BUREAU OF INTERNATIONAL LABOR AFFAIRS
UNITED STATES DEPARTMENT OF LABOR

META-EVALUATION OF LABOR RIGHTS-RELATED OUTCOMES

April 2023

Lead Evaluator: Eric Benschoter

Evaluation Dates: September 2021 – February 2023

Acknowledgement

The evaluation team consisted of the QED Group LLC dba Q2Impact staff including Lead Evaluator Mr. Eric Benschoter, Project Manager / Research Specialist Ms. Catherine Villada, Research Specialist Ms. Aleksandra Markovich, and Research Assistant Ms. Leweu Khape as well as Senior Consultant Mr. Dan O'Brien.

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Acronyms

BW	Better Work
CL	Child Labor
CSO	Civil Society Organization
FCL	Forced Child Labor
FOACB	Freedom of Association and Collective Bargaining
IFC	International Finance Corporation
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
MOL	Ministry of Labor
OSH	Occupational Safety and Health
OTLA	Office of Trade and Labor Affairs
TIP	Trafficking in Persons
TOSC	Theory of Sustained Change
USAID	U.S. Agency for International Development
USDOL	U.S. Department of Labor

Executive Summary

In the fall of 2021, the United States Department of Labor's (USDOL) Office of Trade and Labor Affairs (OTLA) commissioned a meta-evaluation of labor rights-related international development projects to assess outcome achievement in relation to project scope, cost, and time frame factors. The purpose of the meta-evaluation was to advance the Bureau of International Labor Affairs' (ILAB) institutional learning for technical assistance project design and it was to be presented in the form of an options paper covering the following areas:

- Types and levels of labor rights outcomes that can be achieved within timeframe and budget
- Context for labor rights outcome achievement
- Sustainability
- Funding mechanism and structures

The meta-evaluation was conducted between October 2021 and November 2022. The options paper highlights key trends and patterns that emerged after analyzing close to 100 evaluations of labor rights-related projects across various donor organizations including USDOL, U.S. Agency for International Development (USAID), and International Labour Organization (ILO).

Options for Project Design Summary

In looking at the most effective ways to achieve labor rights-related outcomes, two inter-related factors - project time frame and budget - are major determinants. The following key trends were illuminated from the review of the labor rights-related evaluations.

- Project time frame is a bigger determinant of outcome achievement compared with budget size.
- Projects with over five years of implementation were more likely to achieve higher-level outcomes related to their goals and sustain them.
- Projects with shorter duration (one to three years) were more likely to achieve outputs and at times, short-term outcomes, but these are likely to not be sustained.
- A majority of the evaluated projects by number were able to achieve supply of services and human capacity outcomes regardless of time, budget, or project topic.

Based on these findings, the evaluation team has organized this paper by three options featured in the table below. Also included are cross-cutting contextual and design considerations that should be considered regardless of option.

Table 1: Contextual and Design Considerations

Contextual Considerations	• What are the prevailing cultural norms (including traditional gender roles)? • Who are the underserved groups or populations? • What are the current labor laws? • Is there political will to reform labor laws? • Are any reforms currently being implemented or planned? • Are there upcoming elections, legal or policy reforms, trade negotiations or other similar events that can create or limit opportunities of labor reform? • What is the state of social dialogue processes?
Design Considerations	• Is there a need to conduct analyses (*e.g.*, stakeholder analyses, gender analysis, political and economic assessment, *etc*.) and is there enough time and money to do that? • How will you identify and engage underserved groups or populations, so you are able to customize specific interventions to address their needs? • Is it possible to consult with host country government counterparts and other key groups prior to finalizing program objectives? • Are the project objectives relevant for the country context? • What opportunities for building in "pause and reflects" and learning throughout the implementation cycle exist? • Can you require a sustainability plan from the outset of implementation (and that is revisited for maximum relevance and effectiveness)?

Table 2: Summary of Options

Option	Pros	Cons	Outcomes Most Likely to Be Achieved	Recommended When…
Option 1 - Options for shorter time frame (under 3 years)	• Short-term projects can serve to pilot new approaches for future expansion. • Relatively quick implementation period so subsequent projects can replicate or expand on successes; or learn valuable lessons about what did not work to inform future designs.	• Higher level effects or outcomes are more difficult to achieve within a shorter time frame. • Programs will likely not have time to create institutional changes including policy changes. • While outputs and lower-level effects or outcomes may be achieved, they are difficult to sustain. • Any impact on gender mainstreaming, which requires behavioral change, is likely not to be effective in short-term projects. • It is difficult to measure the effect and achieve sustainability of key outputs and outcomes in a short time period.	• Supply of Services • Human Capacity	• There is an idea / set of activities to pilot that can then be expanded or replicated in a follow-on phase. • There is a window of opportunity to capitalize on (e.g., recent labor law reforms). • There is an inclusive, participatory community-based approach. • There is opportunity for adaptation in response to the priorities, capabilities, resources, and interests of target beneficiaries. • There are no equity-related objectives which take several years to achieve.

Option	Pros	Cons	Outcomes Most Likely to Be Achieved	Recommended When…
Option 2 – Medium time frame (3-5 years)	• Medium-term projects have sufficient time to effectively achieve outcomes related to behavior change and motivation and are more likely to be able to sustain outcomes than short term projects. • The duration allows adequate time for implementers to build trust and relationships with stakeholders.	• Projects focused on local service delivery can be difficult to sustain during this timeframe because of dependence on donor resources; project sustainability plans should consider identifying alternate sources of funding post-implementation. • The country context influences project success and sustainability, and while some factors can be influenced by project interventions (e.g., strengthening institutions), some are outside of any project scope (e.g., sudden political instability, natural disasters) so the project should employ an inclusive and flexible project design which is more resource-intensive to successfully implement.	• Supply of Services • Human Capacity • Motivation • Behavior Change	• There is political will for labor law reform. • Project objectives include behavior change, or similar outcome requiring time to achieve. • There is a need for institutional capacity building. • The project will need to build relationships and trust with stakeholders, including local partners, trade unions, ministry staff, etc.

Option	Pros	Cons	Outcomes Most Likely to Be Achieved	Recommended When…
Option 3 Longer Time Frame (over 5 years)	• Longer-term projects are more likely to achieve high level effects and outcomes including important policy changes. • Longer term projects are more likely able to sustain key outcomes and outputs. • These projects are more able to build and maintain effective working relationships with government counterparts, communities, CSOs, etc. and to create important linkages to resources (e.g., financial, technical, information).	• The country context, supply chain operations, political situations, environmental factors, and more can change dramatically over the course of a multi-year project and necessitates a flexible, adaptive design and implementation approach. • Projects that are designed up front to last eight or more years may have negative impacts on localization and create dependency on international donors and staff, potentially disempowering local actors, and perhaps fueling underinvestment by the host country government in the project sector/areas of focus.	• Supply of Services • Human Capacity • Behavior Change • Motivation • Access to Services • Demand for Services • Utilization of Services	• Project objectives include policy change. • Project objectives include influencing social norms (e.g., promoting gender equity). • There is mitigated risk of donor interventions substituting host government service delivery.

Conclusions and Key Considerations

The options paper highlights key considerations for USDOL when designing labor rights-related activities to ensure the reach and sustainability of project outcomes. The options provided are based on the review of outcomes achieved across various project performance periods and budgets.

To achieve the desired outcome(s) among the nine labor rights outcomes and one cross-cutting outcome identified by OTLA, the following emerge as key trends across the evaluations that were reviewed:

1. **Relevant and effective partnerships established through participatory, community-based approaches generated project buy-in and increased the likelihood for sustained outcomes**. This includes involvement of all tripartite plus constituents for relevant projects (government, worker organizations, employer organizations, and civil society organizations).
2. **Capacity building is more successful when designed to meet the needs of target groups, including underserved or historically marginalized populations, and is relevant to the country context**. training design can include the administration of a needs assessment to tailor training and capacity building approaches and targeting the right message to the appropriate audience.
3. **Ensuring project materials are user-friendly and accessible to target audiences boosts success of awareness raising efforts**. For example, raising awareness on forced labor issues through the dissemination of various materials in the languages of local ethnic groups.
4. **Incorporating lessons learned and good practices into interventions and building on previous phases of technical support, strengthens the relevancy and success of the interventions.** Leveraging lessons learned from this previous work, and working with organizations who already have established themselves as having a comparative advantage in the space is effective in establishing trust with project participants and generating buy-in.
5. **Projects that employed highly respected local staff/technical staff were able to gain almost immediate credibility with government counterparts,** which facilitated project start up and implementation of activities.
6. **Flexible project design is critical to achieving outcomes.** An agile design allows for fine-tuning during implementation and allows for implementers to be responsive to changes in the context, including more effectively responding to the needs of key stakeholders.
7. **Building and managing strong relationships between the project team and stakeholders at all levels is an important success factor.** The cultivation of relationships at the national level, for example, has proved successful for projects working with national stakeholders to increase knowledge, and gain government support for policy advocacy related to decent work. In other cases, relationship building at more local levels can help ensure buy-in and enhance the relevance of interventions.
8. **The country context in which projects operate influences the potential achievement and sustainability of results.**
9. **Achieving outcomes related to behavior change and motivation requires several years of effort**; relatedly achieving equity/equality outcomes which often requires mindset shifts and behavior change, and systemic change, also requires a significant amount of time to be achieved and sustained.

Introduction

Background and Context

The Bureau of International Labor Affairs (ILAB) leads the United States Department of Labor's (USDOL) efforts to ensure that workers around the world are treated fairly and are able to share in the benefits of the global economy. ILAB's mission is to safeguard dignity at work, both at home and abroad – by strengthening global labor standards, enforcing labor commitments among trading partners, promoting racial and gender equity, and combating international child labor, forced labor, and human trafficking.

The mission of the Office of Trade and Labor Affairs (OTLA) is to work to ensure that U.S. trade agreements are fair for American workers and workers around the world. OTLA uses all available tools— including negotiating strong labor provisions in U.S. trade agreements and preference projects, monitoring for compliance, enforcing trade agreement and preference program commitments, and sharing technical expertise—to make sure that U.S. trade partners fulfill their promises and play by the rules, and that American workers are able to compete on a level playing field.

In the fall of 2021, OTLA commissioned a meta-evaluation of labor rights-related international development projects to assess outcome achievement in relation to project scope, cost, and time frame factors. More specifically, the five research questions that guided the meta-evaluation are listed below:

- What type and level of labor rights-related outcome results are achievable within a four-year time-period, eight-year time-period, and beyond?
- What was the overall budget and associated costs (personnel, time, funding) with achieving those results?
- What was the context for achieving those results?
- What were the mechanisms and structures used to fund the project?
- To the extent possible, were the results sustainable?

The purpose of the meta-evaluation was to advance ILAB's institutional learning for technical assistance project design and the results were to be presented in the form of an options paper.

The meta-evaluation was conducted between October 2021 and November 2022. The options paper highlights key trends and patterns that emerged after the evaluation team analyzed close to 100 evaluations of labor rights-related projects across various donor organizations, including USDOL, U.S. Agency for International Development (USAID), and International Labor Organization (ILO).

Methodology

The evaluation team conducted the meta-evaluation using remote data collection methods. These methods include a Cochrane rapid style literature review, project document reviews related to selected case studies, and remote key informant interviewing using video conferencing apps such as Zoom, Google Meet, and Microsoft Teams. These methods are outlined in more detail in the Terms of Reference Annex.

The research methods and approaches designed to answer these questions were also framed by the following nine labor rights outcomes and one cross-cutting outcome identified by OTLA. During the completion of the report, OTLA shared with the evaluation team a revised framework reflecting the nine and organizing them into three types of "Outcome Domains" as a part of their effort to create a more

logical "Theory of Sustained Change" (TOsC).[1] Although our Terms of Reference did not include this framework, we are adapting the presentation of outcomes in this section of the report to fall more in line with this development:

Outcome Domains for Change in Available Capital

1. Strengthened linkages[2]/networks associated with systemic improvements in workers' rights.
2. Strengthened human capacity[3] associated with systemic improvements in workers' rights.
3. Strengthened replacement resources associated with systemic improvements in workers' rights.

Outcome Domains for Change in Leverage Points[4]

1. Strengthened motivation to adopt behaviors, institutionalize practices, utilize, deliver, or access services, benefits, protections, or programs associated with improved workers' rights.
2. Strengthened demand for services, benefits, protections, or programs associated with improved workers' rights.
3. Improved access to services, benefits, protections, or programs associated with improved workers' rights.
4. Improved supply or improved delivery of services, programs or duties associated with improved workers' rights.

Outcome Domains for Change in Causal Mechanisms

1. Improved utilization of services or processes associated with improved workers' rights.
2. Improved adoption of behaviors or practices associated with improved workers' rights.

Cross-Cutting Outcome

1. Increasing equity and equal opportunity for communities, including people of color and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality.

The evaluation team developed a preliminary broad eligibility criterion based on the research question which resulted in a pull of over 600 initial citations related to the 10 outcomes of interest. During this preliminary review, the research team used an Airtable portal, a relational database, of key search terms/concepts to be used to further refine the eligibility criteria. Following implementation of revised, more stringent inclusion criteria agreed upon with USDOL, the final inventory included 98 evaluations across four organizations[5].

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[1] "Theory of Sustained Change Guidebook for ILAB's Worker Rights Programs," March 2023,

[2] Ibid. Horizontal or vertical linkages or networks can include individuals, communities, groups, institutions, organizations, corporations, and states who are interdependent in achieving their goals. This can also be understood as social capital, i.e, the social resources upon which people draw in pursuit of their livelihood and workers' rights objectives. Relationships of trust, reciprocity and exchanges facilitate cooperation, reduce transaction costs and may provide the basis for informal safety nets. Social capital, in the form of collective labor (power) is one of the most important assets for poor people.

[3] Ibid. Human Capacity was previously referred to by ILAB as "Human Capital"; Replacement Resources was previously referred to by ILAB as "Capital and Replacement resources", and Linkages/Networks was previously referred to by ILAB as "Social Capital".

[4] Ibid. "Services" is used as an umbrella term to cover all services, programs, etc. that support labor rights.

[5] USDOL, ILO, World Bank Group, USAID

The evaluation team developed a coding structure based on the research questions and comprehensive list of outcomes. The team used Dedoose (a qualitative analysis software) to code, categorize, and compare outcomes and drill recurring themes. The evaluation team used weights to categorize qualitative outcomes into three categories depicting achievements of outcomes. The scale consisted of values 1- 3 where a weight value of 3 depicts achievements of outcomes, a weight value of 2 is unclear or shows a mix of findings, and a weight value of 1 represents not achieving outcomes. This qualitative analysis informed the identification of projects to be used as case studies to illustrate emerging options for the options paper. The evaluation team also used quantitative analysis to assess performance monitoring data when available in the evaluations. The evaluation team used a mixed methods approach to collect, analyze, and triangulate quantitative and qualitative data to be able to answer the research questions.

Limitations

While the option paper provides general trends, it does not provide a review of the quality of the evaluations being synthesized. Additionally, most of the evaluations in this meta-analysis are performance evaluations and cannot always determine causality but continue to provide substantive insights on projects' achievements and challenges.

The 10 outcomes for aggregate reporting defined by ILAB for consideration by this meta-evaluation have been presented within a framework of disaggregation and measurement according to ILAB's own definitions and strategies around sustainability. The broader literature review of activities funded outside of ILAB at times present different metrics or frameworks related to similarly defined outcomes.

The evaluation team mapped these to ILAB's 10 outcomes as best as possible. Given the established time frame for this review, and language capabilities of the existing team, the evaluation team was not able to consider evaluations or other forms of evidence in this review that are not already available in English. However, one key informant interview was conducted in Spanish by the Senior Evaluation Advisor, and Latin American activities were well covered in available English language literature. We would not consider this language barrier to have any significant impact.

Additionally, less than a third of reviewed evaluations included information on funding mechanisms so this Options Paper was not able to take funding mechanisms into account while analyzing the evaluations. While there was limited information regarding funding mechanisms, within the evaluation reports, from the data available, it can be gleaned USDOL (ILAB) largely uses cooperative agreements. In general, cooperative agreements are more flexible than contracts. While contracts can offer higher accountability, they also tend to have "limited host-country ownership"[6]. For ILO projects, the funding mechanism seems to vary depending on the donor(s). Since there was limited information regarding funding mechanisms, the analysis team cannot make specific funding mechanism conclusions for the different options. 18 of the 21 ILAB evaluations that had funding mechanism information evaluated cooperative agreements and 3 evaluated contracts. All six USAID project evaluations the analysis team reviewed evaluated contracts.

