Synthesis Review of Evaluation Reports (2014-2018)

Synthesis Review Report

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Synthesis Review of Evaluation Reports (2014-2018)
Final Synthesis Review Report

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ARCH	Actions to Reduce Child Labor in Rubber Producing Areas of Liberia
AYEDI	Adolescent Youth Empowerment Development Initiative in Uganda
CCP	Towards Child Labour Free Cocoa Growing Communities in Côte d'Ivoire and Ghana Through an Integrated Area Based Approach
CDW	Child Domestic Work
CL	Child Labor
CLEAR	Country Level Engagement and Assistance to Reduce Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
CWCLP	Combating Worst Forms of Child Labor by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt
E4Y	Engaged, Educated, Empowered, Ethiopian Youth
ECOWAS I and II	Elimination of the Worst Forms of Child Labor in West Africa and Strengthening Sub-regional Cooperation in West Africa
E-FACE	Ethiopians Fighting Against Child Exploitation
EXCEL	Eliminating Exploitative Child Labor Through Education and Livelihoods in Cambodia
FL	Forced Labor
GAP11	Global Action Program on Child Labor 2011
GP	Good Practices
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
IMPAQ	IMPAQ International, LLC
LL	Lessons Learned
M&E	Monitoring and Evaluation
MOL	Ministry of Labor
MOM	Ministry of Manpower
NGO	Non-governmental organization
ÑPKCW	Energetic and Creative Youth Empowered to Move Forward in Bolivia
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OSH	Occupational Safety and Health
PROMOTE	Decent Work for Domestic Workers to End Child Domestic Work in Indonesia
RCLES	Reducing Child Labor through Education Services in Burkina Faso
REACH-T	Rwanda Education Alternatives for Children in Tea-Growing Areas
SEMILLA	Combating Exploitative Rural Child Labor in Peru
SOMOS TESORO	Project to Reduce Child Labor in Colombia
ToC	Theory of Change
UCW	Understanding Children's Work Programme
US	United States

USDA	United States Department of Agriculture
USDOL	United States Department of Labor
VSLA	Village Savings and Loan Association
WEKEZA	Supporting Livelihoods and Developing Quality Education to Stop Child Labor in Tanzania
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

The United States Department of Labor (USDOL) International Labor Affairs Bureau (ILAB) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) selected IMPAQ International, LLC, (IMPAQ) to conduct a synthesis review of 31 final performance evaluation reports produced during 2014–2018. This review synthesizes trends in the results,[1] conclusions, and recommendations; and suggests key considerations to guide the design and implementation of future OCFT programs. The overall purpose of this synthesis review is to facilitate learning from the final evaluations, so OCFT—as well as other donors, governments, and organizations—can improve the design and implementation of current and future policies and programs to combat child labor, forced labor, and human trafficking.

Synthesis Review Methodology

IMPAQ carried out a systematic review of the 31 evaluation reports of 30 different OCFT projects[2] to extract content and identify trends in evaluation results, conclusions, and recommendations. IMPAQ designed the research methodology to answer five research questions:

1. To what extent were the projects successful in meeting their stated objectives?
2. What were the most often cited and/or outstanding challenges affecting program performance?
3. What were the most often cited and/or outstanding good practices[3] highlighted in the evaluation reports?
4. What were the most often cited and/or outstanding lessons learned[4] highlighted in the evaluation reports?
5. Based on the trends in the evaluation report results, what are key considerations for future OCFT programming?

Overview of the Projects

Nearly all 30 projects included in this evaluation synthesis review (over 90%) were broadly aimed at reducing exploitative child labor. Some of the projects addressed both forced labor and child labor; two projects addressed forced labor alone. The projects varied in their geographic and sectoral focus, with about a third narrowly focused on specific value chains with high child labor or forced labor prevalence. The largest number of projects focused on the agricultural and fishing sectors and about a third had no sectoral or value chain focus. The majority (22) of projects were focused on a single country; six targeted more than one country in a single region; and two were global projects, targeting more than one country in more than one region. The largest numbers of targeted countries were in sub-Saharan Africa (25), followed by Asia and the Pacific (16), Latin America and the Caribbean (15), North Africa and the Middle East (4), and Europe (4). Exhibit 1 shows the global scope of ILAB OFCT projects.

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[1] In this report, we use the term *results* to describe the evaluator's main observations or findings.

[2] There were two evaluations of the GAP11 program, yielding 31 evaluations of the 30 projects.

[3] By *outstanding*, we mean unusual and/or described as especially impactful. A *good practice* is a process, practice, or system highlighted in the evaluation reports as having improved the performance and efficiency of the program in specific areas. They are activities or systems that are recommended to others for use in similar situations. Adapted from: https://vita2.virginia.gov/itTrain/pmDev/bpll/bpll.cfm

[4] A *lesson learned* documents the experience gained during a program. It may identify a process, practice, or systems to avoid in specific situations. Adapted from: https://vita2.virginia.gov/itTrain/pmDev/bpll/bpll.cfm

Exhibit 1. Global Reach of OCFT Projects

Most of the projects included in this synthesis review (about 75%) used similar, integrated intervention strategies to achieve a reduction in child labor—which included large, direct service components in addition to policy and legal framework strengthening, capacity building, awareness raising, and research interventions. Direct services were designed mainly to improve participants' access to education or training and improve household livelihoods. A small number (5) of global and country projects had large capacity-building and research components and few to no direct-action interventions.

The projects also generally targeted similar direct participant categories: children and youth engaged in or at risk of child labor, and adult members of their households. About a quarter of the projects were primarily directed towards serving direct participants with specific characteristics, such as indigenous people, migrant workers, and persons with disabilities—communities that, because of their economic and social exclusion, are often especially vulnerable to child labor, forced labor, and human trafficking. Typically, these projects aimed to provide services to large numbers of children (more than 5,000 per program) and a smaller set of household members (commonly under 5,000).

Results of the Synthesis Review

To what extent were the projects successful in meeting their stated objectives?

Evaluation reports indicated that the projects helped produce many positive outcomes contributing to the overall program objective. These outcome areas included: participant children's work and education status, household livelihoods, strengthened laws and policies, institutional capacity improvements, levels of awareness, and levels of knowledge.

Outcomes of education and training interventions: Evaluators noted that most educational models introduced or developed in the projects were effective at either preventing child labor by keeping or reintegrating children in school, or in providing education and training alternatives to child laborers. Evaluators reported that education and training activities led to reductions in the number of hours school-age children spent working and increased school attendance. Reported positive outcomes from youth-focused training and employment interventions included acquisition of technical skills, improved life skills, job and apprenticeship placement, and expanded awareness of workplace hazards. A few evaluators highlighted limited results of program strategies to change the work status of older children, noting that offering effective services to overcome child labor

among older youth presented additional challenges. Examples of challenges specific to older children included: adequately incentivizing youth to stop or reduce their working hours to participate in project training programs, aligning proposed training with market opportunities, or placing youth in "decent" jobs in economies where such jobs were scarce.

Outcomes of livelihood and capacity-building interventions: Outcomes of livelihood interventions reported by evaluators included increased household assets and/or income, productivity improvements, better ability to pay for education expenses, and decreased household reliance on child labor. Evaluators likewise reported many positive outcomes from capacity-building projects; among these were official validations of action plans, projects, legislation, guidelines, or bylaws. Evaluators also reported improvements in industry stakeholders' capacity to address child labor with positive outcomes—including adoption of codes of conduct, occupational safety and health (OSH) and child labor policies, and the integration of training on child labor and forced labor for employers' association members.

Outcomes of awareness-raising and knowledge-building interventions: Evaluation reports generally found that most projects' awareness-raising and research activities were effective in generating greater awareness and knowledge about child labor or forced labor among key stakeholder groups, including children, households, educators, local leaders, companies, and non-governmental organizations (NGOs), as well as government authorities at various levels.

Extent to which projects met their direct participant and other output targets: Based on IMPAQ team analysis, most projects with direct participant targets largely met or exceeded their targets for the provision of direct services (numbers of children receiving education/training services as well as households receiving livelihood services). IMPAQ quantitative analysis shows that 65% of the projects with direct participant targets reached or exceeded their targets set out at program inception. Overall, 85% of the projects with direct participant targets reached at least 75% of direct participant targets.

With a few exceptions, IMPAQ analysis shows that, based on the evaluation reports, most projects made significant progress against and/or exceeded their other output targets.[5] In some evaluation reports, positive results meeting targets were qualified by concerns such as the effectiveness of direct participant targeting, quality and duration of services, and likelihood of sustainable impact.

Validity of program Theory of Change (ToC): Overall, most evaluators found the ToC outlined in either the projects' initial strategy paper and/or Comprehensive Monitoring and Evaluation Plan (CMEP) to be largely valid, suggesting that most program strategies were well designed and relevant. Evaluators generally found that the ToC represented in the comprehensive, integrated strategy was valid in the program context to which it was applied. Many evaluators highlighted the importance of having multi-faceted strategies to achieve program success in addressing child labor and forced labor.

Value chain-oriented projects appropriately focused to a greater degree than other projects on engaging employers in efforts to combat child labor. Value chain projects also leveraged international market demands and standards to support the adoption of changes. Evaluators of

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[5] Examples of output targets included: numbers of teachers, local leaders, or labor inspectors trained; numbers of schools with improved infrastructure; number of National Action Plans drafted; number of research studies carried out, etc.

capacity-building projects noted that technical support for policies, plans, and legal framework improvements were not necessarily enough to produce the overall goal of strengthened policy and legal frameworks on child labor and forced labor. Evaluators found that this was largely because of external challenges encountered in reforming national laws and public institutions including the amount of time required to enact laws and implement proposed reforms.

What were the most often cited and/or outstanding challenges affecting program performance?

External Challenges: Evaluators noted that various projects faced exceptional and/or unanticipated external challenges (including political, social, and economic crisis situations) that hindered their progress. Occurrences of natural disasters, outbreaks of infectious disease, political unrest, and/or rising levels of social and economic insecurity negatively affected projects' success in improving household livelihoods or expanding children's access to education and training. Evaluators likewise highlighted that crisis often diverted the attention of key government and other stakeholders from program objectives, hindering capacity-building and policy work.

Evaluators cited weak institutional and financial capacity of government counterparts as obstacles to capacity-building interventions in some cases. Evaluation results also showed that institutional capacity-building interventions were hindered by high levels of turnover in counterpart organizations and poor hand over procedures, lack of basic means to carry out institutional mandates, and limited and/or changing levels of political will. Insufficient buy-in from national stakeholders, such as employers' and workers' organizations, as well as individual employers hindered progress in some projects.

Internal Challenges: In terms of internal constraints, slow grantee and USDOL administrative systems created implementation delays, negatively affecting projects in some instances, based on evaluation reports. In some projects, evaluators likewise reported that management teams were unstable or overstretched.

What were the most often cited and/or outstanding good practices highlighted in the evaluation reports? What were the most often cited and/or outstanding lessons learned highlighted in the evaluation reports?

IMPAQ identified trends in good practices and lessons learned across evaluation reports. Noteworthy good practices and lessons learned regarding project by topic area are summarized in Exhibit 2 with greater detail provided in the body of the report.

Key Considerations for Future Programming

National stakeholder ownership appears to be a significant factor in the success of OCFT projects. Multiple evaluations noted that overall program success, especially of capacity-building interventions, was largely contingent on working in countries and/or with stakeholders with high levels of motivation/will to address child labor and/or forced labor. Evaluation reports suggested that the following conditions should be considered in program design: (1) government recognition of the problem; (2) higher levels of external pressure emanating from trading partner, international buyer, or consumer demands to address child labor in general and/or in select value chains; (3) higher levels of internal pressure emanating from local and national champions; (4) alignment or integration with national development plans and projects; and, (5) prior experience with projects that demonstrated how to address the issues and showed possibility to make progress.

<p style="text-align:center">Exhibit 2. Good Practices and Lessons Learned</p>

Topic	Good Practice	Lesson Learned
Program Design	▪ Designing programs that build on the accomplishments of previous programs. ▪ Capitalizing on available research and statistics in program design.	▪ Allocating longer time frames for programs' implementation may have increased programs' impact and sustainability.
Program Management and Implementation	▪ Adapting and adjusting strategies to accommodate emerging contextual challenges and opportunities.	▪ The CMEP approach to monitoring and evaluation had positive aspects but might be streamlined and more emphasis placed on systems to analyze and use data for decision making. ▪ Allocating adequate and relevant national personnel for coordination, monitoring, and follow-up on program interventions is likely a critical factor in producing successful outcomes.
Education and Training Interventions	▪ Improving the learning environment in schools through school renovations, teacher training and awareness raising to improve pedagogical practices; and monitoring at-risk children's school attendance and performance and helping them succeed in school. ▪ Teaching youth life skills and entrepreneurship along with technical skills.	▪ Some grantee youth employment interventions could have been better aligned with the job market and more comprehensive.
Livelihood Interventions	▪ Creating/strengthening savings and loan groups.	▪ Some grantee livelihood interventions could have been better aligned with market opportunities and/or given more attention to improving participant access to markets.
Capacity-Building Interventions	▪ Mainstreaming child labor and forced labor issues into regular government activities and national stakeholders' programs to ensure local ownership and promote sustainability. ▪ Collaborating with country stakeholders from a variety of institutions, at difference levels of governance, and within various sectors.	▪ Some grantees needed to begin working on an exit strategy earlier in program implementation to foster the sustainability and scaling of successful intervention models.
Awareness Raising and Knowledge Building Interventions	▪ Forming strategic alliances with national stakeholder groups and institutions for awareness raising and research. ▪ Using research to influence country stakeholder policies and practices.	▪ n/a

The evaluations contributed to understanding the types of policies and other interventions that lead to measurable progress in tackling child labor and its root causes. Progress included actions that address the economic vulnerability of poor households; lack of access to free, quality, public education; and other public services that offer a social safety net to protect children at risk or engaged in the worst forms of child labor (WFCL).

The reports highlighted "root causes" that might receive more attention in future projects. Program evaluations found that addressing discrimination and social exclusion dimensions of child labor and forced labor—such as discrimination based on gender, ethnicity, citizenship, or

disability—to be important to program success. Program evaluations highlighted the value of including targeted interventions addressing the variety of cultural, social, and economic factors that leave these groups especially vulnerable to certain types of child labor.

