



Evaluation Summary



International
Labour
Office

Evaluation
Office

Final Independent Joint Evaluation “Consolidating and Disseminating Efforts to Combat Forced Labor in BRAZIL and PERU”

Quick Facts

Countries: *Brazil and Peru*

Final Evaluation: *October 2018- January 2019*

Evaluation Mode: *Independent Joint Evaluation*

Administrative Office: *DWT/CO-Port of Spain*

Technical Office: *FUNDAMENTALS*

Evaluation Manager: *Cybele Burga (ILO) & Kristen E. Pancio (ILAB)*

Joint Evaluation: *USDOL*

Evaluation Consultant(s): *Ana María García Femenía and Marcia Sprandel (hired by SFS company and ILO)*

Project ends: *December 2018 (start: December 2012)*

Project Code: *RLA/12/09/USA*

Donor(s) & Budget: *U.S. Department of Labor/ US \$6,800,000.00*

Keywords: *forced labour*

Background & Context

Summary of the project purpose, logic and structure

The eradication of forced labor is one of the four fundamental rights listed in the Declaration of Fundamental Principles and Rights at Work adopted by the International Labour Organization (ILO) in 1998.

In 2017, the ILO estimated that based on data from 2016 about 25 million men, women, and children were in forced labor (FL) conditions – trafficked, held in debt bondage, or working under slave-like conditions. The vast majority of these forced laborers – 21 million – are exploited in the private economy, by individuals or enterprises. Another 4 million (16.33%) are in state-imposed forms of forced labor, including forced labor imposed by paramilitary forces.

Brazil has been at the forefront of combating forced labor by building institutional capacity to prevent forced labor and provide adequate services for its victims. Peru has more recently developed policies aimed at building its capacity to consistently address forced labor. Despite these efforts, forced labor is a developmental problem that still persists in Brazil and Peru; therefore these countries need to continue to strengthen and consolidate policies aimed to eradicate forced labor practices.

The **project design** in its theory of change included crucial components in the fight against forced labor: increase knowledge-base and awareness on FL among stakeholders and target groups; increase social dialogue and institutional capacity for public policy implementation both at national state level; increase engagement of the private sector and employer’s organizations to combat FL; and to reduce socio-economic vulnerability of groups susceptible to FL.

Present Situation of the Project

The project “Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru” (hereafter referred to as the project) is a US\$ 6.8 million technical

trilateral cooperation initiative funded by the United States Department of Labor (USDOL) and implemented by the ILO, with the support of national counterparts in Brazil and Peru

Purpose, scope and clients of the evaluation

The main purposes of the final evaluation are to:

1. Determine whether the project's Theory of Change, as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), was appropriately formulated and whether there are any external factors that affected project outcomes in a positive and/or challenging way;
2. Assess the relevance and effectiveness of all project interventions, including its effects on the lives of beneficiaries;
3. Assess the efficiency of project interventions and use of resources;
4. Document lessons learned, good or promising practices, and models of intervention that will serve to inform future projects and policies in Brazil, Peru and in other countries; and
5. Assess the sustainability of the interventions implemented by the project.

This evaluation was carried out in line with the requirements of the ILO Evaluation Policy and USDOL procedures.

The TOR included a list of questions to be addressed in the evaluation, corresponding to five evaluation criteria: relevance, coherence, effectiveness, efficiency, impact orientation and sustainability, following the OECD/DAC evaluation criteria. The evaluation matrix mainstreams gender throughout the evaluation questions - following the ILO Guidance Note No.4 on Integrating Gender Equality in Monitoring and Evaluation Projects - with its corresponding indicators, leading to a higher quality of gender analysis.

