

Independent Final Evaluation of the Special Action Programme to Combat Forced Labour (SAP-FL) of the Declaration Programme

INT/03/54/IRL

Final Report for the International Labour Office

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March 30th 2006

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List of Abbreviations

ACTRAV	Bureau for Workers' Activities
ACT/EMP	Bureau for Employers' Activities
CCA	Common Country Assessment
CODEV	Development Cooperation Department
DFID	Department for International Development, UK
DWCP	Decent Work Country Programme/Programming
DWP	Department of Work and Pensions, UK
EC	European Commission
EMP/INVEST	Employment Investment Branch
FL	Forced Labour
GB	Governing Body
GPRS	Ghana Poverty Reduction Strategy
IFIs	International Finance Institutions
ILC	International Labour Conference
ILO	International Labour Organization
IOM	International Organization for Migration
IMEC	Industrialized Market Economy Countries
IRIS	Integrated Resource Information System
IFIs	International Finance Institutions
IFP	In-Focus Programme
IPEC	In-Focus Programme on the Elimination of Child Labour
MFA	Ministry of Foreign Affairs (Netherlands)
MDGs	Millennium Development Goals
MIGRANT	Migration Department
MOU	Memorandum of Understanding
NEPAD	New Partnership for African Development
NORMES	International Labor Standards Department
PATWA	Programme Against Forced Labour and Trafficking in West Africa
PCN	Project Concept Note
PEBLISA	Promoting the Prevention and Elimination of Bonded Labour in South Asia
PFA	Partnership Framework Arrangement
PROGRAM	Bureau for Programme and Management
PRS	Poverty Reduction Strategy
PSI	Programme Support Income

PWB	Programme of Work and Budget
RB	Regular Budget
RBM	Results Based Management
SAP-FL	Special Action Programme – Forced Labour
SEED	Small Enterprise Development, Job Creation and Enterprise Department
SFP	Social Finance Programme
SME	Small & Medium Enterprises
SPROUTS	Summary Project Outlines
SRO	Sub-Regional Office
TC	Technical Cooperation
TC-RAM	Technical Cooperation Resource Allocation Mechanism
UNDAF	UN Development Assistance Frameworks
UNHCR	UN High Commissioner for Refugees
UNHCHR	UN High Commissioner for Human Rights
USDOL	US Department of Labor
WB	World Bank

Executive summary

This evaluation reviews the work of SAP-FL in its first 3-4 years of operation. Support to SAP-FL can be divided into three groups of activities: core support from the UK, Dutch and Irish Governments (amounting to \$6.7m), Technical Cooperation Resource Allocation Mechanism (TC-RAM) grant from UK and Netherlands (\$8.9m) and other field projects (currently \$8.0m). This evaluation tries to focus mostly on the first group, but cannot ignore the linkages with the second group, but generally has tried not to investigate too greatly the third group. Two thirds of the funds of core support were used for programme personnel, both at HQ and country national and a further 14% for training. SAP-FL follows a modus operandus of research, advocacy, institution building and field project operation.

Within the time allocated for the evaluation, choices had to be made as to how deeply areas were investigated: therefore an evaluation methodology annex has been provided to try and make these choices more transparent.

SAP-FL has done well. All of the previous evaluations have praised its work (summarised in Annex 5) and this evaluation supports those observations. SAP-FL is working in one of the most difficult areas of human rights and poverty trying to enhance the well being of people, below the radar of many institutions and working under criminal duress. SAP-FL has added value to ILO's ongoing work on trafficking started within IPEC. The evaluation TORs raised fourteen questions that have been addressed under the core evaluation concepts of relevance, effectiveness, efficiency and sustainability.

SAP-FL is meeting its objectives although there is some ambiguity as to what these are. Outputs such as research and training materials have been strong and innovative in methodology, and are its greatest strength. The recent launch of the Global Report was very professional and greatly advanced the advocacy of forced labour. However, the issue is a difficult one for the ILO's traditional partners to take on board, for different reasons and so progress in getting these partners involved in SAP/FL concerns is always going to be hard going. Also, FL concerns will, for different reasons, take time to enter the ILO country strategy of Decent Work Country Programmes, mostly because of the under developed nature of this strategy. There will also be space for FL issues to enter the poverty Reduction Strategies and in the longer run, in countries where FL is important, the UN Development Assistance Frameworks (UNDAFs)

SAP-FL has been fortunate to obtain donor core funding in the period 2002-2005 with a high degree of flexibility and also benefited from the ILO TC-RAM rounds, and received 12 months Programme Support Income from ILO. But ILO needs to make a greater allocation of flexible funds to ensure SAP-FL continues its work to develop tools and design innovative project structures.

Sustainability is a problem for many development projects, especially in the ILO. SAP-FL projects find that they are not able to build effective counterparts or influence governments as quickly as they had wished. SAP-FL should not fall into the trap of being a 'project factory' although of course it has to make an impact in the field. But it should aim to design projects which have a divestment and exit strategy defined and try to scale up and hand over the project concept as soon as possible. In this regard it should (as should all of ILO) build links with the

International Financing Institutions such as the World Bank and regional development banks. It should continue to build ‘tripartite-plus’ coalitions as the traditional structure is not strong enough to deal with FL issues.

The principal recommendation for SAP-FL is keep going as is. Some of the difficulties it faces relate to problems that ILO must tackle: greater transparency over allocation of funds, developing a proper system to reward good performing and energetic fund raising units such as SAP-FL, better coordination of donor funding and so on. ILO departments still work in a silo-fashion with little collaboration. A unit such as SAP-FL which has the objective of spearheading a topic previously dealt with in a sporadic way in ILO would benefit from some clear strategising on interdepartmental and inter unit collaboration. There seems too much ambiguity over who does what in forced labour in ILO and within Sector 1, which should be resolved to develop better inter-unit collaboration. Time may be ripe for a policy review and clarification of roles in these areas, and to include local resource mobilisation.

SAP-FL has developed a number of tools, research findings, training materials and approaches for regional and sending-receiving countries. It should focus on these and try to sell them to donors and governments for customisation to different FL situations. These tools can help member governments replicate the models with local ownership, and to use training manuals, clarifying the nature of the situation, understanding the causes, and legalise and regularise what should be legal. ILO has a strong comparative advantage as an inter-governmental organisation best able to bring governments together in a region.

Donors are encouraged to give the flexible support that SAP-FL needs to continue its work on research and influencing policy change in this difficult area. Given the rise in trafficking problems in many countries, along with the persistence of more traditional forms of forced labour, SAP-FL with its collaborating units in ILO can do much to provide policy support.

1. INTRODUCTION

1.1. Purpose and Outputs of the Evaluation

The overall purpose of the independent evaluation is:

- To assess progress and achievements of SAP-FL to date, in terms of relevance, effectiveness, efficiency and sustainability of programme activities,
- To identify the main lessons learned over SAP-FL's first 3.5 years of operation; and
- To contribute to the development of forward-looking operational and fund-raising strategies that will enable SAP-FL to facilitate ILO's leadership of a new Global Alliance against Forced Labour.

In addition there are fifteen questions that relate to the overall objectives named above and these have been organized into groups according to the four evaluation criteria listed below. The evaluation and forward-looking exercise will try to examine the programme as a whole, and not attempt to attribute particular activities and outcomes to particular donor resources. However, given the scope of SAP-FL and the limited resources available for the evaluation, this will inevitably be rather superficial. Efforts will be made to identify the extent to which SAP-FL has succeeded in meeting the specific objectives that were defined in initial project proposals to its donors. Attention will be focused primarily on those activities funded by "core" contributions to SAP-FL, but some observations will also be made of specific project-based activities insofar as these are integral to the overall approach, efforts and progress of SAP-FL. A list of the funding sources in the form of different categories of funding is given in Section 2 and Annex 3.

The aims and tasks outlined in the TORs require judgements to be made in respect of the core principles of evaluation of programme relevance, effectiveness, efficiency, sustainability and impact, (these are the Development Assistance Committee (DAC) of the OECD Core principles of Evaluation). It is useful to indicate how these criteria will be interpreted:

Relevance: it is assumed that by relevance is meant the functioning of the SAP/FL programme to i) priorities of Declaration, and ii) ILO's Decent Work Mandate, and iii) in terms of worldwide problems of poverty and labour exploitation.

Effectiveness: to take the generally accepted interpretation of the effectiveness as the extent to which the objectives of the overall programme or individual projects were achieved.

Efficiency: this is always rather difficult to judge, as an assessment of 'efficiency' normally requires the collection and analysis of financial data. Instead the evaluation will make judgements, based on documentation and discussions, as to whether the objectives could have been achieved in a more cost effective way in terms of inputs in relation to outputs. To this end the expenditure data from the three core donors will be presented by category and donor and judgements made about the outputs in relation to this input data.

Sustainability: by this is meant the extent to which the programme components are able to continue after the core funding is stopped.

Impact: With core funding coming to the end of its current stage, and with some activities being completed by funding from other sources, it may be difficult to make assessments on impact at this stage. Impact will be assessed as evidence permits.

The primary output of the evaluation will be a report addressing the evaluation questions and providing recommendation for future action. An inception report was drafted as a progress marker at the one-third stage of the evaluation in November 2005.

1.2. Methodology and Information sources

The resources allocated for the evaluation were relatively short in comparison to the scope and diversity of the work. Therefore many of the observations are based on informed judgement. In order to make the evaluation methodology more transparent, a matrix of ‘Questions and Instruments’ is given (in Annex 4) where the evaluation questions, the means by which they were to be answered and some comments on the process are compared. This is a modest attempt to lay out how the judgements were reached.

Although the terms of reference relate mostly to an examination of the core support (about \$6.7m of funds over the period 2002-2006), it is very difficult to separate out the results of this support compared to that of the other two components – TC-RAM and other projects – as some core support was expended on backstopping and developing all areas of SAP-FL for which future ‘project’ funds were secured. It is understandable that a project manager will fund activities from a variety of sources in order to progress them as long as the original terms of that funding are not breached. This is why programme manager welcome funds that are as unrestricted as possible in terms of their end use. However, this inability to pin down funded outputs except in general terms leads to a methodological problem of ascribing outputs to specific inputs, and therefore how outputs have been converted to outcomes. The tables of performance (Annex 5) which review objectives of the funding sources in terms of to what was achieved try to redress this problem.

Therefore many of the observations, especially of those drawn from the responses of interviewees, assess the overall performance of SAP/FL.

Information was drawn from the following sources:

- Review of documents related to SAP-FL development, progress and achievements, including project proposals, Governing Body documents, Global reports, Performance Reports to donors, Declaration Working Papers and other research outputs, training materials, internal documentation, meeting reports and project mid-term reviews etc.
- Interviews and discussions with SAP-FL (including a one day retreat on prospective funding in September 2005) and other staff in the Declaration Department, and staff in

other ILO Departments: NORMES, CODEV, IPEC, MIGRANT, Gender Bureau, and Social Finance as collaborators and staff in field offices, either in person or by telephone.

- Interviews with donor staff and other financing agencies
- Interviews (in person or by telephone) with key actors outside the ILO in NGOs and university departments, familiar with forced labour and trafficking concerns.
- An eleven day field visit to the Prevention and Elimination of Bonded Labour (RAS/04/51M/NET – a Dutch TC RAM project - PEBLISA) project site in Pakistan and Tamil Nadu, India
- A one day workshop was held with available SAP/FL core staff in March 2006 to discuss the first draft of the evaluation report.

1.3. Organisation of the Report

This report is organised in four main sections (plus annexes). The first section describes the purpose of the evaluation and its methodology, organisation of the report and acknowledgements. The second section includes some selected contextual issues, as brief background material, which are first, general descriptive information about the SAP-FL (kept to a minimum as the interested reader can find further information on this in published sources), second, a review of SAP-FL's objectives, third a summary of its funding sources, which defines in the barest terms what it does ¹, and fourth, a short discussion of funding sources and their conditionality, a topic that recurred frequently in discussions, and included here to try and clarify some definitions.

The third section assesses the progress and achievements of SAP/FL in terms of the fifteen questions raised in the Terms of Reference under the headings of the four core evaluation criteria of relevance, effectiveness, efficiency and sustainability. This section tries to fulfil the accountability function of the evaluation.

The final section is more forward looking, reviews lessons learned and also provides some recommendations. The five 'forward looking' questions supplied in the TORs are used here as basis for the discussion.