Future projects might consider greater focus on addressing the limited empowerment of working people and their communities. OCFT might consider infringements of other human rights at work (including non-discrimination, freedom of association, and collective bargaining) among the root causes of child labor, because of their effects on household poverty. In countries with relatively better developed labor market governance systems, and/or whose economies are progressing to higher levels of formal sector employment, attention might also be given to minimum wage policies and their enforcement, as well as expanding coverage of social security systems.

Having adequate time, as well as human and financial resources, appears to be a significant factor in program success and should be a consideration in OCFT grant selection and oversight. Ways this might be accomplished include evaluating grantees' budgets and work plans to ensure that they are realistic and include actions, time, and human resources, to follow up on activities and to consolidate and institutionalize intervention strategies. OCFT might also consider funding more multi-phased projects, so successful projects are followed up with additional efforts to mainstream/institutionalize effective intervention strategies.

Program evaluations suggest that greater encouragement for course corrections and flexibility during implementation would be beneficial for program success. Potential ways to encourage more adaptive management practices include the following:

- Selecting grantee and grantee partners with longer experience in the country, a factor that may increase the program management team's capacity to anticipate common risks and identify alternative paths to the same objective.
- Allocating time and resources for post-grant award needs assessment and program re-design—a practice that acknowledges that pre-award assessments may not have been thorough or participatory, and are often done by people who are not later part of the implementation.
- Promoting participatory review processes, like the process used in developing the CMEP, at other key points in the implementation process to assess progress and agree on corrective actions when needed.
- Using flexible funding modalities and simplifying/streamlining approval processes for project modifications.

1. PURPOSE AND SCOPE

The United States Department of Labor (USDOL) International Labor Affairs Bureau (ILAB) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) engaged IMPAQ International, LLC, (IMPAQ) to produce a synthesis review of 31 final performance evaluation reports produced during 2014-2018. This review synthesizes trends in the results,[6] conclusions, and recommendations presented in the evaluation reports, and suggests key considerations to guide the design and implementation of future OCFT projects. Exhibit 3 presents a list of projects included in this review.

1.1 Evaluation Synthesis Review Context

The mission of OCFT is to promote the elimination of child labor (CL), forced labor (FL), and human trafficking through policy, research, and technical assistance projects. OCFT engages in three primary activities:

- Funding and oversight of projects to eliminate exploitative child labor and forced labor (CL/FL) and human trafficking around the world;

- Research and publication of reports on international CL, FL, and human trafficking; and

- Assistance in the development and implementation of US government policy on international CL, FL, and human trafficking issues.

OCFT grants support projects that focus on combating abusive labor practices across the globe, including the use of CL/FL in global supply chains. OCFT systematically conducts performance evaluations of its projects to determine their effectiveness in meeting the stated objectives. These evaluations contribute to the knowledge base by providing evidence on the most effective strategies for combating CL/FL, identifying key factors that favor or impede progress toward desired outcomes, and providing recommendations for improving the design and implementation of future projects.

1.2. Research Objective and Intended Audience

For this report, the IMPAQ team reviewed 31 OCFT-funded program final evaluation reports produced over the four-year period of 2014–2018.[7] The overall purpose of this synthesis review is to facilitate learning from these evaluations, so OCFT as well as other donors, governments, and organizations can improve the design and implementation of current and future policies and projects to combat CL, FL, and human trafficking.

To reach this overall objective, IMPAQ identified and synthesized common trends in results, conclusions, and recommendation across the evaluation reports with a focus on the following:

- Overall program performance in meeting objectives and factors that affected performance.
- Strategies and practices that show promise in addressing CL, FL, and human trafficking.
- Lessons learned that should inform future efforts.

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[6] In this report, we use the term *results* to describe the evaluator's main observations or findings.
[7] The number of projects subject to final evaluation was 30. Two final evaluations were conducted of the GAP-11 program.

- Key considerations to inform future programming by USDOL and others involved in efforts to combat abusive labor practices.

<p style="text-align: center;">**Exhibit 3. Program Evaluations Included in Synthesis Review**</p>

1. Livelihoods, Education, Advocacy and Protection against Exploitative Child Labor in Sugarcane in the Philippines (Philippines ABK3 LEAP)
2. Actions to Reduce Child Labor in Rubber Producing Areas of Liberia (Liberia ARCH)
3. Adolescent Youth Empowerment Development Initiative in Uganda (Uganda AYEDI)
4. Eliminating Exploitative Child Labor Through Education and Livelihoods in Cambodia (Cambodia EXCEL)
5. Country Level Engagement and Assistance to Reduce Child Labor (CLEAR I)
6. Combating Worst Forms of Child Labor by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt (Egypt CWCLP)
7. EducaFuturo in Panama and Ecuador (Panama/Ecuador EducaFurturo)
8. Ethiopians Fighting Against Child Exploitation (Ethiopia E-FACE)
9. Preventing Child Labor in Home-Based Carpet Production in Afghanistan (Afghanistan Carpets)
10. Elimination of Child Labor in El Salvador through Economic Empowerment and Social Inclusion (El Salvador Economic Empowerment)
11. Moving Towards a Child Labor Free Jordan (CL Free Jordan)
12. Promising Futures: Reducing Child Labor in Jordan through Education and Sustainable Livelihoods (Jordan Promising Futures)
13. Stop Child Labor in Agriculture in Mexico (Mexico Agriculture)
14. Energetic and Creative Youth Empowered to Move Forward in Bolivia (Bolivia ÑPKCW)
15. Building Effective Policies against Child Labor in Ecuador and Panama (Panama/Ecuador Policy)
16. Promise Pathways in Morocco (Morocco Promise Pathways)
17. Elimination of the Worst Forms of Child Labor in West Africa and Strengthening Sub-regional Cooperation in West Africa (Benin, Côte d'Ivoire, Ghana, and Nigeria) (ECOWAS I & II)
18. PROMOTE: Decent Work for Domestic Workers to End Child Domestic Work in Indonesia (Indonesia PROMOTE)
19. Reducing Child Labor through Education Services in Burkina Faso (Burkina Faso RCLES)
20. Towards Child Labor Free Cocoa Growing Communities in Côte d'Ivoire and Ghana Through an Integrated Area Based Approach (CCP Côte d'Ivoire & Ghana)
21. Rwanda Education Alternatives for Children in Tea-Growing Areas (Rwanda REACH-T)
22. Combating Exploitative Rural Child Labor in Peru (Peru Semilla)
23. Supporting Livelihoods and Developing Quality Education to Stop Child Labor in Tanzania (Tanzania WEKEZA)
24. Combating the Worst Forms of Child Labor in Shrimp and Seafood Processing Areas of Thailand (Thailand Shrimp)
25. Piloting USDA Guidelines in the Hazelnut Industry in Turkey – Elimination of Child Labor and Application of Good Employment Practices (Turkey Hazelnut)
26. Global Action Program on Child Labor 2011 (GAP11) * included two separate reports
27. My Rights Matter Project in Guatemala (Guatemala My Rights Matter)
28. Project to Reduce Child Labor in Colombia (Colombia Somos Tesoro)
29. Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru (Brazil/Peru Forced Labor)
30. Engaged, Educated, Empowered, Ethiopian Youth (Ethiopia E4Y)

The primary users of this review are OCFT staff and other USDOL program administrators who plan to consider the results, conclusions, and key considerations in this review to guide the development and oversight of current and future OCFT activities. Secondary audiences of this review include other US government agencies; donors; policy makers; international and national organizations; and researchers engaged in efforts to combat CL, FL, and human trafficking.

1.3. Research Questions

This report addresses the main research questions and sub questions presented in Exhibit 4. These questions were determined jointly by IMPAQ and ILAB/OCFT, based on OCFT's needs and the types and scope of data available in the evaluation reports.

<div align="center">Exhibit 4. Main Research Questions</div>

Research Question	Sub Questions
Question 1: To what extent were the projects successful in meeting their stated objectives?	▪ Did the projects reach their direct participant targets? Were the projects successful in achieving other planned outcomes and outputs? ▪ What was the level of program fidelity and adherence to the outlined theory of change? Did the program achieve its planned outputs and did this lead to anticipated outcomes? Were there any unintended effects of the intervention?
Question 2: What were the most often cited and/or outstanding[8] challenges affecting program performance?	▪ What were the main external or internal challenges that affected program performance? ▪ Are there any common themes in the challenges faced that particularly impede program success and stall progress?
Question 3: What were the most often cited and/or outstanding good practices[9] highlighted in the evaluation reports?	▪ What were the main characteristics of the good practice? ▪ What program objective did the good practice help the program to meet? How did the good practice contribute to meeting the program objective? ▪ How were different good practices applied in various projects/contexts? ▪ What, if any, preconditions or other factors might affect the validity of the good practice in other settings?
Question 4: What were the most often cited and/or outstanding lessons learned[10] highlighted in the evaluation reports?	▪ From what program experiences (problems, challenges) did the evaluators draw the lesson learned? How was/should this lesson learned be applied to overcome a problem or seize an opportunity? ▪ Are there any significant considerations that might affect the validity of the lesson learned in another setting, according to the evaluation results? ▪ What are some of the similarities and differences between program contexts that produced these lessons learned?
Question 5: Based on the trends in evaluation report results, what are key considerations for future OCFT programming?	▪ What factors should OCFT consider to increase the relevance of its projects to stakeholders needs and priorities? ▪ What factors should OCFT consider to increase the effectiveness of projects in terms of meeting their objectives and producing systematic and sustainable changes? ▪ What factors should OCFT consider to improve use of limited grant resources?

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[8] By *outstanding*, we mean unusual and/or described as especially impactful.

[9] A *good practice* is a process, practice, or system highlighted in the evaluation reports as having improved the performance and efficiency of the program in specific areas. They are activities or systems that are recommended to others for use in similar situations. Adapted from: https://vita2.virginia.gov/itTrain/pmDev/bpll/bpll.cfm

[10] A *lesson learned* documents the experience gained during a program. They may identify a process, practice, or systems to avoid in specific situations. Adapted from: https://vita2.virginia.gov/itTrain/pmDev/bpll/bpll.cfm

2. SYNTHESIS REVIEW METHODOLOGY

This chapter presents the methodology developed by the IMPAQ team to conduct this review. We conclude this section by discussing the limitations of our methodology.

2.1 Methodology

The IMPAQ team developed a research methodology to answer the research questions and provide useful, actionable insights. It included a process to extract, analyze, and synthesize evaluation report data.

Extraction of key results: As a first step, IMPAQ carried out an initial review of the reports to get a general idea of their content. Based on the review, we developed a framework to group the report results into categories that were relevant to answer each of the research questions: (1) progress against objectives; (2) adherence to program theory of change; (3) internal and external constraints; and (4) good practices and lessons learned[11] by key topic area.

Based on our initial analysis, we identified an initial set of topics that span all or many of the evaluation reports and used these to organize and code significant results from the evaluation reports. Topics included critical program phases (design, implementation, close out); frequently used intervention strategies (such as education, livelihood, and institutional capacity-building interventions); and significant cross-cutting themes (management, sustainability, monitoring and evaluation).

The IMPAQ team incorporated the framework into an Excel matrix, which we used to carry out systematic, comparable, and complete data extraction from all included documents. The data extraction represented information as provided by the original evaluators for purposes of synthesis, rather than the independent judgement of the IMPAQ team.[12] The matrix then became the main input into the synthesis review. The IMPAQ team analyzed the extracted results for trends (convergence or divergence) and summarized our analysis by evaluation question.

2.2 Limitations

IMPAQ identified several potential limitations to our methodology. These are presented here along with the ways we mitigated them.

Subjectivity and bias: Because the evaluations were carried out by different individuals and teams, there are inevitable differences in perspective, methodology, and limitations affected the evaluation results. Evaluators make assumptions based on their own observations, experience, and available information—all of which are subject to the limitations common to qualitative data collection methods, including selection, recall, and respondent bias.[13] Quantitative data from program monitoring and evaluation systems may also have been used as evidence for evaluation

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[11] We examined both good practices and lessons learned that evaluations explicitly identified as well as implicit examples drawn from the evaluation results.

[12] The source of data in the reviewed evaluations was primarily data from the program Monitoring and Evaluation (M&E) system and information collected by the evaluator via qualitative methodologies (including document reviews, key informant interviews, and focus group discussions with program stakeholders).

[13] *Selection bias* occurs when the implementer selects the evaluation key informants. *Recall bias* is a limitation in which informants may or may not correctly recall the details of any support received from one program or another. *Respondent bias* occurs when informant may provide answers they believe are socially acceptable (for example, in line with their superiors' answers) or likely to lead to additional donor support.

results and conclusions, which may not have been subject to data quality control reviews. However, all program evaluations were conducted using similar methodologies, and were subject to quality control by ILAB to ensure consistency with evaluation principles. IMPAQ drew themes and examples from evaluation reports that were well documented. The diversity of evaluators was likely beneficial to the overall reliability of the synthesis, as it reflected a broad spectrum of experiences and expertise.

Data set comparability: Even though many of the projects had similar designs, they were subject to different internal and external contextual factors that affected outcomes, making simple comparisons risky. Likewise, a successful practice in one program may not lead to the same degree of success in the context of another program. Given these considerations and to avoid the risk of "comparing apples with oranges," we are focusing on the qualitative analysis of the projects. In addition, we highlight contextual and other factors that may affect the validity of good practices and lessons learned in this report.

Erroneous data/bias and erroneous interpretation of synthesis review data: The IMPAQ team is unable to independently assess the rigor of the project evaluations. In addition, the results and conclusions are presented more clearly in some reports than in others. In some cases, IMPAQ's interpretation of what the evaluator meant to say may be different from what was intended. However, the evaluation reports were reviewed by OCFT and grantee personnel knowledgeable about the OCFT program, its results, and the contextual factors affecting its performance. We expect, therefore, that most factual errors were eliminated in the review process.

3. OVERVIEW OF THE PROJECTS EVALUATED

This chapter provides a general overview of the 30 projects (resulting in 31 evaluation reports) we evaluated, briefly summarizing their key features. Using both qualitative and quantitative analysis, we describe the extent that the projects in our data set shared common characteristics and/or differed.

3.1 Projects' Goals, Geographic and Sector Targets, and Scope

Nearly all 30 of the projects subject to this evaluation synthesis review were broadly aimed at reducing CL.[14] Exceptions include the following: (1) the GAP11 and Turkey Hazelnuts projects focused interventions on fighting both CL/FL)[15]; (2) the Brazil/Peru Forced Labor project was focused on combating FL in the two countries; and, (3) the Indonesia PROMOTE program, while aiming to reduce child domestic work (CDW), also had a broader focus on promoting decent work for domestic workers. Exhibit 5 shows the global distribution of these projects.