Indicators were found in some of the evaluation reports, however, as this evaluation looked across organizations, the variations in indicators limited comparisons.[7] Additionally, most of the indicators found in the evaluations did not have a target and thus could not be assessed for the achievement of

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[6] "USAID Implementing Mechanisms," (2008)

[7] This was a large part of the rationale for ILAB to develop the TOsC and standard indicators (in the Theory of Sustained Change Guidebook for ILAB's Worker Rights Programs).

the set goals. For this reason, this analysis does not include more rigorous statistical analysis or assessment of output/outcome achievement in relation to the target scale.

According to the meta evaluation, only 3 out of 98 evaluations indicated achievement of an equity or equality outcome. The analysis team does not have conclusive evidence for why this is the case, though it may be because of the amount of time it would take to influence change in a community and affect social norms that may govern who gets to access opportunities. Additionally, because this is a cross-cutting outcome, it is possible and likely that the other evaluated projects had achievements contributing to **equity and equal opportunity** that are classified or connected to the other nine labor-related outcomes.

Overview of Evaluations Reviewed

The meta-evaluation reviewed labor rights projects implemented within the last 10 years (2012 to 2022). A total of 98 evaluations were reviewed with the majority assessing projects implemented between three to five years of implementation (Figure 1). The average project duration was 3.3 years. This is consistent with USDOL and ILO projects which tend to average around four years. Five of the 98 evaluations reviewed evaluated more than one project (with different implementation periods).

Figure 1: Number of Evaluations by Implementation Period
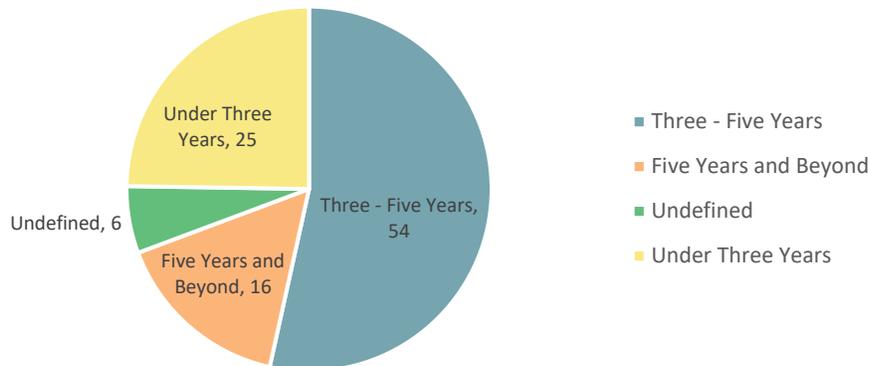
The budgets of the evaluated projects ranged from $298K to $70 million, with an average budget of $6.5 million. The average budget across the evaluations reviewed, for which data was available, is about $5.2M, where most (27.3%) are within the range of $1-2M (Figure 2). In looking at the relationship between the amount of the budget and project time frame, overall, there is a general positive trend between project budget and length of the project. Projects implemented over a longer period of time tended to have larger budgets. In turn, projects with larger budgets are also more likely to achieve their stated outcomes. Outcomes related to increasing human capacity and supply of services were the most likely to be achieved with the corresponding budget resources.

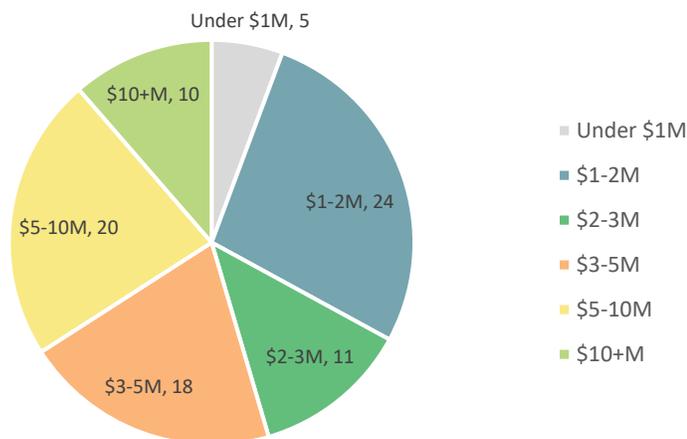*Figure 2: Number of Evaluations by Budget Range*

Table 3 shows the number of evaluated projects achieving outcomes. It is important to note that the evaluation team was unable to determine how many projects intended to achieve a specific outcome so the number shows the total number of projects that achieved the outcome and does not indicate how many projects in total intended to achieve a specific outcome. The percentages included indicate the percentage of projects that achieved outcomes among those projects that reported outcomes in each outcome category. In reviewing the weighted achieved outcomes of projects, certain trends are uncovered (Table 4). Overall, the longer the project, the greater extent to which outcomes are achieved with exceptions regarding replacement resources, demand for services outcomes and equity/equality outcomes which achieved a mix of outcomes across the time frames.

Table 3: Number of Evaluated Projects Achieving Outcomes

Outcomes	Outcome Domain Type	Number of Evaluated Projects Achieving Specific Labor-Related Outcomes	Percentage of Projects that Reported on an Outcome that Achieved that Outcome
Supply of Services	Leverage points	65	100%
Access to Services	Leverage points	22	100%
Demand for Services	Leverage points	14	100%
Human Capacity	Available capital	58	97%
Linkages/Networks	Available capital	31	97%
Behavior Change	Causal mechanism	46	92%
Motivation	Leverage points	43	91%
Utilization of Services	Causal mechanism	23	88%
Replacement Resources	Available capital	14	78%
Equity / Equality	Cross-cutting	3	50%

Table 4: Extent of Achievement (Weighted)

Outcomes	Outcome Domain Type	Achievement of Outcomes (Weighted)
Demand for Services	Leverage points	2.95
Utilization of Services	Causal mechanism	2.88
Supply of Services	Leverage points	2.84
Motivation	Leverage points	2.78
Replacement Resources	Available capital	2.76
Behavior Change	Causal mechanism	2.74
Human Capacity	Available capital	2.68
Access to Services	Leverage points	2.57

Outcomes	Outcome Domain Type	Achievement of Outcomes (Weighted)
Linkages/Networks	Available capital	2.54
Equity / Equality	Cross-cutting	2

While not all projects were designed to meet all nine of the labor rights-related and one cross-cutting outcomes, outcomes such as strengthening **human capacity** through training, capacity building, and technical assistance were part of the project design for almost all of the projects. However, it is clear that outcome level achievements related to human capacity start out relatively low for the under three years projects and continue to increase as the project duration does. Similar trends are seen for **supply of services, utilization of services**, **motivation, behavior change,** and **access to services**.

Table 5: Achieved Outcomes and their Mean Code Weight by Outcome and Time Frame

Outcomes	Type of Outcome Domain	Under 3 Years	3-5 Years	5+ Years
Demand for Services	Leverage points	3	2.93	3
Utilization of Services	Causal mechanism	2.8	2.88	3
Access to Services	Leverage points	2.5	2.6	3
Supply of Services	Leverage points	2.64	2.85	2.98
Motivation	Leverage points	2.69	2.8	2.93
Behavior Change	Causal mechanism	2.53	2.77	2.91
Human Capacity	Available capital	2.38	2.75	2.81
Replacement Resources	Capital	2.5	2.8	2.67
Linkages/Networks	Capital	2.45	2.56	2.6
Equity / Equality	Cross-cutting	2	2	2

Figure 3: Number of Evaluations by Project Topic
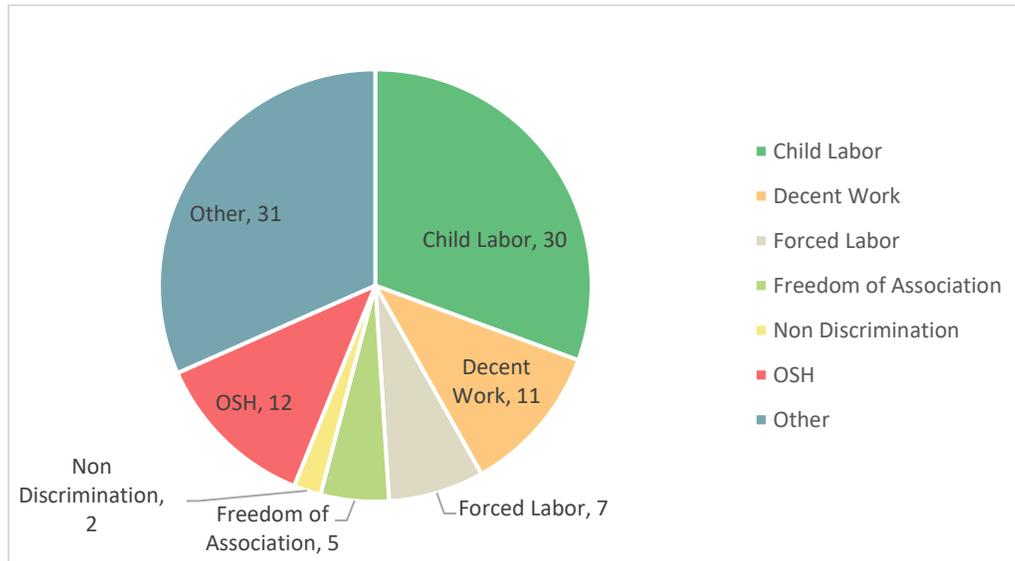
The evaluation team assigned one project topic to each evaluation, including the five fundamental labor rights—freedom of association and the effective recognition of the right to collective bargaining (FOACB); the elimination of all forms of forced or compulsory labor (forced labor); the effective abolition of child labor (child labor); the elimination of discrimination in respect of employment and occupation (non-discrimination); and a safe and healthy working environment (OSH)—the evaluated projects' topics also include Decent Work [8] (with focuses on multiple labor rights, including FOACB, non-discrimination, and OSH) and Other (*i.e.*, green jobs, HIV and AIDS, livelihood recovery, pension reform, and youth employment) (Figure 3). The 31 decent work projects evaluated focused on multiple labor rights (Figure 4).

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[8] The ILO defines "decent work" as summing up "the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for all, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men." ILO Decent Work

Figure 4: Labor Rights Focus of Evaluated Decent Work Projects
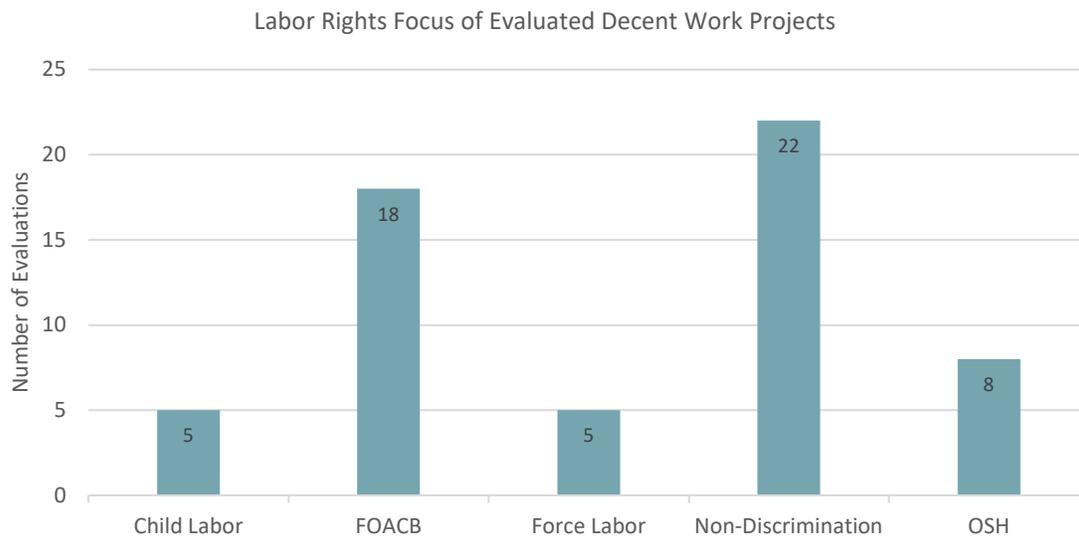
Context

The projects evaluated were implemented in 95 countries and territories. The majority of the evaluations looked at projects implemented in a single country (62%) and the remaining were implemented in multiple countries, ranging from 2 – 11 countries. Figure 5 shows a map of where the evaluated projects were implemented with darker colors indicating multiple projects implemented. Bangladesh had the highest number of projects implemented (12), followed by Cambodia (11), Indonesia (11), the Philippines (10), Vietnam (10), Jordan (7), and Zambia (7).

Figure 5: Map of Evaluated Project Locations
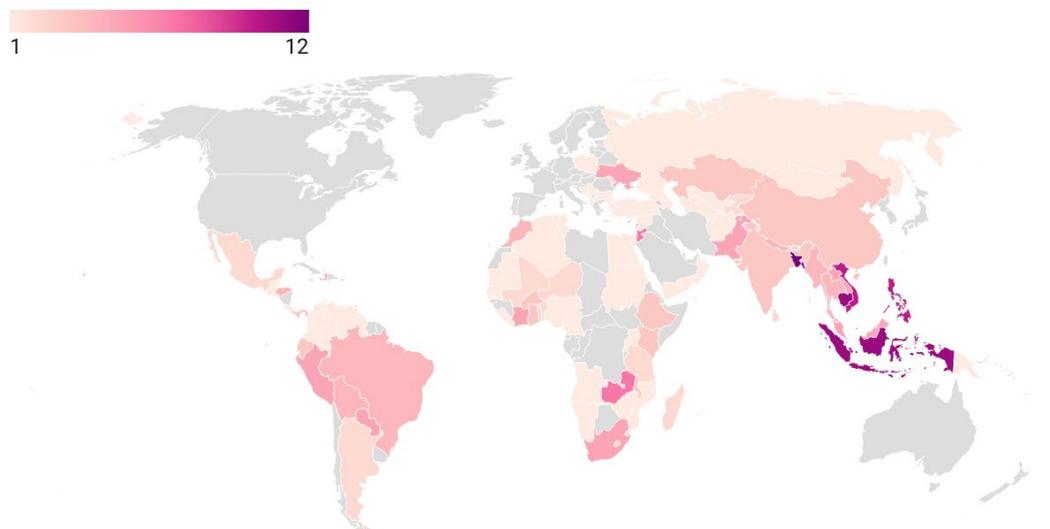
The majority of countries (82) in which the evaluated projects were implemented are at risk for instability and range from "warning" to "very high alert" according to the 2022 Fragile States Index.[9] The top ten least stable countries in which the evaluated projects were implemented (in order of least stable to more stable) are Yemen, Syria, Sudan, Afghanistan, Myanmar, Haiti, Ethiopia, Mali, Zimbabwe, and Nigeria.

The following evaluated projects are considered to be 8 of the 10 "world's worst countries for workers" according to the 2022 ITUC Global Rights Index:

- Bangladesh (12 projects)
- Brazil (4 projects)
- Colombia (1 project)
- Egypt (1 project)
- Guatemala (1 project)
- Myanmar (4 projects)
- The Philippines (10 projects)
- Turkey (1 project)

Of the 95 countries of implementation, five were classified by the Global Rights Index as "No guarantee of rights due to the breakdown of the rule of law"; 24 countries were classified as having "No guarantee of rights", and 25 countries were classified as having "Systematic violations of rights", and 23 countries were classified as having "Regular violations of rights."

The most common violations in the project countries are union busting, right to collective bargaining, rights to civil liberties, and violent attacks on workers.