There are also seven annexes. Apart from those of people consulted (Annex 1), terms of reference (Annex 2) and bibliography (Annex 7), there are four others that relate to SAP-FL: first, a basic project list which expands the information provided in Section 2.3 (annex 3); second, tables (completed where possible) of the core-funded and TC-RAM projects that assess performance against objectives and give some general observations on the progress of the projects (Annex 5), third, findings from the two country visits (Annex 6), and fourth, a table of evaluation questions and instruments that, among other things, is an attempt to improve the

¹ Compiling this information, which was necessary to assess the scope of the evaluation did take a disproportionate amount of time, and diverted from other areas of the evaluation. Units in ILO such as SAP-FL should have such an activity list to hand. As evaluation is re-established as a common practice in ILO, evaluators need such a list to define the universe for any sampling they may wish to do. In an environment where institutional memory can be easily lost, units should devote staff resources to keeping a basic record of their activities with outputs, to facilitate any future evaluation.

transparency of the evaluation methodology (Annex 4). Despite the best efforts of the evaluator, this report is still a long one, at about 30 pages with another 30 pages of annexes.

1.4. Acknowledgements

The evaluator is very grateful to all those who contributed to the assignment, particularly SAP/FL staff in Geneva and in the two countries visited (Pakistan and India), at a difficult and busy time of the year. The arrangements made by SAP/FL staff were excellent. Staff from various agencies were very helpful with telephone interviews, made over the Christmas period and in follow-up interviews in London. The names of all those consulted are at Annex 1.

2. CONTEXTUAL ISSUES

2.1. Growth and Operations of SAP-FL in ILO

Following publication of the Director-General's first global report on forced labour in June 2001, the Governing Body established at its 282nd Session in November 2001 a Special Action Programme to Combat Forced Labour (SAP-FL) with a mandate to spearhead the ILO's future activities in this area and give them more comprehensiveness, vision and cohesion. This programme was established under the umbrella of the InFocus Programme to Promote the ILO Declaration on fundamental principles and rights at work (child labour, discrimination, forced labour and freedom of association). Under the Declaration follow-up, member states that have not ratified all the fundamental Conventions relating to these four principles have to submit a report to the ILO that outlines their progress and needs for technical cooperation relating to realizing the principle (s) in question.² In the area of forced labour SAP-FL, provides the presence on the ground to work with government, the social partners and others through technical cooperation if necessary to promote these standards and principles, as well as undertaking supporting research, advocacy and awareness-raising activities. SAP-FL (and other parts of Declaration and IPEC) can be seen as the 'operational arms' within Sector 1 (Standards and Fundamental Principles and Rights Sector) that carry out necessary promotional activities in the field and at HQ that complement the supervisory work under the International Labour Standards Department (NORMES).

SAP-FL operates therefore under the umbrella of the ILO's human rights and labour standards programme. Forced Labour (FL) and trafficking are high profile but politically sensitive issues, difficult to operationalise for many traditional partners and unpalatable to others. Eradicating forced labour challenges many traditional ways of doing things and the way in which power is accumulated and maintained. There is a criminal element involved in some aspects; there are regional issues including more than one member state and states that act as sending and destination countries.

There are two other key areas that are important for the context in which SAP-FL operates in ILO. The first is the Decent Work Country Programme (DWCP), the aim of which is to build the ILO co-operation programme in member states around a manageable number of priorities that combine country requests and characteristics with overall ILO goals in an integrated package. Decent Work Country programming has been discussed in ILO since 2001 and practical methods for promoting integrated approaches to decent work policies at the national level have been piloted since 2002. However, although the guidelines for DWCP have been drafted, and the pilots provide a range of possible models, the details of how the concept will work out in practice still have to be clarified. The DWCP concept will use a results based management approach, and seek to integrate ILO's Decent Work platform into the efforts of the UN Country Teams as they

² Member States that have ratified the fundamental Conventions have to submit reports every two years on their progress in implementing these Conventions for examination by the ILO's independent Committee of Experts on the Application of Conventions and Recommendations, work that is supported by the International Labour Standards Department (NORMES) of the ILO.

formulate and implement the UN Development Assistance Framework (UNDAFs) within the macro-policy frameworks of national governments.

The second is the follow-up to the World Commission on the Social Dimensions of Globalization, which was launched in February 2004, and constituted by the Director General of ILO. *Inter alia* this emphasizes decent work as a development tool, employment, sustainable livelihoods and income generating activities as the sustainable way out of poverty. FL is a key issue in the context of the follow-up to the Commission's report.

When Declaration was established, two bilateral donors (DFID, UK and the Ministry of Foreign Affairs, Netherlands) made commitments of extra-budgetary financial support for SAP-FL for core staff and initial activities of the FL programme (first with a 2-3 year time frame). This allowed SAP-FL to commence operations from February 2002, with a professional staff complement of three persons. Since then, further core contributions were received from the Governments of Ireland and of the Netherlands and a no-cost extension to the DFID core support.

Additional project-specific funds have been secured from a range of other donors including the European Commission (EC), the US Department of State (USDoS) and Department of Labor (USDOL) (the latter pre-dating SAP-FL's establishment) and the UK Department for Work and Pensions (DWP) in addition to further DFID and Netherlands government support for projects obtained through ILO's internal TC-RAM mechanism. The SAP-FL staff numbers in Geneva HQ now number six full-time professional staff and one full-time GS staff, funded through a combination of core and project-specific (mostly decentralized) funds, and has resources to keep staff on post up to June 2006. To date, in terms of core contributions from the ILO itself, there have been 12 months of professional staff time funded through ILO Programme Support Income (PSI) resources, and none through the regular budget. There are other professional and support staff posted in different regions, working on specific TC projects.

Since its establishment, SAP-FL activities have expanded considerably in scope and depth, comprising a combination of advocacy and awareness-raising, research and knowledge-sharing, training and capacity-building and country-based or sub-regional technical cooperation programmes. Much of this experience has been summarized in the ILO Director General's 2005 global report, [A Global Alliance against Forced Labour](#). SAP-FL works with other HQ units and departments that have interests linked to FL – in particular IPEC, MIGRANT, ACTRAV, ACT/EMP and SFP, as well as with field offices for its TC projects. It collaborates also with many external agencies with interests in FL and trafficking issues.

The interested reader is recommended to read this evaluation report in conjunction with the 'Global Report', published less than a year before this evaluation study was completed. The Global Report has four aims³: first to review the term 'forced labour' and discusses parameters for identifying contemporary forced labour situations in practice, second, to provide a minimum global estimate of the numbers of people in FL; third to give a dynamic global picture of FL and action to eradicate it, fourth to review ILO's assistance to member states in eradicating FL and fifth to provide future perspectives. This will give to the reader the wider political context of SAP/FL and its work.

³ ILO, [A Global Alliance against Forced Labour](#), Geneva, 2005.

Over the last 3-4 years, SAP-FL's activities have been divided into research and advisory services, including appropriate legislation and awareness raising; and programmes and projects. A recent ILO Governing Body paper presented half way through this evaluation in November 2005, laid out a second phase to the action plan, building on the concerns identified in the Global Report, and maintaining a balance between operational projects, advisory services and research. Member states will be assisted to establish time bound programmes for the eradication of FL, helped with policy guidance, support for survey methods and data gathering, capacity building for employers and workers associations and for projects that work directly with FL. An additional element at the global level will be network building and advocacy.

The nature of this work, involving new and sensitive areas, the need to develop innovative materials, the elements of risk and the slow progress to encourage member states to realize there are issues to address and then for policy change to take root, is not well suited to unpredictable project funding. Flexible funding is required for effective programming See Section 2.4 for a further discussion of 'flexible funding').

2.2. Objectives of SAP-FL

Evaluators pay attention to objectives, how they may be modified over time and how they are expressed, as this is the yardstick with which to assess progress. An examination of the objectives proved time-consuming and untidy. Starting at the Departmental level of the Declaration, the objectives are:

- To raise awareness of the Declaration within countries and regions as well as at the international level
- To deepen understanding of how these fundamental principles and rights reinforce development, democracy and equity and help empower all women and men; and
- To promote policies that implement these principles and rights in practice in the development conditions of each country.

The programme of work of Declaration is summarized as:

- Enhancement and management of knowledge, including research and production of Annual Reviews and Global Reports
- Promotion and advocacy of the Declaration and the principles it contains, and
- Provision of gender sensitive TC and advisory services to member states and social partners.

The original objectives of SAP-FL were given in the document: GB.282/TC/5, Committee on Technical Cooperation Report November 2001. A proposal was made to set up, under the auspices of the InFocus Programme on promoting the Declaration, a special action programme to combat FL which would spearhead the ILO's future activities. There are two parts to the objectives, i) a general set as expressed in GB. 282/TC/5 and ii) those submitted as part of ILO's Strategic Plan submitted to the Governing Body's Programme, Finance and Administrative

Committee at its March 2002 session. These are not a satisfactory means by which to judge SAP-FL, even allowing for the fact that objectives can and should evolve over time. The objectives set in the Strategic Plan were as follows:

A) At the general level there were three main objectives where the special action programme would add value:

1. To give comprehensiveness to the ILO's FL activities through:
 - coverage of all population groups of all ages (men, women, boys and girls)
 - concern with all forms of FL, including workers trapped by debts, or in private households or prostitution dens, recruits for plantation and constructions sites who are coerced into work from which they cannot escape, and
 - addressing the problems wherever they occur on a significant scale, in developing and high-income countries alike, of special relevance to victims of trafficking.
2. To increase the visibility and importance of FL activities within the ILO by:
 - allocation of staff and non-staff resources, depending on the resources that could be mobilized or refocused within the Office as well as gaining extra budgetary support.
 - Raising the involvement from the level of relatively tight foci and organizational units, such as legislation, child labour and microfinance to broader activities for which the Declaration programme is ideally suited
3. To stimulate and bring cohesion to the Offices activities, through *inter alia* the development of a results-oriented management framework, to include objectives, performance indicators and targets, which are reproduced below.

In summary these objectives are intended to bring focus, visibility and comprehensiveness to existing scattered FL activities and to provide activities to promote the implementation of the conventions on FL; in the text there is a reference to the encompassing term 'spearhead'.

Strategic Objective No 1: covers the whole of Sector 1 and is unchanged since first proposed in November 1999 (GB.276/PFA/2): 'Promote and realize standards and fundamental principles at work'.

Operational Objective 1a; aimed at the InFocus Programme on Promoting the Declaration and is unchanged since first proposed in November 1999: 'ILO member states give effect to the principles and rights concerning freedom of association and collective bargaining and the elimination of forced labour, child labour and discrimination in employment and occupation'.

B) The objectives expressed in the Strategic Plan are:

The Programme Objective, concerning the elimination of forced or compulsory labour, which is: 'Member states progressively and determinedly eliminate all internationally prohibited forms of forced or compulsory labour'.

Programme Performance indicators on eliminating forced labour:	Targets (biennium 2002-2003)
Member states have taken concrete steps to eliminate forced labour occurring on their territories as evidenced by:	
1. Gender sensitive studies to identify the nature, extent and location of forced labour or national and local awareness raising carried out involving workers' and employers organizations, and gender sensitive programmes aimed at public officials e.g. police, judges) concerned with forced labour questions	Four members states
2. Where necessary, reform of legislation to prohibit all forms of forced labour, free victim populations and penalize perpetrators	Two member states
3. Establishment or strengthening of institutions to support gender-sensitive policies, implement programmes or other appropriate allocations in national and local budgets.	Two member states

The sources of information on performance indicators are reports under article 22 and from annual and global reports, and evaluation reports of technical cooperation activities under the Declaration.

From these are drawn the modalities of the SAP-FL, which are: i) Research, studies and surveys, ii) Awareness raising and Advocacy, iii) Advising on law and policy frameworks, iv) Training and Capacity Building and v) Community-based prevention and rehabilitation.

A recent document to the ILO Governing Body in November 2005, (half way through this evaluation) provided a statement of progress of the SAP-FL, but no clarification on objectives nor specification of mandate, other than to repeat 'to spearhead the ILO's future activities in this area and give them more comprehensiveness, vision and cohesion'.

There is a further set of objectives to examine, those set by the donors in their grants. These can be found in Annex 5, and briefly summarized as:

- the objective of the core support from the Netherlands is that 'IFP Declaration develops targeted and sound technical cooperation projects on forced labour',
- the objective of core support from DFID is 'relates the definition and analysis of rural FL, assessing the effectiveness of measures taken to address the problem and the development of components to combat FL'.
- core support from the Irish Government did not provide precise objectives.

What does this all mean for understanding the objectives of SAP-FL? In sum the role of SAP-FL is to bring focus to previous scattered and uncoordinated ILO activities, to raise the profile of the FL inside and outside ILO and to develop the scope (extent of different forms of FL, regions etc). The word 'spearhead' suggests that SAP-FL will not necessarily be 'in charge of FL activities'. Objectives taken from the core grants, especially that of DFID give emphasis on methods to be used: research and field projects in particular. The TC support is expected to

help members states meet their obligations under the conventions they have ratified (see B above).

2.3. Size and Nature of Projects: Core support, TC-RAM and other projects

Nature of Core Support:

Netherlands:	INT/02/59/NET, 2002-03	\$1,249,993*
UK:	INT/01/M53/UKM, 2002-06	\$3,497,375
Ireland:	INT/03/54M/IRL, 2003-05	\$ 691,244
Ireland:	INT/04/21M/IRL	\$1,272,264

*a small amount of this (less than \$200,000) was devoted to other areas of Declaration. As the grant was closed a few years back, proper documentation was not available.