Most of the CL projects targeted all forms of CL; a few focused more specifically on hazardous CL. For example, the Ethiopia E4Y and Uganda AYEDI projects were focused primarily on

Exhibit 5. Regional Distribution of OCFT-funded CL and FL Projects

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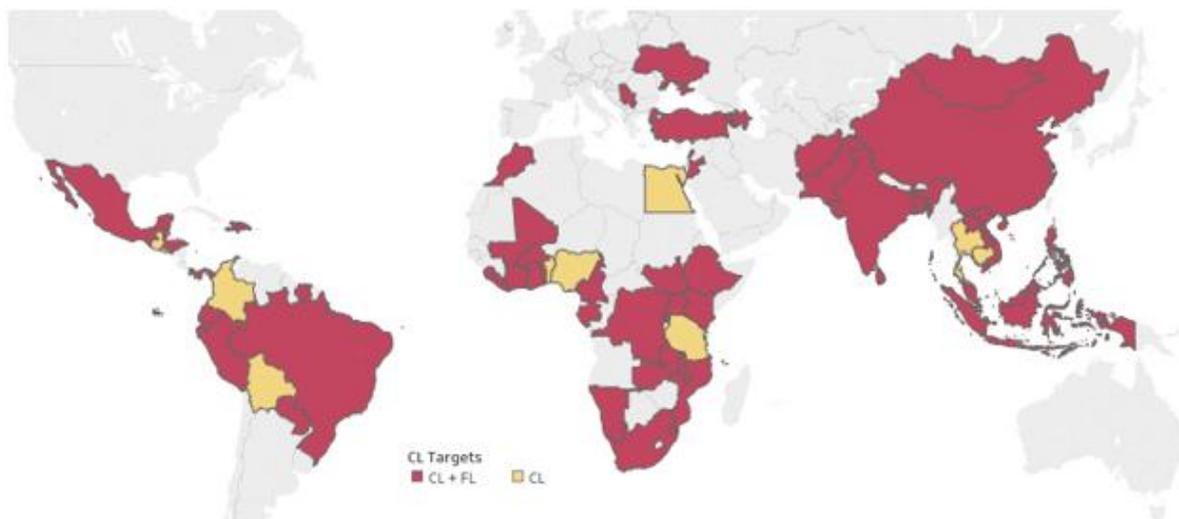
[14] The International Labor Organization (ILO) uses the term *Worst Forms of Child Labor* (WFCL), which includes slavery and similar issues such as the trafficking of children, debt bondage, serfdom, and children in armed conflict; the sexual exploitation of children (prostitution, pornography and pornographic performances); the involvement of children in illicit activities–for example, the production and trafficking of drugs; and work likely to harm the health, safety, or morals of children. *Hazardous child labor*, a subset of the WFCL, is work performed by children in dangerous and unhealthy conditions that can lead to a child being killed, injured, or made ill as a result of poor safety and health standards or employment conditions.

[15] At the country level, GAP11 interventions were focused primarily on one or the other of child labor or forced labor. According to the ILO, forced labor refers to situations in which persons are coerced to work through the use of violence or intimidation, or by more subtle means such as accumulated debt, retention of identity papers, or threats of denunciation to immigration authorities.
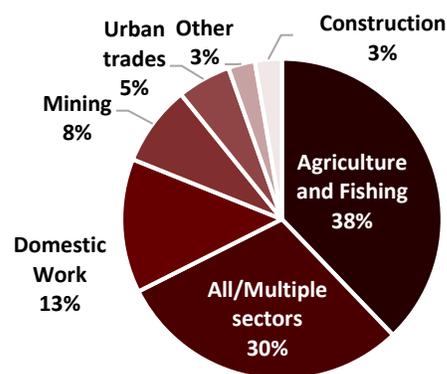
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combating hazardous CL among youth.[16] Projects differed substantially by sectoral scope. Exhibit 6 lists projects with a specific focus on a sector(s) or value chain(s):

Exhibit 6. Evaluated Projects with Sector(s) or Value Chain(s) Focus[17]

Value Chain-Focused Projects	Sector-Focused Projects
1. Rubber in Liberia (ARCH) 2. Home-Based Carpet Production in Afghanistan 3. Sugarcane in the Philippines (ABK3-Leap) 4. Weaving in Ethiopia (E-Face) 5. Hazelnuts (Piloting USDA Guidelines in the Hazelnut Industry in Turkey) 6. Tea in Rwanda (REACH-T) 7. Shrimp and Seafood Processing in Thailand 8. Cocoa in Côte d'Ivoire, Ghana and Nigeria (ECOWAS I & II, CCP) 9. Cotton and Gold Mining in Burkina Faso (RCLES) 10. Gold and coal mining in Colombia (Somos Tesoro) 11. Sugarcane in Mexico (Stop Child Labor in Agriculture in Mexico)	1. Agriculture, fishing, and child domestic work (Excel–Cambodia) 2. Agriculture (CWCLP–Egypt) 3. Agriculture (Semilla Project–Peru) 4. Agriculture (Stop Child Labor in Agriculture in Mexico) 5. Domestic Work (PROMOTE–Indonesia) 6. Domestic Work (GAP 11–Global) 7. Mining (Somos Tesoro–Colombia)

OCFT grantees considered the sector/value chain focus to determine the targeted geographic areas and the main implementation strategies, but did not necessarily exclude children engaged in exploitative CL found in non-targeted sectors/value chains. For example, grantee projects focused on children engaged in exploitative CL in specific value chains (rubber, sugarcane, tea, shrimp, and seafood) provided services to children not directly involved in the value chain, if they were at risk of being engaged in exploitative CL in the future or were already victims in another sector within the program's geographic target area.[18] The main sectors encompassing these value chains are shown in Exhibit 7.

Exhibit 7. Targeted Sectors for CL and FL Interventions

Construction 3%
Other 3%
Urban trades 5%
Mining 8%
Domestic Work 13%
All/Multiple sectors 30%
Agriculture and Fishing 38%

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[16] Many other projects had youth specific components, such as Liberia ARCH, Rwanda REACH-T, Tanzania WEKEZA, and Cambodia EXCEL, but also provided services to younger children.

[17] For the purpose of this classification, IMPAQ defined "value chain focused" projects as projects that focused on child labor in the production of a specific commodity. For example, projects that had a specific focus on commodities such as sugarcane, hazelnuts, and rubber were classified as a value chain focused project versus the more generally defined agriculture sector (with no specific focus and which may have included family subsistence agriculture). The Stop Child Labor in Agriculture in Mexico has both a value chain focus (sugarcane) and a sector focus (subsistence agriculture).

[18] This approach is often called an area-based approach.

Analysis of the geographic focus shows the variation in OCFT's regional distribution of its projects. Exhibit 8 shows the breakdown by geographic focus (Asia, sub-Saharan Africa, Latin American and the Caribbean, Europe, and North Africa and the Middle East) and the intra-region spread of where activities are implemented.[19] Africa had the largest share of OCFT's efforts with project activities implemented in 36 countries on the continent during the review period, followed by Latin America (23), Asia (20), North Africa and the Middle East (8), and Europe (5).[20]

**Exhibit 8. Regional Distribution of OCFT Interventions**
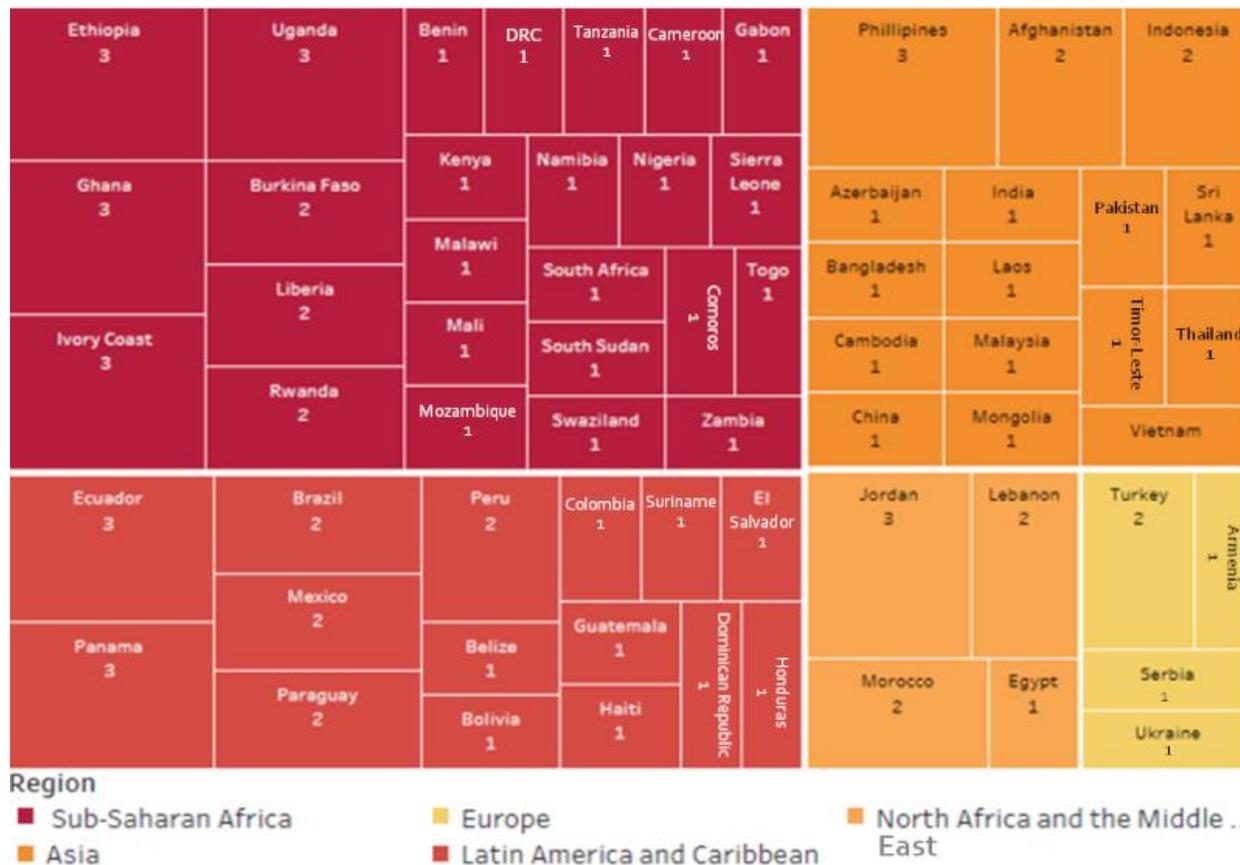
The geographic scope of the projects likewise varied, with some projects narrowly focusing interventions on a specific region within a country (for example, one or more states, provinces, or municipalities). Others included interventions at the national level, whereas a few projects targeted either more than one country in a single geographic region of the world or more than one country in more than one region. Exhibit 9 shows the breakdown by geographic scope.

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[19] Many of the projects operated in multiple countries, and so the total number of interventions shown in this graph is higher than the total number of OCFT-funded projects. For example, ECOWAS I & II operated in Benin, Côte d'Ivoire, Ghana, and Nigeria, and so is counted as four interventions (one for each country) in this graphic.

[20] ILAB funding across the 30 projects totals $236,758,042 ($212,908,042 without the two global programs, Gap 11 and CLEAR-I), and is regionally distributed as follows: sub-Saharan Africa: $72,250,000; Latin America and the Caribbean: $70,828,601; Asia: $42,499,970; Middle East and North Africa: $22,459,471; and Europe: $4,870,000.

Exhibit 9. Geographic Scope/Level

Country — 22
Regional — 6
Global — 2

■ Number of Projects
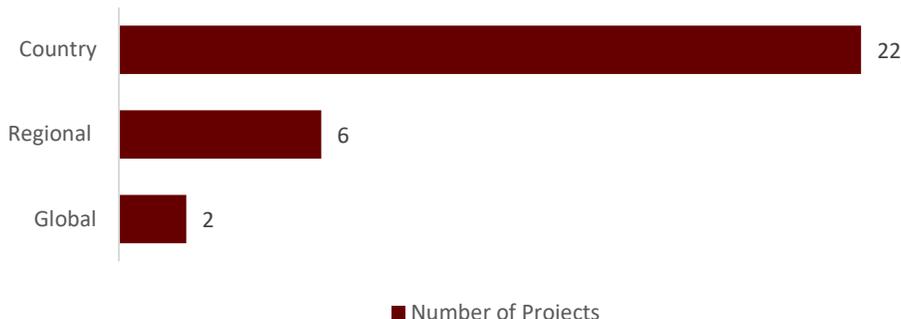
3.2 Projects' Interventions Strategies

Most of the projects (more than 80%) covered in this evaluation synthesis review used similar, integrated intervention strategies to reduce CL. Integrated strategies included a mix of the following:

- Direct services for children at risk of, or engaged in, exploitative CL and their households;
- Stakeholder capacity building interventions.
- Research to increase knowledge of CL and relevant solutions.
- Awareness-raising and advocacy interventions to encourage changes in attitudes, beliefs, and practices.

For most of the 30 evaluated projects, the financial resources dedicated to the direct services component were substantially larger than the other components. Four global and country projects had large capacity-building and research components and no or relatively small direct-action interventions:

- **GAP11** was aimed at accelerating progress against CL—and, where relevant, FL—in targeted countries, through improved legislation, enforcement, and policy coordination; innovative research and monitoring systems; and strengthened protections to children in domestic work.
- **CLEAR I** was designed to strengthen national and local government capacity to address CL and engage with other stakeholders—such as employers' and workers' organizations and civil society stakeholders, where relevant, to achieve government objectives.
- **Panama/Ecuador Policy** was aimed at building the capacity of national, provincial, and municipal governments to coordinate and implement policies, and to enforce efforts to combat CL among vulnerable children (no direct services)
- **CL Free Jordan** aimed to increase and improve institutional and organizational capacity to handle CL effectively, and to create an environment where CL is eliminated and prevented. The focus was on influencing policies and developing capacity.

3.2.1 Direct Service Interventions

Direct services provided within integrated projects generally fell into one of two broad categories: education livelihood interventions. The first direct service category supported education or training for children ages 5-17 at risk of, or engaged in, exploitative CL. Grantees designed interventions to keep children in school, reintegrate drop-outs, and/or offer relevant education and training alternatives leading to decent employment for out-of-school youth (generally ages 14-17).