12 of the 98 countries have free trade agreements with the US: Colombia, Costa Rica, El Salvador, Guatemala, Honduras, Jordan, Mexico, Morocco, Oman, Panama, Peru, and Singapore.[10] Four countries are beneficiaries of the Caribbean Basin Trade Partnership Act – Belize, Guyana, Haiti, and Jamaica.[11] 18 countries are beneficiaries of the African Growth and Opportunity Act: Angola, Benin, Côte d'Ivoire, Ghana, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mozambique, Namibia, Niger, Nigeria, Sierra Leone, South Africa, Tanzania, Uganda, and Zambia.[12] Over two-thirds (67%) of the countries are eligible beneficiaries of the Generalized System of Preferences trade program.[13]

Conclusions regarding context

For the majority of evaluations reviewed, there was no specific discussion of "context", so the evaluation team was unable to code for and discern overall trends. However, in reviewing the

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[9] Fragile States Index 1 Very High Alert; 4 High Alert; 12 Alert; 27 Elevated Warning; 17 High Warning; 21 Warning, 5 More Stable; 7 Stable; 1 Sustainable;

[10] Free Trade Agreements

[11] Caribbean Basin Trade Partnership Act (CBTPA)

[12] AGOA Eligible and Ineligible Countries – 2022

[13] Countries Eligible for GSP - Afghanistan, Albania, Algeria, Angola, Argentina, Armenia, Azerbaijan, Belize, Benin, Bolivia, Bosnia and Herzegovina, Brazil , Burkina Faso, Cambodia, Cameroon, Côte d'Ivoire, Ecuador, Egypt, Ethiopia, Georgia, Ghana, Guyana, Haiti, Indonesia, Jamaica, Jordan, Kazakhstan, Kenya, Kyrgyzstan, Lebanon, Lesotho, Liberia, Madagascar, Malawi, Maldives, Mali, Mauritania, Moldova, Mongolia, Montenegro, Mozambique, Myanmar, Namibia, Nepal, Niger, Nigeria, North Macedonia, Pakistan, Papua New Guinea, Paraguay, Philippines, Rwanda, Senegal, Serbia, Sierra Leone, South Africa, Sri Lanka, Tanzania, Thailand, Tunisia, Uganda, Ukraine, Uzbekistan, Yemen, Zambia, and Zimbabwe.

evaluations, and conducting additional research (e.g., ITUC Global Rights Index, World Bank Data) it is clear that context plays an important role in influencing a project's ability to achieve sustainable outcomes. For example, the level of political will to reform labor laws, the status of social dialogue processes, and the prevailing cultural norms that shape traditional workplace roles, are important factors to consider when designing and implementing projects.

The conclusions across the evaluated projects related to context mainly emphasized the need for contextual analyses at the start of a project (or ideally during the design phase) and recommended additional analyses in cases of major shifts in context (*e.g.,* post natural disaster, elections).

For future evaluation scopes of work, the evaluation team recommends to DOL including evaluation questions regarding the context. For example: "to what extent was the project relevant to the context of the country including the specific needs of project participants, communities, and other key stakeholders?" In addition, DOL may also consider a requirement to identify and review relevant global indices like the ITUC Global Rights Index or others that can provide more regional, national, or subnational context information that can be analyzed in tandem with specific project outcomes in order to give a broader understanding of what external or other factors can be influencing outcomes.

Regarding future project design, the evaluation team recommends the design team consider the following regarding context:

- What are the prevailing cultural norms (including traditional gender roles)?
- What are the current labor laws?
- What is the state of social dialogue processes?
- Is there political will to reform labor laws?
- Are any reforms currently being implemented or planned?
- Are there upcoming elections or other similar events that can create or limit opportunities?

Demonstrated Importance of Incorporating Country Context into Design

A few evaluations had more specific conclusions and recommendations related to a country's specific context. In the "Combating Abusive Child Labour II" evaluation, the evaluators recommended to "Address gender issues in the context of vocational/skills training on sewing/beauty for girls and more technical trades for boys. While engaging girls in the technical trades might be challenging in the Pakistani context, identifying some more gender-neutral trades could be useful in future initiatives."[14] "The Promoting Fundamental Principles and Rights at Work as Tools for Peace in Myanmar - Final Evaluation" found that the project was very relevant, particularly because forced labor "makes up part of the country's cultural context" as a result of the forced labor that has occurred in the country for decades. This context demonstrates the need for programming to reduce/eliminate forced labor.[15] The evaluation of the "Building the Capacity of the Peruvian Labor Inspectorate" and "Building Union Capacity to Reduce Precarious Employment in Peru" projects recognized the importance of Peru's labor context in that it does not have a general labor code and faces "numerous socioeconomic and political challenges."[16]

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[14] Final Evaluation of Combating Abusive Child Labour II (CACL II). ILO. Pakistan (2013),

[15] Promoting fundamental principles and rights at work as tools for peace in Myanmar. ILO. *Myanmar* (2016)

[16] Final Performance Evaluation: Building the Capacity of the Peruvian Labor Inspectorate and Building Union Capacity to Reduce Precarious Employment in Peru. ILAB. *Peru*. (2019)

For a few projects implemented in the context of natural disasters, evaluations emphasized a particular need for flexibility and practicality:

- "Project outputs, activities, and especially targets were overly ambitious for the Haitian social and political context, particularly following a devastating earthquake.[17]";
- "The 'opening planning' approach appears suitable in the disaster recovery context. It allows field teams to identify local issues; possible sub-projects to address these, and then assemble implementing teams from a range of agencies. As such it appeared to be more effective than many of the larger institutional sub-projects.[18]"; and
- "Consider strategies related to reducing administrative delays and matching the technical implementation and the administrative processes in emergency contexts.[19]"

In the "Independent high-level evaluation of the ILO's program of work in four selected member countries of the Southern African Development Community (Lesotho, Madagascar, South Africa, and the United Republic of Tanzania), the evaluation indicated that there were 13 challenges the Decent Work Country Programs faced. "However, only two of the 13 challenges were shared by more than one country – limited technical capacity and limited financial capacity." This indicates that challenges to these programs are highly country-context specific. The evaluation recommended a more customized approach to each country that reflects each country's respective socio-economic contexts, development status, and history.[20]

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[17] Final Evaluation of Haiti: Protecting children from child labour during the early recovery phase. ILO. Haiti (2014)

[18] Final evaluation of Integrated livelihood recovery for typhoon Haiyan affected communities. ILO. Philippines (2015)

[19] Typhoon Bopha Philippines: Application of local resource-based employment generation approach and joint response based employment generations and livelihood recovery interventions. ILO. Philippines. (2014)

[20] High-level evaluation of the ILO's programme of work in four selected member countries of the Southern African Development Community (SADC) (Lesotho, Madagascar, South Africa, and the United Republic of Tanzania) ILO. Lesotho, Madagascar, South Africa, Tanzania (2019)

Option 1: Shorter Duration - Under Three Years of Implementation

Of the 98 evaluations reviewed, 25 evaluations covered projects that were implemented in under three years. The average period of implementation was 1.9 years. As shown in Figure 6, the project evaluations reviewed in this study were largely in the area of Decent Work (10) (with focuses on FOACB, non-discrimination, and OSH) and Child Labor (4). A little over half (54%) of the evaluations conducted focused on a project in a single country. The remaining were multi-country program-level evaluations. In terms of data sources, the largest percentage of evaluations for projects under three years of implementation came from ILO (88%), followed by USDOL (8%), then USAID (4%).

Figure 6: Number of Evaluations by Topic
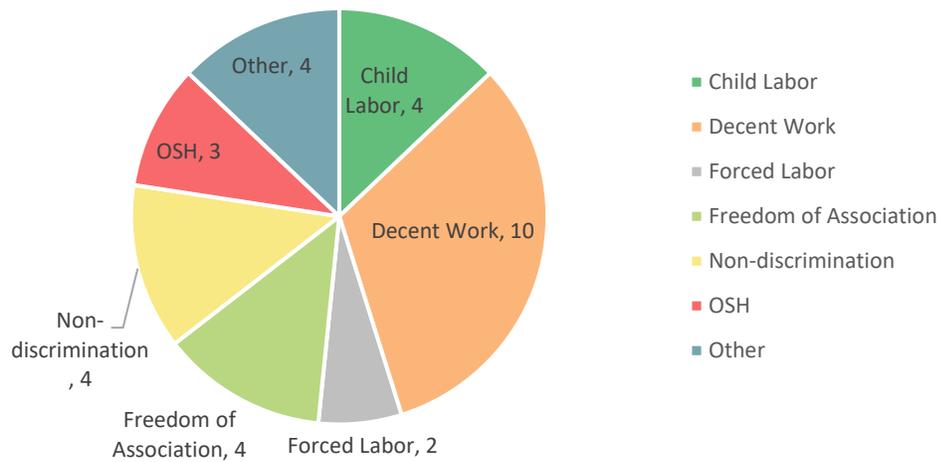
Project Budget: Budgets for these projects were available for 21 (out of these 25) evaluations and their budgets ranged from $298K to $9.9M with an average of $3M and median of $1.8M with four activities with a budget over $5M.

Figure 7: Evaluated Projects Under 3 Years by Budget Range
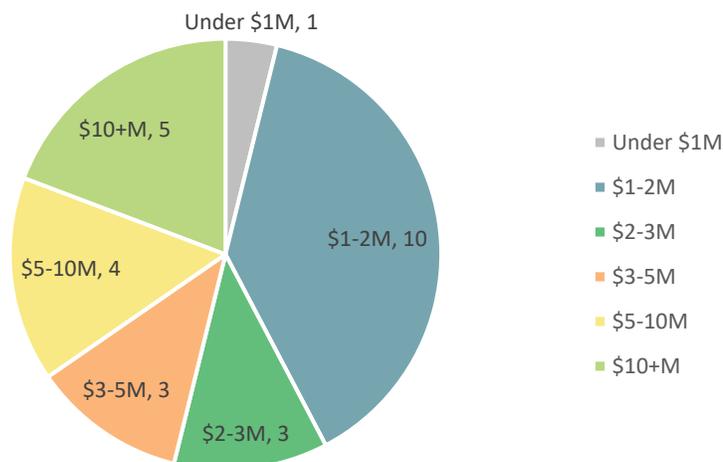
The type/level of outcome

From the evaluations reviewed the outcomes achieved by the highest number of projects within a time frame of under three years are the increase in (or improvement in quality of) **supply of services** and **human capacity.** Many of the projects focused on human capacity outcomes to varying degrees of success; the related activities included working to build skills and capacity of individuals in a particular sector to increase employment, awareness raising on forced and child labor through the dissemination of various materials, capacity building of trade unions, developing guidelines and raising the awareness of judges and prosecutors involved in labor rights cases, and developing capacity of employers' organizations to create decent work opportunities.

Table 6: Percentage of Evaluated Projects Under Three Years Achieving Outcomes [21]

Achieved Outcome	Demand for Services	Equity/ Equality	Replacement Resources	Utilization of Services	Access to Services	Behavior Change	Motivation	Linkages/ Networks	Human Capacity	Supply of Services
Under 3 Years	4%	4%	16%	16%	20%	28%	32%	40%	44%	52%

Below are examples of the outcomes achieved by **labor right**:

Effective abolition of child labor. For projects focused on reducing child labor the following were achievements related to **human capacity** and **supply of services** seen across the majority of projects, with the following as common achievements:

- High levels of beneficiary children enrolled in/attending school
- Training youth in entrepreneurship and in specific trades and providing them tools to start their own businesses
- Raising awareness of child labor and labor rights at community and household level

FOACB. The Promoting the Right to Freedom of Association and the Right to Collective Bargaining Outcome 14 project implemented in 12 countries was successful in improving respect for freedom of association and collective bargaining rights in several countries according to the evaluation. It achieved **motivation, linkages/networks,** and **supply of services outcomes.** "Examples include developing guidelines and raising the awareness of judges and prosecutors involved in labour rights cases (Sri Lanka and the Philippines), supporting the creation of tripartite social dialogue forums (Malawi, Morocco, Zambia), and the development and support for implementation of national or sectoral action plans on freedom of association and collective bargaining (Malawi, Brazil, Rwanda, Zambia)." Additionally, the project incorporated gender into its strategy and "many of the activities of the Project focused on labor relations challenges in sectors where women workers are predominant" and worked to achieve gender balance in training activities. "Some countries were purposeful in mainstreaming gender into program activities by focusing on discrimination and sexual harassment. "The evaluation team recommended that future FOACB focus on "fewer countries with higher intensity" and that "future technical

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[21] This table shows the percentage of projects achieving outcomes out of the total number of projects under three years; and not the percentage of projects achieving outcomes out of the total number of projects intending to achieve that outcome.

cooperation programmes on freedom of association and collective bargaining should favour designs that are sector and perhaps even commodity specific." [22]

> **FOACB Design Lessons Learned**
>
> The Final Evaluation of the Promoting Fundamental Principles and Rights at Work (FPRW) and Labour Relations in Export Oriented Industries in Bangladesh recommends that media component must be included in contexts where there is a lack of awareness of international labor standards, FOACB, FPRW. The media can help projects amplify their messages and reach a broader audience.

Elimination of all forms of forced or compulsory labor. The USAID/Cambodia Countering Trafficking in Persons (CTIP) program achieved **supply of services** outcomes and had two interventions, one focused on connecting at-risk persons for trafficking to legitimate employers and providing training in "soft skills" to help with job retention and the other focused on technical assistance to at-risk persons. The program created an internet-based platform to inform low-skilled migrants about job opportunities and also delivered workplace professionalism trainings. The impact evaluation found that there was success in increasing at-risk persons' knowledge and usage of formal sources of information about job opportunities, including job websites and employment agencies but this did not necessarily translate into increased confidence in finding and keeping jobs. The project worked with local communal leaders to target and deliver technical assistance based on commune needs such as vegetable growing training, and training for farmers' associations. The impact evaluation noted there was high participation in the interventions and but no evidence of improved economic outcomes for at-risk persons. One challenge the evaluation team flagged was the difficulty for the project to identify young males at risk for labor trafficking. [23]

Elimination of discrimination in respect of employment and occupation. "The Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality" project achieved **behavior change, motivation,** and **human capacity outcomes** in a relatively short period of two years. "The project's support for dialogue within the trade union movement engaged main trade union partners in project activities, contributing to trade union ability and motivation to work together on critical issues." [24] Training activities focused on building the capacity of trade union gender committee members and women workers by improving their knowledge of basic principles and rights at work. The project focused on contributing to democratization and **non-discrimination** through the promotion of the ILO 1998 Declaration on fundamental principles and rights at work (FPRW), which happened at an opportune time according to the evaluation: "The social, economic and political situation in Morocco during the project implementation period, unlike in many countries in the region, was stable which benefited the project. During the project implementation period, the government proposed important social and economic reforms…relations between the government and trade unions were tense with trade unions worrying that some gains won in previous years were at risk. This affected project implementation by raising the political stakes surrounding some project interventions." The evaluation noted several project successes including the expansion of knowledge of FPRW among trade union workers and raising journalists' awareness on FPRW to create a more widespread and balanced

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[22] Promoting the Right to Freedom of Association and the Right to Collective Bargaining – Outcome 14 Final Independent Evaluation. ILO. Brazil, China, Jordan, Malawi, Morocco, Niger, Philippines (the), Rwanda, Sri Lanka, Viet Nam, Zambia. (2016)

[23] Impact Evaluation of USAID/Cambodia Countering Trafficking in Persons (CTIP) program. USAID. *Cambodia* (2020)

[24] Promoting fundamental principles and rights at work through social dialogue and gender equality. ILO. *Morocco* (2014)

discussion of labor rights in the media. The evaluation also noted some weaknesses of the project including having too many objectives and desired outputs relative to the resources available. [25]

OSH. The evaluation of the "Increasing Workplace Compliance Through Labour Inspection" project, implemented in Vietnam, achieved **linkages/networks**, **human capacity**, and **behavior change** outcomes and the evaluation noted the project, "with modest means [a budget of $1.3M and duration of 2.5 years] achieved positive contributions to sustainability especially in terms of: awareness raising, policies and practices developed, capacity building tools produced, and capacities enhanced." The project aimed to improve institutional capacity of the Ministry of Labour, Invalids and Social Affairs (MOLISA) and strengthen workplace compliance. The evaluation found that MOLISA's institutional and technical capacities improved as a result of various training activities following the design and initial implementation of the national training plan. The evaluation also found workplace compliance was strengthened by raising awareness among government organizations and social partners through the project's Labour Inspection Campaigns. [26]

The context for achieving those results

For projects under three years, there are key design factors leading to achievements of results:

Project designs with shorter time frames should focus on **supply of services** and **human capacity outcomes** as they are likely to be the most achievable in a shorter time frame.