These four core grants amount to \$6.711m.

Table 1 breaks down the core expenditure into the standard ILO budgeting components (expenditure as of September 2005). The table is important as it tries to show how the funds were expended. Table 2 shows the proportions in the expenditure categories.

Table 1: Expenditure on the four core grants up to September 2005 (\$'000)

	UK	Netherlands	Ireland	Total
Project personnel (+wm)	2584.5 (70)	735.4 (24)	764.0 (33)	4083.9 (127)
Subcontracts	40.0	-	63.9	103.9
Training	437.0	-	181.6	618.6
Equipment	7.3	-	15.0	22.3
Miscellaneous	48.3	5.0	60.0	113.3
Support Cost	355.0	63.7	141.0	559.7
Provisions (for cost increases)	25.3	26.0	14.2	65.5
Total	3497.3	1137.0*	1239.7	5567.2**

*Not all components known but this reflects total expenditure

**Expenditure on INT/04/21M/IRL continues and not included here.

Table 2: Expenditure on the four core grants in the major budget areas up to September 2005 (%)

	UK	Netherlands	Ireland	Total
Project personnel	70.5	64.6	61.6	65.6*
Subcontracts	0.9	Na	5.1	-
Training	15.0	Na	14.6	-
Equipment	0.2	-	1.2	-

Miscellaneous	1.1	-	4.8	-
Support Cost	11.4	Na	11.3	-
Provisions	0.8	Na	1.1	-

*unweighted average

These figures indicate that the three components of: i) project personnel (which has five components: international experts, administrative support, travel costs, mission costs and national professional personnel) ii) training (i.e. workshops and in-service training) and iii) the programme support costs take up 95% of the total core costs. The support of staff at HQ was the most substantial component.

Nature of TC RAM support:

The TC-RAM funds were allocated through a mechanism whereby TC funds were allocated within ILO, according to various criteria. TC-RAM grants funded by the Netherlands and UK were:

Netherlands: INT/04/M55/NET – Coordination, experience sharing, lesson-learning and dissemination, \$780,000

UK: INT/03/M58/UKM – Trafficking and vulnerable groups: thematic coordination and knowledge sharing, \$200,000

Netherlands: RAS/02/M54/NET – Prevention of over indebtedness in Tamil Nadu, \$700,000

Netherlands: RER/04/51M/NET – Combating Human Trafficking and the forced labour outcomes in Central Asia and the Russian Federation, \$1,270,127

Netherlands: RAS/04/57M/NET – Prevention and elimination of bonded labour in South Asia (PEBLISA), \$2,400,000

UK: RAS/03/M52/UKM – Mobilising Action for the Protection of Domestic Workers from Forced labour and Trafficking in South East Asia, \$1,700,000.

UK: RAF/03/M54/UKM – Action Programme against forced labour and trafficking in West Africa, \$1,900,000

These TC-RAM projects amount to \$8.950m.

Additional donor support is as follows:

Netherlands: RER/02/M53/NET – Trafficking in human beings – Europe, \$187,337
USDOL: NEP/00/M50/USA – Sustainable elimination of bonded labour in Nepal, \$1,499,623
USDOL: BRA/01/M57/USA – Combating FL in Brazil (backstopped in Declaration), \$1,728,707.
USDoS: INT/04/M28/USA – Forced labour and trafficking: the role of labour institutions in law enforcement and international cooperation in China, \$423,750.
USDOL: BRA/05/01/USA - Combating trafficking in persons in Brazil (joint with IPEC), \$3,212,000.
EU: RER/04/55M/EEC and RER/04/M50/UKM – Capacity building to combat the FL outcomes of human trafficking, \$394,000.
Sweden: RLA/05/56SID – Forced labour, discrimination and poverty reduction among indigenous peoples in Bolivia, Peru and Paraguay - \$378,413
Sweden: RAF/05/57SID: Combating forced labour and discrimination in Africa, \$189,206.

These projects amount to \$8.013m.

Therefore the total expenditure on core support, TC-RAM and projects from 2002 and projected to September 2008 is \$23.674m., in approximately equal one-third parts. Annex 3 uses a different but equally valid three-part classification: i) those funded activities which are HQ-based, whether core, TC-RAM or other (and amount to \$7.876m.) and ii) field based projects (all TC-TAM and other) and which amount to \$15.008m, and iii) ‘other’ being \$0.394m.

2.4. Sources and nature of funding

The nature of funding and the conditions attached to it were an important and recurring theme through this evaluation, largely revolving around terminology and the properties people ascribe to those terms. Also, in ILO these terms are becoming attached with tense undertones as i) they intertwine with Governing Body Discussions, and because ii) the means of allocation of types of funds requires clarification.

In ILO there are three sources of funds in the most basic format: regular budget (RB), programme support income (PSI) and technical cooperation (TC) funds. There are many different facets to these funds, but TC funds have to be allocated to a specific purpose and have a finite life, while RB and PSI funds are allocated internally for staff resources, usually indicate long term support for a programme and have a more unrestricted use. But the definition of TC funds is also problematic because different donors impose varying amounts of conditions on the use of their funds. Some donors impose so few conditions that they take on some of unrestricted characteristics of RB funds, while other donors impose significant tying of their funds to achieving specific outputs.

With some generalities, the possibilities for SAP/FL’s funding have been i) RB (received none), ii) PSI (some, amounting to 12 months salary), iii) core support from three donors

(meaning funds could be used for staff salaries and in a highly flexible manner – although even here there were some differences in flexibility), iv) TC-RAM funds, funds awarded in an internal bidding process, and v) project funds, which have been applied with the varying conditions imposed by the different donors.

The use of any one term (e.g. ‘core’, ‘project’) does involve the preconceptions of the reader, and to some extent cannot be avoided in this report. The key issue is the nature of the flexibility of the funds, allowing the project manager to apply them in the most effective manner and for activities where other sources of funds would not be available.

3. AN ASSESSMENT OF PROGRESS AND ACHIEVEMENTS

3.1. Questions related to Relevance

- Were SAP-FL's objectives, as originally set, realistic; to what extent have they been modified over time?

All documents reviewed and interviewees confirm that SAP-FL has considerably raised the profile of FL as an issue and has built substantially on existing ILO work in trafficking. For example, DFID-ILO Annual Reports have been largely positive about the achievements of SAP-FL noting expansion of knowledge in a little known area, development of advocacy and awareness raising and encouraging ratification and implementation of the FL Conventions (DFID-ILO Annual Reports, 2004). FL projects have been targeted and well designed in so far as they have become operational.

The ILO (through SAP-FL encouragement) has met Strategic Plan targets, certainly Nos 1 and 3, although there is no evidence to hand of member states (under 2.) reforming their legislation. (This may have been developed as a result of SAP/FL project funding in some member states, which has not been reviewed in detail here.) There has also been an expansion in scope with project in all regions (except in the Caribbean).

As regards other objectives, the very positive publicity accorded to the launch of the Global Report has contributed substantially to the objective of raising visibility. Also, the strong research component seen in the programme has contributed to the DFID PFA's first objective of definition. No information is available on redefinition of objectives although this information might be available from Programme of Work and Budget documents.

- Have the outputs of SAP-FL (research reports, training materials etc) been timely, relevant, of good quality and used by partners?

As noted above research has been a key component of the SAP-FL TC programmes, and a substantial amount of this was supported through 'core' (or flexible) funding. A list of publications that have appeared in the Declaration Working Paper series and other publications is given in Annex 7⁴. Indeed many projects could not start without some assessment of the magnitude, nature and causes of the problem, and the information developed at field level provided the basis for the Global Report. The estimates of the global problem and efforts to identify the economic aspects in terms of profits are a means of linking the problem to economic realities. Innovative methodologies have been developed. Managing research in destination countries for trafficking projects is a difficult task.

During the field visits in Pakistan and India, the importance was emphasized of the research to provide a baseline and develop credibility for the upcoming programmes. FL is an area where little is known, as a hidden and sensitive subject and developing a research base is essential. In Pakistan a manual on guidelines for setting up funds for help bonded labour, and

⁴ Other research has been supported by the EC.

brochures for judiciary training, were proving effective. Research has also been significant in Peru and Bolivia in leading to concrete action, legislation and now a field project supported by SIDA. The launch of the Global Report based in large part on research funded by the core grants helped at the national level in the setting up of national launches.

As to be expected there have been a few cases where the researchers that were contracted were not up to the mark or required a level of supervision that could not be provided at long range from HQ. This can be exacerbated in an area such as FL where methodology is evolving. Also there were two cases where the process of publication did not proceed as smoothly as was intended. This is to be expected if the research is sensitive, overladen with all the usual difficulties of cross cultural research management.

In the longer term, it is positive that the findings have been exposed to a wider audience. ILO has a standing in the area that non governmental advocacy-based organization do not have but is 'constrained' by the need to filter research findings through its constituents, some of whom may find the outputs of the research unpalatable. ILO is a human rights-based organization and will always have to deal with such issues. The key issue is that if research is well designed and the methodology sound and the findings reflect the evidence that was collected, then it should be published.

- To what extent has SAP-FL been able to influence international and national policy agendas on forced labour and trafficking?

There is some problem of attribution here, to separate out the contribution of SAP-FL in profile raising compared to those of other international organizations working on forced labour issues (especially trafficking), such as IOM, UNHCR and UNHCHR, and the very many NGOs, such as Anti Slavery International and ECPAT. Also, the relatively short period of time that SAP-FL has been in existence and fully operational in countries limits what can be said. At the global level the media feedback from the launch of the Global Report was very extensive, reaching general and high level media outlets (such as CNN and BBC).

At the national level this is easier to identify with national level 'hits' to raise awareness being evident in Pakistan, West Africa and Brazil. In India, there is less receptivity to implementing the FL agenda, but the role of SAP-FL is as equally important to be a long term advocate. One notable achievement is to broaden the trafficking agenda from sexual to labour exploitation, and SAP-FL should be taking this further, already started with the help of MIGRANT, addressing the aspects of FL that can arise in the context of international migration policy.

As an intergovernmental organization, ILO will have greater impact on governments than most NGOs, who are regarded with suspicion by governments, and in many countries have limited impact on public opinion. Levering funds at national and international level is a good indicator of influencing agendas and after some reluctance it appears that major European and US donors are seeing the need to address the problems of trafficking.

The launch of the Global Report 2005 was very professional and allowed ILO to say there are problems in many countries, and these can be faced by an intergovernmental organization if the state is willing to cooperate.

- Are ILO's tripartite partners more aware now of FL issues than they were prior to the establishment of SAP-FL? Have they been involved in SAP-FL's activities at central and country-levels? To what extent have they started to "internalize" and institutionalize forced labour concerns in their own policy agendas, institutions and action?

There is some evidence that the tripartite partners are more aware of FL and they have been invited to be involved at national level, but the extent to which they have been able to institutionalize FL issues is not very clear at present. For both employers and trade unions, there are some extra matters to consider. Employers (and trade unions) have to deal with traditional and entrenched labour practices and often find that the national legislation needs enhancement before they can take action. Trade unions, never very strong in many developing countries, prefer to make progress with the organised sector, and FL is difficult to identify and organize. FL as an issue has to build on the tripartite structure to make more substantial coalitions: in and of itself the tripartite structure is not comprehensive enough. However at the same time, NGOs working in the FL sector can be erratic and unconstructive. Coalitions are required to bring them some sense of cooperate identity.

In the two countries visited, employers and trade unions announced their willingness to be involved but in practice were making little progress at the time. All the usual problems experienced over the functioning of the tripartite system are likely to be exacerbated for FL.

- Are ILO country offices more aware of forced labour issues than they were previously? To what extent has FL been integrated in Decent Work Country Programmes?

Only a few country offices were approached with this question, but it is likely that in those countries where SAP-FL is operating, they are included in the DWCP. This is with the exception of India, where the matter is a sensitive one for the government. The DWCP is itself an emerging document with much more experience needed in its formulation and implementation. There are big variations in the quality of DWCPs. Also, as FL is not a regular budget-funded programme, this is a disincentive for Country Directors to include FL in DWCPs.

All in all, given i) the underdeveloped nature of DWCPs, ii) the recent emergence of SAP-FL as a field force, iii) the reluctance of some country offices to tangle with governments over FL, and iv) that FL issues are only being identified in some countries, the available evidence indicates that FL does not yet have a significant niche in DWCPs.

Some respondents suggested that the link between project activities and FL could be made more strongly. Annex 5 provides summaries of the evaluations that have been carried out on the field projects (as well as core support) and attests to the difficulty of doing this.

- Have the gender dimensions of forced labour been adequately addressed and mainstreamed in SAP-FL's research and other activities?