The second direct services category was offered to members of targeted children's households (parents, guardians, and older siblings). Interventions were designed to lessen household dependence on CL by improving household livelihoods. Grantees designed interventions to facilitate access to better jobs, improve family business productivity, and support income-generating activities through training, access to financial services, and material support.

Under each direct service category, grantees implemented a variety of intervention strategies depending on how they assessed the needs of their target population. Based on the review of evaluation reports, illustrative interventions under each category are listed in Exhibit 10.

Exhibit 10. Illustrative List of Direct Service Interventions

Education and Training Services for Children	Livelihood Services for Household Members
▪ Education subsidies (books, tuition, uniforms, transportation vouchers) ▪ School meals ▪ Non-formal education projects ▪ Academic tutoring for children at risk of dropping out of school ▪ Literacy training ▪ Soft skills training ▪ Vocational and skills training ▪ Entrepreneurship training ▪ Children's rights activities in schools ▪ After-school activities ▪ Career orientation services ▪ Mentoring ▪ Financial literacy *For children of legal working age only:* ▪ Internship placements ▪ Job placements ▪ Occupational safety and health interventions ▪ Inputs for self-employment activities	▪ Technical skills training ▪ Soft skills training ▪ Entrepreneurship training ▪ Job placement services ▪ Savings and loan groups ▪ Financial literacy ▪ Cooperative formation/strengthening ▪ Providing inputs for livelihood activities ▪ Linking to micro finance ▪ Marketing support

Some projects also offered other types of services to children, households, and/or communities that aimed to mobilize participant communities in program activities and/or address causes of CL or FL. These included support for community development projects, improved access to social protection services, assistance in obtaining a birth certificate, provision of legal services, school infrastructure improvements, health services, and take-home food rations.

3.2.2 Capacity-Building Interventions

Program capacity interventions included interventions to strengthen relevant policies and laws, as well as their enforcement/implementation; and interventions to boost relevant stakeholders' (e.g., government officials, labor inspectors, judicial officers, teachers, trainers, social workers) effectiveness in carrying out their respective missions. Exhibit 11 provides an illustrative sample of common capacity-building interventions.

Exhibit 11. Illustrative List of Capacity Building Interventions

▪ Teacher/instructor training ▪ Education and training curriculum improvements ▪ Training/technical support to improve CL/FL laws and regulations and their implementation and mainstreaming CL in public policy

- Support for Community CL monitoring/ Child Protection Committees
- Creation/strengthening of existing of multi-stakeholder coordination bodies on CL/FL actions
- Support for CL and FL surveys and other research activities

3.2.3 Program participants

The 30 projects generally targeted similar direct participant categories: vulnerable children and youth, and their adult household members.[21] A few projects were directed primarily toward serving direct participants with specific characteristics, such as indigenous people, migrant workers, and persons with disabilities, communities that, because of their economic and social exclusion, are often more vulnerable to CL, FL, and trafficking. Exhibit 12 shows the distribution of participant categories for projects that focused on reducing CL/FL among specific groups.[22] Projects that provided direct services to participants typically set targets for number of children and households the program would provide services to. Exhibit 13 shows the

Exhibit 12. Targeted Direct Participants in OCFT-funded Projects (#)

distribution of number of direct beneficiaries these interventions reached.[23] Typically, these projects aimed to provide services to large numbers of children (more than 5,000 per program) and smaller sets of household members (commonly under 5,000).
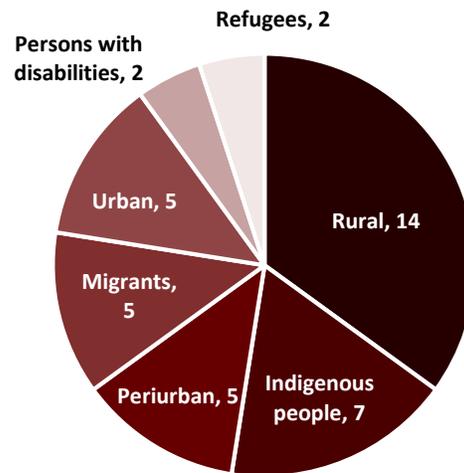
Exhibit 13. Number of Direct Participants Reached

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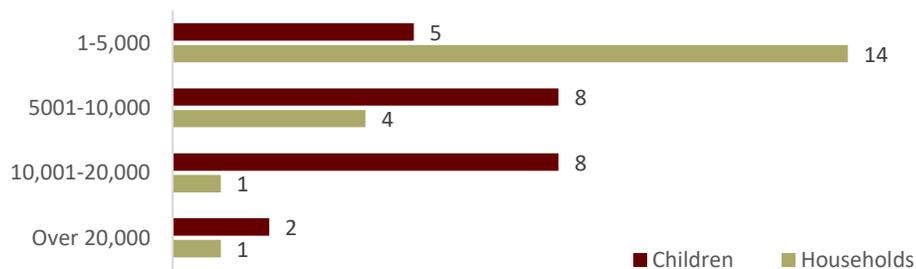
[21] *Participants* is the term used by ILAB to describe the populations who received program services. In some evaluation reports, they are referred to as *beneficiaries*.

[22] Some projects target more than one category of direct participants.

[23] This exhibit shows the number of projects with direct participant pools of a specific size. The "1–5,000" bucket shows that 5 projects reached between 1 and 5,000 children for program activities, whereas 14 projects reached between 1 and 5,000 households of child beneficiaries.

4. RESULTS OF SYNTHESIS REVIEW

This chapter presents the main results from the review and synthesis of 31 evaluation reports. Here we focus on the first four questions and organize results by each research question.

4.1 Research Question 1: To what extent were the projects successful in meeting their stated objectives?

To determine the extent that the projects were successful meeting their objectives, the IMPAQ team examined trends found in the evaluation reports on key outcomes. We also analyzed data provided in the evaluation reports on the extent that the projects met their direct participant and other output targets, observations made about direct participant targeting, and the quality of services provided. Finally, we analyzed evaluation findings on the validity of the projects' ToCs, highlighting trends in coherence as well as cases when evaluators highlighted gaps in the projects' strategies.

4.1.1 Achievement of Program Outcomes

Evaluation reports highlighted many substantial, positive outcomes.

Most evaluation reports indicated that the projects contributed to many positive outcomes that contributed to the overall program objectives.[24] These occurred in various areas, including participant children's work and education status, household livelihoods, strengthened laws and policies, institutional capacity improvements, levels of awareness, and levels of knowledge. Exhibit 14 lists examples of positive outcomes by "outcome area" reported in evaluation reports.

Evaluators reported substantial positive outcomes from education and training interventions.

Nearly all evaluation projects with education interventions reported positive outcomes on the education and work status of program participants during the life of the program. For example, the ABK3 Leap project evaluation found, *"Education supports in the form of direct supplies to children engaged in or at risk of entering child labor have provided a strong incentive for parents to send their children to school."* Likewise, the Jordan Promising Futures evaluation indicated that the project *"should be commended for providing Syrian and other refugees in Jordan access to education."* Evaluators generally found a range of program interventions effective in addressing issues affecting school attendance—such as cost of education, quality of school infrastructure, quality and relevance of instruction, and awareness by parents and children of the importance of education. Evaluators noted that most educational models introduced or developed in the projects were effective in preventing CL—either by keeping children in school, reintegrating out-of-school children, or providing education alternatives to child laborers. Evaluators variously reported education and training activities led to reductions in number of hours school-age children spent working and increased school attendance.

Many evaluators also reported positive outcomes from program education and training interventions focusing on youth. Reported positive outcomes included acquisition of technical skills, improved life skills, job and apprenticeship placement, and expanded awareness of

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[24] The basis of findings on achievement of outcomes was more rigorous in some evaluation reports than others. A few projects were subjective to impact evaluations; some evaluators were able to compare baseline and endline data; still other outcome measurements were based on evaluator's qualitative analysis and/or self-reported by grantees.

workplace hazards and protective measures. For example, the Semilla project evaluation highlighted that the project *"demonstrated its effectiveness by reaching high-risk adolescents ages 14 to 17 who are carrying out hazardous tasks in the workplace. The program's curriculum provided students with practical hard and life skills to prepare them for jobs that are safe and legally permitted."* A few evaluators highlighted limited results of program strategies to change the work status of older children, noting that offering effective services to overcome CL among older youth presented additional and specific challenges relative to younger children. For example, the Thailand Shrimp project noted, *"Older teenage children face greater risk of WFCL and need additional models of educational and support services. They may have worked for longer and thus been out of school for a longer period, and they may have less interest to stop working and go to school."* Additional discussion on program evaluation results regarding youth employment interventions is included in Section 4.3.3. 4.3 Research Questions 3 and 4: What were the most often cited and/or outstanding good practices and lessons learned highlighted in the evaluation reports?

Interventions contributed to improved household livelihoods.

The outcomes of livelihood interventions reported by evaluators included increased household assets and/or income, productivity improvements, better ability to pay for education expenses, and decreased reliance on CL. For example, the AYEDI project evaluation indicated, *"Particularly striking was the extent to which caregivers who belong to [project-supported] Village Savings and Loan Associations (VSLAs) were meeting the target of providing for at least three basic needs of children under their care."* Similarly, the ÑPKCW evaluation reported, *"Both rural and urban production strategies resulted in increasing household productivity and corresponding income, and decreasing the reliance on child labor for supplementing household income."* In many cases, program evaluations reported that interventions contributed to development of income-generating activities, improved production practices, or the introduction of new technologies that increased productivity and/or were less labor intensive. In a few cases, projects improved the working conditions of adult workers. In most cases, evaluators reported the combination of awareness raising and livelihood support was effective in convincing households to send children to school and to reduce children's working hours. In some cases, evaluators reported that livelihood interventions were not successful in improving household livelihoods, citing both external and internal factors. For example, the CCP Côte d'Ivoire & Ghana evaluation reported, *"The limited time available prevented the full implementation of the livelihood component."* and *"Overall, sales [from project supported income generation activities] did not come easily for communities because of their low negotiation capacity and their low market research."* Additional discussion of factors affecting the effectiveness of livelihood interventions can be found in Sections 4.3.3 Education and Training Interventions and 4.3.4 Livelihood Interventions.

Capacity-building interventions contributed to strengthened legislation and regulations, and integration of child labor or forced labor in institutional projects and policies.

Evaluators reported many positive outcomes from capacity-building projects. Among these were official validation of action plans, projects, legislation, guidelines, or bylaws. For example, the Brazil/Peru Forced Labor evaluator highlighted that the program contributed to FL being included in the Peru's Criminal Code in 2017. Evaluators of the ABK3 LEAP and Panama/Ecuador Policy projects reported adoption of ordinances to prevent CL by local government. The ABK3 LEAP evaluator also reported incorporation of CL within annual community development plans with budget allocations from city/municipality local governments. The CLEAR I program contributed

to the integration of CL in local government social projects in Paraguay. The evaluator reported the social projects were a *"significant step towards addressing the economic roots of child labor."* Several projects provided support to the Ministries of Labor (MOL) resulting in updated regulations on children's involvement in hazardous work and improved systems for monitoring CL.[25] Evaluators also reported positive outcomes in industry stakeholders' capacity to address CL—including adoption of codes of conduct, occupational safety and health (OSH) and CL policies; and integration of training on CL/FL for employers' association members.

Key stakeholders' knowledge and awareness of child labor or forced labor improved.

Evaluation reports generally found that most projects' awareness-raising and research activities were effective in generating greater awareness and knowledge about the problem of CL/FL among key stakeholder groups—children, households, educators, local leaders, companies, NGOs, and government authorities at various levels. For example, the WEKEZA evaluation highlighted, *"There is ample evidence gleaned from interviews with stakeholders that the [awareness raising] outputs were transforming to the community. Not only communities, but also key stakeholders, have changed their attitudes towards child labor."* Numerous evaluators reported significant positive changes in household awareness of the differences between children's work and exploitative CL, understanding the importance of their children's education, and the negative consequences of hazardous work by children. Evaluators also generally reported significant positive outcomes of awareness-raising interventions in overcoming attitudes and social norms that favored CL or FL. Nevertheless, a few evaluation reports also reported resistance by some stakeholder groups to acknowledge CL as a significant issue, which affected their buy-in. One of the more extreme cases noted by an evaluator was in the Thailand Shrimp project, where the evaluator highlighted the fact that *"there was broadly a rejection of the notion that child labor exists"* among many key stakeholder groups.

Exhibit 14. Outcomes of Program Interventions

Outcome Area	Reported Outcomes
Children's work and education status	▪ Increased school attendance ▪ Reduced participation in hazardous CL ▪ Reduced time that working children devoted to CL ▪ Increased time spent in school or other learning activities ▪ Improved access to schooling by vulnerable groups such as refugees, indigenous peoples, and migrants.
Access to quality education	▪ Improvements in school learning environments ▪ Improvements in teachers' pedagogical approaches ▪ Improved learning materials ▪ Higher levels of awareness and engagement by teachers, school administrators, and parent teacher associations of the specific needs of children engaged in or vulnerable to CL.
Youth Employment	▪ Improved access to vocational training and apprenticeships ▪ Improved life and other soft skills ▪ Knowledge of occupational safety and health ▪ Improved working conditions ▪ Job placements

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[25] Examples include Burkina Faso RCLES, CL Free Jordan, Ethiopia E-face, and Panama/Ecuador Policy.

Household Livelihoods	▪ Increased assets ▪ Increased productivity ▪ Increased income ▪ Decreased reliance on CL for supplementing household income
Laws, policies and projects strengthening	▪ Revised or new legislation including local bylaws on CL ▪ Updated hazardous list of occupations and activities forbidden to children ▪ Development and approval of National Action Plans on CL or FL ▪ Mainstreaming CL/FL into national development strategies and/or projects ▪ Adoption of education approaches shown effective in preventing CL
Institutional Capacity-Building	▪ Improved capacity to carry out studies and monitor institutional actions ▪ Increased institutional capacity by the private sector to address CL in supply chains (e.g., employers adopt program OSH training and CL awareness-raising tools and approaches, codes of conduct adopted, working conditions improved, participation in certification projects) ▪ Inclusion of CL awareness in regular public sector training projects; ▪ Public systems (data bases, referral mechanisms) for CL monitoring developed or strengthened ▪ Stronger regulation of labor recruitment agencies ▪ Additional funds mobilized to carry out CL interventions ▪ Adoption of improved practices/use of training tools and checklists for labor inspection ▪ Domestic Workers Union officially recognized by the government
Awareness Raising and Research	▪ Greater awareness by parents of the difference between acceptable children's work and CL and of the important of education ▪ Greater awareness by children, households, and their employers of hazardous CL ▪ More favorable attitudes about girls' education ▪ Greater awareness by national and sub-national government officials of laws forbidding CL ▪ Greater awareness and knowledge about the problem of CL/FL among companies and NGOs ▪ Better understanding of the prevalence of CL and/or FL in specific geographic areas or among specific groups (e.g., Syrian refugees), the role of education, youth employment policies and social protection in CL trends, availability of social services for victims or persons at risk

Evaluators also highlighted positive, unintended outcomes.

