



# Evaluation Summary



International  
Labour  
Office

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Office

## *Measurement, Awareness-Raising and Policy Engagement to Accelerate Action Against Child Labour and Forced Labour (MAP 16) – Midterm evaluation*

### Quick Facts

**Countries and territories:** Argentina, Kosovo,<sup>1</sup> Mauritania, Morocco, the Niger, Serbia, Sri Lanka, Timor-Leste, Fiji, Montenegro, Colombia, India, and Jordan.

**Midterm:** 24 March 2021

**Evaluation mode:** Independent

**Administrative offices:** Regional Office–Africa; Regional Office–Latin America and the Caribbean; Regional Office–Europe; Regional Office–Arab States; Regional Office–Asia and the Pacific; Regional Office–Bangkok; Decent Work Technical Support Team (DWT)–Bangkok; DWT–Abidjan; Country Office–Algiers; DWT/Country Office–New Delhi; DWT/ Country Office–LIMA; DWT–Beirut; LABADMIN/OSH; DCOMM; STATISTICS; SECTOR; AC/TRAV AND ACT/EMP

**Technical office:** FUNDAMENTALS

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**Project code:** GLO/18/29/USA,  
GLO/16/28/USA

**Donor(s) and budget:** US\$ 22,400,000

**Keywords:** Child labour, forced labour knowledge, research, advocacy, capacity-building, global action, strengthened policies, improved

capacity of governments, national authorities, strengthened partnerships.

### Background and context

#### Summary of the project purpose, logic and structure

MAP16 is the continuation of a very long and strong partnership between the US Department of Labor and the ILO to eliminate child labour and forced labour. The project contributes to the work of the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) on the fight against child labour and forced labour.

MAP 16 aims at helping to build and apply the critical knowledge needed to inform the policy choices to combat child labour and forced labour, and to support measures to address these challenges in key countries, regions and sectors. In support of this effort, the project develops and articulates four outcomes related to child labour and forced labour: (a) knowledge, (b) advocacy, (c) capacity-building and (d) global action.

The programme's logical framework contains four outcomes: Outcome 1 – “Improved knowledge base on child labour, forced labour and human trafficking” – aims to build the empirical research base designed to shed the light on the prevalence, causes and consequences of child labour and forced labour. According to the project document, this outcome is expected to produce a series of tools and products to enhance this research base at the global and national levels. The studies cover a variety of thematic subjects, including research on the economic and

<sup>1</sup> As defined in UN Security Council resolution 1244 of 1999.

social benefits, and the costs associated with child labour and forced labour; trafficking associated with armed forces; specific risk groups, sectors and regions; and the impact of inequality and informality.

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

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

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

## **Present situation of the project**

The MAP16 staff structure is composed of 42 people, of which 20 work at headquarters in Geneva, including the project director. Staff are either at the country/region/global or thematic level. Four are based in Africa, six in South America, five in Asia, two in the Middle East, and five in Europe. Each of the four MAP16 components (outcomes) has a focal point, who is responsible for its implementation. The initial project budget was US\$ 9,400,000 (September 2016). Currently, the project’s total budget is US\$ 22,400,000. At the time of the mid-term evaluation, the programme presented a delivery rate of approximately 50 per cent of its budget.

## **Purpose, scope and clients of the evaluation**

The purpose of this mid-term independent evaluation is to give an assessment of the effectiveness and sustainability of the project across the major outcomes; assess performance as per the foreseen targets and indicators of achievement at output and outcome levels, the strategies and implementation modalities chosen, as well as partnership arrangements, and constraints and opportunities; and to provide lessons to improve performance and delivery of the project.

## **Methodology of the evaluation**

The methodology followed has been participatory in nature. All regions and 11 countries (almost all countries covered by MAP16) have participated in the exercise. Among the advantages of the participatory approach, some should be cited: empowerment, learning and capacity-building. It increases the knowledge of the project and its context; and improves accountability, transparency and evaluative culture.

The evaluation has been guided by an evaluation matrix, including the evaluation questions for the different criteria following the revised Organisation for Economic Co-operation and Development–Development Assistance Committee 2 criteria (launched in December 2019): relevance and strategic fit, coherence, the validity of project design, project effectiveness, the efficiency of resource use, the effectiveness of management arrangement, and

sustainability, as defined in the ILO policy guidelines for evaluation (2017).

### Main findings and conclusions

MAP16 shows high pertinence considering the challenges of child labour and forced labour around the world. It is intended to respond to several identified needs after years of the US Department of Labor and ILO collaboration on the topic.