Based on a reading of the research, field visits and discussions with Gender Bureau in ILO, gender concerns have been satisfactorily incorporated. In many project locations women are the target group, e.g. domestic workers and trafficked groups. ILO's Gender Bureau reports that all TC projects in ILO should mainstream gender, and SAP-FL has been following this procedure, using the checklists provided by the Bureau. In addition a small amount of funds was allocated to the Gender Bureau through the Netherlands PFA to set up some gender specific projects and the India component of the PEBLISA project benefited from this, receiving an allocation of \$50,000 to develop training of women's credit groups in Tamil Nadu. The outcome of this (and the seven other projects which received this allocation) was to collect good practices and to hold a knowledge sharing workshop in August 2004.

As noted above, a key strategy of improving levels of living in bonded labour families has been women's credit groups. Those visited in India and Pakistan were successful, having moved on from 'stage one', that of developing their own handicrafts for sale, to that of 'stage two', trying to develop new income earning areas including those (e.g. truck hire, phone booth ownership) traditionally held by men. Two groups had even moved onto 'stage three', working as a group to demand their social security and legal entitlements from government and demanding that injustices be put right.

But gender mainstreaming is more than enhancing women's work and status, as gender actions should involve the activities of men and there are key issues for SAP/FL to tackle in the future, as in many areas of trafficking men work as intermediaries and illegal employers of trafficked women.

Summing up the criteria of relevance (see Section 1.1), SAP-FL has been successful in meeting these criteria.

3.2. Questions relating to Effectiveness

- Has SAP-FL's strategy been effective in addressing its objectives? Has it been flexible in the light of the changing internal (ILO) and external environment?

As noted in Section 2.2 the objectives of SAP-FL are not precise. Also SAP-FL is a developing programme, and only in existence for 3-4 years. The aspects of the changing ILO internal and external environment are taken as: the development of the DWCPs, the importance of the social aspects of globalization, introduction of strategic planning and results based management, and the continuing funding squeeze, with TC funds playing a greater role compared to regular budget funding. Of these SAP-FL has shown the relevance of the area to the globalization area, and should be able to capitalize on these linkages in terms of further developing its programme. It has also been highly adaptive to the funding crunch by tapping existing donors for extra budgetary funds, and opening up to new ones.

- Has the programme monitored its progress against its objectives and targets, and revised its approaches accordingly?

The reporting paper work is satisfactory, although it is easier to make this judgement for the individual projects where donors have laid down tighter requirements for reporting. Generally, ILO's own internal system of results based management is still at early stages of development and reporting against targets and milestones is not well developed. When this is developed, staff on time-bound funding such as SAP-FL will be greatly helped by the internal reporting system, and many funders will accept this in lieu of regular project reporting systems.

SAP-FL will find it helpful to compile (as done for this evaluation) for its fund raising efforts a 'statistical profile', being a list of projects and how funds were spent.

Summing up the criteria of effectiveness (see Section 1.1), despite the very general objectives, SAP-FL has worked to these and been successful in meeting them.

3.3. Questions relating to Efficiency

- Have SAP-FL's human and financial resources been sufficient and efficiently used? Has the lack of regular budget resources been a constraint on development of the programme?

As Table 2 shows the core funds have been used in large part for personnel (about two-thirds). It is difficult to say how far these funds have been 'sufficient' and 'efficiently' used unless they can be measured against organizational norms such as the proportion of project funds that are allocated to administration, back stopping elements and so on. Another way would be to assess them against the 'outputs' they have produced, but for reasons explained in Section 1.2 this is also difficult. However, a general judgment is that the products and outputs and outcomes have been worth the outlay of inputs.

As regards the controversial issue of regular budget (RB) funds, SAP-FL has grown against the background of diminishing RB funds and donors reluctant to provide more (at least until ILO goes through major internal reforms). Apart from 12 months PSI, SAP-FL has received no funds from the ILO itself, which is one indication of the level of commitment of ILO to action against FL as one of its core responsibilities. Some regular budget funding would have eased pressure on SAP-FL, although all sources of funding bring some obligations with them. SAP-FL has been externally funded with their main responsibility to their diverse funding sources.

Of greater concern for growing units such as SAP-FL is the lack of transparency in ILO about the allocation of PSI funds. What does seem reasonable is that SAP-FL, i) having shown its has a good track record in TC funding, ii) with the diminishing possibility of core funding and iii) the need to buy time to funds raise and develop innovative projects, should at least receive its fair share of PSI funding. SAP-FL should not be penalized for its success in TC funding attitude of "as they can easily fund raise, so they do not need any other source of funds". But the structure of units like SAP-FL using a range of donor funds with varying degrees of conditionality is increasingly the accepted mode in many different types of development organizations. As RB funds become available as large numbers of senior staff retire from regular budget positions, it makes sense to re-allocate these funds among units that have shown a high

level of performance and relevance. The rationale for the allocation of funds in ILO should be clarified to be used as an incentive for good work performance (as indicated by evaluations and results based management audits) and fund raising. SAP-FL would do well with such a system.

Staff on soft money funding often show a higher level of performance than their colleagues funded by regular budget and develop skills that are relevant for future career development. Staff on temporary contracts should also be given the full allocation of benefits that they deserve. This is only good human resource practice so that staff are encouraged to stay in the organization.

One problem however has been the funding gaps, some of which were caused by difficulties within ILO in getting the TC-RAM mechanisms working. These are in addition to the regular problems of staff having funding gaps because of delays in donor renewals or non renewal. It is common to find that field staff have ‘surfed’ across appointments over a long period of time, often starting to look for the next appointment as soon as they start a temporary post. The loss of staff in this way is something the organization should try and mitigate and the use of partnership agreements efficiently administered (see below) is one way this problem can be reduced. As with other issues discussed in this section, ILO as an organization has to face up to some major management issues.

- Has the “Partnership Framework” funding modality used by the governments of the United Kingdom, the Netherlands and Ireland been appropriate to the needs of SAP-FL? Have different sources of funding (core support, TC-RAM project funding, non-TC-RAM funding) been complementary? What management challenges have these different funding mechanisms presented?

The Partnership Framework Arrangements (PFA) were generous to SAP-FL in so far as FL was one of the two or three areas that were designated for core funding and to benefit from the TC-RAM project allocations. The PFAs (UK and Dutch) were an innovative form of start-up core funding benefiting the HQ operations as pressure comes on RB funding. In addition the core PFA funding was not severe on reporting and funds were contributed every year without substantial conditions.

The main management challenge, as indicated by the evaluation of the UK PFA carried out in July 2005, was internal to ILO in so far as the organization was not well prepared for the TC-RAM mechanism and staff competencies weak in what was required for the system to function, especially in the very basic areas of project design and proposal writing by field staff. In the second round, for 2004-05 allocated funds, SAP-FL benefited with three of the eight projects funded. In addition to the eight projects funded, a separate sum of money was put aside for knowledge sharing activities on the informal economy and trafficking and vulnerable groups, to provide a bridge between projects and to disseminate lessons learned through workshops and networks.

There have been gaps between project funding in the field but in fact the partnership arrangement has been a far more flexible form of funding that is usual in TC funding in ILO (see Section 2.4). There are management challenges for ILO here (and specifically for ILO units to work in collaboration with CODEV) to rationalize TC modalities and systems. Some donors want

to rationalize their funding arrangements with a view to enhancing the outcomes of their assistance at country level. Yet despite these good intentions, most of the extra budgetary resources ILO mobilizes are still tied to specific, often small projects and there is little harmonization in terms of the modalities or the time-scales of funding.

Summing up on issues of efficiency (see Section 1.1); SAP/FL has been a good steward of funds and has successfully met the many challenges of juggling the diverse sources of funds to put together a coherent programme.

3.4. Questions relating to Sustainability

- To what extent has SAP-FL been able to engage effectively with and influence a broad range of partners at national and international levels? Are there any (potential) important partners that have been overlooked or not engaged? What has been the quality of cooperation established between SAP-FL/ILO and external partners on forced labour and trafficking issues?

SAP-FL has engaged with a wide range of partners, probably more than the typical ILO programme. Yet it still finds employers and trade unions hard to reach, more so because of the specific nature of the labour problem it is addressing. Especially in the area of trafficking, new partners have to be sought and new institutional forms developed. As an example, the domestics workers' project in the Philippines is helping develop workers' associations where trade unions do not exist which can support this group. But time is needed for counterparts to get on board.

The key partner not fully yet engaged (and the time may now be ripe to do this) are the International Funding Institutions (IFIs), especially in those FL countries where Poverty Reduction Strategies (PRSs) are in progress (e.g. Ghana, Nigeria, Pakistan, Cambodia, Indonesia, Philippines). In many countries the PRS is the major source of large project funding for poverty alleviation and gives the ILO pilot projects the chance to scale up in a meaningful way. Also PRSs are the major preoccupation of government ministries and officials that are trying to tackle poverty. Therefore the time is right to engage the World Bank and regional development banks now that there are some successful templates to promote.

It should be an aspect of future project design, to work towards field projects being handed over in the first phase, to a larger donor. The exit strategy should be evident from the start. SAP-FL⁵ should be aiming to run field projects for the maximum period needed (and this could be about 3-4 years) with a 'divestment' of roles and responsibilities strategy in place from the start. SAP-FL should avoid becoming too project oriented but focus on research, advocacy and tool development and model replication. However, if the continuing mode of financing and activities is through TC projects, then this will be SAP-FL's only means of survival, but entire dependence on TC projects would not be the proper means.

⁵ And this point should be applied to all ILO projects. ILO is one of the UN's standard setting agencies of the UN and its role is to test approaches to implementing labour standards and rights. Field projects should not take on a life of their own.

SAP-FL will have to work closely with INTEGRATION which has been ILO's nodal point with the PRSs ⁶. Most PRSs have space for programming for vulnerable and excluded groups. ILO has, for example, been successful in its PRS work in Pakistan. FL/Trafficking should not necessarily appear in all PRS or DWCP, but only where the problems are significant enough to merit their inclusion, focusing attention where the problems are biggest or risk becoming serious if preventative action not taken. But there is still a lot of work to do for i) FL issues to be incorporated into the DWCP and ii) aspects of the DWCP to be integrated into the PRS. In some countries, there is an intermediary stage in ii) as the DWCP has first to be lined up with the UN country team agency plan, the UN Development Assistance Framework (UNDAF). Therefore efforts to engage the IFIs will be time-consuming and involve some innovative design work. SAP-FL cannot be expected to do all of this alone; it is something that the ILO as an organization has to face up to.

- Has SAP-FL been able to build up an effective team approach to combating forced labour, involving HQ, field and project staff?

This matter of esprit de corps is difficult to assess. From the limited investigation there appear to be no major tensions although some field staff were unhappy about their contract terms generated by the Department of Human Resources at regional level. There were the usual field-HQ spats such as complaints about the reporting load demanded by HQ, but otherwise general appreciation of the technical back-up provided from HQ. At the same time, HQ staff realize that field staff are highly committed and also carrying out difficult work. A workshop of field staff organized in Geneva in May 2005 was positively evaluated by the participants and did much to develop team spirit.

- What has been the quality of cooperation established within the ILO on FL and trafficking issues? Has SAP-FL addressed the linkages with other fundamental principles and rights at work, poverty reduction and other ILO strategic objectives? Have other ILO units addressed forced labour issues as part of their own work programmes, where relevant?

As noted for other questions this cannot be comprehensively answered because it would involve a substantial investigation of ILO documentation, especially of those outside SAP-FL. However as a general point, SAP-FL is working in a sensitive area and to be effective feathers will be (and have been) ruffled on occasion (also ILO is a rights based organization with all of the tensions that brings). SAP-FL is bringing operational effectiveness to aid the implementation of ILO Conventions on Forced Labour. Given the growth in forced labour and trafficking projects it would be useful to clarify the policy on who does what in ILO and the limits to each unit's reach. Interviews with ILO staff showed there was a muddle in this area. As there is such a demand for SAP-FL's work it should concentrate on those countries where the problems have been clearly identified.

On trafficking the work was initiated by IPEC in 1998, involving the trafficking of women and children, and there are now several projects run by IPEC, with substantial funds involved. About nine tenths of ILO funding for trafficking is controlled by IPEC. MIGRANT also has an interest though with less funds for projects. There was informal coordination under

⁶ As of April 2006, this responsibility will shift to the Employment Sector

the umbrella of the DFID-financed networking project but coordination is now likely to fall under a new Director (Senior Adviser on Human Rights) appointed to the Department. This will help but more important is the need for ILO management to clarify areas of responsibility and encourage better co-operation between units.

It is difficult to make a judgment about the quality of cooperation in this area; there were some reports of turf battles, but trafficking is a subject that naturally should involve several ILO departments: MIGRANT, IPEC and Gender Bureau as well as SAP-FL. There were scattered efforts to raise the attention paid to forced labour before SAF-FL was set up, but neither ILO nor any other organization was doing anything on the ground. The social finance and indebtedness project in South Asia, started before SAP-FL has now been enhanced to cover bonded labour issues more comprehensively, but still remains predominately as a micro-finance project.