- Given the fairly short duration, a lot of the success can be shaped by the country context (as the example given above of the Government of Morocco proposing reforms during project implementation and the country enjoying a period of political and economic stability) and also benefits from inclusive planning.
- When capitalizing on a window of opportunity such as recent labor reforms, short-term projects can help create an immediate positive effect.
- Collaboration with local and national media outlets in the country of implementation can help maximize awareness of labor rights and help projects spread the word/share information more effectively to a broader audience, which may be especially useful for projects with a shorter duration.
- For shorter-term projects to achieve desired outcomes, project designs that are reflective of the local context are critical. Project designers can consider shorter term projects as a way to information gather and conduct needs and capacity assessments, begin to form relationships as a pilot project that can then be expanded with more time and money.
- Project designs should be tailored to the specific country context, paying particular attention to current political will, labor laws, planned reforms, and social norms. In addition, project designs should be flexible allowing implementers to adjust based on learning what is or is not working for whom and why or why not, as well as changes in the country context. Funders should not use a cookie-cutter approach for project designs where the designs are the same for each country.
- Projects should be required to develop detailed sustainability plans early in the life of the project and then updated periodically to reflect experience and learning so they evolve. Projects should not wait until the end of the project life cycle to develop sustainability plans since adequate time is needed to build capacity, create sustainable linkages, and identify replacement

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[25] Promoting fundamental principles and rights at work through social dialogue and gender equality. ILO. *Morocco* (2014)

[26] Increasing workplace compliance through labor inspection. ILO. *Viet Nam*. (2016)

resources. The sustainability plans should also be monitored and adjusted over the life of the project.

Table 7: Pros and Cons of Projects with a Short Duration and Small Budget

Achieving Results within a three-year (or shorter) time period	
Pros	**Cons**
• Short-term projects can serve to pilot new approaches for future expansion. • Relatively quick implementation period so subsequent projects can replicate or expand on successes; or learn valuable lessons about what did not work to inform future designs	• Higher level effects or outcomes are more difficult to achieve within a shorter time frame • Programs will likely not have time to create institutional changes including policy changes. • While outputs and lower-level effects or outcomes may be achieved, they are difficult to sustain. • Any impact on gender equity, which requires behavioral change, is likely not to be effective in short-term projects. • It is difficult to measure the effect and achieve sustainability of key outputs and outcomes in a short time period.

Sustainability

While most evaluations noted the time period as too short to truly achieve sustainability of key outputs and outcomes, there were some notable successful awareness raising and training approaches, which could be sustained if they fostered changes in the mindsets of participants. For example, this was done through building stakeholders' capacity through collaborative design and implementation of tailored capacity building activities.

However, given the short time frame and delays encountered by many of the projects, there was inadequate time to achieve sustainability of many outputs and outcomes. The time limitation also constricted finalization of some research products and training tools, which threatens the sustainability of those outcomes.

No matter the length of the project, it is crucial to have a detailed sustainability plan and/or exit strategy to help ensure local individuals, communities, and partners have the knowledge, skills, and processes from which they can continue to benefit. The detailed sustainability plan should identify the outputs, outcomes, and other processes that are to be sustained, the capacities that the project stakeholders require to sustain them, necessary institutional linkages, and replacement resources needed to continue to implement specific activities. It should also reflect up-to-date risk analysis and stakeholder analysis/actor mapping.

Regarding achieving outcomes related to equity, if the projects were not focused on topics where women workers are predominant, gender was sometimes mentioned in project strategies but in general not measured. In most countries and in global training activities, projects sought to achieve gender balance among participants and records of participation were sex-disaggregated but little more is done

to integrate gender into programming. Deeper changes in attitudes and resulting behaviors takes time and requires specific gender strategies (for women and men) depending on the program objectives.

> The scope and sustainability of project outcomes were affected by two internal obstacles: a. The short timeline (2 ½ years) for identification of project beneficiaries and implementation of most activities, which was insufficient to guarantee the sustainability of outcomes, and b. The wide and scattered scope of project target sites, which led the demand for services in all communities to be much greater than project resources.
>
> *-Final Evaluation of the Protecting the Working Conditions of People in Haiti project. ILAB. Haiti. (2018).*

Overall, projects largely successful for this period were those focused on achieving output level results. Those that achieved short-term outcomes in this project duration category are largely follow-ons, or second phases of previous projects. The three-year and under projects have a limited role to achieve specific outputs but are not appropriate for achieving and sustaining higher level effects/outcomes. However, there were some successful outcomes achieved. For example, the Promoting Freedom of Association and Social Dialogue in Myanmar conducted capacity development of trade union organizations and the registration of a confederation and federations is a major achievement. The evaluators saw this capacity development as sustainable, and the project has helped cement the future of the trade union movement in Myanmar.[27].

The main challenges for projects within this time frame are the limited time and, in some cases, the budget or financial resources. This impacts the effectiveness in reaching expected project outcomes. For example, the project design for "Promoting Fundamental Principles and Rights at Work as Tools for Peace in Myanmar".[28], sought to address the various interests of the donor and the ILO, proving to be overambitious. Similarly, evaluators of projects targeting stakeholders at all levels and across countries, such as the "Effective Governance of Labour Migration and its Skills Dimensions in Moldova and Ukraine" stated that the time frame was too short for such complex project.[29]. When reviewing challenges by sector, the main issue is the sustainability of results. While enrollment in schools generally increased across projects that focused on eliminating child labor, there were concerns of sustainability in the long run. Additionally, challenges included mainstreaming child labor issues in the education program and developing or strengthening the capacity of key partners involved.[30] Moreover, while awareness raising for child labor and forced labor have been successful in terms of reaching the number of people targeted, there's mixed results in changing the mindsets of participants and the institutional frameworks have not been strengthened to ensure sustainability to reach higher level outcomes.[31]

Staff capacity was a determinant to reaching outcomes across many of the projects. Given the short time frame, project staff not solely committed to implementing the project and limited staff expertise

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[27] However, due to the February 1, 2021, coup, this outcome is no longer sustained. Promoting fundamental principles and rights at work as tools for peace in Myanmar. ILO. *Myanmar* (2016)

[28] Promoting fundamental principles and rights at work as tools for peace in Myanmar. ILO. Myanmar (2016)

[29] Effective governance of labour migration and its skills dimensions. ILO. *Moldova, Ukraine*. (2013)

[30] "Combating child labour through education" and "Combating child labour through skills training for older children" ILO. Bolivia, Indonesia, Mali, Kenya, Uganda (2016)

[31] Promoting fundamental principles and rights at work as tools for peace in Myanmar. ILO. Myanmar (2016)

resulted in a delay in implementation.[32] Projects with broad scopes of work that call for collaboration with multiple stakeholders are also constrained by the relatively short period of implementation.

> Because of the earlier delays, some training programs were seen as being put together at relatively short notice and delivered to some participants whose level of awareness of the issues, or their status in the employers' organizations, might not reflect the needed authority or competence to act effectively on them.
>
> *-Developing the capacity of Employers' Organizations in the Arab Region to contribute to job-rich growth through effective policy and social dialogue. ILO. Jordan, Lebanon, Oman, Palestine, Yemen. (2016)*

Buy-in from government stakeholders at national and local levels is key for sustainability. Projects implemented in under three years are too short to build and establish these relationships. This challenge was seen for the majority of projects under three years. This issue was compounded for projects that set broad agendas. For example, the "Promoting Workers' Rights and Labour Relations in Export Oriented Industries in Bangladesh" project had weak project governance structures and an insufficient level of coordination. This created a lack of awareness among stakeholders at the national and local level.[33]

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[32] Promotion of Decent Work in Southern African ports - Port Work Development (PWD) Phase II Project. ILO. South Africa, Mozambique (2016) https://ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_493771.pdf

[33]Promoting fundamental principles and rights at work and labor relations in export-oriented industries in Bangladesh. ILO. Bangladesh (2016)

Option 2: Medium Project Duration - Three to Five Years of Implementation

From the 98 evaluations reviewed, 54 evaluated projects had an implementation duration between three and five years. The projects evaluated were largely in the area of Child Labor (21), Decent Work (14), and OSH (9). Thirty-three of the evaluated projects (63%) within this time frame were implemented in a single country. Nineteen of the evaluated projects were implemented in multiple countries, ranging between two and 11 countries. In terms of data sources, the largest percentage of evaluations for projects between three and five years of implementation came from ILO (61%) followed by USDOL (35%), and USAID (4%).

Figure 8: Number of Evaluations by Topic
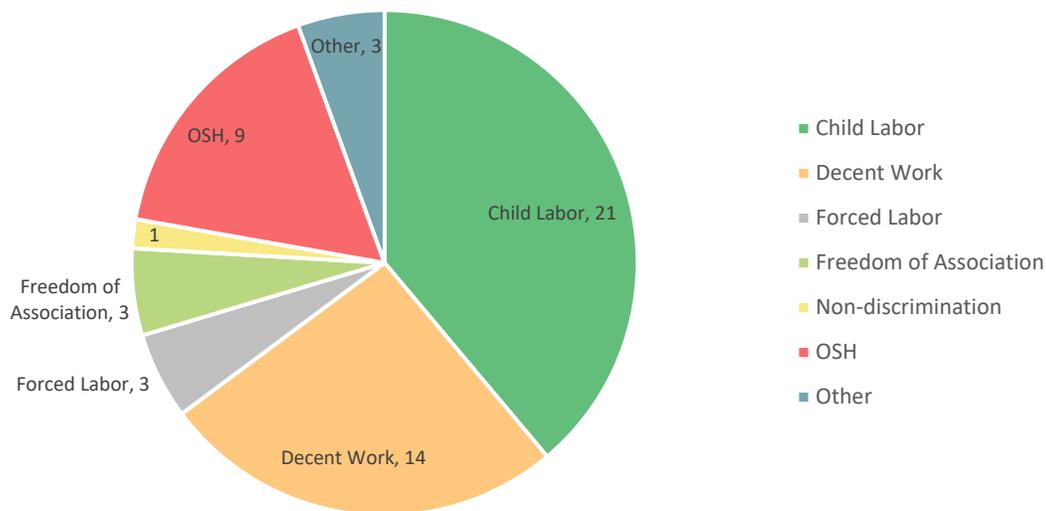
Project Budget: Budget information was available for 48 of these 54 projects, and the budgets ranged from $600K to $56.2M with an average of $5.2M, including five projects with a budget over $10M. The median budget was $3.6M.

The type/level of outcome

From the evaluations reviewed, the outcomes achieved by the largest number of projects within this time period were an **increase in the supply of services** (including improved quality of service delivery), improved **human capacity,** and **behavior change**.

Table 8: Percentage of Projects Between Three- and Five-Years Achieving Outcomes [34]

Equity/ Equality	Replacement Resources	Demand for Services	Utilization of Services	Access to Services	Linkages/ Networks	Motivation	Behavior Change	Human Capacity	Supply of Services
0%	13%	19%	24%	30%	33%	46%	52%	59%	72%

Elimination of discrimination in respect of employment and occupation: The 3.5-year long Initiative to Guard against Labor Discrimination Project: "IGUALDAD" in Mexico achieved behavior change, motivation, and human capacity outcomes. The project successfully collaborated with two independent trade unions, who helped support awareness raising on reporting gender-related discrimination in the workplace. The evaluation discovered that the project did not achieve its target on the use of gender indicators in the Federal Ministry of Labor inspection guidelines largely due to insufficient political will, insufficient buy-in from inspectors, confidentially issues related to staff, and the lack of a clear follow-up process for cases of suspected discrimination. To mitigate these risks in the future, the evaluators recommended integrating gender indicators into existing protocols and taking care to consider the perspective of active labor inspectors. And, in general, when dealing with potentially sensitive topics such as workplace discrimination, implementers should plan to and take time to develop relationships and gain trust of key stakeholders. They also recommended USDOL consider "committing to longer-term financial support of projects that promote sensitive policy initiatives such as those that protect workers from discrimination based on gender, sexual orientation and pregnancy status." [35]

FOACB. The evaluation of the Promoting Fundamental Principles and Rights at Work in Bangladesh project achieved human capacity and behavior change outcomes. The evaluation noted that the project contributed to increased learning and more open discussions about Freedom of Association in the Ready-Made Garment sector, including workers' rights and workplace management. The project "brought up to discussion what genuine representation really means and involved stakeholders in debates about selection criteria for training and capacity building and women's participation."

The evaluation of the Promoting Freedom of Association and Social Dialogue in Myanmar project noted the project's capacity strengthening of trade union organizations was a major achievement and a sustainable one. The project's activities contributed to tripartite and bipartite social dialogue and engaged all constituents, as well as formally recognizing trade unions as tripartite partners. Through their participation in project activities, the evaluation team noted constituents are able to make an important contribution to the process of industrial law reform."

OSH. The Improving Safety and Health at Work through a Decent Work Agenda project was implemented in Honduras, Malawi, Republic of Moldova, Ukraine, and Zambia ($1.6M budget, 3-year duration). It achieved supply of services outcomes and aimed to foster the tripartite development of a promotional framework for OSH and help reduce occupational accidents and work-related disease. This activity is expected to be continued by local trainers within the framework of national OSH programs on the basis of the institutional capacities built by the project in each country. However, evaluators noted greater sustainability may only be obtained in countries like Ukraine and Honduras, where the issue of OSH is institutionalized by governments, at a tripartite level. Project successes also include the effective training of Domestic Worker Organization's members on the right to decent work, occupational health

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[34] This table shows the percentage of projects achieving outcomes out of the total number of projects between three and five years; and not the percentage of projects achieving outcomes out of the total number of projects intending to achieve that outcome.

[35] Final evaluation of the initiative to guard against labor discrimination project 'IGUALDAD.' ILAB. Mexico. (2018)

and safety in the workplace, vocational skills to improve their bargaining position, as well as legal aid in cases of dispute or exploitation.[36] The project contributed to increase the sense of ownership and capacity of various stakeholders in all countries, particularly at the steering committee level, and by the end of the project risk assessment and management courses were being replicated or the subject included in the curricula of diverse institutions in all target countries (training institutes, OSH inspectorate, trade unions, employers' associations).

There were also successes under child labor focused projects:

Improved capacity of CSOs to understand and address child and forced child labor.[37]

- Expanding the capacity of local academics to conduct high quality research on child labor, forced child labor, and unacceptable working conditions for children.[38]
- Awareness of child labor which is now recognized by governments where the project is implemented.[39] (These are findings from Phase III of implementation which had a time frame of three years.)
- Success in up-scaling International Programme on the Elimination of Child Labour tools and models through piloting.[40] (These are findings from Phase III of implementation which had a time frame of three years.)

The evaluators noted some common challenges in achieving the outcomes for this time frame. For projects focused on child labor, increasing the awareness of the negative effects of child labor demands a big cultural shift that is not seen and will need further support and time; this is similar for projects in other areas including non-discrimination and OSH, as projects working on these topics also benefit from focusing on awareness raising and potentially influencing cultural and social norms (e.g., traditional gender roles, women in the workplace).[41]

Projects closer to five-year implementation were more integrated, and able to achieve higher-level outcomes. The Burkina Faso Reducing Child Labor through Education & Services project for example, had a well-managed Village Savings and Loans program which integrated households successfully to increase income for households, so children were more likely to go to school.

The context for achieving those results

Projects with an implementation period between three and five years are able to achieve and sustain outcomes to a greater extent than projects with shorter implementation periods, particularly supply of services, behavior change, motivation, human capacity, and replacement resources outcomes.

For projects within this time period, there are contextual and design factors leading to the achievement of results:

- Complementing individual capacity building with institutional capacity building.
- Building a sustainability plan from the start of the project.

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[36] PROMOTE: Decent Work for domestic workers to end child domestic work. ILO. Indonesia, Regional Asia. (2017)

[37] Final evaluation of the Child Labor Improvements in Bangladesh (CLIMB) Project. ILAB. Bangladesh (2021)

[38] ibid

[39] Combating child labour in Central Asia: Commitment becomes action. ILO. Kazakhstan, Kyrgyzstan, Tajikistan (2013)

[40] ibid

[41] Final evaluation of the Child Labor Improvements in Bangladesh (CLIMB) Project. ILAB. Bangladesh (2021)

- Conducting assessments at the start of the project (e.g., needs assessment, gender analysis, capacity assessment) allows the implementers to establish more relevant delivery of interventions (e.g., tailored training curricula for trade union leaders).
- National ownership that either exists at the start of the project or as a factor that the project helps establish over the life of the project via consultations, capacity building, and institutional capacity building.
- Inclusion of tripartite constituents in institutional and management strengthening efforts (e.g., for FOACB projects in areas such as union organization, collective bargaining, and social dialogue, etc.).
- The political commitment of local authorities and employers and the economic situation of governments' finances.