In addition to anticipated outcomes, program evaluations also highlighted examples of positive unintended effects of program interventions, including the following:

- Project interventions at the local level tended to break down barriers among community groups (ECOWAS I & II).
- Migrant children who received program education services gained skills, even if the interventions were not enough to withdraw/prevent a child from CL (Thailand Shrimp).
- Monitoring visits conducted by teachers, social workers, local government authorities, project staff, and behavior-change agents (project-trained facilitators) produced unanticipated benefits. In addition to collecting information on the situation of individual children and households, the evaluation reported that the monitoring activity raised the awareness of those involved about the overall economic and social situations of the target communities and the role they might play to address community problems. (WEKEZA).

4.1.2 Extent to Which Projects Met Their Direct Participant Targets and Other Output Targets

Based on IMPAQ team analysis, most projects with direct participant targets largely met or exceeded their targets for the provision of direct services (numbers of children receiving education/training services as well as households receiving livelihood services). IMPAQ quantitative analysis shows that, of the 23 projects that had defined direct participant targets (either individuals, households, or both),[26] 70% of the grantees in these projects reached or exceeded these targets. This number improves to 83% for projects that reached at least 75% of the total participant targets. Only four projects were described as "not meeting direct participant targets" by their evaluators in the final evaluations. Exhibit 15 provides detail on which projects achieved their direct participant targets.

Exhibit 15. Number of Direct Participants Reached

Direct Participants Reached	Projects
Met or exceeded direct participant targets	▪ Philippines ABK3 LEAP ▪ Liberia ARCH ▪ Uganda AYEDI ▪ Cambodia EXCEL ▪ Egypt CWCLP ▪ Panama/Ecuador EducaFurturo ▪ Ethiopia E-FACE ▪ Jordan Promising Futures ▪ Bolivia ÑPKCW ▪ ECOWAS I & II ▪ Rwanda REACH-T ▪ Tanzania WEKEZA ▪ Guatemala My Rights Matter ▪ Colombia Somos Tesoro ▪ Brazil/Peru Forced Labor ▪ Ethiopia E4Y
Met 75-99% of direct participant targets	▪ Peru Semilla ▪ Morocco Promise Pathways ▪ Burkina Faso RCLES
Did not meet direct participant targets (<75%)	▪ Mexico Agriculture ▪ CCP Côte d'Ivoire & Ghana ▪ Thailand Shrimp ▪ El Salvador Economic Empowerment

With a few exceptions, the IMPAQ analysis shows that based on the evaluation reports, most projects made significant progress against and/or exceeded their other output targets.[27] One notable

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[26] Of the 30 evaluations, seven did not define the number of direct participants to be reached through direct education and livelihood services. These were the two global projects (CLEAR and GAP11) and five other projects (Afghanistan Carpets; CL Free Jordan; Panama/Ecuador Policy; PROMOTE; and Turkey).

[27] Examples of output targets included: numbers of teachers, local leaders or labor inspectors trained, numbers of schools with improved infrastructure, numbers of National Action Plans drafted, and numbers of research studies carried out.

exception was the Thailand Shrimp project; the evaluator indicated that program activities *"contributing toward only four desired outputs among a total of 15 [outputs] were fully complete by the time of the [final] evaluation, with delays due to both external and internal factors."*[28]

Evaluators qualified positive findings on program success meeting targets in a few cases because of participant targeting or quality-of-services issues.

Quantitative analysis of the extent to which projects met their direct service targets provides a picture of projects' effectiveness, but with limitations. The numbers alone do not paint a full picture; they do not account for the extent to which participants were well targeted or the services were high quality. Only two evaluation reports highlighted significant issues with direct participant targeting. While commending the program for focusing on the poorest governorates with the highest rates of CL in the agricultural sector, the CWCLP program evaluator highlighted that *"there was a lack of simple, general criteria that could be used to identify children and mothers for inclusion in the project."* The evaluation of Promising Futures in Jordan noted that *"child empowering methodologies were supposed to be taught to children at-risk of child labor or already engaged in child labor to widen their horizons and provide them with different life skills and options. However, the project did not ensure that those at-risk or engaged in child labor were targeted for project interventions."*

The absence of more evaluation findings on participant selection suggests that most program services generally went to children and households vulnerable to, or engaged in, CL or FL. Moreover, several evaluation reports highlighted good practices on direct participant targeting strategies such as: using existing research to narrow regions for direct service implementation; using data collected in the baseline survey; engaging people from the targeted communities in participant selection, including teachers, social workers and local authorities with good local knowledge; and other participative assessment approaches.

When assessing the quality of services provided, several evaluations reported that the quality of some direct participant services was diminished by the short duration of services and the levels of funding. For example, the evaluator of the RCLES program in Burkina Faso noted, *"The project's large coverage and the vast amount of targeted beneficiary children, along with limited results and time-frame, did not contribute to supporting its implementation and also, somehow limited the 'quality approach to education'"* and *"in a project that focuses a great deal on youth access to decent work, there is a high need for more investment in the training components. That is, some components did not reach their full potential as that would have required more investment in inputs, including logistics, tools, and agricultural inputs."* Similarly, the EXCEL program evaluation noted, *"Overly ambitious targets require constant focus on numbers of beneficiaries, with the attendant risk of diminished quality or depth of services provided…"* The REACH-T evaluation suggested USDOL should award five-year funding for future projects, to allow sufficient time for direct service delivery upon completion of key M&E activities (CMEP, baseline study, and DBMS/M&E system tested and debugged), given that these activities often consume a full year of project life.

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[28] The evaluation team found that achievement of project outcomes was based on several assumptions that did hold true. The main examples were partners' acknowledgement of the existence of CL in the shrimp supply chain; and the existence of political will to address the problem.

As with direct services, evaluators of capacity building projects also found that program capacity-building interventions, though meeting their targets, required additional time and allocation of resources to consolidate results. The evaluators of global projects (CLEAR and GAP11) made similar observations regarding the need for longer implementation periods and higher resource allocations, including in-country human resources, to obtain sustainable results in some target countries. The CLEAR evaluator wrote, *"The project duration and introduction of countries at different stages in the project life was advantageous for the countries included from the start of the project, but the duration was short for those successively enrolled post-[grant]award."* The Turkey Hazelnut evaluator likewise suggested a longer timeframe to pilot interventions would have been beneficial to consolidate the model and promote its sustainability.

4.1.3 Validity of the Outlined Theory of Change

Overall, most evaluators found the ToC outlined in either the projects' initial strategy papers and/or CMEPs to be largely valid, suggesting that most program strategies were well-designed and relevant. As highlighted earlier, most projects implemented integrated intervention strategies. These included measures to build the capacity of key stakeholders to fight CL within their institutional mandates (within various institutions and at various governance levels), strengthen policies and laws and their implementation or enforcement, awareness raising, research, social service referrals, and provision of direct services to vulnerable children and their households to improve education access and livelihoods.

> **Examples of Evaluation Findings Indicating TOC Validity**
>
> The project's Theory of Change (ToC) is all-encompassing and the strategy and intervention methodologies chosen were, in general, appropriate for correctly addressing the causal factors behind CL in the areas and sectors targeted by the project. -**Burkina Faso RCLES**
>
> The holistic organization of these activities also contributed to effectiveness. The synergistic approach was deemed the most appropriate and effective way to obtain real impact towards the elimination of exploitative CL. -**Ethiopia E-FACE**
>
> The project design represents a strong balance between local interventions to address CL and to strengthen capacity and policy. -**ABK3 LEAP**

Comprehensive, integrated strategies were generally successful with some gaps in some settings.

Evaluators generally found that the ToC represented in the comprehensive, integrated strategy was valid in the various program contexts it was applied. Many evaluators highlighted the importance of having multi-faceted strategies to achieving program success addressing CL/FL. They affirmed that multiple interventions of differing natures were needed because of the multi-faceted, complex factors that contribute to the prevalence of CL and/or FL in most program settings, especially the complex nature of poverty as a root cause. Evaluators likewise generally found that balancing direct interventions and institutional capacity-building and policy work is effective in fostering national ownership and sustainability of efforts to combat CL/FL. However, some evaluators also noted that, for the strategy to be successful, grantees needed to bring together effective, multi-disciplinary teams and devote adequate resources to implement and monitor multiple interventions, each with its own specific success factors and indicators to measure progress.

Value-chain projects appropriately focused on engaging industry stakeholders.

Evaluation Findings on the Specific Needs of Migrant and Indigenous Children

Goals of withdrawing migrant children from CL key considerations: more time needs to be considered for the following aspects: (1) the period of family exposure to the program; (2) the precariousness of the educational system to include migrant indigenous children and follow-up their learning process; and (3) the viability of income alternatives in the short term (for instance in indigenous communities with very limited markets). -**Mexico Agriculture**

While there are a number of similarities between migrant child laborers and Thai child laborers, there are some distinct differences between their economic and social realities that merit further reflection, particularly for designing activities at the community level. -**Thailand Shrimp**

Within integrated models, there were some noteworthy variations in the ToC across different projects. Value chain–oriented projects generally focused to a greater degree than other projects on engaging employers in efforts to combat CL, as well as on leveraging international market demands and standards to support the adoption of changes. For example, Somos Tesoro in Colombia included a specific component on formalizing artisanal and small-scale mines; the Thailand Shrimp project included interventions to improve shrimp industry labor law compliance (with special emphasis on CL/FL); and the projects in Afghanistan and Ethiopia on carpet-making and weaving, respectively, promoted compliance and/or certification of producer workshops coupled with "child labor free" marketing efforts. Other projects (tea in Rwanda, rubber in Liberia, cocoa in Côte d'Ivoire and Ghana, sugarcane in Mexico) included industry stakeholders in their components on awareness raising and policy strengthening. The RCLES evaluation highlighted that future interventions should make efforts to involve the cotton and gold industries in the campaign against CL. The ARCH evaluation reported that strong relationships and engagement with the rubber industry contributed to positive results, such as the private sector's active support for program OSH training, awareness raising on CL and education, development of a collective bargaining agreement against CL in plantations, and establishment of additional private schools in rubber plantations.

Evaluators generally reported that the industry component was needed to achieve the program goal and sustain positive results. However, they reported various degrees of success, mainly depending on the level of buy-in from national industry stakeholders, the projects' ability to reach a critical mass of enterprises/production units, and the availability of effective labor inspection mechanisms. The latter was challenged by the large number of small producers/enterprises in most of the targeted value chains (where children were employed, often in home-based, family businesses); their informality; and employers' limited knowledge, resources, and incentives to improve compliance in the value chains targeted by the projects.

Several projects included discrimination and social exclusion as factors affecting child labor and forced labor prevalence in their ToC.

As highlighted in the discussion on program participants, several projects postulated that discrimination based on gender, disability, or membership in a social or ethnic group was potentially an important factor that heightens the vulnerability of members of these groups to CL/FL. For example, the evaluator of the Brazil/Peru Forced Labor project wrote, *"Increased awareness on forced labor with an age, gender and race perspective is very relevant for the vulnerable populations and target groups in order to be able to first recognize it, and therefore face it."* Many projects included specific interventions to address issues of discrimination and social exclusion. Projects integrated socially vulnerable groups by defining the target participants who were the main recipients of direct services. For example, the EducaFuturo and

Panama/Ecuador Policy projects targeted children who belonged to communities of indigenous, afro-descendants, migrants, and persons with disabilities. Projects in Bolivia, Brazil, Colombia, Guatemala, Mexico, and Peru incorporated a strong focus on participants from indigenous communities. Projects in Ethiopia (E4Y) and Tanzania (WEKEZA) also had a specific focus on persons with disabilities. GAP11 and projects in Mexico (Agriculture), Thailand (Shrimp), and Turkey (Hazelnuts) likewise focused on migrant worker communities.

In addition to their specific focus on vulnerable groups, some projects integrated policy and direct service interventions to tackle the exclusion of some categories of children from public education. For example, the Thailand Shrimp and Promising Futures projects included specific interventions to facilitate access to education for migrant and refugee children.

Evaluators identified gaps in capacity building and enabling environment-focused ToC.

Within CLEAR and GAP11, global projects focused mainly on stakeholder capacity building to fight CL or FL. Evaluators of these projects noted that technical support for policies, plans, and legal framework improvements were not necessarily enough to produce the overall goal of strengthened policy and legal frameworks on CL/FL. The evaluator of the CLEAR program affirmed that not all countries selected for inclusion in the program were well served by highly focused capacity-building interventions: *"The broad selection criteria resulted in a set of countries across the globe with divergent needs and maturity on child labor programming. While some countries benefited well from the opportunity for targeted interventions to fill gaps in their enabling environments, others ideally required more comprehensive approaches."*

Similarly, the CL Free Jordan[29] evaluation found that *"developing the structures, creating mechanisms and providing training are not sufficient to ensure impact of the Project."* The evaluator found that coordination and cooperation among main stakeholders was not systemized and was kept at management levels that were not high enough; furthermore, the commitment from the Ministry of Labor and Child Labor Unit management was, "*on the whole, not adequate for the system to work as intended and for the child laborers (the ultimate beneficiaries) to be given the protection and education that was intended.*" Similarly, the evaluator of the El Salvador Economic Empowerment project, which had a strong focus on institutional capacity building at sub-national levels of government, said that the program did not take into account the difficulties that the model presented in terms of institutional coordination efforts as well as the low levels of municipal stakeholder capacity.

Within the PROMOTE program, which aimed to reduce CDW, the evaluator indicated that the program strategy—which included institutional capacity building of Domestic Workers Organizations, fostering partnerships, and increasing the knowledge base and knowledge-sharing systems—did not adequately account for many factors that contributed to CDW and was, therefore, not valid to effectively address the problem. Although the evaluator deemed the program strategy coherent in improving the situation of adult domestic workers living outside their place of employment, the evaluator also found that the program strategy was not effective in addressing the needs of live-in domestic workers, noting limitations in its outreach strategy.