On one side is the need to design research tools useful at the national level (Outcome 1). MAP16 is intended to provide the technical capacity – the tools, questionnaires, training tools, ethical guidelines and the training needed – to produce useful statistics regularly without the support of the ILO, or with minimum support. On the other side, MAP16 addresses the need to have global products, such as global research on child labour and forced labour. Outcome 2 addresses the need to better and more effectively communicate technical issues, easily accessible to users, regarding child labour and forced labour. In all countries (and regions) covered under Outcome 3, the relevance of MAP16 is high, and the programme has been able to address national priorities and build on existing national efforts. However, the project shows some weaknesses in terms of the social partners' involvement (unions and employers) in some participating countries.

MAP16 does not include a gender and inclusion (non-discrimination) approach in most of its components. In terms of partnerships, MAP16 aims at building bridges between several critical stakeholders in the fight against child labour and forced labour, such as governments, non-governmental organizations, communities, trade unions and the private sector, which seems crucial. The CLEAR project's recommendations were taken into account at the country level in most countries, but not on the design of MAP16 at the global level. The child labour issue is even more relevant in the COVID-19 context, and the programme provided a relevant response to constituents' needs.

MAP16 is coherent with the major programmes implemented by the United Nations, with the Sustainable Development Goals and international, regional and civil society organizations in the countries where MAP16 is present, and in most cases inserted in national efforts to fight child labour, forced labour and human trafficking. The two regional initiatives in Latin America and the Caribbean, as well as Africa, are coherent with the United Nations and the corresponding regional organizations. The MAP16 project is also coherent with the ILO Declaration on Fundamental Principles and Rights at Work of 1998. Coherence at the country level is high, since the programme supports ongoing national initiatives, and Decent Work Country Programmes. In Eastern European countries, it also adheres to the European integration processes. Findings on coherence in the framework of Alliance 8.7 differ among the pathfinder countries covered by Outcome 3, being strong in Mauritania and Sri Lanka, while weaker in Morocco.

MAP16 seems to be based on the theory that change will be achieved within a combined strategy of improved knowledge, application of knowledge, and the strengthening of capacities, policies and partnerships. Although stakeholders know that this is true in theory, it has not held true under MAP16 at the global level, because the project timeline did not establish subsequent steps for those different components. The four outcomes are key elements that in themselves have a lot of reason to be, and are, well defined, but the project design actually fails in reflecting its final aspiration.

In some countries covered under Outcome 3, that theory of change seems true: by improving knowledge and applying it, and by reinforcing capacities, effective policies are implemented. The gender approach in MAP16 design is weak, with the exception of the research component and strategic choices at the country level, as in Jordan or Morocco, where the programme focuses on domestic child labour, mainly concerning girls. The Comprehensive Monitoring and Evaluation Plan contributed to increasing stakeholders' participation at the design stage, but later became just a tool for reporting. It also

showed its limitations in terms of reflecting the theory of change.

In terms of effectiveness, under Outcome 1, out of 20 outputs, 1 is reported as completed and 1 as problematic. The majority are in progress and therefore MAP16 is likely to improve the knowledge base on child labour and forced labour. However, challenges remain in terms of actual capacity to deliver all expected outputs within the programme's time frame.

Outcome 2 shows significant delays, which undermines the effectiveness of MAP16 to improve the application of knowledge and engagement in support of efforts to eliminate child labour and forced labour. Outcome 2 was refocused in 2018 and further refined in 2019 around the key elements of knowledge mobilization, storytelling, strategic communications and advocacy. However, not all key stakeholders involved have a shared understanding of the above-mentioned changes.

Under Outcome 3, outputs are being delivered in order to strengthen policies and improve the capacity of Governments, national authorities, employers' organizations and relevant entities to combat child labour through national and regional initiatives. Among the four visited countries, results are strong in Montenegro, Morocco and Serbia, and weaker in India.

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

In terms of efficiency, in general, material, human and institutional resources, and institutional, technical and administrative support are adequate to meet project objectives. At the field level, additional resources seem to be advisable to achieve results and increase sustainability. Some adaptations in terms of staff allocation seem needed in a few cases, such as Outcome 1 and the Monitoring and Evaluation (M&E) position. Despite the remarkably rapid

adaptation of MAP16 to the pandemic challenges, thanks to a rapid contingency planning, a non-cost extension to compensate for delays is advisable at the field level.

Management and accountability structure is challenging for a project of this budget. It relies on the figure of a project director who remains responsible for ensuring the project's implementation, without the proper official management responsibilities over MAP16 staff.