The internal clients of this evaluation are: ILO Regional Office, DWT/CO-Brasil, FUNDAMENTALS, PARDEV and EVAL. The external clients of this evaluation are the USDOL, In Brazil, the project targets the following institutions: National Commission for the Eradication of Forced Labor (CONATRAE); State Commissions for

the Eradication of Forced Labor (COETRAEs); National Pact for the Eradication of Forced Labor in Brazil (InPACTO); State governments developing local strategies to eradicate forced labor. In Peru, the key target group consists of the following institutions: National Commission for the Fight Against Forced Labor (CNLCTF); Ministry of Labor and Employment Promotion (MTPE); National Labor Inspection Superintendence (SUNAFIL), among others.

Methodology of evaluation

The evaluation approach has been qualitative and participatory in nature, and used project documents/reports, including CMEP data, to provide quantitative information. Qualitative information has been obtained through field visits, observations, interviews and focus groups as appropriate. The participatory nature of the evaluation has contributed to the sense of ownership among stakeholders and beneficiaries. The evaluation team has visited key stakeholders in Brasilia, São Paulo, Salvador (Bahia), Sao Luis (Maranhão) and Lima, as well as a selection of project sites near Cuaibá (Mato Grosso), to interview project direct beneficiaries. The evaluators have conducted semi-structured interviews, following an interview guideline and adapting questions to the different stakeholders. In total, 74 people, including 33 women (26 in Brazil, 7 in Peru) and 41 men (30 in Brazil, 10 in Peru, 1 in Geneva) contributed to the evaluation by providing information.

Main Findings & Conclusions

The **project design showed a disconnection in the logical framework between Intermediate Objective 2 (IO2) (social dialogue and institutional capacity for public policy implementation) and IO3 (increase engagement of the private sector and employer's organizations to combat FL)**. The National Commission for the Eradication of Child Labor (CONATRAE) and State Commissions for the Eradication of Forced Labor (COETRAEs), involved under IO2, belong to the "human rights and social control arena" where social dialogue (ILO's concept) is difficult since their agendas and objectives are different.

The project has gradually been incorporating a gender dimension in its work, and revealed the important dimension of gender in the FL phenomena. It pointed out, unprecedentedly, the need to incorporate the gender debate in the fight against slave labor. The project also emphasized the link between child labor and slave labor. It showed that the ethnic issue is still invisible in Brazil, although it begins to appear in references to immigrants. South-South cooperation has revealed lessons learned from the Peruvian experience in regards to the specificities of working with indigenous peoples.

The project's emphasis on knowledge management was an effective approach to promote combatting FL in both countries. Stakeholders consider data collection mechanisms and FL indicators to be crucial in dealing with the topic. Increased awareness on FL with an age, gender and race perspective is very relevant for the vulnerable populations and target groups in order to be able to first recognize it, and therefore face it. In Brazil, the FL knowledge management approach was fundamental to: (i) the preliminary identification of existing databases in Brazil, and (ii) proposing a unique system, called the Digital Observatory of Slave Labor in Brazil, which gathers information from different databases. In Peru, the knowledge management approach was very relevant in terms of the amount and quality of information provided about FL by the project to the different stakeholders involved. The availability and quality of information on slave labor in both countries has therefore notably increased through the project intervention.

In Peru, in coordination with the Ministry of Labor and Employment, the project supported the development of three specific studies on forced labor which focused on the sectors and areas highlighted by the National Plan against Forced Labor: "Characterization of forced labor conditions in gold mining in Madre de Dios and an initial approach to risk factors;" "Precariousness and forced labor in the timber extraction, a study in rural areas of the Peruvian Amazon;" and finally a qualitative study on domestic work and forced labor called "Characteristics and labor conditions in the domestic work sector and revision of the institutional services offer in Cusco and Cajamarca."

The project in Brazil developed a wide range of products, studies and reports, which included the following, among others: baseline report; an Analytical Report on the Profile of Workers Rescued from and Vulnerable to Forced Labor; an Institutional mapping called "Main actors and services available to workers victims of and/or vulnerable to forced labor;" **Mechanisms for data collection and generation of information on forced (slave) labor;** Mapping of services available to workers rescued from situations analogous to forced (slave) labor in Brazil; Integrated action and the social -productive profile of workers rescued from conditions analogous to slavery in MG; **Gender Mainstreaming in the combat of slave labor and in the strengthening of vulnerable communities;** **The Digital Observatory of slave labor in Brazil;** and **the survey based on the Hard to See, Harder to Count methodology in Maranhão state.** An outstanding added value of the survey was the information related to vulnerabilities and degrading treatment.