- Has SAP-FL been well integrated within the overall IFP Declaration? Has it been adequately incorporated in the management structures in Sector I and more widely in ILO?

This is another difficult question to answer without a lot more research and will need to draw some conclusions about management styles. First, the IFP Declaration is a rather unwieldy animal. There are four elements: child labour, forced labour, discrimination and freedom of association. Child labour (IPEC) is a huge area, receiving large amounts of TC funds (50% of all received by ILO). Forced labour (SAP-FL) is in a similar situation, but a smaller version of IPEC similar to where it stood ten years ago and being heavily dependent on TC funds. Discrimination is small (two staff, one on regular budget) and Freedom of Association not a lot bigger (three staff of which two are on regular budget). There is greater potential for SAP-FL and IPEC to work together on a variety of projects, and this is not happening to the required degree. But among other things, the nature of their donor funding makes them work in silos. There are good lessons to share between those two units in many areas to give joint and equal; emphasis to child/adult/household labour, including the integration of children of bonded labour into schools. Because of two factors, donor push and internal management issues, it is difficult for different units to work together.

The management structure in Sector 1 needs to provide some clarification and focus on trafficking before more substantial interactions can take place between units in the Sector and others in ILO.

To sum up on the criteria of sustainability, it is the tools and research of SAP-FL that are their strongest and most sustainable programming tools. Field projects tend not to be sustainable partly because of the long time horizon needed to identify and address the problem of FL and to encourage policy change. If projects do not receive a long term stream of funds then their benefits can quickly fall away. The field projects also need to make the links between their activities and FL issues more explicit.

4. RECOMMENDATIONS, LESSONS LEARNED AND FORWARD LOOKING STRATEGIES

4.1. To identify the main lessons learned over SAP-FL's first 3.5 years of operation

- What have been the notable successes and shortcomings of SAP-FL? What are the main lessons of good and bad practice that are emerging from SAP-FL's experience to date?

SAP/FL's impact has been limited because of its small size, and its funding structure means that it has become increasingly project-oriented. However, it has developed a number of innovative approaches that could benefit other areas of ILO that work with people in chronic poverty. Forced labour is a sensitive issue for some governments and trafficking an embarrassment for others. Therefore there will be inevitable upsets that come with the programme. There is a balance between taking risks and being consultative, but mostly SAP-FL has got it right in terms of advancing a sensitive agenda; protests from organized groups reluctant to take steps to alleviate the suffering of the poorest groups should be seen as a sign of success for SAP-FL. SAP/FL should resist being too field project driven.

That said, ILO is an intergovernmental organization of the UN and ultimately it is governments that will take the steps that release people from forced labour. There has to be the buy-in of governments even if they have to be encouraged into action over a longish period.

Lessons learned and described in the recent Governing Body paper of November 2005 (GB.294/TC/2) are as follows:

- ILO constituents must be fully involved in projects, and capacity building on FL is vital for the social partners;
- Effective action against FL requires inter-ministerial coordination, best achieved through formal policies and action plans, and linking the components of legislation and law enforcement, monitoring, prevention and rehabilitation;
- As FL is often rooted in long standing patterns of poverty and discrimination, comprehensive action is best anchored in poverty reduction and anti-discrimination strategies;
- As debt bondage underlies much modern FL, microfinance-led activities can reduce those in or at risk of bondage by promoting incomes and social capital;
- Cooperation across national and regional boundaries is essential to eradicate forced labour related to trafficking, with coordinated action in countries of origin and destination;
- Investigating FL at the national level requires innovative research methods, and
- Further research is needed on causes and economic underpinning of FL, and on cultural attitudes, to harness diverse national actors to the global alliance.

This evaluation supports these lessons learned but emphasizes that SAP/FL's (and ILO's) comparative advantage lies in maintaining pressure for policy change, and (as an international organization) in the area of trafficking, supporting activities that work between receiving and sending countries.

4.2. To contribute to the development of forward-looking operational and fund-raising strategies that will enable SAP-FL to facilitate ILO's leadership of a new Global Alliance against Forced Labour

- What should be the central pillars of SAP-FL's operational strategy in the period 2006-08?

SAP-FL should continue to test innovative structures: institutional, organizational, legal and livelihood-promoting that reach FL. Development of modus operandii that bring together sending and receiving countries are especially important. There are other country situations where the government is reluctant to admit a problem and pressuring these governments could be a responsibility of the ILO regional and country office where they exists, or the IPEC project office if neither of the first two exist in-country. This is one reason why better SAP-FL and IPEC co-operation is so important.

Towards the end of the period there could also be an effort to engage the larger project donors such as the World Bank to fund field projects (as is expected to happen in Southern India). However, coming to terms with the Bank's operating procedures and needs will not be a straightforward matter and is likely to engage the services of SAP/FL for several months.

- What should be the key elements in SAP-FL's fund-raising strategy? What specific marketing tools and products are needed? Which donors? Which countries/issues? And how can SAP-FL most effectively garner interest and support in a limited time-frame of October 2005 – June 2006?

SAP-FL should not ignore its traditional donors; despite the current concerns about the current levels and sources of flexible funding support being maintained, the positive evaluations of SAP-FL work from several evaluations means that these donors still remain well disposed to support. Funds from country and regional offices may be forthcoming, particularly from DFID.

Trafficking (and slavery) is a topic high on the agenda in many countries, especially the receiving ones. They are being pushed to act by media and the general public. Governments where trafficking is highlighted may welcome SAP-FL products (such as training materials, manuals, licensing procedures for employment agencies, model law) and provide funds for them to be customized.

- Who should be the main "target" partners in the Global Alliance against Forced Labour and how can they best be engaged?

The main target partners remain as those in ILO's tripartite structure. This may not be the most innovative of suggestions in terms of making 'quick wins' in the global alliance, but they, especially governments, will be those who see that permanent change is effected in the long run. Too much drift towards non conventional partners, such as NGOs and advocacy groups will alienate ILO's traditional constituencies and undermine them too. But this should be 'tripartite-

plus', to encourage to encourage trade unions and employers to come together in coalitions with NGOs, think tanks, training institutions and research institutes.

- How can cooperation within the ILO on forced labour and trafficking be further strengthened in the future?

It is not clear if an ILO-wide policy and trafficking exists, defining the nature of the problem, lessons learned to date, and the mix of ILO departments and expertise best addresses the problems. The first step would be to develop an ILO-wide strategy on trafficking, and FL exploitation is a key entry point for this strategy. This requires senior management commitment to develop an effective strategy.

4.3. Recommendations

Recommendations for SAP/FL

SAP-FL has done well in its early years. It is reaching its objectives and getting praise for good research, advocacy and field projects. So the principal recommendation is keep going as is. Feedback suggests that its greatest strengths have been research, advocacy and maintaining pressure for policy change. Support to legislative processes and the judiciary have also proved effective areas.

Project activities should be expanded with care, with careful thought given to linkages with FL, notwithstanding the fact that eradication of extreme poverty and debt are the principal long term means to reduce FL. SAP-FL should set up pilot projects and encourage their replication and expansion and to build on experience.

SAP-FL has developed a number of tools, research findings and training materials and should focus on these and try to sell them to donors and governments for customisation to different FL situations. These tools can help member governments replicate the models with local ownership, clarify the nature of the situation, understand the causes, and legalise and regularise what should be legal. ILO has a strong comparative advantage as an inter-governmental organisation best able to bring governments in a region together.

SAP-FL needs to continue innovative coalitions that build on the tripartite system which alone cannot fully deal with FL situations.

SAP-FL could engage more effectively with Poverty Reduction Strategies as PRS programming usually has space for vulnerable and excluded groups.

In the long run DWCPs are the most effective means to draw government attention to FL, and also through the UNDAF as this allows collaboration with other UN partners.

Field projects should have in-built 'exit' or divestment strategies, providing a plan to ensure that projects become as sustainable as quickly as possible. SAP/FL should resist taking on

projects where there is little long term chance of sustainability, as endless project inputs are not within ILO's comparative advantage.

SAP-FL has raised the visibility of ILO's work on trafficking and to accelerate this should seek to collaborate more effectively with IPEC, (and vice versa).

Recommendations for ILO

SAP/FL should receive a commitment of internal funds which provides sufficient flexibility for it to continue with its HQ-based work of developing tools, directing research and providing space for developing the risky and sensitive project work.

The mandate and objectives of SAP/FL should be clarified.

ILO should take steps to provide greater transparency over how PSI funds are allocated

The allocation of roles and responsibilities over trafficking work within Sector 1 (especially Declaration and IPEC) should be clarified as a major step towards developing a clear and effective ILO-wide strategy and therefore more effective internal collaboration in this area.

ILO should develop a proper system to reward good performing and energetic fund raising units (such as SAP-FL), linked to better coordination of donor funding,

Recommendations for Donors

Donors should support SAP-FL to provide flexible funds so that it can continue to work to its comparative advantage, as described above. In particular in the area of research, which many donors are not keen to support, this will provide direct and important benefits of value. An international labour organisation is probably the only organisation that can do such sensitive and risky work.

ANNEX 1. PERSONS CONSULTED

INTERNATIONAL LABOUR OFFICE – GENEVA

Kari Tapiola Executive Director, Standards and Fundamental Principles and Rights at Work

In Focus programme on Promoting the Declaration DECLARATION

Asha D'Souza Anti Trafficking Specialist, SAP-FL
Beate Andrees Anti-Trafficking Programme Officer, SAP-FL
Patrick Belser Economist, SAP-FL
Kevin Cassidy Communications Manager
Roger Plant Head, SAP-FL
Caroline O'Reilly Senior Specialist, SAP-FL
Zafar Shaheed Director
Gao Yun Legal Officer, SAP-FL
Lee Swepston Director, Senior Adviser on Human Rights

CABINET

Stephen Pursey Senior Advisor

Bureau for Workers' Activities (ACTRAV)

Dan Cunniah Deputy Director
Claude Akpokavie

Bureau for Employers' Activities (ACT-EMP)

Christian Hess Senior Advisor

International Programme for the Elimination of Child Labour (IPEC)

Guy Thijs Director
Peter Wichmand Senior Evaluation Officer, DED

Social Finance Programme, Employment Sector (EMP/SFP)

Craig Churchill Senior Expert Microfinance

International Labour Standards Department (NORMES)

Cleopatra Doumbia-Henry Director

Development Cooperation Department CODEV

Mito Tsukamoto Senior Development Cooperation Officer
Pauline Mulder Development Cooperation Officer

MIGRANT

Patrick Taran Senior Migration Specialist

GENDER Bureau

Geir Tonstol Gender Help Desk Coordinator

ILO FIELD AND PROJECT STAFF

Lotte Kejser CTA South East Asia (by Phone)
Julian Parr CTA New Delhi PEBLISA
Uddhav Poudyal CTA PEBLISA Nepal (by email)

Ms Rosario Baptista Consultant/NPC, Bolivia

Field Visit to Pakistan

Tauqir Shah CTA Islamabad PEBLISA

Shahnawaz Badar Secretary labour, Punjab
I A Rehman HRCP Lahore
Mohd Tahir Waqar Project Manager, NRSP, TREE Project, Islamabad
Mohd Shoaib Khan Niazi Pres Brick Kiln Owners, Nazam Union Council
Zulfiqar Shah Pakistan Institute of Labour Education and Research, Karachi
Maj Gen Sikandar Shami DG- National Institute of Public Administration, Lahore
S Liaqat Banori Society for Human Rights and Prisoners Aid
Dr Rashid Jajwa CEO, National Rural Support Programme
Ms Saadya Hamdani Programme officer, ILO, Islamabad
Anees Jillani Attorney at Law
Ahmet Ozirmak CTA, TBP-IPEC, Islamabad
Badar Soomro University of Sindh, Sindh
Mr Donglin Li Director, ILO, Islamabad
Zafarullah Khan Jurisconsults, Islamabad
Nasreen Shakeel Pathan Human Rights Commission of Pakistan, Hyderabad
Nadeem Hasan Asif Director programmes, Civil Services Academy, Lahore
M Parkash Advocate, Hyderabad

Field Visit to India

Maria Sathya CTA Tamil Nadu

Mr C Gandhi Secretary, Adi Dravidar and Tribal Welfare Department, Govt of Tamil Nadu

Members Joint Action Committee of trade unions against bonded labour
Employers Brisk Kilns and Rice Mills, Chennai
Members Union level Federation Leaders

BILATERAL AND MULTILATERAL ORGANIZATIONS

DFID (UK)

Michael Dunnery (by phone)
Leo Thomas (by phone)
Sandra Baldwin
Charlotte Heath

DWP (UK)

Stephen Richards (by email)

IRISH DEVELOPMENT COOPERATION

Cait Moran (by phone)

EC BRUSSELS

Jürgen Merz (by phone)

RESOURCE PEOPLE

Mike Dottridge (by phone)
Robert Shaw (by phone)

ANNEX 2. TERMS OF REFERENCE FOR AN INDEPENDENT EVALUATION OF THE SAP-FL OF THE DECLARATION PROGRAMME

1. Background

Following publication of the Director-General's first global report on forced labour in June 2001, the Governing Body established at its 282nd Session in November 2001 a Special Action Programme to Combat Forced Labour (SAP-FL) with a mandate to spearhead the ILO's future activities in this area and give them more comprehensiveness, vision and cohesion. This programme was established under the umbrella of the InFocus Programme to Promote the ILO Declaration on fundamental principles and rights at work.