Table 9: Pros and Cons of Projects with a Medium Time Frame

Achieving Results within a 3-5-year time period	
Pros	**Cons**
- Medium term projects have sufficient time to effectively achieve outcomes related to behavior change and motivation and are more likely to be able to sustain outcomes than short term projects. - The duration allows adequate time for implementers to build trust and relationships with stakeholders.	- Projects focused on local service delivery can be difficult to sustain during this timeframe because of dependence on donor resources; project sustainability plans should consider identifying alternate sources of funding post-implementation. - The country context influences project success and sustainability, and while some factors can be influenced by project interventions (e.g., strengthening institutions), some are outside of any project scope (e.g., sudden political instability, natural disasters) so the project should employ an inclusive and flexible project design which is more resource-intensive to successfully implement.

Sustainability

The evaluations reviewed detailed a variety of practices that these projects applied to promote sustainability. These included:

- Developing exit strategies or sustainability plans at the onset of the project.
- Documenting good practices and lessons learned throughout the project.
- Delivering institutional and technical capacity building that results in behavior change.
- Integrating sustainability in the intervention model. The High-level independent evaluation of the ILO's Decent Work Programme in Bangladesh, Nepal, Sri Lanka and Pakistan found that projects, such as Sri Lanka's LEED+, are "embedding exit more explicitly into their intervention models, whereby private sector buyer investment is leveraged to build the productive capacity

of local enterprises, in a "win–win" arrangement for suppliers and buyers and replacing donor investment."

Factors that hinder project sustainability

- Unfavorable political and institutional situation in the implementing country
- Weak social dialogue processes and spaces
- Response capacity and alignment of interventions with national demands
- High degree of dependence on cooperation funds
- Absence of a strategic programming framework
- Lack of exit strategies or sustainability strategies

- High-level independent evaluation of the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru, and the Bolivarian Republic of Venezuela. ILO. Bolivia, Colombia, Ecuador, Peru, Venezuela (2020)

Option 3: Longer Project Duration - Five to Eight Years of Implementation

Of the 98 evaluations reviewed, 16 covered projects with an implementation time frame between five and eight years. The evaluated projects largely worked in the area of Decent Work (7) and Child Labor (5). Eleven of the 16 evaluated projects (69%) were implemented in a single country and five projects were implemented in multiple countries (ranging from 4 - 11 countries). In terms of data sources, the largest percentage of evaluations for projects between five and eight years of implementation came from ILO (69%), followed by USAID (12.5%), USDOL (12.5%), and World Bank (6%).

Figure 9: Number of Evaluations by Topic
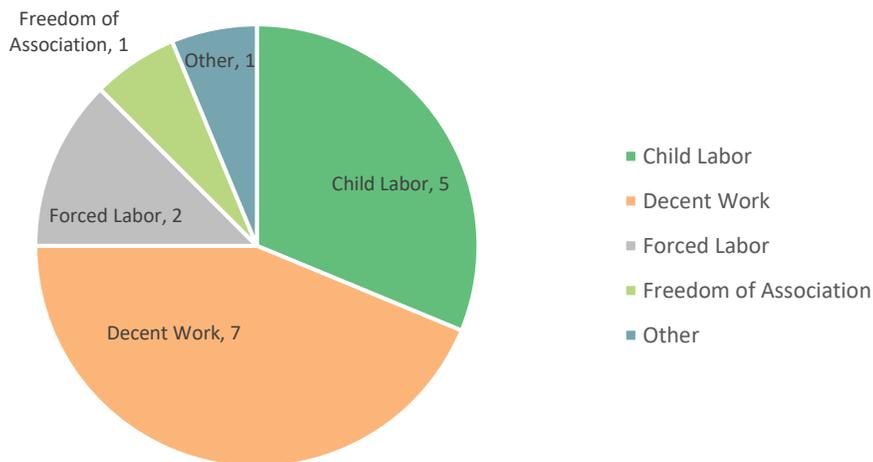
Project Budget: Budget information was available for 12 of these 16 evaluated projects, and the budgets ranged from $1.6M to $25.8M with an average of $9.1M and four activities with a budget over $10M. The median budget is $6.6M.

Figure 10: Evaluated Projects 5+ Years by Budget Range
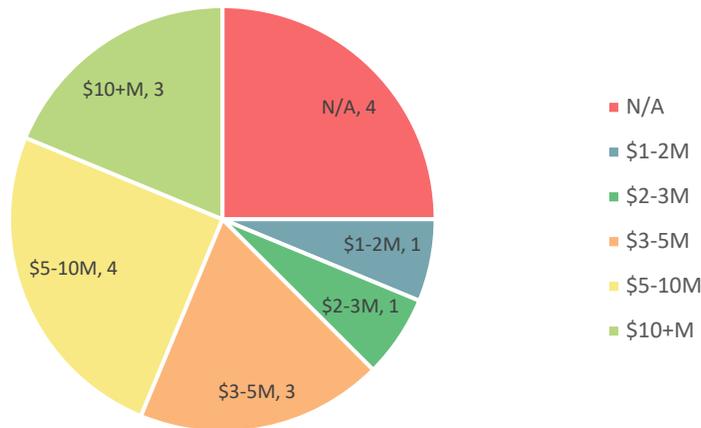
The type/level of outcome

From the evaluations reviewed the outcomes achieved by the largest number of projects within this time period are an increase/improvement in **human capacity** and **supply of services**. This is followed by **motivation**, **behavior change**, and **utilization of services**. Compared with projects with shorter durations, projects within this timeframe achieved outcomes to a greater extent. The project evaluations indicated that capacity building efforts were largely successful across a variety of sectors including reducing/eliminating child labor, decent work, and countering trafficking in persons. Generally, the longer time period allows more opportunities for the achievement of multiple target outcomes and also for the integration of sustainable practices.

Table 10: Percentage of Projects Between Five- and Eight-Years Achieving Outcomes [42]

Equity / Equality	Replacement Resources	Linkages / Networks	Demand for Services	Access to Services	Utilization of Services	Behavior Change	Motivation	Supply of Services	Human Capacity
13%	13%	19%	25%	25%	31%	44%	50%	63%	69%

For projects focused on child labor, the following are some key achievements:

- Significant influence on national policies, debates and institutions involved in child labor issues.
- Effective strengthening of international partnerships and advocacy against child labor.
- Increased knowledge on child labor and education issues and support skills-training activities.
- Mainstreaming of children after transitional education into formal education.
- Contribution to an improved knowledge base in rural areas concerning child labor, skills, and youth employment issues.
- Increased knowledge among stakeholders about workplace-based training for youth, including vulnerable and marginalized youth.

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[42] This table shows the percentage of projects achieving outcomes out of the total number of projects between five and eight years; and not the percentage of projects achieving outcomes out of the total number of projects intending to achieve that outcome.

- Youth aged 15-17 who obtained literacy/vocational training and/or toolkits were able to find employment or start their own work.

One project was implemented in 12 countries and is a comprehensive capacity building approach at the institutional level, targeting national-level government, trade unions, employers, NGOs, and schools. It achieved several outcomes: **supply of services, human capacity, utilization of services,** and **access to services** The evaluation found that the project made solid achievements, with some countries achieving greater results while countries experiencing political instability or conflict achieved results to a lesser extent. Partnerships and close coordination with Ministries of Education were critical for success as the capacity building included school retention monitoring and incorporation of curricula and approaches for educating children in at-risk situations.[43]

Elimination of all forms of forced or compulsory labor. The final performance evaluation of the Actions for Combating Trafficking-in-Persons Program, which achieved **supply of services** and **human capacity** outcomes, found that the program successfully used a peer-to-peer approach to amplify public awareness and supply training services. The evaluation found a benefit in leveraging local communities and engaging these youth but did not have sufficient time to explore the effectiveness of peer leaders.[44]

For projects focused on decent work (including FOACB, OSH and non-discrimination), the following are some key achievements:

- Developed and piloted standard operating procedures for labor inspectors in Bangladesh in the garment sector.
- Conducted capacity-building of labor officers on grievance handling and basic OSH measures in Bangladesh in the garment sector.
- Supported the creation of a Rapid Response Unit in Sri Lanka to quickly address critical industrial relations issues, such as anti-union discrimination.
- Established collective bargaining pilots across multiple enterprises in five industrial zones to inform policy formulation on collective bargaining in Vietnam.
- Contributed to the implementation of a new law on preventing sexual harassment in workplaces, aligning with the Violence and Harassment Convention, 2019 (No. 190) and the ILO's cross-cutting policy driver on gender and non-discrimination in Bangladesh.
- Facilitated a negotiated process to reach agreement among tripartite constituents about a minimum wage fixing system in Cambodia.

FOACB. The evaluation of the "Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt" (implemented in two phases) found that the project was effective despite taking place during a period of political instability. The project achieved **human capacity, motivation,** and **behavior change** outcomes. The evaluation found that the project was able to bring labor issues and related grievances to the "forefront of the political discourse in Egypt." And that, based on the project's experience, fostering dialogue among social partners and at the same time working with employers and workers' associations "yields greater results than working with each social partner alone without establishing the necessary linkages and building confidence to promote social dialogue. In Port Said and Cairo, the project strategy of working at the governorates level and on sector-specific issues was perhaps the most successful implementation strategy."

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[43] Final evaluation Tackling child labour through education (TACKLE). ILO. (2013)

[44] Final performance evaluation of the Actions for Combating Trafficking-in-Persons (ACT) Program. USAID. Bangladesh. (2014)

One evaluated project demonstrating achievements of the **equity and equal opportunity** outcome, was the "Promoting gender equality for decent employment in Pakistan" project (which had a five-year duration and $5.9M budget). [45] The evaluation found that "in the area of gender equality and treatment in employment of women in the workplace, very limited progress can be directly attributed to the project." However, the evaluation also emphasized that the project "contributed to the national policy dialogue that has been crystalized in the strengthening of policies and laws that address gender equality and equal treatment of women in employment."

Better Work Projects: Promoting OSH

"Better Work" (BW) is ILO's multi-country flagship program jointly run with the International Finance Corporation (IFC). "Better Work brings diverse groups together – governments, global brands, factory owners, and unions and workers – to improve working conditions in the garment industry and make the sector more competitive." Country-level BW projects in Haiti, Bangladesh, and Jordan had multiple phases of implementation. The analysis team reviewed evaluations across two phases for each country to highlight any major differences in achieving outcomes across time. These projects have been running for at least eight years and have made progress in reaching the target number of project participants and making headway to strengthen stakeholder engagement. However, there were mixed results in achieving outcomes across the years of implementation, partly due to political and country context. Common outcomes achieved across all three country programs are human capacity and supply of services outcomes.

The Better Work Jordan (BWJ) Phase III evaluation notes the project has successfully created a sustainable dialogue, accomplished via regular communication and meetings. BWJ capacity building efforts have raised stakeholder awareness of the benefit of compliance for Jordan's garment sector. "The dialogue between stakeholders is now perceived as a need that should be maintained. The communication between stakeholders has become an established way of working, thus ensuring its continuity, regardless of BWJ's platform. If BWJ does not maintain their efforts, the dialogue could change shape, but it would not be lost." BWJ has achieved linkages/networks, human capacity, demand for services, and supply of services outcomes. The evaluation notes the BWJ's effectiveness can be attributed to program management and leadership, knowledge of the local context, and the long duration of the program which allowed for relationships and trust to build among stakeholder and with the program.

Better Work Bangladesh (BWB) has seen improvements in areas of compliance of subscriber factories, specifically in compensation, social dialogue, and OSH. The project has achieved multiple outcomes including supply of services, human capacity, and behavior change outcomes. While BWB has a sustainability approach which focuses on increasing the scale of impacts, there is no comprehensive sustainability plan.

The interim evaluation of Better Work Haiti (BWH) points out that contextual factors beyond the program's scope and control such as weak state institutions in Haiti are limiting its success. Its work with trade unions has room for improvement – including having trade union representation on BWH's tripartite governance committee. The evaluation recommends BWH expand its capacity building beyond training of trainers and build capacity of trade union leaders to develop and deliver their own training programs and enhance organizational development efforts including recruitment of new members, due collection, and management of membership lists. Regarding BWH's non-discrimination work, the evaluation cites the project's "commitment to addressing gender and non-discrimination

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[45] https://betterwork.org/

concerns and integrating interventions to address these concerns in its assessment, capacity building, and partnership strategies are an effective practice to contribute to greater gender equity and less discrimination" as a promising practice. The project has achieved supply of services, demand for services, and human capacity outcomes.

The context for achieving those results

Projects with a longer time frame and larger budgets reach more outcomes, which are more likely to be sustained. These longer-term projects were also able to achieve institutional changes including important policy changes.

For projects over five years, there are key design factors leading to the achievement of results:

- These project designs should account for the local context (*e.g.*, cultural norms, economic and political situation, security situation) at the time they are first designed. These project designs should be also flexible and thus adapt to changes in the context or important learning about what is working and what is not working for whom and why or why not. These kinds of adaptive management approaches allow the project to pivot, rethink, and adjust interventions.
- Another important design factor is on-going consultation with local stakeholders during the design phase to ensure support, buy-in, and most importantly, an understanding of the current situation and level of political will to engage.
- Project designs should employ approaches tailored to the operating context, whether it is at a community, regional, or national level. The designs should also include inputs from community members at the grassroots level for training activities and the development of capacity building tools and materials to ensure relevant and user-friendly content.
- Finally, project designs should focus on the layering of comprehensive and complementary approaches to achieve multiple outcomes.

Table 12: Pros and Cons of Projects with a Longer Time Frame and Larger Budget

Achieving Results in Longer Durations and Budget	
Pros	**Cons**
- Longer term projects are more likely to achieve high level effects and outcomes including important policy changes. - Longer term projects are more likely able to sustain key outcomes and outputs. - These projects are more able to build and maintain effective working relationships with government counterparts, communities, CSOs, etc. and to create important linkages to resources (e.g. financial, technical, information).	- The country context, supply chain operations, political situations, environmental factors, and more can change dramatically over the course of a multi-year project and necessitates a flexible, adaptive design and implementation approach. - Projects that are designed up front to last eight or more years may have negative impacts on localization and create dependency on international donors and staff, potentially disempowering local actors, and perhaps fueling underinvestment by the host country government in the project sector/areas of focus.

Sustainability

The evaluations that were reviewed detailed a variety of good practices that these projects applied to promote sustainability. Most of these good practices emphasize the involvement of local actors and institutions as well as a combination of technical assistance and awareness-raising. Capacity building and awareness raising need structural support to be sustainable. For example, legal reforms that make it more difficult for child labor to occur are an important factor in preventing or eliminating child labor. Training tailored to key stakeholder groups - parents, children, educators, legislators – is more effective than generalized awareness-raising efforts about the perils of child labor. However, not all projects had a sustainability plan or an exit strategy, and, without an enabling environment, sustainability is even harder to achieve, even with a project plan. The efforts of the "Promoting Fundamental Principles and Rights" projects which included institutional capacity building and providing awareness raising to ensure international labor standards and principles of freedom of association became part of the labor discourse in Egypt were not deemed durable by the evaluation team as the necessary legal frameworks in the country were not in place at the time of the evaluation.

> The USDOL funding modality to-date affects efficiency because it hinders multi-year planning and
>
> programs, which are required to increase the efficiency and effectiveness of some interventions such as the work with the trade union and workers.
>
> – *Better Work Phase III in Jordan. ILO. Jordan. (2020)*

Another successful project for this duration was the $13M "Semilla" project, whose objectives were achieved as a result of the comprehensive project design that included educational services, livelihood activities, public policy efforts, and awareness strategies. Semilla's project strategies effectively contributed to achieving reductions in child labor, hazardous child labor and the number of hours that children worked. Semilla is likely not to have achieved these outcomes if the project had not received the extensions making an initial four-year project into nearly an eight-year project as noted by a key informant. In a positive example of both contextual awareness and inclusive design, the final evaluation of a project in Pakistan praised the project design for taking into consideration the cultural, economic, and political situation of the country (and also lessons learned from previous programing to combat child labor).[46] The project also involved a variety of stakeholders and created networks, amplifying the opportunities for sustainability beyond programming.