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[29] This program aimed to increase and improve institutional and organizational capacity to handle CL effectively and to create an environment where CL is eliminated and prevented. The focus was on influencing policies and developing capacity—not on actual services such as actively removing children from CL.

4.2 Research Question 2: What were the most often cited and/or outstanding challenges affecting program performance?

This section highlights trends found in the evaluation reports concerning external and internal constraints that affected program performance. The section includes analysis of identified external challenges in the implementing environment, as well as internal struggles and barriers within the projects that impeded their overall progress and success.

4.2.1 External Challenges

Unanticipated crisis or severe challenges in the program operating environment negatively affected some projects' performance.

Evaluators noted that various projects faced exceptional and/or unanticipated political, social, and economic crisis situations that hindered their progress. Projects' success in improving household livelihoods or access to education and training by program-served vulnerable populations were negatively affected by natural disasters, outbreaks of infectious disease, political unrest, and/or rising levels of social and economic insecurity. Evaluators likewise highlighted that crisis often diverted the attention of key government and other stakeholders from program objectives and hindered capacity-building and policy work. Finally, in some instances, unexpected external events affected the movements of program staff, limiting their efficiency. Exhibit 16 summarizes the most notable examples of unanticipated external crisis, and how evaluators found that program implementation was affected.

Evaluators also reported examples of effective strategies to diminish the negative consequences of unexpected external events on program progress. Illustrative effective strategies include:

- Lengthened period of implementation and increased budget (ABK3 LEAP)
- Planned additional services to address new challenges (ARCH, projects in Jordan)
- Employment of national staff and collaboration with local organizations with good knowledge of the context and abilities to navigate challenging situations (cited in multiple evaluation reports)

Weak institutional and financial capacity of government counterparts were obstacles to capacity-building interventions' success in some cases.

Evaluation results showed that institutional capacity-building interventions were hindered by high turnover in counterpart organizations and poor hand-over procedures, lack of basic means to carry out institutional mandates, and limited and/or changing levels of political will. Evaluators variously reported cases of pre- and/or post-electoral stagnation of public institutions that delayed the progress of activities. In a few reported cases, newly appointed authorities attempted to modify the orientation of the activities coordinated with the project.

The following are specific examples of challenges that negatively affected the success of capacity-building activities highlighted in evaluation reports:

- CLEAR and GAP11 evaluation reports highlighted weak levels of political will and governance effectiveness, which contributed to the projects' challenges obtaining official validation/adoption from counterpart governments for proposed action plans and other legal and policy reforms.
- The evaluators of projects in El Salvador and Ethiopia (E-FACE) highlighted the weak capacity of local government partners, which limited program efforts to involve them effectively.

Exhibit 16. Effects of External Challenges on Program Implementation

Project	External Challenge	How it affected Implementation
ABK3 LEAP	Typhoon Haiyan in the Philippines	Increased numbers of vulnerable children; disrupted education and household livelihoods
ARCH	Ebola epidemic in Liberia	Disrupted education and household livelihoods; limited program personnel movements
Afghanistan Carpets	Rising levels of insecurity due to an insurgency	Hindered international marketing of carpets (buyers not willing to visit country) and program personnel movements
CL Free Jordan	Syrian Refugee Crisis	Increased numbers of vulnerable children; profile and needs of children and households changed
Promising Futures	Syrian Refugee Crisis	Increased numbers of vulnerable children; profile and needs of children and households changed
El Salvador Economic Empowerment	Rising levels of insecurity due to crime and gang violence	Negatively affected children's attendance at schools and project performance, because it was sometimes impossible to access target communities
Turkey Hazelnuts	Attempted coup attempt followed by the imposition of state of emergency	Difficulties in carrying out activities in the project areas outside Istanbul
CWCLP Egypt	Arab Spring revolutions in Egypt	Political and economic instability affected public services and coordination with government
Ethiopia E4Y	Political Instability	Negatively affected the local economy and availability of jobs for program youth

Evaluation reports highlighted some solutions proposed by grantees that were effective at overcoming, at least partially, some of the specific challenges affecting capacity-building activities. Specific examples are highlighted in

Exhibit 17.

Exhibit 17. Proposed Solutions to Implementation Challenges

Problem	Solutions proposed
Limited political will	▪ Aligning project interventions with existing laws, policies, and plans (multiple projects) ▪ Use of participative methods that engaged government stakeholders in project oversight (multiple projects)
Turnover in decision-making structures	▪ Establishing/working with technical units less affected by high levels of turnover ▪ Considering the timing of elections and trying to align interventions to start political administration cycles and/or planning information, awareness raising, and advocacy activities following elections (Panama/Ecuador Policy)

Limited of financial means to carry out mandates/sustain interventions	▪ Support for lobbying/advocacy regarding budget allocations (Bolivia ÑPKCW) ▪ Supporting counterparts to identify donors for follow-on projects (CL Free Jordan)
Limited technical capacity to carry out mandates	▪ Training of government counterparts (multiple projects) ▪ Systematizing intervention strategies and developing written guidelines (multiple projects) ▪ Long hand over periods coupled with capacity building (Bolivia ÑPKCW, Peru Semilla)

Insufficient buy-in from some national stakeholders hindered progress in some projects.

Evaluation reports documented that some projects experienced difficulties engaging certain key stakeholders, with negative consequences on implementation. Examples include the following:

- The evaluation of Afghanistan Carpets found that firms were interested in obtaining certification; however, once they got to know about the certification standards, they tended to withdraw, both because standards were difficult to meet and because some firms expected incentives to become CL-free producers.
- The evaluation of Bolivia ÑPKCW reported central government resistance to collaborating with US-funded NGOs, noting that this influenced the program's degree of cooperation with national government entities. It also noted that it was unable to garner significant engagement from the Ministry of Agriculture to institutionalize livelihood strategies.
- The evaluator of the Thailand Shrimp evaluation noted little interest among trade unions in Thailand to take on the cause of migrant workers, a significant population of whom were employed in the industry.
- In the Indonesia PROMOTE program, the evaluation reported that the Ministry of Manpower (MOM) did not initially provide unreserved support for the project's strategy of working through Domestic Workers Organizations to achieve a reduction in CL. The evaluators concluded that a more tri-partite ("plus") approach could have been developed from the outset to more effectively engage the participation of government.

4.2.2 Internal Challenges

Slow grantee and USDOL administrative systems created implementation delays, negatively affecting projects in some instances.

Evaluators cited unforeseen delays in program implementation due to grantee and USDOL administrative issues, which had a negative effect on program success in some cases. Numerous evaluation reports highlighted that delays in conducting the baseline survey and the time required to develop the program CMEP contributed to delayed start up in delivering program services, which was reported to have diminished the overall quality and effectiveness of some interventions. Other projects cited administrative delays in establishing agreements with implementation partners or key stakeholders, which also affected the effectiveness of some interventions. A few evaluation

reports cited delays in getting USDOL administrative approvals for contract modifications as a factor delaying implementation.

Examples of Evaluation Findings on Internal Constraints

Due to budget revisions, waiting for approvals and new management staff to be in place, there were quite long "fallow" periods during which new activities could not be implemented. -**CL Free Jordan**

The elaboration of baselines took a long time, which considerably set back the start of Action Plans in the communities, thus greatly reducing their implementation schedule. [This] had a considerable effect on the community mobilization work; the proper understanding of the project by the members of the communities; the development of the planned activities; the Income Generating Activities (IGA) selection; and the possibilities for the sustainability of the results. -**CCP in Côte d'Ivoire and Ghana**

Management teams were unstable or overstretched in some projects.

In a few cases, evaluators highlighted turnover in program management personnel and delays in finding qualified replacements as a factor that limited program success.[30] Evaluation reports frequently mentioned that human resources for M&E were not adequate, which affected the quality of M&E data and was a possible factor in limited follow-up or the use of data by program managers to guide intervention strategies.[31] A couple of evaluation reports noted that technical expectations of program personnel were in some cases unrealistic. The CCP Côte d'Ivoire & Ghana evaluation noted that the grantee expected partners to be effective in activities ranging *"from managing a rescue operation with law enforcement to providing micro-enterprise start-up assistance and counseling."* The CLEAR evaluator highlighted that *"thin staffing and implementation budgets"* per country reduced program effectiveness. The Morocco Promise Pathways evaluator similarly reported that the relatively small size of the project team and changes in key personnel brought additional stress to implementation.

4.3 Research Questions 3 and 4: What were the most often cited and/or outstanding good practices and lessons learned highlighted in the evaluation reports?

This section describes trends and analyzes good practices and lessons learned highlighted in the 31 program evaluation reports. The good practices and lessons learned are organized by topic area. Under each topic area we present general trends found in the evaluation reports, followed by specific examples.

4.3.1 Program Design

Good Practice: Designing projects that build on accomplishments of previous projects.

Many evaluation reports highlighted that grantees' previous experiences in the country were helpful because the program was able to build on the awareness of CL or FL generated from the previous program(s) and capitalize on existing relationships and partnerships with national stakeholders and local organizations.[32] Prior country experience also generally facilitated grantee consideration in the current strategy of lessons learned from previous projects.

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[30] For example, CL Free Jordan, Burkina Faso RCLES, and Colombia Somos Tesoro.

[31] For example, Jordan Promising Futures, Morocco Promise Pathways.

[32] For example, El Salvador Economic Empowerment, CL Free Jordan, Mexico Agriculture, GAP 11, CCP Côte d'Ivoire & Ghana, Brazil/Peru Forced Labor, and Ethiopia E4Y

Good Practice: Capitalizing on available research and statistics in program design.

Various evaluators highlighted examples of grantees making effective use of research and statistics to guide program design. Evaluators commended projects that were effective in using available data to determine their intervention strategy. Good uses of existing research cited across the reports include selection of target groups and geographic areas, assessing needs and identifying priority issues to be addressed, and designing awareness-raising strategies and related materials. For example, evaluations of projects in Egypt and Mexico cited using national statistics and other available research in target zone selection; the evaluator commended the use of an OSH study in the development of awareness raising materials by the ABK3 LEAP program. In addition to encouraging the use of existing research in program design, this good practice also suggests it was beneficial for projects to carry out research to inform current and future interventions, and to document intervention strategies, good practices, and lessons learned. Indeed, carrying out research to inform current and future interventions was often among evaluation reports'

> **Examples of Evaluation Findings Showing Effective Use of Research and past Experiences in Project Design**
>
> The long-lasting partnerships and building on results of previous projects and experience in Ethiopia contributed to better project design and implementation. -**Ethiopia E4Y**
>
> Building on existing ILO/IPEC experiences, projects, and resources and collaborating and coordinating with them have proven to be essential for a successful implementation. -**CCP Côte d'Ivoire and Ghana**
>
> The ILO office in Brasilia is very strong in terms of combating forced labor, due to the experience already achieved in previous years and the achievements of the country in terms of legislation, combat, repression, and prevention. -**Brazil/Peru Forced Labor**

recommendations. For example, the EducaFuturo evaluation highlighted the need for research and a more evidence-based approach to addressing the link between disability and CL. Several evaluators suggested that successful grantee intervention strategies should be researched, documented, and disseminated for replication.

Lesson Learned: To increase projects' impact and sustainability, longer project implementation frames or follow on projects that build on the accomplishments of previous projects would be useful.

Multiple evaluation reports indicated that the time allocated for program implementation (generally anywhere from three to five years) was not enough to scale up or institutionalize successful strategies.[33] The evaluator of the Mexico Agriculture program highlighted that the duration of the program hindered sustainable progress on policy objectives and made the following recommendation: "*A project that addresses child labor must be designed with less ambitious goals and phases (each phase 3-4 years). A first phase should be focused in sensitizing and developing capacity; a second one should be oriented towards the consolidation of inter-institutional articulation at local level in selected areas, and a third one, implementing an exit strategy*." Indeed, the evaluation of Bolivia ÑPKCW, a program specifically designed to scale up a previous program, noted many successful examples of institutionalizing program education strategies.

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[33] For example, Rwanda REACH T, CLEAR, GAP 11, Panama/Ecuador Policy, and Turkey Hazelnuts.

4.3.2 Program Management and Implementation

Good Practice: Adapting and adjusting strategies to accommodate emerging contextual challenges and opportunities.

> **Examples of Evaluation Reports Highlighting Need for Flexibility**
>
> Encourage flexible approaches to project implementation, allowing projects to make adjustments in line with realities using a systems-based approach. - **Uganda AYEDI**
>
> The ÑPKCW project made appropriate and timely adjustments to the project strategy during the second half of the project implementation period to address strengths and weaknesses identified in the interim evaluation. - **Bolivia ÑPKCW**

Many evaluation reports praised grantees who adjusted their strategies in response to unanticipated changes in the implementing environment or, alternatively, cited lack of management flexibility as problematic. This suggests adaptive management as a good practice. Some examples of successful adaptive management highlighted in evaluation reports include the response of the ARCH program to the Ebola crisis (which included introducing new interventions such as school feeding projects) and the AYEDI program management's decision to drop its intervention to reintegrate youth into high school, and refocus efforts on preventing drop-out in light of the original strategy's limited success. In contrast, GAP11 and CLEAR evaluations highlighted limited flexibility in the selection of countries for program interventions as a factor that limited success. The evaluators of the CCP Côte d'Ivoire & Ghana, ECOWAS I and II, and the two global projects highlighted that grantee program managers found the implementation strategies overly prescriptive, which limited the management teams' ability to adapt interventions to the emerging needs of national stakeholders.

The REACH-T evaluator suggested that, before the start of activities, grantees should carefully reconsider the design of all project components to ensure alignment with current host government policy and local stakeholder expectations. The report recommended: *"If changes in local environments dictate new implementation strategies, the grantee should request reprogramming authorization from USDOL, along with any cost adjustments, as early as possible in Year 1 of project implementation."*

Lesson Learned: The CMEP approach to monitoring and evaluation had positive aspects, but could be further streamlined and more emphasis placed on systems to analyze and use data for decision-making.