Two bilateral donors (Department for International Development of the UK Government and the Government of the Netherlands) firmed up earlier commitments of extra-budgetary financial support for core staff and initial activities of the forced labour programme (with at first a 2-3 year time frame)⁷. This allowed SAP-FL to commence operations in earnest from February 2002, with a professional staff complement of three persons in the first instance. Since that time, further core contributions have been received from the Governments of Ireland and of the Netherlands and a no-cost extension to the DFID core support. Additional project-specific funds have been secured from a range of other donors including the European Commission, the US Department of State and Department of Labor (the latter pre-dating SAP-FL's establishment) and the UK Department for Work and Pensions (DWP) in addition to further DFID and Netherlands government support for TC projects obtained through the internal TC-RAM mechanism. The SAP-FL staff complement in Geneva now stands at six full-time P staff, and one full-time GS staff, funded through a combination of core and project-specific (mostly decentralized) funds. To date, only 12 months of P staff time has been funded through ILO PSI resources, and none through the regular budget. There are other professional and support staff posted in different regions, working on specific TC projects.

Since its establishment, SAP-FL activities have expanded considerably in scope and depth, comprising a combination of advocacy and awareness-raising, research and knowledge-sharing, training and capacity-building and country-based or sub-regional technical cooperation programmes. Much of this experience has been summarized in the D-G's 2005 global report, *A Global Alliance Against Forced Labour*. SAP-FL works closely with other HQ units and departments, that have interests linked to forced labour – in particular IPEC, MIGRANT, ACTRAV, ACT/EMP and SFP, as well as with field offices for its TC projects. It collaborates also with many external agencies with interests in forced labour and trafficking issues.

2. Aims of the independent evaluation

Conduct of an independent final evaluation is mandatory for all ILO projects with total budgets exceeding \$350,000. The initial core funding provided by the Governments of the Netherlands and the UK expires at end February and end March 2006 respectively. The opportunity therefore exists to conduct a wide-ranging evaluation of SAP-FL's progress to date,

⁷ DFID resources were committed also for the anti-discrimination component of IFP Declaration, under the Partnership Framework Arrangement. This evaluation is confined only to the forced labour component.

over its first 3.5 years of existence and, to look strategically at the way forward for the programme. The timing is critical. With current core (and many project-specific) funds soon to expire in large part⁸, and no regular budget resources to draw upon at the present time, SAP-FL is in urgent need of securing significant new donor support before mid-2006. A strategic examination of past performance and future orientations is expected to contribute to the development of a successful fund-raising strategy for SAP-FL. In the light of the D-G's call for the ILO to lead a new global alliance against forced labour, and the extent of current public and media interest in modern-day slavery, this takes on significance for the broader credibility of the ILO.

The evaluation and forward-looking exercise will examine the programme as a whole, and not attempt to attribute particular activities and outcomes to particular donor resources. However, efforts will be made to identify the extent to which SAP-FL has succeeded in meeting the specific objectives that were defined in initial project proposals to its donors. Attention will be focused primarily on those activities funded by "core" contributions to SAP-FL, but will be given also to specific project-based activities insofar as these are integral to the overall approach, efforts and progress of SAP-FL.

The overall purpose of the independent evaluation is:

1. To assess progress and achievements of SAP-FL to date, in terms of relevance, effectiveness, efficiency and sustainability of programme activities,
2. To identify the main lessons learned over SAP-FL's first 3.5 years of operation;
3. To contribute to the development of forward-looking operational and fund-raising strategies that will enable SAP-FL to facilitate ILO's leadership of a new Global Alliance against Forced Labour.

3. General and specific issues to be addressed

The evaluation will address, *inter alia*, the following questions, to which the evaluator should feel free to add any additional concerns:

- Were SAP-FL's objectives, as originally set, realistic; to what extent have they been modified over time?
- Has SAP-FL's strategy been effective in addressing those objectives? Has it been flexible in the light of the changing internal (ILO) and external environment?
- Have SAP-FL's human and financial resources been sufficient and efficiently used? Has the lack of regular budget resources been a constraint on development of the programme?
- Has the "Partnership Framework" funding modality used by the governments of the United Kingdom, the Netherlands and Ireland been appropriate to the needs of SAP-FL? Have different sources of funding (core support, TC-RAM project funding, non-TC-RAM funding) been complementary? What management challenges have these different funding mechanisms presented?

⁸ The government of Ireland has committed some on-going financial support through 2007.

- Has the programme monitored its progress against its objectives and targets, and revised its approaches accordingly?
- Have the outputs of SAP-FL (research reports, training materials etc) been timely, relevant, of good quality and used by partners?
- To what extent has SAP-FL been able to influence international and national policy agendas on forced labour and trafficking?
- To what extent has SAP-FL been able to engage effectively with and influence a broad range of partners at national and international levels? Are there any (potential) important partners that have been overlooked or not engaged? What has been the quality of cooperation established between SAP-FL/ILO and external partners on forced labour and trafficking issues?
- Are ILO's tripartite partners more aware now of forced labour issues than they were prior to the establishment of SAP-FL? Have they been involved in SAP-FL's activities at central and country-levels? To what extent have they started to "internalize" and institutionalize forced labour concerns in their own policy agendas, institutions and action?
- Are ILO country offices more aware of forced labour issues than they were previously? To what extent has forced labour been integrated in Decent Work Country Programmes?
- Have the gender dimensions of forced labour been adequately addressed and mainstreamed in SAP-FL's research and other activities?
- What have been the notable successes and shortcomings of SAP-FL? What are the main lessons of good and bad practice that are emerging from SAP-FL's experience to date?
- Has SAP-FL been able to build up an effective team approach to combating forced labour, involving HQ, field and project staff?
- What has been the quality of cooperation established within the ILO on forced labour and trafficking issues? Has SAP-FL addressed the linkages with other fundamental principles and rights at work, poverty reduction and other ILO strategic objectives? Have other ILO units addressed forced labour issues as part of their own work programmes, where relevant?
- Has SAP-FL been well integrated within the overall IFP Declaration? Has it been adequately incorporated in the management structures in Sector I and more widely in ILO?

In the light of the above, the evaluator should provide recommendations and suggestions on, at least, the following issues and questions:

- What should be the central pillars of SAP-FL's operational strategy in the period 2006-08?
- What should be the key elements in SAP-FL's fund-raising strategy? What specific marketing tools and products are needed? Which donors? Which countries/issues? And how can SAP-FL most effectively garner interest and support in a limited time-frame of October 2005 – June 2006?
- Who should be the main "target" partners in the Global Alliance against Forced Labour and how can they best be engaged?
- How can cooperation within the ILO on forced labour and trafficking be further strengthened in the future?

4. Methodology and time-frame of the evaluation

The evaluation will be undertaken by an experienced independent evaluator, who has prior knowledge of and experience with the ILO. The evaluator is free to develop his/her own methodology adapted to the objectives of the evaluation, in consultation with the Head, SAP-FL. However, it is anticipated that the evaluation process will comprise at least the following elements/stages:

1. Review of documents related to SAP-FL development, progress and achievements, including project proposals, Governing Body documents, global reports, progress reports to donors, Working Papers and other research outputs, training materials, internal documentation, meeting reports, training materials, project mid-term reviews etc.
2. Informal interviews and discussions with SAP-FL staff, senior managers, collaborators in other HQ units and departments, ILO staff in TURIN and field offices, field project staff (either in person or by telephone).
3. Informal interviews (in person or by telephone) with key actors outside the ILO, familiar with forced labour and trafficking concerns as linked to human rights and development.
4. At least one (and possibly two) 1-day workshop(s) with core staff of SAP-FL in Geneva.
5. Field visit to selected field project site(s) (to be determined in consultation with the Head, SAP-FL)
6. Analysis, write-up and presentation of findings and recommendations.

The following time frame is foreseen:

Stage	No. of working days
1. Document review and other home-based work, including telephone interviews	6
2. Interviews and consultations in Geneva	5
3. Field visit(s) incl. travel	10
4. Write-up of draft report	6
5. Debriefing/presentation/discussion in Geneva and final report submission	3
Total	30 days

The assignment will commence on 20 September 2005, and be completed no later than 1 February 2006.

ANNEX 3. FUNDED PROGRAMMES AND PROJECTS

Title	Geographical coverage	Funding source and amount	Dates of the project
Support to HQ-based activities			
INT/01/M53/UKM Strengthening the Declaration's capabilities	Global	DFID \$ 3,497,375 (FL part)	01/02 - 03/06
INT/02/M59/NET Core support to the Declaration	Global	Netherlands \$1,249,993	2002-03 completed
RER/02/M53/NET Trafficking in human beings	Europe	Netherlands \$187,337	2002-03 completed
INT/03/M58/UKM Trafficking and vulnerable groups: thematic coordination and knowledge sharing	Global	DFID \$ 200,000	1/11/03 – 31/03/06
INT/03/M54/IRL Core support to SAP-FL	Global	Ireland \$ 691,244	09/03 – 12/04 Completed
INT/04/M55/NET SAP-FL: Coordination, experience-sharing, lesson-learning and dissemination	Global	Netherlands \$ 780,000	1/03/04 – 28/02/06
INT/04/M21/IRL Core support to SAP-FL	Global	Ireland \$1,270,000	2004 – 2007
Field-based TC projects			
NEP/00/M50/USA Sustainable elimination of bonded labour in Nepal (joint with IPEC)	Nepal	USDOL \$ 1,499,623 (+ \$2m from IPEC)	1/01/02 – 31/08/05 Completed
BRA/01/57M/USA Combating forced labour in Brazil (backstopped in Declaration)	Brazil	USDOL \$ 1,728,707	1/11/01 – 30/06/08
RAS/02/M54/NET Prevention of over-indebtedness in Tamil Nadu (joint with Social Finance Programme)	Tamil Nadu, India	Netherlands \$700,000	2002 – 03 Completed
RAS/03/M52/UKM Mobilizing Action for the Protection of Domestic Workers from Forced Labour and Trafficking in Southeast Asia	Indonesia, Philippines Malaysia, Singapore, Hong Kong	DFID \$ 1,700,000	01/04 – 03/06
RAF/03/M54/UKM Action Programme against forced labour and trafficking in West Africa	Ghana and Nigeria (and Netherlands)	DFID \$ 1,900,000	01/04 – 03/06

INT/04/M28/USA Forced Labour and Trafficking: the role of labour institutions in law enforcement and international cooperation in China	China	US Dept of State \$ 423,750	1/09/04 – 31/12/05
RER/04/51M/NET Combating human trafficking and the forced labour outcomes in Central Asia and the Russian Federation	Tajikistan Uzbekistan Russian Federation	Netherlands \$ 1,270,127	1/03/04 – 28/02/06
RAS/04/57M/NET Prevention and elimination of bonded labour in South Asia (PEBLISA) Joint with Social Finance programme	Pakistan, Bangladesh, Nepal, India	Netherlands \$ 2,400,000	1/03/04 – 28/02/06
BRA/05/01/USA (joint with IPEC) Combating trafficking in persons in Brazil	Brazil	USDOL \$ 3,212,000	1/10/05 – 30/09/08
RLA/05/56/SID Forced Labour, discrimination and poverty reduction among indigenous peoples in Bolivia, Peru and Paraguay	Bolivia, Peru, Paraguay	SIDA \$378,413	1/03/06 – 31/03/07
RAF/05/57SID Combating Forced labour and discrimination in Africa	Niger	SIDA \$189,206	1/03/06 – 31/03/07
Others			
RER/04/55M/EEC and RER/04/M50/UKM Capacity building to combat the forced labour outcomes of human trafficking	Portugal, Romania, Poland, UK, Moldova, Germany, Ukraine	AGIS / EU EU contrib = \$244,000 UK DWP contribution = \$150,000	01/09/04 – 31/12/05