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[46] [Final Evaluation of Combating Abusive Child Labour II (CACL II).](#) ILO. Pakistan (2013),

One of the most important factors to achieving these goals for the Semilla Project was the project staff who were involved on all phases of the project and embedded within the Ministry of Education. The staff were highly qualified and well received by the ministries and communities. Another important factor was working with government leaders at all levels. The staff worked closely at local, district, and national levels. This built strong relationships and helped with policy change. While the evaluation looked at the three-year period, Semilla was implemented over 3 phases or extensions were funded so the project ended up being 7 years. Achieving outcomes related to public policy took seven years but also facilitated the achievement of sustained outcomes and behavior change especially that of teachers.

- Key Informant, Semilla Project Peru

Final evaluation of the Combating exploitative rural child labor in Peru ''SEMILLA Project''. ILAB. Peru. (2015)

Conclusions and Key Considerations

The option paper highlights key considerations for USDOL and others when designing labor rights-related activities to ensure the reach and sustainability of project outcomes. The options provided are based on the review of outcomes achieved across various project performance periods and budgets. The analysis illuminated these three key factors that informed the three sets of recommended options:

While there is a positive trend between the length of a project and budget amount (*i.e.,* longer projects have larger budgets), project length is a more significant determinant of outcome achievement than the budget amount.

Projects with timeframes of more than five years are more likely to achieve their objectives or outcomes and sustain them.

Projects with shorter time frames (*i.e.,* less than five years) are more likely to achieve outputs and, at times, lower-level effects, or outcomes, but these are difficult to sustain.

To achieve the desired outcome(s) among the nine labor rights-related outcomes and one cross-cutting outcome identified by OTLA, the following emerge as key trends across the evaluations that were reviewed:

1. **Relevant and effective partnerships established through participatory, community-based approaches generated project buy-in and increased the likelihood for sustained outcomes**. This includes involvement of all tripartite plus constituents for relevant projects (government, worker organizations, employer organizations, and civil society organizations).
2. **Capacity building is more successful when designed to meet the needs of target groups, including underserved or historically marginalized populations, and is relevant to the country context**. training design can include the administration of a needs assessment to tailor training and capacity building approaches and targeting the right message to the appropriate audience.
3. **Ensuring project materials are user-friendly and accessible to target audiences boosts success of awareness raising efforts**. For example, raising awareness on forced labor issues through the dissemination of various materials in the languages of local ethnic groups.
4. **Incorporating lessons learned and good practices into interventions and building on previous phases of technical support, strengthens the relevancy and success of the interventions.** Leveraging lessons learned from this previous work, and working with organizations who already have established themselves as having a comparative advantage in the space is effective in establishing trust with project participants and generating buy-in. For example, this review noted that for activities focused on freedom of association and collective bargaining rights, one lesson from successful implementation across multiple countries and regions is to focus on fewer countries but with higher intensity, and perhaps favor designs that focus on specific sectors or commodities for greater impact.
5. **Projects that employed highly respected local staff/technical staff were able to gain almost immediate credibility with government counterparts,** which facilitated project start up and implementation of activities.
6. **Flexible project design is critical to achieving outcomes.** An agile design allows for fine-tuning during implementation and allows for implementers to be responsive to changes in the context, including more effectively responding to the needs of key stakeholders.
7. **Building and managing strong relationships between the project team and stakeholders at all levels is an important success factor.** The cultivation of relationships at the national level, for example, has proved successful for projects working with national stakeholders to increase knowledge, and gain government support for policy advocacy related to decent work. In other

cases, relationship building at more local levels can help ensure buy-in and enhance the relevance of interventions.

8. **The country context in which projects operate influences the potential achievement and sustainability of results.**

9. **Achieving outcomes related to behavior change and motivation requires several years of effort**; relatedly achieving equity/equality outcomes which often requires mindset shifts and behavior change, and systemic change, also requires a significant amount of time to be achieved and sustained.

Addendum I: Consideration of Human -Centered Design Approaches

Our data analysis indicated that **increased human capacity** and **increased supply or delivery of services**, programs or duties, were broadly more achievable at higher percentages regardless of time, money, or project type. These two outcomes stand out against the ten outcomes in the study as being most relevant to direct and tangible changes for people. More so than behavior change, service demands, or linkages/networks for example, these two outcomes tend to be easier to measure and likely would not require higher level policy or systemic changes to be achieved. These give people something tangible to see how real change is possible. While this meta-evaluation did not explicitly uncover human-centered design approaches employed in the literature review, these outcomes may indicate that outcomes achievable beyond parameters of time, funding, and project types are those that put people and direct services to people at the center of change.

There has been a fair amount of emphasis on Human-Centered Design (HCD) approaches adapted and applied by development institutions like USAID. Taken from private sector approaches to making technology more accessible and user-friendly, HCD places people at the center of the design and implementation process. It can be useful in complex situations, and where contextual factors need to be overcome by actively engaging with participants, service providers, and other stakeholders in the design process. [47]

The context for achieving those results

Table 1: Pros and Cons of Human-Centered Design Approaches

Achieving Results through Human-Centered Design	
Pros	**Cons**
• With a focus on outcomes that have the most direct impact on people, you provide something tangible. Shows that people have a real stake in the process as a precondition for systemic change. • Great for designing "outside of the box" and testing new ideas and approaches. • Increases understanding of stakeholder relationships and dynamics across an ecosystem.	• Can require rapid adjustments or course corrections, which can be difficult for large institutions. • Strong need to understand human behaviors, motivations, and needs. • HCD may help better understand needs, but feasibility and viability must be considered from the beginning as well, in order to make sure a project and its impacts will be sustainable. • There is not a large body of evidence to show whether applying HCD methods to international development interventions leads to social impact. [48]

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[47] USAID Center for Innovation and Impact:

[48] Mani-Kandt, Rathi, February 25, 2021. ITAD Blog, "Why human-centered design (HCD) doesn't always work for international development"

Sustainability

Because HCD focuses on satisfying human need through an understanding of human behavior, there is an innate element of sustainability by directly connecting human-centric problems to tailored solutions. However, as mentioned above, the HCD process must also factor in feasibility and viability of solutions with a longer-term vision of how these solutions will leverage a focus on people to push for higher level outcomes. The graphic below taken as an example from the Dalberg Design Impact Group outlines a process for implementing HCD as an iterative process.

The evaluation team would like to reiterate here that although the meta-evaluation data analysis itself did not specifically draw on findings from project evaluations related to the application of HCD, it bases this option on the "human-centered" outcomes that emerged as most promising outside of project time, funding, and types of interventions. It is worth DOL exploring future connections between elements of human-centered design approaches and outcomes that may serve as building blocks to consistent achievement across all ten of the outcomes reviewed in the report.

Figure 1: Dalberg Design Impact Group example of HCD Process [49]

Annex I: List of Desk Review Documents

1. [Independent evaluation of the ILO's strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work.](#) ILO. *Russian, Kazakhstan, Kyrgyzstan, Cambodia, Viet Nam, Indi*a. (2013)

2. [Evaluation of Green production and trade to increase income and employment opportunities.](#) ILO. *Viet Nam*. (2013)

3. [Evaluation of Green Livelihood Access for Central Kalimantan's Inclusive Environmental Response to climate change (GLACIER).](#) ILO. *Indonesia* (2013)

4. [Evaluation of Effective governance of labour migration and its skills dimensions.](#) ILO. *Moldova, Ukraine*. (2013)

5. [Evaluation of Empowering vulnerable groups through Education, Employment and Training (EET)](#) ILO. *Pakistan*. (2013)

6. [Evaluation of From the crisis towards decent and safe jobs in Southern Caucasus and Central Asia.](#) ILO. *Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan, Turkmenistan* (2013)

7. [Evaluation of Combating child labour in Central Asia: Commitment becomes action.](#) ILO. Kazakhstan, Kyrgyzstan, Tajikistan (2013)

8. [Evaluation of Labour Rights: Preventing trafficking for labour exploitation in China (CP-TING Phase II)](#) ILO. *China*. (2013)

9. [Evaluation of Improving social protection and promoting employment.](#) ILO. *Burkina Faso, Cambodia, Honduras* (2013)

10. [Evaluation of Improving safety and health at work through a Decent Work agenda.](#) ILO. *Honduras, Malawi, Moldova, Ukraine, Zambia* (2013)

11. [Evaluation of Port work development project phase 1: Promotion of decent work in South Africa transport sector.](#) ILO. *South Africa* (2013)

12. [Evaluation of Combating the worst forms of child labour through horizontal cooperation in South America.](#) ILO. *Bolivia, Brazil, Ecuador, Paraguay*. (2013)

13. [Evaluation of Assessing and addressing the effects of trade on employment.](#) ILO. *Benin, Bangladesh, Indonesia, Guatemala.* (2013)

14. [Evaluation of Combating Abusive Child Labour II (CACL II).](#) ILO. *Pakistan* (2013),

15. [Final evaluation Tackling child labour through education (TACKLE).](#) ILO. *Kenya, Zambia, Sudan, Madagascar, Mali, Angola, Jamaica, Papua New Guinea, Fiji, Guyana, Sierra Leone*. (2013)

16. [Evaluation of Good governance through labour administration and labour inspection.](#) ILO. *China, Costa Rica, Indonesia, Lebanon, Namibia, Viet Nam, South Africa, Ukraine* (2014)

17. [Evaluation of Towards child labour free cocoa growing communities in Côte d'Ivoire and Ghana through an integrated area-based approach (CCP).](#) ILO. *Côte d'Ivoire, Ghan*a (2014)

18. [Evaluation of Typhoon Bopha Philippines: Application of local resource-based employment generation approach and joint response based employment generations and livelihood recovery interventions.](#) ILO. *Philippines*. (2014)

19. [Evaluation of Making Decent Work a reality for domestic workers](#). ILO. *Zambia, Philippines, Paraguay, India, Tanzania*. (2014)

20. [Evaluation of Promoting fundamental principles and rights at work through social dialogue and gender equality.](#) ILO. *Morocco* (2014)

21. [Evaluation of A programme to reduce WFCL in tobacco growing communities in Brazil](#). ILO. *Brazil, Malawi.* (2014)

22. [Evaluation of Promoting Fundamental principles and rights at Work and Social Dialogue](#). ILO. *Egypt*. (2014)

23. [Evaluation of Stop child labour in agriculture: Contribution to the prevention and elimination of child labour in Mexico.](#) ILO. *Mexico* (2014)

24. [Evaluation of Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I and II.](#) ILO. *Benin, Côte d'Ivoire, Ghana, Nigeria* (2014)

25. [Evaluation of Haiti: Protecting children from child labour during the early recovery phase.](#) ILO. *Haiti* (2014)

26. [Evaluation of Monitoring and assessing progress on Decent Work](#). ILO. *Armenia, Bangladesh, Cambodia, Brazil, Cameroon, Indonesia, Niger, Peru, Philippines, Ukraine, Zambia* (2014)

27. [Evaluation of Norwegian support to help recover from the destruction brought by super typhoon Haiyan.](#) ILO. *Philippines*. (2015)

28. [Evaluation of A programme to reduce WFCL in tobacco-growing communities in Zambia](#). ILO. *Zambia* (2015)

29. [Evaluation of Promotion of productive employment and decent work for young people in Algeria, Morocco, Mauritania, and Tunisia.](#) ILO. *Algeria, Morocco, Tunisia, Mauritania* (2015)

30. [Evaluation of Promoting fundamental principles and rights at work in the Maldives.](#) ILO. *Maldives* (2015)

31. [Evaluation of Strengthening labour law governance in Afghanistan.](#) ILO. *Afghanistan* (2015)

32. [Evaluation of Better Factories Cambodia II.](#) ILO. *Cambodia* (2015)

33. [Evaluation of Promoting decent work through improved migration policy and its application in Bangladesh.](#) ILO. *Bangladesh* (2015)

34. [Evaluation of Promoting fundamental principles and rights at work in Bangladesh](#). ILO. *Bangladesh*. (2015)

35. [Evaluation of ASEAN-focused labor market governance programme (OSH and industrial relations).](#) ILO. *Brunei Darussalam, Indonesia, Cambodia, Lao People's Democratic Republic, Thailand, Malaysia, Philippines, Singapore, Viet Nam.* (2015)

36. [Evaluation of Integrated livelihood recovery for typhoon Haiyan affected communities.](#) ILO. Philippines (2015)

37. [Evaluation of Promoting and building income security and employment services in Asia, Phase II.](#) ILO. *Mongolia, Brunei Darussalam, Cambodia, Lao People's Democratic Republic, Indonesia, Malaysia, Myanmar, Philippines, Singapore, Thailand, Viet Nam*. (2016)

38. [Evaluation of Global action programme on migrant domestic workers and their families.](#) ILO. *Indonesia, Malaysia, Nepal, Lebanon, Paraguay, Argentina, Ukraine, Poland, Zimbabwe, Lesotho, South Africa*. (2016)

39. [Evaluation of Increasing workplace compliance through labor inspection](#). ILO. *Viet Nam*. (2016)

40. [Evaluation of Tripartite action to protect migrants from labor exploitation (ASEAN TRIANGLE](#) ILO.) *Cambodia, Indonesia, Myanmar, Lao People's Democratic Republic, Philippines, Thailand, Viet Nam, Brunei Darussalam, Malaysia, Singapore*. (2016)

41. [Evaluation of Strengthening HIV prevention, care, treatment, and social protection in the world of work](#). ILO. *Ethiopia, Kenya, Senegal, Bolivia (Plurinational State of), Haiti, Honduras, Paraguay*. (2016)

42. [Evaluation of Promoting fundamental principles and rights at work and labor relations in export-oriented industries in Bangladesh.](#) ILO. *Bangladesh* (2016)

43. [Evaluation of Developing the capacity of Employers' Organizations in the Arab Region to contribute to job-rich growth through effective policy and social dialogue.](#) ILO. *Jordan, Lebanon, Oman, Palestine, Yemen.* (2016)

44. [Evaluation of ILO-China project to expand employment services and enhance labor market information in Cambodia and LAO PDR.](#) ILO. *Cambodia, Lao People's Democratic Republic* (2016)

45. [Evaluation of Promoting fundamental principles and rights at work as tools for peace in Myanmar.](#) ILO. *Myanmar* (2016)
46. [Evaluation of Decent Work Country Programme Strategies and Actions in the Western Balkans.](#) ILO. *Albania, Bosnia and Herzegovina, North Macedonia, Montenegro, Serbia* (2016)
47. [Evaluation of Promotion of Decent Work in Southern African ports - Port Work Development (PWD) Phase II Project.](#) ILO. *South Africa, Mozambique* (2016)
48. [Evaluation of Promoting the effective governance of labor migration from south Asia through actions on labor market information, protection during recruitment and employment, skills, and development impact.](#) ILO. *Nepal, India, Pakistan* (2016)
49. [Evaluation of Vietnam labor law implementation project.](#) ILO. *Viet Nam* (2016)
50. [Evaluation of Creating a protective environment for children in cocoa growing regions of Soubré, Ivory Coast.](#) ILO. *Côte d'Ivoire*. (2016)
51. [Evaluation of Promoting freedom of association and social dialogue in Myanmar.](#) ILO. *Myanmar*. (2016)
52. [Evaluation of Improving fire and general building safety in Bangladesh](#). ILO. *Bangladesh*. (2016)
53. [Evaluation of Moving towards a child labour free Jordan.](#) ILO. *Jordan* (2016)
54. [Evaluation of Promoting gender equality for decent employment in Pakistan.](#) ILO. *Pakistan* (2016)
55. [Evaluation of "Combating child labour through education" and "Combating child labour through skills training for older children"](#) ILO. *Bolivia, Indonesia, Mali, Kenya, Uganda* (2016)
56. [Evaluation of Decent Work country programmes, strategies, and actions in the Mekong subregion.](#) ILO. *Cambodia, Lao People's Democratic Republic, Thailand, Viet Nam*. (2017)
57. [Evaluation of Improving the garment sector in Lao PDR: Compliance through inspection and dialogue.](#) ILO. *Lao People's Democratic Republic* (2017)
58. [Evaluation of Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon, and Sudan.](#) ILO. *Ethiopia*. (2017)
59. [PROMOTE: Decent Work for domestic workers to end child domestic work.](#) ILO. *Indonesia, Regional Asia*. (2017)
60. [Evaluation on the programme of work in Lebanon and Jordan in terms of Decent Work and the response to the Syrian refugee crisis.](#) ILO. *Lebanon, Jordan, Syrian Arab Republic.* (2018)
61. [High-level evaluation of the ILO's programme of work in four selected member countries of the Southern African Development Community (SADC) (Lesotho, Madagascar, South Africa, and the United Republic of Tanzania)](#) ILO. *Lesotho, Madagascar, South Africa, Tanzania* (2019)
62. [High-level independent evaluation of the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru, and the Bolivarian Republic of Venezuela.](#) ILO. *Bolivia, Colombia, Ecuador, Peru, Venezuela* (2020)
63. [High-level independent evaluation of the ILO's Decent Work Programme in Bangladesh, Nepal, Sri Lanka, and Pakistan.](#) ILO. *Bangladesh, Nepal, Pakistan, Sri Lanka.* (2021)
64. [Final evaluation of 'Towards a child labour-free Philippines: Supporting the Philippine program against child labour in building on past gains and addressing challenges in building on past gains and addressing challenges'.](#) ILAB. *Philippines* (2013)
65. [Final Evaluation of the Eliminate Exploitative Child Labor Through Education and Economic Development (EXCEED) Project in Indonesia.](#) ILAB. *Indonesia*. (2013)
66. [Final evaluation of the Combating exploitative rural child labor in Peru ''SEMILLA Project''.](#) ILAB. *Peru*. (2015)
67. [Final evaluation of Eliminating Exploitative Child Labor Through Education and Livelihoods (EXCEL).](#) ILAB. *Cambodia*. (2016)