Based on some evaluation reports, the CMEP development process stimulated discussion among grantees and their partners about program objectives, expected results, and how to monitor progress.[34] However, several evaluators reported that development of the CMEP took too long; and that the framework was overly complex, and in some cases established too many indicators to be efficiently implemented.[35]

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[34] Examples include Cambodia Excel, Educa Futuro, ECOWAS I and II and Brazil/Peru Forced Labor.
[35] Examples include Burkina Faso RCLES, CLEAR, Jordan Promising Futures, and Liberia ARCH

Some evaluation reports suggested that having too many indicators resulted in considerable grantee time and resources being spent collecting data, but not necessarily in the effective use of data. In multiple cases, evaluation results suggested that few projects capitalized on their monitoring systems for decision-making. Moreover, several evaluation reports described an unexpected negative effect of the CMEP, a tool generally found to be helpful for program management—the perception among some users, especially program management, that strategies and targets could not be adjusted later during program implementation.[36]

Finally, several evaluation reports indicated that grantees experienced heightened data collection challenges when they introduced mobile data collection tools into their monitoring strategy.[37] Evaluation reports variously highlighted that delays developing the software, technical glitches, and inadequate training of users negatively affected monitoring efforts.

Lesson Learned: Allocating adequate and relevant national personnel for coordination, monitoring, and follow-up on program interventions is likely a critical factor in producing successful outcomes.

> **Evaluation Findings Showing Effective Allocation of Human Resources**
>
> The coordination and relationship building between actors within migrant communities benefited from the hiring of Kurdish speakers on staff; and investment in staff to build capacity and work alongside community members leads to better results over time. - **Turkey Hazelnuts**
>
> The strategy of employing local case managers, combined with the use of the PAVE case management methodology, was central to the overall effectiveness of the established systems. Case managers brought knowledge of their localities to their work in the livelihoods and education teams. - **Morocco Promise Pathways**
>
> The project decided to recruit and hire facilitators from the eight target municipalities. The project partners consider this to be a best practice because the local facilitators not only understand the local context, including security concerns, but have been able to effectively build trust with communities so CL issues could be discussed and addressed. -**Colombia Somos Tesoro**

Evaluation reports highlighted that having a strong personnel presence close to interventions sites was an important factor contributing to the achievement of program outcomes. Several evaluation reports specifically underlined the important role played by field-based program personnel, described as "facilitators," "coordinators," or "promoters," depending on the program. These individuals, based in target zones, were responsible for case management activities (identifying children engaged in or vulnerable to CL, determining needed services, facilitating service delivery, monitoring outcomes, or following up on interventions with children, their households and community leaders). Some evaluations also emphasized the value of working with individuals, sometimes employed by local partners, with good local knowledge of target communities to facilitate relationships with local stakeholders and enable communication in local languages. For example, the evaluator of the My Rights Matter program in Guatemala wrote, *"Three key factors*

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[36] Examples include Cambodia Excel, CLEAR, and Ethiopia E-FACE.
[37] Examples include ABK Leap, Cambodia EXCEL, Liberia ARCH, and Morocco Promise Pathways.

> **Examples of Evaluation Findings on Project Monitoring and Evaluation Systems**
>
> CMEP is regarded by project staff to be a highly complicated tool that needs highly trained staff to correctly manage it. - **Burkina Faso RCLES**
>
> One of the key issues with the existing databases is that information is not regularly analyzed to support management decisions. - **Jordan Promising Futures**
>
> The entities administering the Direct Beneficiary Monitoring and Reporting forms reported that they found the information produced did not add value to their work. -**ECOWAS I & II**

contributed to the success of the educational models: household visits, the innovation fund, and the facilitators, which were the keystone of implementation."

The value of having program management personnel close to interventions was also highlighted in global capacity-building activities (CLEAR and GAP11). In these projects, evaluators highlighted the absence of country-based program personnel able to follow up on technical support as a constraint affecting the achievement of outcomes. According to the GAP11 evaluator, *"Legal, regulatory and policy-oriented activities would have been served better by having a longer term in-country GAP staff presence. More national staff would have facilitated a more sustained national dialogue."*

4.3.3 Education and Training Interventions

Good Practice: Improving the learning environment in schools.

Based on evaluation reports, grantees identified and implemented many good practices to address quality deficits in education. Education quality was identified in most projects' context analysis as a negative effect on vulnerable children's school attendance, and as a factor pushing children to drop out of school and into exploitative CL situations. Examples of good practices cited in multiple evaluation reports include school renovation work (e.g., building latrines, repairing classrooms, replacing broken furniture), raising the awareness of teachers and school administrators on CL and their roles in addressing the issue, and educator training to reduce harmful practices (such as corporal punishment) and improve pedagogical practices. On the latter, the Bolivia ÑPKCW program's introduction of improved teaching models in rural schools, such as the multi-grade classroom and leveling models,[38] were cited as good practices.

> **Evaluation Findings highlighting successful education interventions**
>
> The implementation of action-based learning stimulated the interest of parents and children, increased learning, and contributed to reducing drop-out levels. - **Ethiopia E-FACE**
>
> School children were particularly pleased with the school renovation work that was conducted inside their schools. They explained that the improvement in the infrastructure helped them like school better and motivated them to attend classes daily. -**Jordan Promising Futures**
>
> The well-rounded curriculum encompassing practical hard and soft skills will better prepare PRELAR students as they enter the workforce. -**Peru Semilla**

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[38] The leveling program was for children and adolescents lagging two or more years behind in their schoolwork. It was designed to help them catch up to their grade level.

Good Practice: Monitoring school attendance and performance and helping at-risk children succeed in school.

Several evaluation reports highlighted effective interventions to identify children at risk of or engaged in CL through monitoring their school attendance and performance, and then supporting measures to improve their academic performance. The latter practice recognized that poor academic performance is a factor in school dropout. The ARCH program evaluation found including teachers in community monitoring to be effective because of their knowledge of school children at risk of failing out of school. The My Rights Matter program evaluation identified the program-promoted "early warning system," which motivated school and community leaders *"to take action in promoting retention and academic completion,"* as a good practice. In terms of follow-up action to help at-risk children succeed in school, the evaluator of E-FACE highlighted the school readiness program, which enrolled vulnerable children in summer school and school-year tutoring (in addition to activities to help them set goals for themselves) as a successful intervention package that improved academic performance and helped keep children in school. The intervention package was also found to be a successful transitional education model, facilitating school dropouts' reintegration into formal education programs.

Lesson Learned: Some grantee youth employment interventions could have been better aligned with the job market and more comprehensive.

Several evaluations highlighted that program interventions aiming to improve youth's access to decent employment through training and, in some cases, tools or other start-up kits were less successful than other interventions.[39] Evaluators highlighted various external and internal challenges, suggesting that more complex intervention strategies were needed. These challenges included limited decent employment opportunities in target areas; the pull of urban and cross-border youth migration; youth's limited interest in returning to education/training; mismatches between training and job market opportunities and/or participant interests; insufficient levels of investment in training programs; lack of formal recognition for NGO-provided training; insufficient follow-up support to help youth find employment or start an enterprise; and insufficient attention to improving working conditions in sectors that employ youth. Evaluation reports suggested the need for better market assessments to determine youth vocational training programs, more follow-up support for job placement or other income generation activities (especially marketing), and greater focus on improving working conditions in sectors/value chains that employ youth.

> **Examples of Evaluation Findings Showing Challenges Affecting Youth Employment Strategies**
>
> The youth target was particularly challenging given the preference of this age group to seek immediate income-generating activities through internal and external migration. Staff report that youth recruitment and training retention require high investments of project human and financial resources. - **Cambodia EXCEL**
>
> Although AYEDI had tried to identify locally marketable skills, the range of Non-Formal Education subjects was still too narrow, and placement of youth in decent work employment or self-employment was quite challenging. - **Uganda AYEDI**

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[39] Examples include Cambodia Excel, Egypt CWCLP, Ethiopia E4Y, Ethiopia E Face, Jordan Promising Futures, Mexico Agriculture, Thailand Shrimp, and Uganda AYEDI.

Good Practice: Teaching youth life skills and entrepreneurship along with technical skills.

Within youth vocational training interventions, several evaluators cited building youth's soft skills and entrepreneurial spirit, in addition to providing technical and vocational training, as good practices. Program evaluations show that grantees incorporated these topics through various intervention strategies. The non-formal education package used in the Semilla program in Peru was cited as a good practice because it featured *"well-rounded curriculum encompassing practical hard and soft skills that will better prepare PRELAR students as they enter the workforce."* The Bolivia ÑPKCW program evaluation highlighted the effectiveness of urban production strategies that targeted adolescents and women, which included training in soft skills and business development, as well as traditional technical skills. The Uganda AYEDI program enrolled adolescents in "youth clubs" for three months before providing them technical training. The clubs hosted activities to foster entrepreneurship and associated life skills.

Some evaluations noted areas for improving the relevance of building soft skills to the particular needs of adolescent girls. The ARCH evaluation included reproductive health and family planning instruction among life skills topics and considering collaboration with related government agencies among its recommendations. Similarly, the RCLES evaluation recommended that additional activities were needed to tackle the issues of early marriages and pregnancies, situations that especially affect adolescent girls and often prevented them from attending school.

4.3.4 Livelihood Interventions

Good Practice: Creating/strengthening savings and loan groups.

> **Examples of Evaluation Findings Showing Promising Impacts of VSLAs**
>
> All livelihoods beneficiaries would have benefited from participation in savings groups. Savings groups should complement all livelihoods activities, rather than be set apart as a discrete livelihood activity. - **Cambodia EXCEL**
>
> VSLAs seem to hold promising prospects in increasing beneficiary households' income, which could eventually have an impact in improving school enrollment and attendance, thus contributing to decreasing the prevalence of child labor. -**Burkina Faso RCLES**

Many evaluators highlighted the creation and strengthening of Village Savings and Loan Associations (VSLAs) as a good practice[40]—indicating that there was encouraging evidence that the associations supported the creation or improvement of income generation activities, contributed to asset building, increased household self-reliance, and generated income to support vulnerable children's education and health. But the RCLES evaluation recommended linking VSLAs with formal micro finance institutions; and the REACH-T program evaluation, while highlighting the positive outcomes of VSLAs, suggested that more time was needed to support the associations' development and that other complementary livelihood interventions were needed to help poor families generate income to offset school costs after the project closed.

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Lesson Learned: Some livelihood interventions could have been better aligned with market opportunities and/or given more attention to improving participant access to markets.

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[40] Examples include ABK Leap, Burkina Faso RCLES, Ethiopia E4Y, Ethiopia E-FACE, Liberia ARCH, Rwanda REACH, and Uganda AYEDI.

Several program evaluations showed limited impact in improving household livelihoods.[41] Some reports cited external constraints, such as limited economic opportunities in the program implementation zones, as a primary obstacle. Some evaluation reports also suggested that livelihood interventions would have been more effective if the grantees had conducted market studies prior to designing livelihood interventions, provided more support to participants to improve their marketing strategies, and offered more follow-up support overall.[42] One evaluator cautioned against promoting entrepreneurship as a one-size-fits-all strategy[43], and several suggested support for cooperative structures would have improved program livelihoods effectiveness by facilitating access to government support for production and marketing.[44] Finally, one evaluator indicated that program livelihood interventions should have focused more on improving the productivity of the household's primary livelihood activity (farming).

4.3.5 Capacity-Building Interventions

Good Practice: Mainstreaming child labor and forced labor issues into regular government activities and national stakeholders' programs to ensure local ownership and promote sustainability.

Program evaluations described good practices that were part of grantee efforts to mainstream policies, plans, and intervention models—to combat CL or FL in country stakeholder institutions, and to promote sustainability. Specific examples of mainstreaming good practices include facilitating the inclusion of measures to fight CL or FL in government development policy and planning frameworks (on all levels of government), integrating CL as a topic in stakeholder institutions' training programs,[45] supporting adoption of program methodology in government education programs,[46] and supporting development of codes of conduct by stakeholder institutions.[47] Evaluation reports suggested that successful "mainstreaming" strategies included complementary

> **Examples of Successful Mainstreaming from Evaluation Reports**
>
> The project contributed to four national CL policies, advised on cooperative certification and internal policies on CL. -**Rwanda REACH-T**
>
> Developing [National Action] Plan Committees and appointment of focal points helped to mainstream the child labor agenda into wider national policy. Focusing on specific sectors helped to improve policy outcomes. -**GAP 11**

capacity-building interventions—such as assessing institutional needs, developing and disseminating tools and guidelines on labor inspection in the informal sector, the implementation education curriculum to effectively prevent child labor or offer non-formal education alternatives, carrying out training of labor inspectors, teachers, and local authorities, and advising and sensitizing national stakeholders on issues establishing official lists of hazardous work forbidden to children.

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[41] Examples include CCP Côte d'Ivoire & Ghana, El Salvador Economic Empowerment, Ethiopia E-FACE, and Jordan Promising Futures.

[42] For example, CCP Côte d'Ivoire & Ghana, Jordan Promising Futures.

[43] El Salvador Economic Empowerment,

[44] For example, CCP Côte d'Ivoire & Ghana, Ethiopia E-FACE, and Indonesia PROMOTE.

[45] For example, Liberia ARCH.

[46] For example, Bolivia ÑPKCW and Peru Semilla.

[47] For example, El Salvador Economic Improvement, Indonesia PROMOTE, Liberia ARCH, Philippines ABK Leap, and Rwanda REACH-T

Lesson Learned: Some grantees needed to begin working on an exit strategy earlier in program implementation to foster the sustainability and scaling of successful intervention models.

Notwithstanding the positive examples of mainstreaming highlighted earlier, multiple evaluation reports indicated an urgent need for the grantee to develop and implement an exit strategy to promote the sustainability of program results. Specific evaluation recommendations included that grantees document their interventions and advocate for their adoption by public authorities. Some program evaluations recommended extensions or second phases to build counterpart capacities to take over program interventions.

> **Example of Successful Institutionalization of Project Interventions**
>
> The successful institutionalization of Semilla's educational projects began at the program design phase. Efforts were focused on raising awareness among education officials about the links between CL and poor academic performance in rural areas. - **Peru Semilla**

Although evaluators found having an exit strategy to be important overall, the need was more frequently highlighted regarding the sustainability of education interventions, which were often implemented in partnership with local NGOs. For example, the Thailand Shrimp evaluation found that the program's transitional education models successfully facilitated access to education for young migrant children, but highlighted that "*the active involvement of Ministry of Education as statutory provider is important for the scale-up and sustainability [of the model]."* The El Salvador Economic Empowerment evaluation likewise highlighted that the program *"did not include activities to ensure that the educational models generated by the project will be assumed by the Ministry of Education."* In contrast, the ÑPKCW and Semilla projects' success in implementing a focused strategy to ensure adoption of their education models was highlighted in their final evaluation reports. The Semilla project evaluation reported, *"The Ministry of Education has committed to incorporate Semilla's educational projects as part of its new Rural Education Services thanks to collaborative process in which the Semilla staff spent long hours working alongside the agency staff to assure the proper adaptation and integration of educational projects into the national rural education curriculum."*

Good Practice: Collaborating with country stakeholders from a variety of institutions, at different levels of government, and within various sectors.