Overall assessment differs per outcome. Outcome 1 sustainability is high, since the research work aims at designing tools that are in line with the statistical standards and are likely to be used by the National Bureaus of Statistics, among other institutions. For Outcome 2, it is too early to report on sustainability, due to the current delays. Sustainability at the country level for the work conducted under Outcome 3 varies among countries. Except for Morocco, the field case studies conducted conclude that sustainability is fragile. Outcome 4 presents challenges in terms of sustainability, as well, since the results achieved will require financial support to be sustained. That is the point of most of the work being done at the regional level in Latin America and the Caribbean, and Africa, and under Alliance 8.7, where action groups, networks (Global Business Network on Forced Labour - GBNFL), and platforms (Child Labour Platform - CLP) exist in part thanks to MAP16 and other projects' resources.

### Recommendations

1. Create a MAP16 steering group inside FUNDAMENTALS, bringing together headquarters staff and national project coordinators from the field.
2. Clarify the role and managerial tasks of the MAP16 project director and improve internal programme coordination.
3. Strengthen the gender and inclusion (non-discrimination) component throughout the programme components.
4. Support the action group on rural development under Outcome 4, Alliance 8.7.

5. Coordination between the MAP16 project and overall activities of Alliance 8.7 in the pathfinder countries should be developed more extensively.
6. The Comprehensive Monitoring and Evaluation Plan should be revised to mainstream gender, inclusion and persons with disabilities.
7. Review programme priorities to overcome delays under Outcome 1 and the remaining outputs. A strategic decision needs to be done by FUNDAMENTALS regarding priorities for Outcome 2 and the need to better integrate and coordinate that component under MAP16, as per its implicit theory of change.
8. Review and revise the strategy for implementation in India, as described in the full report, including reviewing a request for a project extension.
9. Review and revise the strategy for implementation in Montenegro, as described in the full report, including reviewing a request for a project extension.
10. Review and revise the strategy for implementation in Serbia, as described in the full report.
11. Review and revise the strategy for implementation in Morocco, as described in the full report, and consider a request for a project extension to concretize sustainability.
12. Develop a sustainability strategy for all outcomes.
13. The ILO should strengthen the importance of evaluability assessment for projects, regardless of donor requirements or budget size. The Partnerships and Field Support Department (PARDEV) and the Strategic Programming and Management Department (PROGRAM) should emphasize the need to conduct an evaluability assessment in projects, regardless of the donors' frameworks. The ILO Evaluation Office (EVAL) should provide technical support to PARDEV and PROGRAM in the development of the ILO's own monitoring system, since that is advisable for FUNDAMENTALS and other branches.

## Lessons learned and emerging good practices

- The MAP16 project has enabled the development of the Hazardous Child Labour List for the first time in Montenegro. The Hazardous Child Labour List has been developed in consultation with 25 members of the technical working group, with strong agreement among the members. As a member of the technical working group, the representative of the Ombudsman initiated the consultative process with the children advisers to get their opinion on the draft of the Hazardous Child Labour List.

Namely, the Golden Advisors' Network, which consists of 12 members (11–17 years old), was established in 2014 to enable children's participation in the Ombudsman's work. The Hazardous Child Labour List draft was shared with the children advisers, and the representative of the Ombudsman presented opinions of children advisers at the meeting of the technical working group. The document review and stakeholder interviews confirmed that most of the children's recommendations were adopted, such as the request to eliminate fishery, cultivation of aromatic and spicy herbs, cosmetics and body care from the list of hazardous labour. In addition, children supported the need for adding child begging to the list.

This presents a good practice for children's voices to be heard during the development of legislation relevant to protecting children.

- In Morocco, the context of the state of emergency due to COVID-19 brought a strict population lockdown, starting on 20 March 2020. Morocco closed all schools and training centres, which will undoubtedly generate an increased school dropout rate, especially between sessions and for girls, and a real risk to see more child labour after the COVID-19 crisis, losing the progress made.

MAP16 is implementing different distance support tools to protect children from hazardous domestic labour and child labour, among them:

- (a) Awareness-raising sessions with beneficiaries via WhatsApp groups. Topics covered included the importance of continuing their studies, the causes and risks of school

dropout, and the dangers associated with child labour in domestic work. The WhatsApp groups were created in collaboration with schoolteachers.

- (b) Internet top-ups for three months of Internet connection for the most-at-risk students, to guarantee the commitment of the students and their participation in support courses and awareness-raising sessions.

- There has been a good practice of visible regional collaboration and exchange among ILO offices in Montenegro and Serbia. The project team in Serbia supported colleagues in Montenegro by sharing experiences from the CLEAR project, as similar activities are planned under the MAP16 project in Montenegro. An interview revealed that “Each of the ILO offices is good and supporting itself to avoid duplication, and they even engaged the same consultants, as they are already well-skilled.”