68. [Independent Final Evaluation of the EducaFuturo project.](#) ILAB. *Ecuador, Panama* (2016)
69. [Independent final evaluation of Ethiopians fighting against Child Exploitive Labor E-FACE](#) ILAB. *Ethiopia* (2016)
70. [Independent external final evaluation of Promise Pathways project.](#) ILAB. *Morocco* (2017)
71. [Independent external final evaluation of RCLES Reducing Child Labor through Education Services in Burkina Faso.](#) ILAB. *Burkina Faso*. (2017)
72. [Final evaluation of the project: Protecting the Working Conditions of People in Haiti.](#) ILAB. *Haiti*. (2018)
73. [Final evaluation of piloting the USDA guidelines in the hazelnut supply chain in Turkey - Elimination of child labor and application of good employment practices.](#) ILAB. *Turkey* (2018)
74. [Final evaluation of the initiative to guard against labor discrimination project 'IGUALDAD.'](#) ILAB. *Mexico*. (2018)
75. [Final evaluation of Protecting the Rights of Migrant Workers through Empowerment and Advocacy in Malaysia Project.](#) ILAB. *Malaysia* (2019)
76. [Conduct Performance Evaluations of Technical Assistance Projects in Paraguay, Côte d'Ivoire, and Ghana (Final Performance Evaluation of Mobilizing Community Action and Promoting Opportunities for Youth in Ghana's Cocoa-Growing Communities (MOCA) Project).](#) ILAB. *Ghana*. (2019)
77. [Evaluation of The Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II).](#) ILAB. *Burkina Faso, Nepal, Panama, Jamaica, Liberia, Belize, Honduras* (2019)
78. [Final Performance Evaluation: Building the Capacity of the Peruvian Labor Inspectorate and Building Union Capacity to Reduce Precarious Employment in Peru.](#) ILAB. *Peru*. (2019)
79. [Final Evaluation EMPOWER: Increasing economic and social empowerment for adolescent girls and vulnerable women in Zambia.](#) ILAB. *Zambia*. (2020)
80. [Final evaluation of the Eliminating Child Labor in Cocoa Growing Communities (ECLIC) project in Côte d'Ivoire.](#) ILAB. *Côte d'Ivoire* (2020)
81. [Engaging workers and civil society to strengthen labor law enforcement in Peru.](#) ILAB. *Peru* (2021)
82. [Final evaluation of the Child Labor Improvements in Bangladesh (CLIMB) Project.](#) ILAB. *Bangladesh* (2021)
83. [Multi-stakeholder Strategy for Child labor elimination in Agriculture.](#) ILAB. *Argentina*. (2021)
84. [The way forward: End of project performance evaluation of the Armenia pension and labor market reform project.](#) USAID. *Armenia*. (2013)
85. [Final performance evaluation of the Actions for Combating Trafficking-in-Persons (ACT) Program.](#) USAID. *Bangladesh*. (2014)
86. [Evaluation of the Entertainment Worker Outreach Programs in Cambodia.](#) USAID. *Cambodia*. (2017)
87. [Impact Evaluation of USAID/Cambodia Countering Trafficking in Persons (CTIP) program.](#) USAID. *Cambodia* (2020)
88. [USAID monitoring evaluation and learning activity training for employment activity (TEA).](#) USAID. *Jordan* (2021)
89. [Final Performance Evaluation for USAID Bangladesh Counter Trafficking-in-persons (CTIP) activity.](#) USAID. *Bangladesh* (2021)
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98. Promoting the Right to Freedom of Association and the Right to Collective Bargaining – Outcome 14 Final Independent Evaluation. ILO. *Brazil, China, Jordan, Malawi, Morocco, Niger, Philippines (the), Rwanda, Sri Lanka, Viet Nam, Zambia.* (2016)

Annex II: Terms of Reference

Terms of Reference
Meta-Evaluation of Labor-Related Outcomes

Final

January 31, 2022

Eric Benschoter, Dan O'Brien, and Omri Malul

Submitted to:

United States Department of Labor

International Labor Affairs Bureau

Office of Trade and Labor Affairs

200 Constitution Ave, NW

Washington, DC 20210

Contracting Officer's Representative

Lili Bacon

Submitted by:

QED Group LLC

2461 Eisenhower Ave, Suite 200 Alexandria, VA 22314

Project Manager

Catherine Villada

Purpose and Scope of Meta-Evaluation

Meta-Evaluation Background

The Bureau of International Labor Affairs (ILAB) leads the Department of Labor's (DOL) efforts to ensure that workers around the world are treated fairly and are able to share in the benefits of the global economy. ILAB's mission is to safeguard dignity at work, both at home and abroad – by strengthening global labor standards, enforcing labor commitments among trading partners, promoting racial and gender equity, and combating international child labor, forced labor, and human trafficking.

The mission of the Office of Trade and Labor Affairs (OTLA) is to work to ensure that U.S. trade agreements are fair for American workers and workers around the world. OTLA uses all available tools – including negotiating strong labor provisions in U.S. trade agreements and preference programs, monitoring for compliance, enforcing trade agreement and preference program commitments, and sharing technical expertise – to make sure that U.S. trade partners fulfill their promises and play by the rules, and that American workers are able to compete on a level playing field.

Objective

OTLA requires a meta-evaluation of labor rights-related international development projects to assess outcome achievement in relation to project scope, cost, and duration factors. The research shall be conducted through remote data collection methods.

Evaluation Purpose

The primary purpose of this meta-evaluation is to advance ILAB's institutional learning for technical assistance project design. More specifically, this meta-evaluation will:

Identify, analyze and visually depict the types and levels of labor-related outcomes provided by ILAB that can realistically be achieved within time period increments (e.g. four years, eight years, and beyond) and the associated budget costs;

Identify, analyze and visually depict the context for the labor-related outcome achievement, and to the extent possible, whether the results were sustainable beyond the project's period of performance;

Identify, analyze and visually depict the funding mechanisms (e.g. contract, grant, donor organization etc.) and structures (e.g. incremental funding based on results, fully-funded, etc.) that were in place to support the projects highlighted in the meta-evaluation;

Develop different options for ILAB to consider while designing new projects; these options must include types and level of realistic labor-related outcomes framed using ILAB's outcome structure, budgets, funding mechanisms, prospects for suitability, and pros and cons of this approach.

Identify and summarize different projects that are exemplar of the options outlined in the Options Paper.

Intended Users

The primary users of this meta-evaluation will be DOL/ILAB staff who develop programmatic strategies, design, and manage ILAB funded projects. Secondarily, this report will also inform ILAB partners, including other donor agencies and implementers, in how to improve program design and sustainability.

META-EVALUATION QUESTIONS

OTLA has developed one primary research question for this meta-evaluation and five specific research questions. The primary research question that will guide data collection for the meta-evaluation is:

What labor-related outcomes can realistically be achieved within a predetermined amount of time and within specific budgets?

The five specific research questions are listed below:

What type and level of labor-related outcome results are achievable within a four-year time-period, eight-year time-period and beyond?

What was the overall budget and associated costs (personnel, time, funding) with achieving those results?

What was the context for achieving those results?

What were the mechanisms and structures used to fund the project?

To the extent possible, were the results sustainable?

The research questions are critical because they will be used to determine what data are collected, data sources, data collection methods and tools, and data analysis techniques. The research questions and methods and approaches designed to answer these questions will also be framed by nine labor rights outcomes and one cross-cutting outcome identified by OTLA. This meta-evaluation will also seek to determine whether these outcomes can be classified as short, medium, or long-term, which may also be dependent on whether they are applied at the individual or institutional level, discussed more below. These outcomes are summarized below:

Selected Outcomes:

Labor Rights-Related Outcomes:

Increased social capital (vertical and horizontal linkages) associated with systemic improvements in workers' rights.

Increased human capital associated with systemic improvements in workers' rights.

Increased capital and replacement resources associated with systemic improvements in workers' rights.

Increased motivation to adopt behaviors, institutionalize practices, utilize, deliver, or access services, benefits, protections, or programs associated with improved workers' rights.

Increase demand for services, benefits, protections, or programs associated with improved workers' rights.

Increased access to services, benefits, protections, or programs associated with improved workers' rights. (Aggregate Outcome)

Increased supply or delivery of services, programs or duties associated with improved workers' rights. (Aggregate Outcome)

Increased utilization of services or processes associated with improved workers' rights. (Aggregate Outcome)

Increased adoption of behaviors/practices associated with improved workers' rights. (Aggregate Outcome)

Cross-Cutting Outcome:

Increasing equity and equal opportunity for communities, including people of color and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality.

As mentioned above, all of these outcomes, with the exception of MTO #7, are measured by OTLA with regards to both the individual and institutions relevant to the outcome. These two parameters will also be considered when answering the research questions related to these outcomes. In addition to an institution level metric, MTO #7 uses a measurement related to strengthening leverage points within a delivery or programmatic system to determine outcomes. It is also important to note that although OTLA has introduced metrics for these outcomes related to their programming, these metrics may differ for different donors or projects. They have aligned these metrics and outcomes with the UN Sustainable Development Goals and have mapped them to a Theory of Change, to which the ten outcomes apply. This meta-evaluation will assist OTLA in validating and/or evolving the thinking around the application of metrics and outcomes against the activities they fund within this framework.

Data Collection Matrix – Typically, ILAB performance evaluations require the evaluators to develop and submit a data collection matrix that shows the data sources, data collection methods and tools, persons responsible, and time frame for each evaluation question. Although this meta-evaluation does not require a data collection matrix, our evaluation team suggests the sample matrix below to help guide the overall evaluation methodology. For each research question, the matrix will show the data source, data collection method and tool, person responsible, and time frame. Below is an example of the data collection matrix we intend to develop:

Table 1: Data Collection Matrix Plan

Research Question	Data to be Collected	Data Source49F[50]	Method and Tool	Person Responsible
What type and level of labor-related outcome results are achievable within a four-year time-period, eight-year time-period and beyond?	Output and outcome achievements by project over specified time periods.	Project document and M&E system, key project staff	Cochrane review, key informant interviews	Lead evaluator and research specialist
What was the overall budget and associated costs (personnel, time, funding) with achieving those results?	Total budget and output-based budget with allocations of funds and personnel.	Project budget and financial reports	Cochrane reviews	Lead evaluator and research specialist
What was the context for achieving those results?	Factors contributing to outcome achievements (Q 1)	Project technical reports, evaluation reports	Document review, key informant interviews	Lead evaluator and research specialist
What were the mechanisms and structures used to fund the project?	List of projects funded via contracts and grants	Cooperative agreements, contracts, contracts staff	Document review, key informant interviews	Lead evaluator and research specialist
To the extent possible, were the results sustainable?	Impressions of key stakeholders, evaluators on sustainability of outcomes	Evaluation reports, published research, [51] evaluators, donor staff	Document reviews, key informant interviews	Lead evaluator and research specialist

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[50] Documentation supporting the final literature review and options paper will include a list of resources consulted and a bibliography. This will likely include resources from databases maintained by donors and other international organizations and research institutions such as:
ILO
Poverty Action Lab
USAID DEC
World Bank
IADB
ADB
UNCTAD
DOL
USAID
[51] One example cited by OTLA is "Drivers of Sustainability"

META EVALUATION METHODOLOGY AND LIMITATIONS

The evaluation methodology will consist of the following activities and approaches:

A. Approach

Our research methodology is designed to ensure that the quantitative and qualitative data we collect are of high quality and are reliable, accurate, comprehensive, and unbiased. We will triangulate and analyze quantitative and qualitative data to be able to answer the research questions. Finally, we will use data visualization techniques to distill information for OTLA decision-makers, so the recommended design options are easy to digest, and all pros, cons and conclusions for options are clear.

We intend to conduct the meta-evaluation using remote data collection methods. These include a Cochrane rapid style literature review, project document reviews related to selected case studies, and remote key informant interviewing using video conferencing apps such as *Zoom, Google Meet,* and *Microsoft Teams*.

Given that this meta-evaluation is focused on the ten outcomes identified above, and not on specific OTLA funded projects, this methodology includes specific steps to identify projects including key parameters such as the outcomes of interest to OTLA, length of project funding (i.e., four years, eight years, longer periods), amounts of funding, funding mechanisms such as grants and contracts, performance criteria used to pay implementing organizations (i.e., incremental payment of output or result achievement), and implementing organizations.

Data Collection Methods

Our evaluation team intends to use a variety of evaluation methods to collect both qualitative and quantitative data to be able to answer the key research questions. These include:

Cochrane Rapid Review Steps Summary

1. Setting the Research Questions – Topic Refinement
2. Setting Eligibility Criteria
3. Searching
4. Study Selection
5. Data Extraction
6. Risk of Bias Assessment
7. Synthesis

Cochrane Rapid Review. Cochrane is an international network, designed to help define research methods and support evidence-based decision making primarily in the health industry, but also broadly applicable to meet other academic and institutional needs. In addition to publishing systematic literature reviews to better disseminate knowledge, Cochrane establishes guidance and best practices for conducting research and systematic literature reviews. The organization has also established "methods groups" that are available to advise and that publish guidance for researchers on specific methodologies.

For this meta-evaluation, the QED evaluation team intends to employ an emerging rapid review method supported by Cochrane. In following the work plan we have submitted and employing methods described below, we will also follow the guidance published by the Cochrane Rapid Reviews Methods Group (RRMG) [52] in setting and following research parameters and protocols.

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[52] Cochrane Rapid Reviews Methods Group

Rapid Reviews are designed to support time-sensitive, urgent decision making. In the case of this meta-evaluation, standard systematic literature reviews can be very extensive and take a year or more to complete. This altered method will provide the rigor needed, but also will be more realistic to meet the needs of this TOR. Our evaluation team will conduct a comprehensive and thorough literature review of a range of technical assistance projects to include in this meta-evaluation. The literature review will be based on search parameters that will be refined in consultation with OTLA after an initial search and review of available evaluations. However, search parameters will likely include, but not be limited to:

- Publication in the last 10 years;
- Performance or impact evaluations of international labor-related projects relevant to the selected outcomes;
- Length of project;
- Funding amounts;
- Contracting mechanisms and structures;
- The likelihood of sustained impact related to the identified outcomes;
- English language publications or translated research.

In addition to the labor-related projects in ILAB's project database, the evaluation team will search for performance and impact evaluations covering labor-related international development projects outside ILAB, including projects supported by USAID, International Labor Organization, UK Department for International Development, Canadian International Development Agency, German International Development Agency (GIZ), Swedish International Development Cooperation Agency, Japan International Development Cooperation Agency (JICA), Australian Aid (AUSAID), and Spanish Agency for International Development Cooperation (AECID). We will also include large international foundations that fund labor rights-related projects[53]. The literature review will also be used, in part, to identify specific case studies to be included in the meta-evaluation.

Project and Case Study Document Review. Once the list of projects is identified through the literature review, the evaluation team will request or search and acquire key documents for each project such as the project document or proposal, work plans, project monitoring plan, technical progress reports, midterm and final evaluations, budgets and financial reports, and any special studies, as appropriate. These documents will be reviewed in addition to the literature review in order to build robust and useful case studies relevant to the research questions and outcomes identified.

