality and informality developed and published	Preparatory phase				3.4.12	MONTENEGRO - Support to national initiatives against child labor including enforcement, legislation and national action plan	In progress			
	1.2.7	Global country level core child labor indicators produced and communicated	In progress				3.4.X	TURKEY - Support to national initiatives against child labor including enforcement, legislation and national action plan	Cancelled			

	Apr 20 TPR	Oct 20 TPR
Not started yet	2	0
Preparatory phase	5	6
In progress	40	39
Completed	4	5
Delayed	0	1
Problematic	1	1
Cancelled	2	2
	54	54

ILO Lesson Learned Template

Project Title: MAP 16

Project TC/SYMBOL:

Name of Evaluator: Ghally Rannou

Date: 16-02-21

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>In Morocco, the context of the state of emergency due to COVID-19 brought a strict population lockdown from the 20th of March. Morocco closed all schools and training centers, which will undoubtedly generate an increased rate of the drop out of school especially between sessions and for girls and a real risk to see more Child Labour after the COVID Crisis and to lose the progress made.</p> <p>MAP 16 is implementing different distance support tools to protect children from hazardous domestic labour and from child labour, among them:</p> <ul style="list-style-type: none"> - Awareness raising sessions with beneficiaries via WhatsApp groups. Topics covered included the importance of continuing their studies, the causes and risks of school dropout, and the dangers associated with Child Labour in Domestic Work. The WhatsApp groups were created in collaboration with schoolteachers - Internet top-ups for three months of internet connection for most-at-risk students, to guarantee the commitment of the students and their participation in support courses and awareness sessions
Context and any related preconditions	MAP 16 learned to be innovative and adaptable to respond to the urgent needs of the most vulnerable children during a sanitary crisis like COVID-19.
Targeted users / Beneficiaries	School teachers, children
Challenges /negative lessons - Causal factors	

Success / Positive Issues - Causal factors	More awareness raising sessions and top ups for children equals less school drop out and child labour
ILO Administrative Issues (staff, resources, design, implementation)	Available budget

ILO Emerging Good Practice Template

Project Title: MAP 16

Project TC/SYMBOL:

Name of Evaluator: Jasna Zarkovic

Date: 04/01/2021

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	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>MAP 16 project has enabled the development of the Hazardous Child Labour List for the first time in Montenegro. The Hazardous Child Labour List has been developed in consultation with 25 members of the technical working group, with a high agreement among the members. As a member of the technical working group, the Ombudsman representative initiated the consultative process with the children advisers to get their opinion on the draft of the Hazardous Child Labour List.</p> <p>Namely, the Golden Advisors' Network, which consists of 12 members aged 11-17, was established in 2014 to enable children's participation in Ombudsman's work. The Hazardous Child Labour List draft was shared with the children-advisors, and the Ombudsman representative presented opinions of child advisors at the meeting of the technical working group. The document review and stakeholder interviews confirmed that most of the children's recommendations were adopted, such as the request to eliminate fishery, cultivation of aromatic and spicy herbs, cosmetics, and body care, from the list of hazardous labour. Besides, children supported the need for adding child begging on the list.</p> <p>This presents a good practice for children's voice to be heard during the development of legislation relevant to protect children.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	MAP 16 involved an existing platform for getting the voice of children.

Establish a clear cause-effect relationship	Promoting children's right to participation.
Indicate measurable impact and targeted beneficiaries	Children
Potential for replication and by whom	Other UN Child Labour National programs
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	DWCP for Montenegro 2019-2021, Outcome 1.3 New labour legislation is in line with International Labour Standards and the EU acquis UN Convention on the Rights of the Child in 1989, Article12 - Right to be heard
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: MAP 16

Project TC/SYMBOL:

Name of Evaluator: Jasna Zarkovic

Date: 04/01/2021

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	Text
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<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>There has been a good practice of visible regional collaboration and exchange among ILO offices in Montenegro and Serbia. The project team in Serbia supported the colleagues in Montenegro by sharing the experiences from the CLEAR project as similar activities are planned under the MAP'16 project in Montenegro. An interview revealed that "Each of the ILO offices is good and supporting itself to avoid duplication, and they even engaged the same consultants, as they are already well-skilled."</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>The relevant condition is the existence of a regional/global project in which several countries are participating. When there are sufficient similarities among the project's profiles in those countries this practice can be replicated.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The exchange of experiences among peers (in this case two participating countries) causes good learning</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>Efficiency and effectiveness in programmes implementation</p>
<p>Potential for replication and by whom</p>	<p>Neighbouring countries participating in regional or global ILO programme's</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>Not relevant</p>
<p>Other documents or relevant comments</p>	