Regarding efficiency, the ILO office in Brasilia is very strong in terms of combating forced labor, due to the experience already achieved in previous years and the achievements of the country in terms of legislation, combat, repression and prevention. However, that strength may have affected the project by resulting in a sort of isolation and the understanding inside the ILO that extra support was not needed from headquarters (HQ). The Comprehensive Monitoring and Evaluation Plan (CMEP) conceptual approach was very useful, since it stimulated a results-based discussion that was instrumental for project implementation, although with an unbalanced emphasis on metrics. It highly contributed to strengthening monitoring and evaluation (M&E) capacities among the project team.

A clear added value of the project in Brazil, in the long fight against FL in the country, is the focus on the prevention side of the approach towards FL, developed under the Integrated Action Programme (IAP). This allowed the project to effectively address persons and communities vulnerable to forced labor in the country. Effective and concerted actions against FL have been stimulated in the states of Maranhão and Bahia, thanks to the work conducted by the project in support of the Integrated Action. State governments that have slave labor in their agendas

harmonized more easily with the strategies and approaches of the project.

In Brazil, priority has also been given to improving institutions' capacities to address FL. The Monitoring of the National Plan for the Eradication of Slave Labor has been fundamental to giving a sense of organicity and professionalism to the various actors involved. The CONATRAE leads the crucial role of articulating and gathering forces to analyze the situation of slave labor in Brazil and the policies that have been created to combat it. Its advocacy role in the legislative sphere has been well known in the period covered by the evaluation, in regards to some measures adopted by the Parliament. It has also been very important to articulate with the academy, promoting or opening space in its meetings for discussions with researchers from various areas whose work broadens the understanding of the phenomenon. The ILO concept of social dialogue, however, faced several challenges inside the CONATRAE due to the profile of this commission. The project was successful in the monitoring of FL plans inside the COETRAEs.

The support to the private sector in Brazil has been implemented through the work conducted in the framework of the National Pact for the Eradication of Forced Labor in Brazil (InPACTO). Companies' incentive to be part of InPACTO is their preoccupation to find slave labor in their supply chains and the consequences this may imply for them in terms of economic and export risk. Engagement of the private sector and employer's organizations to combat FL will be sustained through InPACTO and the role played by the Brazilian Textile and Apparel Industry Association (ABIT), the Brazilian Association of Textile Retail (ABVTEX), and C&A Institute as well as private multinational companies concerned about their social responsibility. The project's dissemination of best practices in the private sector will contribute to this effort.

In Peru, all stakeholders have considered the capacity development activities, materials (guidelines, protocols, and information campaigns), knowledge products, and exchange activities with Brazil under the South-South cooperation component of the project to be timely and of good quality. Project activities have taken place in the framework of the support provided to the National

Commission for the Fight Against Forced Labor (CNLCTF). This commission acts as the permanent coordination body for policies and actions against forced labor in various sectors, at both the national and regional levels, with internal operating regulations.

In Brazil, the IAP's replication promotes/stimulates the use of the IAP's Direct Beneficiary Monitoring System (DBMS) in other settings. The DBMS promoted by the project faced a certain challenge in the lack of appropriation by the project team in Mato Grosso (MT). The situation does not seem to be the same in Maranhão and Bahia, where stakeholders showed their contentment in regards the system. It is important to note that the IAP's DBMS designed by the project evolved over time to become an online tool that incorporates several managerial functionalities. In this sense, more than a direct beneficiary monitoring system, this tool has now become a comprehensive managerial system. The complexity of the DBMS may imply that once the implementation begins, some specific technical support from the ILO may be required. The IAP is an effective strategy to combat FL, as an adaptive and flexible intervention (replicable and adaptable in different states) that involves a preventive approach and post-rescue support for the victims.