ANNEX 4. EVALUATION QUESTIONS AND INSTRUMENTS

1. To assess progress and achievements of SAP-FL to date, in terms of:

i) Relevance

Sub Questions	Instruments	Sources	Further Comments
Were SAP-FL's objectives, as originally set, realistic; to what extent have they been modified over time?	Interviews Document review	Senior management; ILO GB documents and progress reports	As text shows difficult to pin down objectives and to monitor any changes.
Have the outputs of SAP-FL (research reports, training materials etc) been timely, relevant, of good quality and used by partners?	Interviews, phone calls	Partners Field staff	Most Outputs easily available and a sample reviewed. All WPs for India and Pakistan were reviewed for the field trip
To what extent has SAP-FL been able to influence international and national policy agendas on forced labour and trafficking?	Document Review Interviews	Press releases Field staff IFIs etc, national govt statements	Limited contacts with international organizations but field trip gave perspective for national level for India and Pakistan
Are ILO's tripartite partners more aware now of forced labour issues than they were prior to the establishment of SAP-FL? Have they been involved in SAP-FL's activities at central and country-levels? To what extent have they started to "internalize" and institutionalize forced labour concerns in their own policy agendas, institutions and action?	Interviews	Trade unions and business inside and outside ILO	Field trip was main source of information. Limited contact with international trade union or employer organizations though.
Are ILO country offices more aware of forced labour issues than they were previously? To what extent has FL been integrated in Decent Work Country Programmes?	Phone interviews Review	Country offices DWCP documents	Would have needed a mini survey of country offices to ascertain this, but some information from previous DFID-ILO PFA evaluation

ii) Effectiveness

Sub Questions	Instruments	Sources	Further Comments
Has SAP-FL's strategy been effective in addressing those objectives? Has it been	Review	Progress Reports	Have drawn on opinion in ILO Geneva

flexible in the light of the changing internal (ILO) and external environment?	Interviews	Donors and Snr ILO management	interviews as well as interviews for PFA evaluation
Has the programme monitored its progress against its objectives and targets, and revised its approaches accordingly?	Review	Progress Reports	Conclusions drawn from review of reports

iii) Efficiency

Sub Questions	Instruments	Sources	Further Comments
Have SAP-FL's human and financial resources been sufficient and efficiently used? Has the lack of regular budget resources been a constraint on development of the programme?	Review Interviews	Expenditure data SAP-FL staff	Based on opinions from ILO Geneva interviews, and some perspective from field visit
Has the "Partnership Framework" funding modality used by the governments of the United Kingdom, the Netherlands and Ireland been appropriate to the needs of SAP-FL? Have different sources of funding (core support, TC-RAM project funding, non-TC-RAM funding) been complementary? What management challenges have these different funding mechanisms presented?	Interviews Interviews Review	Donors staff, ILO CODEV staff Declaration management Recent PFA evaluations	Have built on participation in DFID-ILO PFA evaluation in June-July 2005 supplemented with interviews in ILO Geneva for the SAP/FL

iv) Sustainability

Sub Questions	Instruments	Sources	Further Comments
To what extent has SAP-FL been able to engage effectively with and influence a broad range of partners at national and international levels? Are there any (potential) important partners that have been overlooked or not engaged? What has been the quality of cooperation established between SAP-FL/ILO and external partners on forced labour and trafficking issues?	Interviews	National and International staff; member governments Independent observers of SAP-FL	Drawing on all sources.
Have the gender dimensions of forced labour been adequately addressed and mainstreamed in SAP-FL's research and other activities?	Review Interviews	SAP-FL research documents FL	All sources including an interview with the Gender Bureau

		researchers	
Has SAP-FL been able to build up an effective team approach to combating forced labour, involving HQ, field and project staff?	Interviews Documents	SAP-FL HQ and field staff SAP-FL meeting reports	All sources
What has been the quality of cooperation established within the ILO on forced labour and trafficking issues? Has SAP-FL addressed the linkages with other fundamental principles and rights at work, poverty reduction and other ILO strategic objectives? Have other ILO units addressed forced labour issues as part of their own work programmes, where relevant?	Interviews	ILO HQ staff: MIGRANT, Micro-Finance, Gender and Declaration SAP-FL field staff ILO sub regional offices	All interviews with ILO staff both in Geneva and the Field
Has SAP-FL been well integrated within the overall IFP Declaration? Has it been adequately incorporated in the management structures in Sector I and more widely in ILO?	Interviews Document Review	Declaration and Sector 1 staff Declaration reports	Interviews with Declaration and IPEC staff

2. To identify the main lessons learned over SAP-FL's first 3.5 years of operation

Sub Questions	Instruments	Sources	Further Comments
What have been the notable successes and shortcomings of SAP-FL? What are the main lessons of good and bad practice that are emerging from SAP-FL's experience to date?	Interviews Review	All especially SAP-FL HQ and field staff Performance reporting	All sources

3. To contribute to the development of forward-looking operational and fund-raising strategies that will enable SAP-FL to facilitate ILO's leadership of a new Global Alliance against Forced Labour.

Sub Questions	Instruments	Sources	Further Comments
What should be the central pillars of SAP-FL's operational strategy in the period 2006-08?	Interviews	Independent stakeholders, ILO Senior management,	All sources used

		SAP-FL staff	
What should be the key elements in SAP-FL's fund-raising strategy? What specific marketing tools and products are needed? Which donors? Which countries/issues? And how can SAP-FL most effectively garner interest and support in a limited time-frame of October 2005 – June 2006?	Interviews	Donor staff ILO CODEV Staff	All sources used some drawing on PFA and other evaluation carried out by evaluator in IPEC.
Who should be the main "target" partners in the Global Alliance against Forced Labour and how can they best be engaged?	Interviews	Donor staff	Limited discussion with donor staff (not possible to interview Netherlands MFA contact point, otherwise general background
How can cooperation within the ILO on forced labour and trafficking be further strengthened in the future?	Interviews	ILO senior management	ILO Interviews

ANNEX 5. PROGRAMME AND PROJECT OBJECTIVES AND ACHIEVEMENTS

Support to HQ-based activities

Project Title: INT/02/M59/NET: Core support to the Declaration

Immediate Objectives	Outputs	Comments on Performance
IFP Declaration develops targeted and sound technical cooperation projects on forced labour.	1. Conceptual, policy assessment and empirical studies covering at least 14 countries by end 2003	As of end 2005, empirical studies covered 14 countries: Germany, France, Brazil, Peru, Bolivia, Paraguay, Pakistan, India, Romania, Turkey, Russia, Albania, Moldova and Ukraine. Conceptual studies included a paper on an economic perspective on human trafficking in Europe (2004)
	2. Statistical profiles of employers, intermediaries and victim populations of FL households in seven or more countries by mid 2003.	The 2005 Global Report included a global estimate (with regional breakdown) of FL victims.
	3. Detailed guide to the preparation of TC projects on the general and trafficking sub-components of the ILO future programme to combat FL.	Not available as considered unnecessary given production of generic guidance on TC project design
	4. A set of TC projects developed covering countries in S Asia, N, W and sub-Saharan Africa, C and S America, Caribbean and possibly E or SE Europe	TC projects developed in all areas except North and sub Saharan Africa and Caribbean

General Comments: Resources used to fund the Head of SAP/FL and coordinator on trafficking activities. Support has also been to facilitate participation in trafficking events

Project Title: INT/03/M58/UKM: Trafficking and vulnerable groups: thematic coordination and knowledge sharing

Immediate Objectives	Outputs	Comments on performance
Improved collaboration	1. The ILO trafficking Working Group	Trafficking working group

and sharing of knowledge and lessons learned across ILO's TC projects tackling trafficking and forced labour and its application by decision makers at all levels.	(TWG) is functioning as an effective body to coordinate and guide trafficking-related work and promote inter-departmental collaboration	has operated and evaluated positively in the DFID-ILO PFA evaluation.
	2. Project experiences, lessons learned, tools and material are documented and shared on a regular basis.	Inventory of ILO projects on trafficking has been prepared and has contributed to the drafting of some legislative instruments.
	3. Heightened external visibility for project achievements and success stories.	Has networked extensively with other agencies.

General Comments: Also evaluated as part of the DFID PFA evaluation. This project is part of the wider Knowledge Sharing network on the informal economy.

Project Title: *INT/01/M53/UKM: Strengthening the Declaration's capabilities (part of DFID-PFA)*

Immediate Objectives	Outputs	Comments on performance
Rural FL in its various forms is (i) incontrovertibly defined, solidly analyzed and documented in terms of identification of factors beyond poverty that give rise to coercive relationships in regions/locations or types of situations where employers or their agents manage to render workers unfree; ii) examined in terms of assessing the effectiveness of measures taken to different levels to address the problem iii) sufficiently precise (through various means) to permit the design of policies, programme and projects aimed at the elimination of FL. iv) included as a distinct & inter-related component of the broader ILO programmes under Declaration, to combat FL in its various dimensions – knowledge	i) conceptual and empirical studies including examination of the effectiveness of policies and programmes, including 14 or more developing countries ii) Statistical profiles of employer's intermediaries and victim populations of FL households in seven or more developing countries. iii) rural component of ILO's future programme to combat FL will comprise the following: awareness raising among governments, employers, workers organizations and victim populations; release from FL, debt bondage, rehabilitation of	See Netherlands core support above for i) (INT/02/M59/NET). iii) field visit in Pakistan and India confirmed that these programmes contain all elements listed.

and knowledge management, awareness raising and advocacy, and TC.	victim population and sustainability of release and rehabilitation.	
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* PFA purpose is ‘Within five years, a mutually supportive partnership has been built between the ILO and DFID around agreed programme objectives’.

General Comments: DFID funding has supported the post of a research coordinator in the Declaration programme who was available 50% of the time to work on FL questions. Field work supported (as noted below) has been the work on Pakistan, and trafficking in South Eastern Europe, with partner organizations in Albania, Moldova, Romania and Ukraine. DFID funding also supported workshops in Mongolia and Vietnam, and a consultation in Hong Kong SAR to develop programmes for the improved protection for Asian Domestic workers.

A workshop was also held in China in response for technical assistance. SAP/FL donor reports note that some countries – Mauritania and Sudan have come forward with requests but that SAP-FL has limited capacity to meet these.

As noted below DFID core funds also supported research on patterns and incidence in Brazil, in four West African countries (Burkina Faso, Guinea Conakry, Mali and Niger), and in three South America countries: Bolivia, Paraguay and Peru. There was already a FL project in Brazil backstopped in Declaration and funded by USDOL. In these three South American countries the consultants were of good quality with the situation best in Peru, in Paraguay there were problems of changing Ministers of Labour. Generally however the policy response has been good in these countries.

This grant was reviewed as part of the DFID-ILO PFA evaluation. The assessment of the review team was that PFA core funding has helped to significantly extend an area of ILO work that is central to its mandate. The team agreed with the self-assessment of outcomes made by SAP-FL that the projects are playing a catalytic role in coordinating ILO’s work on trafficking and other forced labour problems and that ILO is now recognized as a partner in anti-trafficking programmes at the national and international level. Requests for technical cooperation are increasing. The labour dimensions of human trafficking are increasingly recognized in National Action Plans (no estimate of the number) and in newly drafted laws against trafficking. The programme has succeeded in broadening the debate in favour of long term oriented strategies aimed at the root causes of the problem.

DFID-ILO Annual Reports have also been largely positive about the achievements of SAP-FL (and Discrimination). They point out that following the 2001 Forced Labour Report, the programme “... has been expanding knowledge in this little known area, developing advocacy and awareness raising, and encouraging ratification and implementation of the FL conventions. This is a sensitive area and local ownership if key. Recent successes have included the publication and local discussion of rapid assessments of bonded labor in Pakistan, West Africa and Brazil. ... the 2005 Global Report on FL (will) include for the first time, a global estimate of the scale of the problem. DFID funding has supported two staff positions and the work in Pakistan”.

DFID funds contributed significantly to the staff time involved in the preparation of the ILO Global Report on Forced labour, published in May 2005.

Project Title: RER/02/M53/NET: Trafficking in human beings -Europe

General Comments: Core activities included research, dissemination of results through workshops and national seminars as well as advocacy on the demand side of human trafficking. Two major studies have been finalized: one documenting the cases of FL among irregular migrant workers in Germany, and the other investigating trafficking of Chinese workers in the French catering and textile sectors. The funds also supported a research study in the United States on trafficking for both labour and sexual exploitation from Latin America and Asia and to establish best practices associated with the US Victims of Trafficking Protection Act.

Also, following consultations with European trade union representatives a report was written on FL outcomes and irregular migration and human trafficking in Europe. This report is used as an advocacy tool for sensitizing trade unions on FL and trafficking issues. Funds from this grant also facilitates participation of staff in meetings intended to promote awareness.

Project Title: INT/04/M55/NET: SAP-FL: Coordination, experience-sharing, lesson-learning and dissemination

Immediate Objectives	Outputs	Comments on performance
Enhance the effectiveness of TC against FL and trafficking by providing gender-sensitive technical support to ILO projects and promoting coordination, experience-sharing, lesson-learning and dissemination of knowledge within and outside ILO.	1. Enhanced knowledge base on FL and trafficking, and how to effectively tackle these problems.	
	2. Network of FL specialists and stakeholders is informed and motivated through inter-project exchange and experiences	
	3. Range of technical, training, communications and advocacy materials produced and made available to project and non project partners	
	4. Awareness of FL and how to tackle it in poverty reduction programmes is heightened in selected IFIs and bilateral donor agencies.	