Key Informant Interviews. Once the list of projects, including case studies, have been identified for inclusion in the meta-evaluation, our evaluation team will work with OTLA to identify key informants to be interviewed. The key informants will include managers, staff, thematic experts, evaluators, and consultants who are able to provide important valuable information about the project, its achievements, challenges, and lessons, especially as they relate to the outcomes of interest to OTLA. Key informants will also include key ILAB managers, key staff from the project implementing organizations, key points of contact from the donor/cooperative assistance agencies, evaluators, and researchers, as appropriate. Information collected from the key informant interviews will be used to triangulate the information from the literature and document reviews.

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[53] For example, Ford Foundation, Open Society Foundation, and others organized under the FORGE collaborative network (

Data Collection Tools

Based on the evaluation methods, the evaluation team will design and develop the data collection tools. QED employs a variety of analytical tools including **NVivo and Dedoose** to distill data collected and look for trends. The team will use one of these tools, as preferred by OTLA, in combination with Excel-based matrices, to code, categorize, and capture information from key documents based primarily on the research questions. These tools will be used to organize and calculate achievement rates of the project's performance indicators to ultimately conduct a quantitative assessment of the project's outcomes and related outputs performance. The tools will also be used to calculate allocation of financial resources to the outcomes and outputs to facilitate an analysis to determine whether the level of resources contributes to outcome and output achievement and sustainability.

For the key informant interviews, our team will develop **key informant interview guides and protocols**. The specific questions for these guides will be generated based on the research questions and other key issues that surfaced during the literature and document reviews. These guides will be designed so the evaluators will be able to complete the interviews in approximately one hour using a video conference app such as *Zoom, Google Meet,* or *Microsoft Teams*.

Data Collection Time frame and Activities

The Detailed Work Plan for this meta-evaluation provides the exact time frame for conducting the various activities required. It lays out the meta-evaluation in a three phased approach as defined below. Phase 2 focuses primarily on the data collection, research, and analysis.

Phase 1 – Plan, Design and Scope

Phase 1 includes all activities related to activity kick-off, team onboarding, and work planning. It includes the submission of a draft and final Work Plan as well as a Draft and Final Terms of Reference. This draft TOR signals the coming transition to Phase 2 upon approval of the Final TOR.

Phase 2 – Research, Literature Review and Analysis

The start of Phase 2 will involve the Cochrane rapid literature review. The first component of this method is already complete, which is the establishment of research questions. We have also proposed some eligibility or selection criteria above, related directly to the outcomes of interest. Therefore, we will begin Phase 2 with a consultation with OTLA designed to finalize the eligibility criteria for the review, in particular with regards to:

Consideration of date restrictions;

Limiting the publication language; to English; add other languages only if justified.

Any additional emphasis on higher quality study designs (such as impact evaluations; RCTs; etc.) [54]

In conducting the literature search, our evaluation team will use academic search engines such as Academic Info, iSeek, Virtual LRC, Refseek, Google Scholar, and Microsoft Academic Search, as well as searching relevant donor sites and accessible knowledge management platforms that house evaluations and research on the identified labor outcomes. Once our evaluation team has identified a list of projects

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[54] Examples provided to the evaluation team include:
1) Information and Mediation improve labor courts
2) Impact of Teaching Firms about Labor Laws on Hiring in South Africa
3) Improving Productivity Through Soft Skills Training for Female Workers in the Ready-made Garment Industry in India
4) Encouraging Paid Sick Leave among Female Garment Workers in Bangladesh
5) Providing Female Garment Workers with Soft Skills Training for Professional Advancement in Bangladesh
6) Addressing Bias by Promoting Women to Management Positions in Bangladesh

and studies that meet the search parameters, they will consult OTLA on the projects that should be included in the meta-evaluation.

After identifying the studies, our team will use a standardized title and abstract screening form and two reviewers to ensure that studies meet the inclusion criteria. We will then systematically review and summarize full texts of the selected studies using a standardized format that will be used for the selected qualitative analysis platform. Qualitative and quantitative data will be extracted and analyzed. Evidence will be synthesized in a narrative format. A more detailed description of data analysis is provided below.

Upon completion of this review, we will use the results to help identify any additional projects to be considered for more in-depth highlighting or case study development. The evaluation team will then request any additional key documents for each project including the project document or proposal, progress reports, work plans, monitoring and evaluation systems and plans, midterm and final evaluations, budgets, financial reports, and any special studies. The team will review these documents to extract key pieces of data that will be coded, categorized, and entered into the tools to be used in the analysis.

The team will then plan to conduct targeted key informant interviews, with particular emphasis on case studies identified. As noted previously, our evaluation team will use the key informant interview guides and protocols to conduct remote interviews using video conferencing apps. Our evaluators will follow strict protocols to ensure interviews are conducted consistently and ethically. The key informants will consist of key managers and other staff who have important information regarding the list of projects and case studies, especially the outcomes that are the focus of the data collection.

Phase 3 – Reporting, Learning and Dissemination

Detailed descriptions of the Options Paper and other key deliverables can be found in *Section V. Planned Deliverables*.

Data Analysis – Our evaluation team will employ a range of qualitative and quantitative methods to analyze data for the performance evaluation. They will triangulate qualitative and quantitative data, to the extent possible, to increase the credibility and validity of the results. The data triangulation process will include data collected from the literature review, document reviews, and key informant interviews.

Qualitative Data Analysis - As mentioned previously, we intend to use a combination of analytical software like Dedoose or NVivo with an Excel-based matrix to code, categorize, and analyze qualitative data. Our evaluation team will conduct an analysis of the data gathered from the literature review to help identify the projects to be included in the meta-evaluation as well as case studies. They will also use these tools to gather, code, categorize and analyze data collected from the document reviews.

More specifically, the coding methodology will include a mix of inductive and deductive approaches. The initial set of codes will be developed based on the research questions, QED's understanding of the projects, and the OTLA list of outcomes. The team will then select a sample of projects on the list and review and code them to further develop and refine the coding framework. The team will use memos to take notes of recurring themes across the evaluations related to the research questions and review these memos as a team to create or modify codes and ensure all important and relevant information is captured during the coding of the projects.

The sample coding will also ensure that the lead evaluator and research specialist who will be involved in the coding process have a shared understanding of the coding methodology and are applying the

codes in a similar manner. This approach will increase inter-coder reliability so that no matter who codes an evaluation the same information will be generated. Next, the lead evaluator will develop the final coding methodology including a code book with code descriptions and examples to categorize text.

An illustrative example of the coding scheme is presented in the table below:

Table 2: Sample Coding Scheme [55]

Code Type	Examples
Achievement of Outcome	Rate of achievement of outcome indicator targets (achievement v. targets)
Length of Project Ranges	0-3 years
	4-6 years
	7-9 years
	10+ years
Interventions	Capacity building/training
	Policy, legal frameworks
Financial Resources	Budget
	Allocation to Outcomes
	Staffing
Target Populations/ Project Participants [56]	Labor Unions
	Migrants
	Employers
	Industry Associations
	International Brand/Buyers
	NGOs
	Government (National, provincial, municipal)
	Government Branches (executive, judicial, legislative)
Demographics	Age Group
	Urban/Rural

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[55] These code types and examples are meant to provide a sample of likely analytical variables. These will be expanded during research and fully defined and disaggregated in the full coding scheme.

[56] To include a focus on targets achieved and not achieved, levels of benefits, and may include focus on unintended outcomes, or populations impacted unintentionally.

Code Type	Examples
Contextual Factors	Bureaucracy
	Corruption
	Cultural beliefs/ethics
	Legislative, standards and regulatory alignment
	Political instability/turnover
	Natural disasters
	Food security
	Civil strife/conflict/violence
	Gender norms
	Discrimination Patterns
	Poverty levels
	Export market development
	Status of trade policies and agreements

Once coded, the evaluation team will use matrix coding queries to analyze data by looking at overlap and possible correlation between different codes to provide more distinct synthesis of findings aligned to the research questions. An illustrative example of overlapping queries that can be run by research questions is shown in the following table:

Table 3: Illustrative Research Questions

Research Question	Overlapping Codes
What type and level of labor-related outcome results are achievable within a four-year time-period, eight-year time-period and beyond?	Length of project, outcome achievement, type of intervention
What was the overall budget and associated costs (personnel, time, funding) with achieving those results?	Financial resources, achievement of outcomes
What was the context for achieving those results?	Achievement of outcomes, contextual factors
What were the mechanisms and structures used to fund the project?	Financial resources, achievement of outcomes
To the extent possible, were the results sustainable?	Achievement and sustainability of outcomes, financial resources, type of intervention

Quantitative Data Analysis – We anticipate that the quantitative data analysis will focus on calculating achievement rates of output and outcome indicator targets (i.e., comparing actual achievement to the target values) to be able to assess and compare outcome achievements. We also anticipate that

quantitative data analysis will involve financial calculations such as overall project budgets and the allocation of financial and human resources to outputs and outcomes. These calculations will allow the evaluation team to determine the importance of resources in achieving and sustaining outcomes. An illustrative example of how achievement rates and resource allocation can be used to compare various outcomes is presented in the table below:

Table 4: Outcomes Comparison Table

Outcomes	Target	Achievement	Achievement Rate	Total Budget	Allocation to Outcome	Percent of Budget Allocation
Outcome 1	1,000	800	**80 percent**	$4,000,000	$1,200,000	**30 percent**
Outcome 2	500	250	**50 percent**	$4,000,000	$1,000,000	**25 percent**
Outcome 3	100	60	**60 percent**	$4,000,000	$1,200,000	**30 percent**
Outcome 4	10	9	**90 percent**	$4,000,000	$3,200,000	**80 percent**

B. Protection of Data and Information

QED understands that particular data and information provided by USDOL, and its grantees are considered confidential and/or proprietary. We will use any confidential or proprietary information solely for the purpose of this meta-evaluation. QED will implement procedures to protect confidential and proprietary information from unauthorized use or disclosure. We also understand that use or disclosure of information and making copies of such information requires written pre-approval by the Contracting Officer and any confidential or proprietary information will be returned to USDOL no later than seven calendar days prior to the contract's expiration.

C. Limitations

Based on past performance evaluations and syntheses of ILAB evaluations, we understand that there may be challenges inherent in the existing or established funding streams and timelines that may make it difficult to consider new approaches or options presented, if they do not meet well these predetermined limitations on ILAB funding. Our approach will be to provide the most realistic options possible for ILAB, however, it may also be useful to consider outcomes and approaches that could be worth a change in the overall investment model or organizational strategy. Any options of this nature will be presented in consultation with ILAB.

Given the established time frame for this review, and language capabilities of the existing team, we may not be able to consider evaluations or other forms of evidence in this review that are not already available in English. We may consider sources that have executive summaries or other key elements published in English, if not entire sources, but this may depend on how well they fit our other criteria.

We note that the 10 outcomes for aggregate reporting defined by ILAB for consideration by this meta-evaluation have been presented within a framework of disaggregation and measurement according to ILAB's own definitions and strategies around sustainability. We would note that the broader literature review of activities funded outside of ILAB may present different metrics or frameworks related to similarly defined outcomes. This may impact how ILAB wants to consider using these as case studies, or for inclusion in the review.

TIMETABLE/WORK PLAN

The tentative timetable below includes major tasks and deliverables. Actual dates may be adjusted as needs arise.

Table 5: Tasks and Deliverables

Tasks and Deliverables	Responsible Party	Date
Kickoff Meeting and Document Request	QED and OTLA	10/27/21
Submit Draft Work Plan	QED	11/26/21
Submit Monthly Progress Report	QED	12/1/21
DOL Completes Review of Draft Work Plan	OTLA	12/9/21
Begin Preliminary Research to Guide TOR Draft	QED	12/6/21
Submit Final Work Plan	QED	1/7/22
Submit Monthly Progress Report	QED	1/7/22
Submit Draft TOR	QED	1/7/22
MLK DAY HOLIDAY	-	*1/17/22*
DOL Completes TOR Review and Feedback	OTLA	1/19/22
Submit Final TOR	QED	1/31/22
Submit Monthly Progress Report	QED	2/1/22
Work with OTLA to finalize eligibility criteria	QED and OTLA	2/10/22
PRESIDENTS DAY HOLIDAY	-	*2/21/22*
Submit Monthly Progress Report	QED	3/1/22
Complete literature search and coding structure	QED	3/2/22
Complete all reviews of abstracts and full texts for selected literature	QED	3/28/22
Submit Monthly Progress Report	QED	4/1/22
Complete quantitative data extraction and coding	QED	4/6/22
Complete qualitative narrative synthesis summaries	QED	4/25/22
Submit Monthly Progress Report	QED	5/2/22
Complete key informant interviews	QED	5/9/22
Analysis Workshop	QED and OTLA (optional)	Week of 5/9/22 to 5/13/22
MEMORIAL DAY HOLIDAY	-	*5/30/22*
Complete all qualitative and quantitative analysis	QED	5/31/22
Submit Monthly Progress Report	QED	6/1/22
Juneteenth Federal Holiday	-	-

Tasks and Deliverables	Responsible Party	Date
Submit Draft Options Paper	QED	6/20/22
DOL completes review of Draft Options Paper	OTLA	7/1/22
Submit Monthly Progress Report	QED	7/1/22
INDEPENDENCE DAY HOLIDAY	-	*7/4/22*
Submit Final Options Paper	QED	7/15/22
Submit Draft Evaluation Brief	QED	7/28/22
Submit Monthly Progress Report	QED	8/1/22
DOL completes review of Draft Evaluation Brief	OTLA	8/4/22
Submit Final Evaluation Brief	QED	8/12/22
Submit Draft Briefing Slides and Infographics	QED	8/12/22
DOL completes review of Draft Briefing Slides and Infographics	OTLA	8/23/22
Submit Final Briefing Slides and Infographics	QED	8/29/22
Approve Final Presentation	OTLA	9/1/22
Submit Final Monthly Progress Report	QED	9/1/22
LABOR DAY HOLIDAY	-	*9/5/22*
Deliver Final Virtual Learning Briefing to ILAB Staff	QED	Select date between 9/8/22 and 9/12/22

PLANNED DELIVERABLES

In addition to the submitted Detailed Work Plan and this Terms of Reference, QED will provide monthly progress reporting against the agreed upon timeline and tasks.

The primary deliverable of the meta-evaluation is a 30-page Options Paper with a strong focus on a range of evidence-based options that OTLA might pursue to increase the impact and sustainability of its projects as well as key conclusions, and opportunities for improvement. The Options Paper report will include case studies and will use infographics to present information in an easy to read and digestible manner. We will use a mix of charts, tables, graphs, and maps, as appropriate, to increase the report's effectiveness. All of the report's graphics will be clearly labeled and include captions. At a minimum, the Options Paper will include the following sections:

1. Table of Contents
2. List of Acronyms
3. Executive Summary
4. Introduction (background, methodology, limitations, etc.)
5. Background and Context
6. Options for Project Designs, each option should have at a minimum:
7. The type/level of outcome,
8. Corresponding budget,
9. Time for achievement
10. Prospects for sustainability
11. Pros and Cons of the option
12. Citations and examples of this option in practice
13. Conclusions & Key Considerations
14. Annexes, including at a minimum the following:
15. Terms of Reference
16. List of documents reviewed

As discussed at the kickoff meeting, OTLA would like to use the Options Paper during their July 2022 planning and budgeting period. Therefore, as outlined in the timeline above, QED will submit an initial draft of the Options Paper for OTLA review by June 20, 2022. QED will address all comments provided by OTLA and submit a Final Options Paper by July 15, 2022.

The electronic submission will include two versions: one version complete with all appendices, including personally identifiable information (PII) and a second version that does not include PII such as names and/or titles of individuals interviewed.

In addition to the Options Paper, QED will develop a brief summarizing the key options, conclusions, and recommendations as well as at least three other infographic communication materials. The brief and the infographic communication materials will be visually appealing and communicate the highlights of the meta-evaluation in an effective and user-friendly manner. They will also be Section 508-compliant. The format for the infographic summary and other communication materials will be determined in consultation with OTLA, who will review, provide feedback, and approve.

Once the evaluation report and the communication materials have been approved and finalized, QED will work with OTLA to organize and conduct a virtual learning briefing for ILAB that summarizes the meta-evaluation methodology as well as the options, conclusions, and recommendations. Appropriate

infographics and other communication materials will be used to communicate the key content of the meta-evaluation to participants of the virtual learning briefing.