In Peru, the project was effective in stimulating the participation and commitment of tripartite constituents of the ILO and other partners. This is due on one side to the choice made to work with the CNLCTF and its profile as a commission inserted in the Ministry of Labor and Employment Promotion (MTPE), and on the other, due to a balance found by the project between the will to enhance more and better policies to fight against FL and a respect for national counterparts' own decisions. The project was effective in stimulating the participation and commitment of tripartite constituents of the ILO and other partners inside the CNLCTF. The second Plan to Eradicate FL was approved and evaluated by the project. Last, but not least, FL has been included in the Criminal Code in 2017.

The project involved a wide arrange of stakeholders, including traditional ILO tripartite counterparts as well as non-traditional actors from the human rights arena, the judiciary system and public defense, among

others. It would be useful to have a reflection on the different channels, multi-stakeholders and tripartite Commissions that affect the improvement of public policies and normative changes in Brazil and Peru. For sustainability of results, this angle of the analysis would be very relevant.

Recommendations

R1. The ILO Office in Brasilia could benefit from a strategic planning exercise in order to clarify their role in the combat against FL in the country in the new political scenario. The added value of the ILO as a tripartite international organization in a privileged position to enhance national dialogues should be prioritized in that strategy. (High priority; short term; low resources)

R2. The ILO project should distinguish its support to the CONATRAE and COETRAEs from its support to a tripartite social dialogue discussion with the ILO constituents. The latter should take place in a tripartite commission linked to the labor area (eventually to the MTE). The support to CONATRAE/COETRAEs could be identified as engaging in the human rights arena with a social control objective. The support of a tripartite commission dealing with FL should focus on the labor relations component of the FL phenomena, and on the search for solutions, starting by a common agreed agenda among social partners. (High priority; short term; medium resources)

R3. The ILO should play a neutral role and call upon a more strategic dialogue around FL. The approach towards the private sector and employers should emphasize the social responsibility & economic aspects. (Medium priority; long term; low resources)

R4. The preventive approach towards FL should be prioritized. Synergies should be found with state governments that include the fight against slave labor in their agendas (and/or Decent Work Agendas). A stronger link between child labor and FL in line with Sustainable Development Goal indicator 8.7 should be emphasized. Absolute priority should be given to psychological support for rescued workers. Surveys like the one conducted in Maranhão should be implemented where feasible and in accordance with state authorities. (High priority; medium term; low resources)

R5. The CMEP should be more flexible in its format in order to stimulate the generation of innovations on the field that could be later appropriated by the donor. It should also give more emphasis to the overall logical approach, including project's strategy and theory of change, rather than to the current emphasis on metrics. (Medium priority; medium term; low resources)

R6. The ILO project should be more interconnected with HQ and other ILO initiatives. This would benefit the FL combat in the country, by learning from other interesting experiences in combatting modern slavery as well as influencing other countries' strategies in this combat. An increase of international staff in the Brazilian Office could also be advisable. (Medium priority; medium term; medium resources)

R7. In Peru, priority should be given - in line with what the Bridge project is doing - to raising awareness on the FL phenomena and its categorization as crime, at national level and in the regions, involving private sector and unions. Increased awareness of the vulnerabilities is needed at the education sector level in order to combat young co-optation into FL. Private sector involvement should be enhanced through their social responsibility initiatives. (Medium priority; medium term; high resources)

R8. South-South activities between the two countries, and other countries in the region, should be based on a horizontal approach; national priorities and contexts need to be clearly taken into account while defining common agendas for cooperation. FL combat has showed to be a very sensitive issue that demands the involvement of a wide range of stakeholders. Synergies should also be found in Brazil and Peru (as well as with other bordering countries) to develop joint initiatives to combat FL in the bordering territories in the Amazon region as a way to increase the effectiveness of those actions. This could be part of the joint South-South cooperation. (Medium priority; medium term; high resources)