General Comments: This is a TC-Ram grant from the Netherlands, but the reports available to the evaluator do not specify how these funds were allocated and spent.

Project Titles: INT/03/M54/IRL: Core support to SAP-FL and INT/04/M21/IRL: Core support to SAP-FL

General Comments: These two Irish core support grants were not drafted with a structure of objectives, outputs and indicators etc, and the progress reports do not specify how the support was allocated except in a very general manner. Therefore support provided was very flexible.

Field-based TC projects

Project Title: RAF/03/M54/UKM: Action programme against forced labour and trafficking in West Africa

Immediate Objectives*	Outputs	Comments on performance
The knowledge base on FL and trafficking, with particular attention to ILS, gender and HIV/AIDs, in the selected countries will have been consolidated. (Enhancing knowledge base)	(a) Field studies, surveys and rapid assessments covering attitudes as well (b) comparative study of the laws and policies relating to forced labour, trafficking and migration (c) consensus reached on the need of combating FL and trafficking among key stakeholders and a plan of action adopted	
Key stakeholders will have mainstreamed FL and trafficking concerns into their PRSPs, legal and social policy frameworks and will have taken concrete actions. (advocacy)	a) awareness raising campaign conducted via key stakeholders b) law and policy frameworks to prevent FL and trafficking strengthened including mainstreaming into poverty reduction strategies c) Institutional capacity of labor market authorities, employers and workers organizations to combat FKL and trafficking strengthened.	
A strategy to combat FL and trafficking will have been developed through pilot schemes (prevention, protection and	a) Integrated pilot programmes (at least 2 per country) on the prevention of FL and trafficking designed, implemented and evaluated.	

rehabilitation). (Capacity Building)	b) consultation processes held to discuss, identify and establish good practices c) strategies, good practices and experiences drawn from implementation, consultation and stakeholders systematized.	
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Development Objective: Contribute to the prevention and eradication of FL and trafficking in West Africa

* Details taken from the SPROUT

General Comments: This project was also reviewed through the DFID-ILO PFA evaluation. These comments were:

The project operates in Ghana and Nigeria, the program manager is in Nigeria. In Ghana the project has been able to build on previous work done on child trafficking by IPEC. Principal observations from the visit were that the project were: (i) well coordinated, well planned and budgeted (by ILO) with an effective project Advisory Committee chaired by the Ministry of Manpower, Youth and Employment that approves all plans; (ii) A project with higher ownership by the PAC. The PAC represents key stakeholders in a wide range of Ministries including Social Welfare, Women’s and Child Affairs, the CID and Interpol. The TUC is represented at a high level, with employers associations and NGOs; (iii) The project has dealt immediately with the area of policy (lack of a law against trafficking). The chief drafter of the law (from the Attorney general’s office) is a member of the PAC; (iv) excellent base line study that takes a migration approach and is thereby able to draw out the nuances of the relationship between migration for work, relative visiting, trafficking and forced labour without taking a moralistic stance. The migration emphasis is the best possible approach in a country where the first response was denial that trafficking or forced labour existed; (v) The project is approaching the issue from the top and the bottom; policy work is complemented by local level research with alterative research and action phases; (vi) programme mangers and officers in Ghana and Nigeria are already experienced in this area (a huge benefit when funding is for a relatively short period). In Ghana the project was able to build on previous work on child labour; (vii) the relationship with Geneva HQ has been excellent. Project staff were not in post when the project were approved (this is normal) so could not be consulted at that point. However, the person responsible for support at HQ has visited frequently and is known and respected by all the PAC.

A mid term evaluation of the project (Mhd Tawfiq Ladan, ILO-PATWA: Nigeria and Ghana, September 2005) indicates that the project objectives and outputs are relevant and outputs to date are satisfactory, the project is heading in the right direction despite a late start and that future phases are considered necessary.

Project Title: RAS/03/M52/UKM: Mobilizing Action for the Protection of Domestic Workers from Forced Labour and Trafficking in South East Asia

Immediate Objectives*	Outputs (Components on the SPROUT)*	Comments on performance
<p>Programme aims for the eradication of the worst forms of abuse of domestic workers from FL and Trafficking through an integrated programme of law, capacity building, organization and self representation and targeted interventions.</p>	<p>1) campaigning fore the labour and social protection of domestic workers through law and legislation</p> <p>2) Strengthening outreach and organization of domestic workers and creating alliances between workers in the formal sector</p> <p>3) Supporting domestic workers' rights through technical assistance and capacity building.</p> <p>4) Establish through demonstration programmes targeted interventions that address the worst abuses of human and workers' rights</p>	

* Details taken from the SPROUT

General Comments: This project has been the subject of a mid term review (see Reerink, A and L Lazo, Project on Mobilizing Action for the Protection of Domestic Workers from Forced Labour and Trafficking in South East Asia (RAS/03/SP04/RAM); Mid-Term Review, October 2005) from which the following observations are taken:

With regard to Indonesia and the destination countries of Malaysia, Singapore and Hong King, the project has implemented a large number of activities that have contributed substantial progress in meeting its immediate objectives. Achievements included considerable progress in building support among ILO constituents for national and local legislation and policies to prevent domestic workers and migrant workers ion their behalf. New partnerships had been forged with recruitment agencies in Indonesia. Coalitions and networks had been forged and passage of legislation can be expected in the next five years. However, because of staff limitations, the project has not been able to implement activities related to direct interventions as in the same way as proposed in the project document. Outputs related to trade union involvement have been fewer that proposed. The review has also raised questions about the sustainability of project outputs. Initial project objectives were probably too ambitious.

Project Title: RAS/04/57M/NET : Prevention and elimination of bonded labour in South Asia (PEBLISA) Joint with Social Finance programme (Pakistan, Bangladesh, Nepal, India)

This project was briefly visited by the evaluator (Pakistan and India (Tamil Nadu) only) and the India Chapter has also been the subject of a recently completed evaluation (Premchander

S et al, Terminal Project Evaluation of the PEBLISA Project, India Chapter, February 2006). This project is implemented in two states, Tamil Nadu and Andhra Pradesh. The evaluators found that the project was well designed and has reached out to a wide range of partners. The micro finance-led interventions have had a clear impact on improving the livelihoods of the poor and very poor, especially when combined with skill training and enterprise support as in TN, thus preventing this vulnerable group from falling in the trap of bonded labour. Activities directed at the release and rehabilitation of previously bonded labourers and the building of the capacities of social partners to tackle the issue have taken on less prominence.

The State governments have cooperated closely in PEBLISA's implementation while the central government (Ministry of Labour and Employment) expresses reluctance to continue work under the banner of 'bonded labour'. Yet, given sufficient evidence from research conducted by ILO, Supreme Court commissions and other agencies, that the problem persists in the country in old and emerging forms, the attention to bonded labour as an issue continues to be relevant.

Economic improvement has been moderate, given the short term that has elapsed since the interventions were initiated. The evidence of social empowerment is significant, with women, especially in Tamil Nadu, beginning to take leadership roles at community level. The collaboration between the tripartite constituents have not yet taken root, in terms of highlighting and addressing of concerns and needs of bonded labour. In the absence of the ILO project, the processes started are unlikely to continue, and very few of the initiatives will get institutionalized.

The evaluation recommended another phase of work. The fruits of continuation and scale up of the project will be worthwhile not only for India, but also for other similar efforts in several other countries. The recommendations of the evaluation team were that the project be continued, be aligned with the DWCP in India, and include an emphasis on social protection in the informal economy. The programme would be well-accommodated under a larger emphasis on vulnerable groups. Focusing at the district level, and trying out different models of implementation, for instance using workers, employers, government and NGOs as key implementing partners in different districts, could develop the design further. The model in the next phase could be located in source districts as well as destination districts of interstate migrant labour. Linkages with technical expertise from other sectors within ILO (e.g. Job Creation and Enterprise Development), from other large poverty alleviation programmes in India, and with different ministries would help to achieve greater effectiveness and sustainability.

Project Title: NEP/00/M50/USA: Sustainable elimination of bonded labour in Nepal (joint with IPEC).

This project was the subject of a recent final evaluation (Jeddere-Fisher K, Sustainable Elimination of Bonded labour in Nepal: Independent Final Evaluation, September 2005).

This project worked through direct action with the adults and children of bonded labour families, through capacity building of organization working for the rehabilitation of former kamaiyas, awareness raising and research. The evaluation found that in an area where there is a difficult security situation: (i) the capacity of implementing partners has been strengthened, (ii) useful awareness raising materials have been developed but the link with the partner using them

is weak, (iii) the effectiveness of the revolving funds is partial, (iv) there has been a significant reduction in the number of children working as a result of the education programme, (v) about 650 bonded laborers have been reunited with their families and are well integrated, and (vi) there remains a high level of dependency on the project.

ANNEX 6. FINDINGS FROM COUNTRY VISITS

PAKISTAN

Project Title: RAS/04/57M/NET: Prevention and elimination of bonded labour in South Asia (PEBLISA) Joint with Social Finance programme

Aims of project: Follows a four-tier strategy: Research on bonded labour; strengthening to national legal and policy frameworks on bonded labour and improving their enforcement and implementation; integrated community-based projects to prevent vulnerable families falling into debt bondage; identification of bonded laborers and their rehabilitation, and leveraging the strength of civil society for prevention and elimination of bonded labour.

Principal observations: (i) a project run by a tireless manager, very knowledgeable about the inner workings of government; (ii) The project was able to make the linkages at all levels between government policy making and the political and civil servant personalities that drove it along, making coalitions between NGOs, academic and lawyers at the national level and NGOs implementing programmes of prevention and rehabilitation of bonded labour in the field; (iii) A very good understanding of the legal process, not only to get laws passed but, more importantly and requiring greater effort, to get them implemented; (iv) Some original ways of getting issues of bonded labor implanted in the consciousness of government officials by getting the subject included in training at staff colleges; (v) Recognized the need to ensure there is a dedicated and well supported bonded labor unit in the Ministry of Labour that can act as a focal point for activities; (vi) good initial research that defined the programme, problems and magnitude of the problem; (vii) availability of national bonded labour fund provides resources for the government to act; (viii) bonded labour well mentioned in the DWCP; (ix) Emphasis of the project is most clearly at the policy making/advocacy end; and (x) there could be more collaboration between IPEC and the project and connections made between PRS and bonded labour.

Main lessons learned from visit: (i) important to focus on a few key actors and build the base of coalitions without wasting resources; (ii) be explicit about the linkages between groups and what it is expected they will achieve; (iii) be aware of the motivations of individual groups of people and play to their strengths; (iv) identify the priority groups e.g. lower judiciary (in terms of those abusing the law, lower courts will convict, higher courts will acquit but with long time delay); (v) Good ILO staff make arrangements to leave if they see project funding is soon to end (and are lost to the project); and (vi) research forum a progressive idea.

INDIA

Project Title: RAS/02/M54/NET: Prevention of over-indebtedness in Tamil Nadu (joint with Social Finance Programme)

Aims of project: Shares general objectives of PEBLISA project of course but un Tamil Nadu aims to reduce people's vulnerabilities to bonded labour through (i) economic empowerment through group-based, demand driven micro finance interventions, skills training and linkages for additional income generation (ii) social empowerment with labour rights education and other

awareness raising sessions for the target families, and (iii) educational empowerment through non formal education for adults and children who are non starters and school drop outs.

Principal observations: (i) significant opposition to bonded labour programmes at national level in India (bonded labour not part of the DWCP) but state level government much more supportive, although the usual rapid turnover of district collectors; (ii) this component of PEBLISA is much more field- (and NGO) oriented than that in Pakistan, this is actually a social finance project that operates among poor families, some of whom are bonded labor; (iii) however, despite this much closer involvement with bonded labour families no clear view of how many might have left bonded labour; (iv) micro finance projects well run with significant involvement of women, some economic empowerment happening as a result; (v) employers make very positive statements but no clear evidence they are actually taking positive action to avoid employing bonded labour but they appreciate ILO's tripartite efforts; (vi) some better progress with trade unions but they are not well organized and not taking positive action, but (vii) the project does bring the two groups together in dialogue about the subject and with Government, no small achievement; (viii) trafficking a problem in the area and requires attention; (ix) no proper enforcement and implementation of labour laws, trade unions branded as trouble makers, and bonded labour difficult to prove in court.

Main lessons learned from visit: (i) a good social finance project but could be more focused on bonded labour population, although this might raise objections in government; (ii) good advocacy sessions and workshops, but addressing the bonded labour problem in Tamil Nadu will be a long haul; (iii) appears that the project components and concepts will be taken up in Tamil Nadu as part of a World Bank project, and (iv) as elsewhere opportunities appear to exist for collaboration with IPEC (e.g. with the INDUS project) but not taken up, there are some difficulties which with the very short visit to the project site (2 days) could not be investigated.

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