Many evaluation reports highlighted good practices in forming multi-sector partnerships and alliances and engaging in participative approaches, which fostered dialogue among a diverse group of stakeholders. Evaluators indicated that broad-based participation and support from local social organizations (indigenous organizations, parent/community committees), local government officials, educators, employers, workers, and civil society organizations was an essential ingredient for reaching program objectives in target localities.[48]

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[48] For example, ABK3 Leap, Bolivia NPKCW, CL Free Jordan, Egypt CWCLP, Mexico Agriculture, Peru Semilla, PROMOTE, and Turkey Hazelnuts.

Several evaluators also indicated that involving central/national level stakeholders in the oversight of interventions at the sub-national level helped build national ownership of program interventions, especially in countries with centralized policymaking. Several evaluation reports highlighted forming or strengthening existing national or sub-national steering committees to oversee program implementation and facilitating national level stakeholders' visits to implementation zones as good practices. The RCLES evaluation in Burkina Faso indicated the program's partnerships contributed to "building a culture of collective action against child labor" by increasing cooperation among different actors.

Within comprehensive, integrated program implementation approaches, evaluators likewise indicated that successful engagement with a range of government stakeholders—including ministries of labor, social affairs, education, agriculture, and mining, as well as judicial authorities (police, judges, border control)—was an important success factor. This was especially important for efforts to mainstream or institutionalize interventions in public projects related to labor law enforcement, education, agriculture and rural development, and mining.

> **Examples of Evaluation Findings Showing Importance of Working with a Variety of Country Stakeholders**
>
> Intervening at state and federal levels is relevant because both levels are important for the project immediate objectives achievement. The project has also convened the pertinent institutions at federal and state levels, in order to complement efforts between levels. - **Mexico Agriculture**
>
> PROMOTE's wide range of Decent Work Organizations, trade unions, and other civil society partners enabled relevant interventions towards the common cause of promoting decent work for domestic workers. Nevertheless, the strategies did not include sufficient role for the government stakeholders and employers' organizations. -**Indonesia PROMOTE**

4.3.6 Awareness Raising and Knowledge Interventions

Good Practice: Forming strategic alliances with national stakeholder groups and institutions for awareness raising and research.

Several evaluation reports highlighted innovative partnerships to raise awareness and influence public opinion on CL, FL, and, in the case of the PROMOTE program, the rights of domestic workers. Examples of strategic partners highlighted in evaluation reports include the media (journalists), trade unions, employers' associations, community radio stations, universities, and civil society groups such as women's associations and community-based organizations. By collaborating with these partners, the evaluations reported that the projects were able to better target their awareness-raising messages and reach segments of their target population that otherwise might have been difficult. Two examples of innovative partnerships for awareness raising are noteworthy:

- The PROMOTE program's partnership with the Financial Institutions Trade Union Federation in Indonesia, which was reported as an innovative method to reach out to the middleclass public, who are potential employers of domestic workers, and to shift perceptions of domestic workers
- The ABK3 LEAP partnership with the transport sector for the display of messaging on local transport vehicles, such as jeepneys, to increase awareness beyond targeted communities

Good Practice: Conducting and disseminating research to mobilize stakeholders and influence country stakeholder policies and practices.

Evaluators highlighted that program research activities were often effective in providing needed evidence to mobilize key stakeholders. For example, the Turkey Hazelnut evaluation highlighted that grantee research effectively demonstrated to employers that working conditions and CL prevalence on some plantations were worse than employers previously thought. This knowledge compelled them to work more on the issue. The ARCH evaluation highlighted that the program's baseline study, carried out in a participatory manner and shared with stakeholders, effectively mobilized the rubber industry and garnered community support for program interventions.

The Semilla evaluation indicated that government involvement in the selection of research topics and research design was useful to influence public policy. Similarly, the evaluation of Brazil/Peru Forced Labor described how the program aligned its research to support implementation of National Action Plans on FL.

The CL Free Jordan evaluation highlighted that the program's rapid assessments of CL among Syrian refugees and Syrian children's inclusion in Jordan's National Child Labor Survey[49] contributed to the mobilization of resources for new projects focused on Syrian refugees. The GAP11 evaluation highlighted an innovative research practice by Understanding Children's Work (UCW) researchers, which either introduced questions or developed modules on CL (analysis of existing datasets) to planned or ongoing impact evaluations of projects with a direct or indirect bearing on CL. One of the key benefits of the approach was that it generated knowledge on policy impact without having to undertake full impact evaluations looking specifically at CL. UCW's collaboration with the World Bank for the impact evaluation work, as well as other research partnerships with national universities, contributed to heightened awareness of CL among partner organizations, which frequently provide policy advice to national governments.

The GAP11 evaluation highlighted another potentially impactful research project to which it contributed, which brought together more than 30 organizations to debate and eventually agree on the main recommendations coming out of research on child domestic workers in Haiti. The evaluation indicated that stakeholders in Haiti were hopeful that the collaboration would lead to more effective and coordinated work on the child domestic worker issue.

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[49] With supplementary USDOL funding, ILO supported the survey in which Syrian refugee children and families participated and included one refugee camp.

5. CONCLUSIONS: KEY CONSIDERATIONS FOR FUTURE PROGRAMMING

In this concluding chapter, which answers research question 5, the IMPAQ team identified overarching themes within the evaluation reports and, based on these, formulated practical and action-oriented considerations to guide the policies and projects of OCFT and other users of this synthesis report.

5.1 Relevance Considerations

National stakeholder ownership appears to be a significant factor in the success of the OCFT projects.

Many evaluations noted that overall program success, especially of capacity-building interventions, was largely contingent on working in countries and/or with stakeholders with high motivation/will to address CL and/or FL.[50] According to the evaluation reports, projects with high levels of ownership had different combinations of the following characteristics:

- Government recognition of the problem
- Higher levels of external pressure emanating from trading partners, international buyers, or consumer demands to address CL and/or CL in select value chains
- Higher levels of internal pressure thanks to local and national champions of the cause
- Alignment or integration with national development plans and programs
- Prior experience with projects that demonstrated how to address the issues and showed possibility of progress

The evaluation reports also highlighted how the conditions listed here can be fostered through effective research—as well as communication, awareness raising, and advocacy strategies—suggesting that OCFT should continue to invest resources in these types of activities.

5.2 Effectiveness Considerations

IMPAQ's review of the 31 evaluation reports provided insights into the types of policies and other interventions that lead to measurable progress in tackling child labor and its root causes. These insights could inform future projects. Collectively, trends in evaluation results highlight positive outcomes from actions that address the economic vulnerability of poor households and help overcome the lack of access to free, quality, public education. The evaluation also highlight the need for other public services that offer a social safety net to protect children at risk of, or engaged in, WFCL. The relatively positive outcomes of projects' education interventions demonstrated the importance of addressing the inequities and dysfunctions in national education systems that leave school-age children outside the classroom. The reports also highlighted the value of second-chance education, vocational, and life-skills training for adolescents, as well as youth employment schemes, in enabling safer school-to-work transitions by vulnerable youth.

Moreover, evaluation findings highlighting challenges in withdrawing youth from hazardous CL indicate that policy interventions addressing dropout and CL (prevention) are critical to broader efforts toward ensuring decent work for young persons. Likewise, challenges experienced by some projects in finding decent work alternatives for youth indicated that employment policies need to

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[50] For example, see the two GAP 11 evaluation reports, CLEAR II, Brazil/Peru Forced Labor, Bolivia ÑPKCW, Mexico Agriculture, and Peru Semilla.

focus on expanding "decent" employment opportunities for youth, particularly vulnerable youth. This might be accomplished by improving respect for OSH standards in industries or value chains that currently employ youth, or by mainstreaming decent work considerations in employment creation projects. For example, evaluations of agricultural value-chain projects indicated that identifying and raising awareness on tasks that are hazardous occupations and need to be prohibited to children was generally effective in reducing youth exposure.

The reports highlighted some "root causes" that might receive more attention in future projects. Program evaluations found addressing discrimination and social exclusion dimensions of CL/FL (such as discrimination based on gender, ethnicity, citizenship, or disability) to be important to program success. Program evaluations highlighted the value of including targeted interventions addressing the range of cultural, social, and economic factors that leave these groups especially vulnerable to certain types of CL.

Although gender was treated as a cross-cutting issue in many program designs, few projects' ToCs included explicit strategies to overcome gender-based discrimination and its links with CL/FL. Projects in Afghanistan, Egypt, and Jordan paid relatively more attention to the specific needs of women and girls in their ToCs by integrating interventions aimed at changing negative attitudes towards girl's education; addressing the educational needs of girls, especially girls whose mobility was restricted due to conservative cultural norms; and advancing the knowledge and livelihoods of women. Evaluations of projects that adequately accounted for gender concerns highlighted the overarching need for inclusive education strategies—including girl-friendly schools, which are adaptive to the unique schooling challenges faced by female children. Some evaluators recommended deeper analysis and additional, more focused interventions to ensure the specific needs of indigenous people were met. For example, the evaluator of the ÑPKCW project in Bolivia found that *"Building the technical capacity of indigenous and other community leaders leads to their increased buy-in and commitment toward sustaining project strategies, and prepares them to serve as advocates among local, regional and national government stakeholders."* Evidence from program evaluations in Thailand, Mexico, and Turkey likewise highlighted that more tailored strategies are needed to address CL among migrant workers.

Although many projects addressed the need for better enforcement of laws forbidding child labor and forced labor, evaluation reports suggest the need for consideration of other labor issues. Future projects may consider greater focus on addressing the limited empowerment of working people and their communities due to infringements of other human rights encountered at work—including nondiscrimination, freedom of association, and collective bargaining. In countries with relatively more developed labor market governance systems, and/or whose economies are progressing to higher levels of formal sector employment, attention may also be given to minimum wage policies and their enforcement and expanding coverage of social security systems. For example, projects in commercial agricultural value chains showed that deprivation among plantation workers influences the prevalence of CL in different ways; some children may work on the plantations or end up taking care of younger siblings while both parents go out to work. Children of seasonal workers may migrate for work with their parents, making schooling difficult or impossible.

Piloting some interventions and showcasing their results is a good means to foster ownership for intervention strategies by country stakeholders, motivate them to identify local sources of funding, and invest in those issues and institutionalize their response. Based on discussions with OCFT personnel as part of this task order prior to writing this report, there have been fewer

comprehensive integrated projects with large direct service components funded by ILAB in recent years, and relatively greater allocations to projects focused more on policy and institutional capacity-building objectives. Notwithstanding some projects' limited results ensuring their interventions' sustainability, multiple evaluations of projects with large "direct action" components suggested that pilot implementation of desired policies and projects was useful to achieve policy objectives and enable the mainstreaming of interventions into national projects.[51] The mainstreaming successes achieved by integrated projects suggest that demonstrating what effective interventions look like in action, along with the effective engagement with institutional decision makers, facilitates the achievement of capacity-building and policy objectives. Moreover, the reported limitations of CLEAR and GAP 11 in achieving sustainable policy and capacity-building outcomes suggest that the absence of pilot interventions can have negative consequences on the engagement of national stakeholders in program interventions.

5.3 Efficiency Considerations

Having adequate time as well as human and financial resources appears to be a significant factor in program success. Some evaluation results qualified projects' success meeting output targets with concerns about intervention quality and duration. Multiple evaluation reports also recommended that more time was needed to consolidate and institutionalize intervention strategies. These two frequently mentioned results suggest that USDOL resources might have more impact by focusing to a greater degree on the quality (versus quantity) of interventions, as well as the depth of grantee strategies to ensure interventions institutionalization. Ways this might be accomplished include evaluating grantees' budgets and work plans, to ensure they are realistic and include actions, time, and human resources to follow up on activities and to consolidate and institutionalize intervention strategies. OCFT might also consider funding more multi-phased projects, so successful projects are followed up with additional efforts to mainstream/institutionalize effective intervention strategies.

Program evaluations suggest that greater encouragement for course corrections and flexibility during implementation would be beneficial for program success. Evaluation reports include both positive and negative lessons learned about program management capacity to adapt to unforeseen challenges and opportunities, some of which are described in Section 4.3.2 of this report. Evaluators highlighted positive outcomes from USDOL and grantee program managers' decisions to adapt their strategies by considering changes in the implementing environment, stakeholder priorities, or erroneous assumptions about the cost and feasibility of some proposed intervention strategies. Evaluation reports also highlighted cases in which a change in strategy would have been beneficial, and other examples in which contractual restrictions kept grantees from making needed changes. Multiple evaluation reports likewise indicated that, despite the significant resources invested in M&E, most projects made limited use of their monitoring data for decision making. In the challenging environments where most projects operated and given the complexity of the issues being addressed, it would have been unusual if implementation went exactly as planned. This suggests that, in future projects, delays and unforeseen obstacles and opportunities should be factored into program design and management procedures. Considerations

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[51] For example, the Bolivia ÑPKCW and Peru Semilla projects piloted education strategies were successful at demonstrating effective approaches to the government and were in the process of being mainstreamed when the projects ended.

to encourage more adaptive management practices (and to avoid throwing "good money" after bad), based on evaluation reports, include the following:

- Selecting grantees and grantee partners with longer experience in the country, a factor that may increase the program management team's capacity to anticipate common risks and identify alternative paths to the same objective
- Allocating time and resources for post-grant award needs assessment and program re-design, a practice that acknowledges that pre-award assessments may not have been thorough or participatory, and are often done by people who are not later part of implementation
- Promoting participatory review processes, similar to the process used in the development of the CMEP, at other key points in the implementation process, to assess progress and agree on corrective actions when needed
- Using flexible funding modalities[52] and simplifying/streamlining approval processes for contract modifications

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[52] An example of a flexible funding mechanism might be partially funding a project based on a concept paper with follow-on funding contingent on a fully developed proposal following baseline and other assessments.